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Solicitor General Solliciteur général
Canada Canada

ANNUAL REPORT 1980-1981

Secretariat

Royal Canadian Mounted Police

National Parole Board

Correctional Service of Canada

83408

Canada



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Solicitor General
of Canada

Solliciteur général
du Canada

The Honourable
Bob Kaplan

L'honorable
Bob Kaplan

To His Excellency
the Right Honourable Edward Schreyer
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, 1980 to March 31, 1981.

Respectfully submitted,

Bob Kaplan, P.C., M.P.
Solicitor General of Canada

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Programs Branch,
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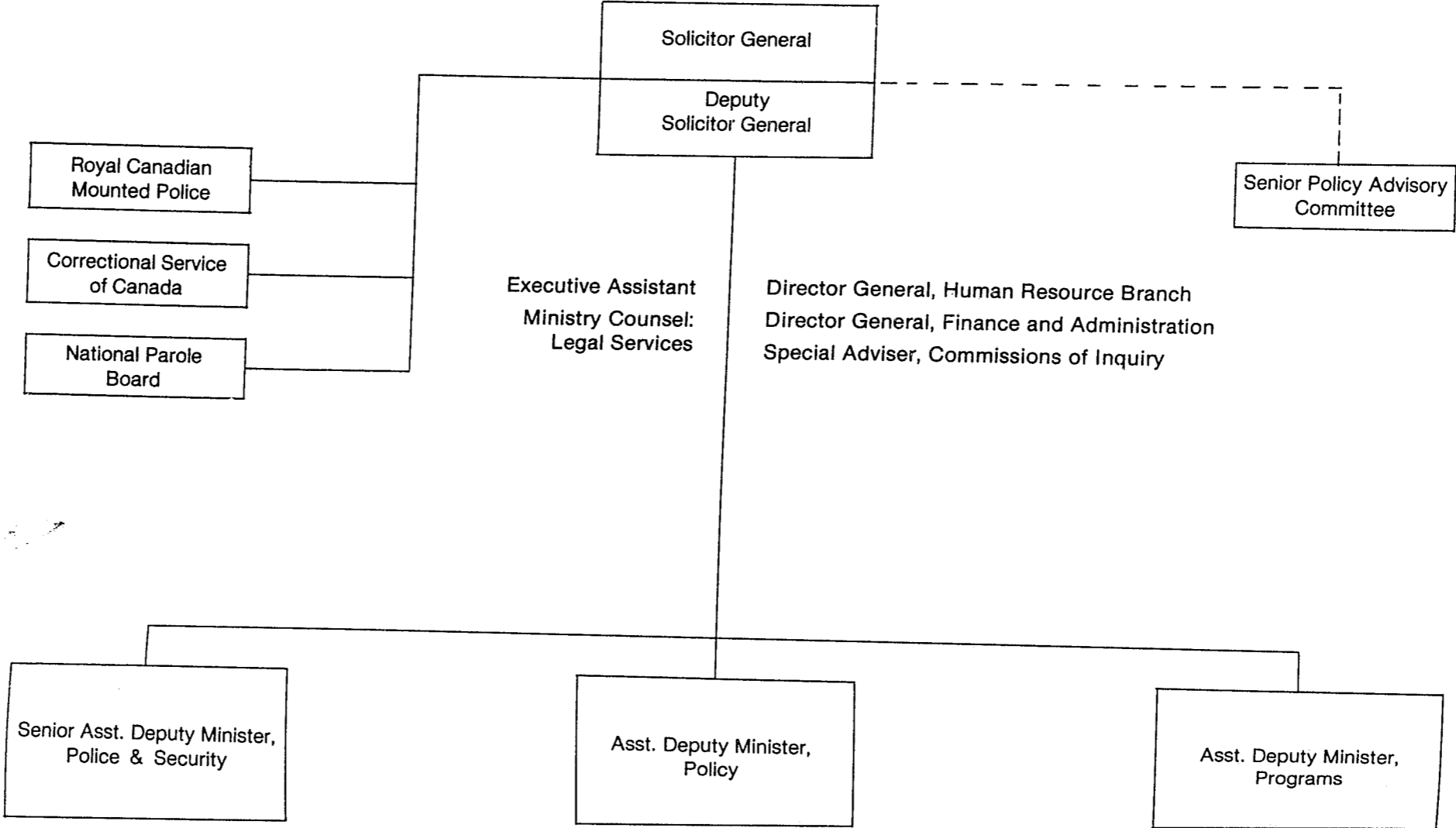
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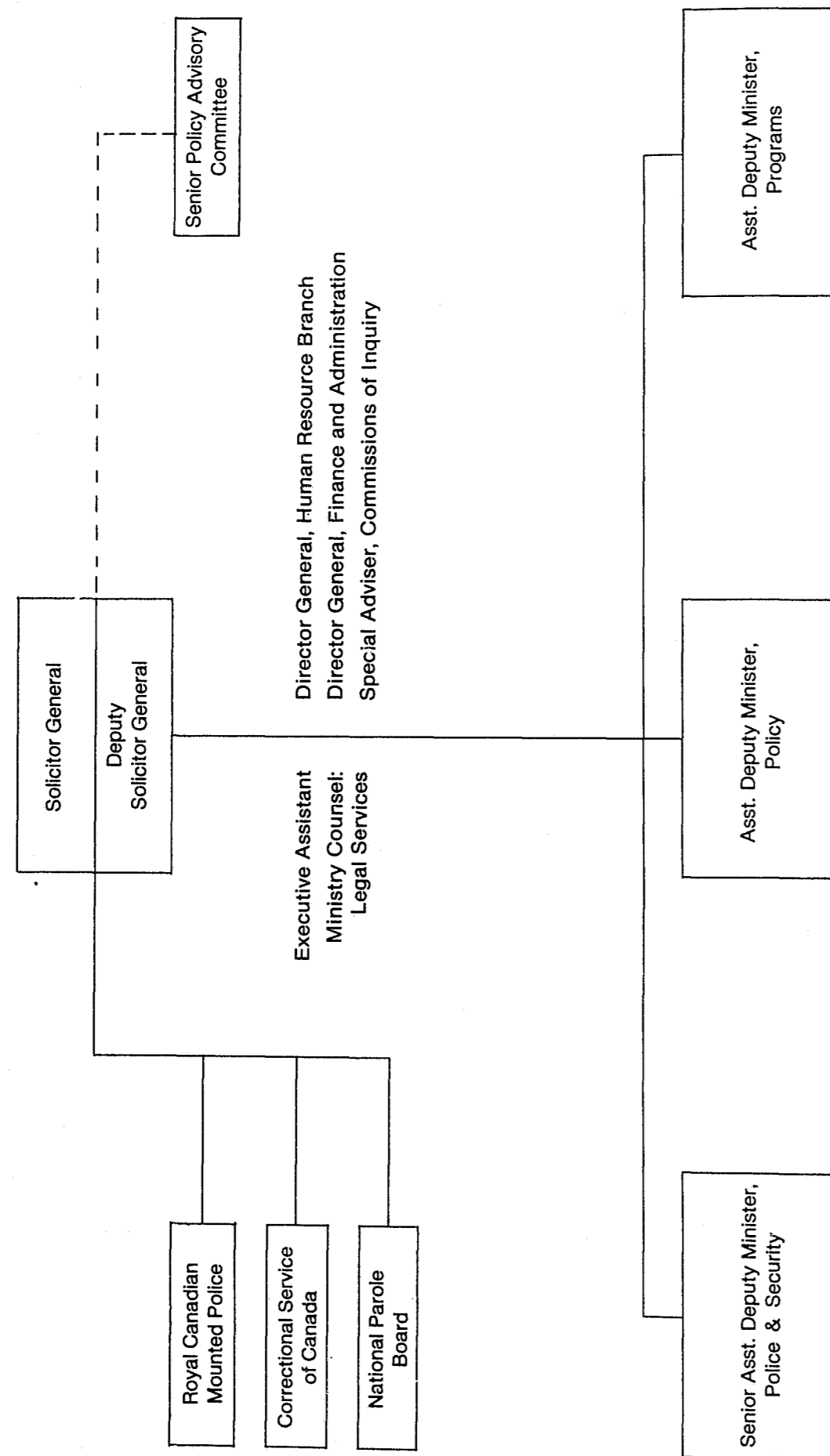
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**ORGANIZATION OF THE SECRETARIAT,
MINISTRY OF THE SOLICITOR GENERAL**



**ORGANIZATION OF THE SECRETARIAT,
MINISTRY OF THE SOLICITOR GENERAL**



Secretariat

The Department of the Solicitor General was established in 1966 when Parliament assigned to it responsibility for the Royal Canadian Mounted Police and the Canadian Penitentiary Service. The Solicitor General of Canada also reports to Parliament for the National Parole Board.

In 1973, what had been known formerly as Departmental Headquarters was reorganized to perform the functions of a Ministry Secretariat.

The Secretariat, responsible for developing and coordinating Ministry policy, reports to the Deputy Solicitor General. The heads of the three agencies, who have responsibility for administration and programs in their areas, report to the Solicitor General.

Policies on police, corrections and parole are determined by the Solicitor General who is advised by the agency heads and the Deputy Solicitor General who together comprise the Ministry's Senior Policy Advisory Committee.

A reorganization of the Secretariat was carried out during the fiscal year 1978-79. The thrust of these changes has been to emphasize the Secretariat's policy and program role at the federal and federal-provincial levels in four major areas: the criminal justice system, corrections, police and security.

The Secretariat has branches responsible for policy, police and security, and programs. Each of these branches is headed by an Assistant Deputy Minister.

Policy Branch

The Policy Branch is responsible for:

- developing the strategic policy framework for the Secretariat and guiding the development of the strategic policy of the Ministry as a whole,
- formulating strategic policies and strategies for their implementation and evaluation concerning criminal justice issues affecting more than one component of the criminal justice system,
- formulating strategic policies and strategies for their implementation and evaluation concerning corrections issues,
- coordinating the development and presentation of the annual Strategic Overview of the Ministry,

- analyzing policies and proposals of the correctional agencies of the Ministry (CSC and NPB) and providing advice, alternatives and recommendations to the Deputy Minister and the Minister,

- providing expert advice to the Deputy Minister, Minister, and Ministry agencies on a wide range of specific criminal justice and correctional matters requiring policy determination.

Liaison between the Branch and other elements of the Secretariat, the Agencies of the Ministry and other government departments and provincial governments is of major importance. This liaison is achieved through policy input and support of such policy development committees as the Senior Policy Advisory Committee, the Joint Justice/Solicitor General Committee on Criminal Justice and Federal-Provincial Committees of Deputy Ministers and Ministers responsible for Criminal Justice.

The following is a list of major projects undertaken by the Policy Branch in 1980-81.

Proposed Young Offenders Act

The highlight of the year was the introduction in Parliament on February 16, 1981, of Bill C-61, the Young Offenders Act. Initial reaction indicated general support for the new legislation.

Discussions were initiated with the provinces and territories with respect to the financial implications of the proposed legislation with a view to determining the degree of federal financial involvement in juvenile justice services.

Criminal Law Review

In December, 1980, the Government approved an accelerated review of the Criminal Code and the criminal law provisions of Federal Statutes, to be undertaken jointly by the Department of Justice, the Ministry of the Solicitor General and the Law Reform Commission. The Branch took on responsibility for coordinating the Ministry's input to the initial stages of this review and worked with the Department of Justice in setting up the appropriate interdepartmental structures to manage the review process. While the Ministry will participate at all levels of the development and management of the review, it will have primary responsibility for those areas of immediate substantive and operational concern to the Solicitor General, including police powers, and postsentencing procedures.

Clemency Review

The Branch has taken a lead role in directing a comprehensive review of federal clemency powers. Closely related to the criminal law review, this project focuses primarily on the Criminal Records Act, those sections of the Criminal Code dealing with pardons and the procedures for the exercise of the Royal Prerogative of Mercy. It involves the full participation of the agencies of the Ministry and the Department of Justice as well as consultation with both the private sector and provincial officials. The Ministry expects to bring forth legislative amendments in this area in 1982-83.

Sixth United Nations Congress

The Sixth United Nations Congress on the Prevention of Crime and the Treatment of Offenders was held in Caracas, Venezuela, in August-September, 1980. The Branch was involved in the planning of Canadian participation in the Congress and several Branch officers attended as part of the large Canadian delegation, which also included representatives from other federal Departments, provincial and territorial governments and non-governmental organizations. These delegates subsequently met in Ottawa and prepared a delegation report containing thirty-four recommendations. The Report identified six general areas for priority attention:

- alternatives to incarceration
- human rights for inmates
- victims
- abuse of power
- crime prevention planning
- justice information and statistics.

The Report recommended that federal and provincial governments jointly consider possible follow-up action on these recommendations.

Mandatory Supervision Study

During the year, a Ministry committee on mandatory supervision completed its assessment of this controversial program. The report of the Committee, including a preferred option, was completed in late 1980 and a discussion paper was tabled in the House in February, 1981. All groups and individuals interested in the program were invited by the Minister to submit briefs for consideration before any final decision is made regarding the future of the program.

Conditional Release Study

In March, 1980, the Solicitor General instructed that a comprehensive study be conducted of all forms of conditional release including mandatory supervision. A study team was formed of members of the Ministry Secretariat, The Correctional Service of Canada and the National Parole Board, working under a steering committee of senior officials from the same organizations.

All interested groups and individuals in the criminal justice system, academic circles and private sector agencies were canvassed for their views during the course of the study.

Although different programs of release, particularly parole, have been studied in the past, this study was the first to come to grips with all the programs and their underlying principles. These include Temporary Absence, Day Parole, Full Parole, Earned Remission and Mandatory Supervision. The study was completed in December, 1980, the final report submitted in March, 1981 and the report tabled in the House July 6, 1981. Once again, the Minister will invite comment and briefs before any final decisions are made on the recommendations.

Exchange of Services Agreements

Work continues on the review of the "financial arrangements respecting Exchange of Services Agreements." These agreements, which are currently in effect with all provinces and territories except two, permit the transfer of inmates from the federal jurisdiction to the provincial jurisdictions and vice versa, thus allowing greater flexibility in the use of facilities and programs. All provinces, including those without an agreement, favour the expanded use of the agreements. To date, most attention has been paid to the question of rates of compensation and associated financial matters. Once these matters are resolved, it is anticipated that all other aspects of the agreements, including such items as notification procedures, will be dealt with relatively quickly, leaving the way clear for a complete new set of agreements.

Firearms Policy Centre

In 1980, the Firearms Policy Centre was created as an element of the Criminal Justice Policy Division of the Branch to deal with issues relating to firearms control. The Centre carries on the activities of the former Working Group on Gun Control. This Group had been established on a temporary basis when the firearms provisions of the Criminal Code were revised in 1977.

In 1979, an independent consulting firm began a three year evaluation designed to assess the effectiveness of the program. The first progress report, which analyses data up to and including 1979, is available from the Firearms Policy Centre. The Solicitor General will conduct a thorough review of the legislation after he has received the final report, slated for publication in late 1982.

Preliminary work has been undertaken with respect to the development of a comprehensive firearms safety education and information program, involving the federal government, the provinces and the private sector.

Police and Security Branch

The Branch is structured into three divisions: Security Policy, Security Information and Contingency Plans, and Police and Law Enforcement Policy.

The Branch's role is related to policy formulation and program activities for law enforcement and security responsibilities of the federal government and the Solicitor General in particular. Primarily, these policies and programs concern the Royal Canadian Mounted Police, the Security Service and the security and contingency planning responsibilities of the government itself.

This involves responsibilities for the monitoring, analysis and dissemination of internal security information, contingency planning and the coordination and development of police and security policy.

Security Policy Division

The Security Policy Division supports the Solicitor General in his responsibility for providing continuing operational policy direction to the RCMP Security Service and the security planning responsibilities of the government itself. In fulfilling these primary functions, the division developed policy in four major areas during 1980-81:

- a. The review of government administrative security policies as they relate to all departments and agencies of the federal government and including the following: personnel security; physical security; technical security; EDP security and classification of security information.

This is an ongoing process which involves referral to Cabinet of proposed significant changes, including proposals for new legislation, as well as the interpretation and application of existing policies to current issues or problems.

- b. Review of the government's national internal security policies in order to provide ongoing advice to the Solicitor General on operational security policy matters, including: implementation of the operational mandate of the Security Service; administration and enforcement of those Acts of Parliament and Cabinet Directives which relate to national security; development of proposals for an overall national security policy and ministerial control and accountability of the Security Service.
- c. Provision of policy analysis and administrative support in relation to the activities of various inter-departmental committees for security and intelligence, including: committees and sub-committees of Cabinet and committees and working groups of officials addressing various functions or issues falling within the security and intelligence field.
- d. The review of all proposed changes in government policy and legislation which may have an impact on existing national internal security policies, with a view to advising the Solicitor General on coordinating the needs of national security and other areas of government policy.

Security Information and Contingency Plans Division

During the year under review, the Security Information and Contingency Plans Division continued to work in these four areas:

1. Security Information, including: the coordination of interdepartmental evaluation of security intelligence with respect to internal security and publication of weekly special reports and assessments; cooperation and coordination with the Security Policy Division and other federal agencies on priority for and production of security and intelligence information.
2. Contingency Plans, including: development of plans and procedures for responses to internal security crisis situations; development and maintenance of procedures and technical capabilities for the Ministry Crisis Centre; development and maintenance of cooperative arrangements with, and between, federal departments and agencies for response to peacetime emergencies either in a "lead" or "resource" role; development of cooperative federal-provincial arrangements delineating areas of jurisdiction and responsibility, as well as channels of communication and consultation during internal security crisis situations; participation in preparation of overall federal emergency

response policy and its implementation; participation in interdepartmental development of plans and major exercises relating to civil preparedness and internal security emergencies in cooperation with provincial and foreign agencies.

3. Protection of Privacy and Protection of VIP's

As part of the Branch re-organization in 1980, the Division was assigned responsibility for administration of the programs associated with the Protection of Privacy Act and protection of Cabinet Ministers and other designated persons.

4. Immigration Act

The Division also advises the Solicitor General on immigration issues involving joint decisions by the Solicitor General and Minister of Employment and Immigration with respect to either exclusion or removal from Canada. During the year under review, the Division initiated coordinated procedures to facilitate handling of such matters.

Police and Law Enforcement Policy Division

The creation, in 1979, of the Police and Law Enforcement Policy Division was the first of a series of steps in support of the Minister's responsibility for the direction of the RCMP and the organizational role of the Ministry of the Solicitor General with regard to federal police and law enforcement policy. In 1980-81, two units with responsibilities reflecting this dual role were established in the Division.

The RCMP Policy Unit provides policy support to the Solicitor General in the discharge of his responsibility for the RCMP and its corporate, administrative and law enforcement operations. Activities in 1980-81 included the preparation of advice relating to RCMP Provincial and Municipal Policing agreements, amendments to the RCMP Act on matters relating to discipline, grievance and public complaint procedures, policy on RCMP control and accountability under Provincial Policing Agreements, policy on police assistance to foreign countries and a Ministerial information system.

The Federal Law Enforcement Policy Unit provides policy support to the Solicitor General in relation to this Ministry's leadership role in federal law enforcement. Activities in 1980-81 included the preparation of policy relating to police powers within the Criminal Code Review, policy advice on Native Policing, policy and secretariat services in support of the Federal/Provincial Law Enforcement Forum, a discussion paper on the review of federal law enforcement and policy advice respecting Federal initiatives in drug enforcement.

During 1981-82, this unit will be responsible for coordinating the Ministry's response to Cabinet's direction to review federal law enforcement.

Programs Branch

The Programs Branch consists of the Research Division, Planning and Liaison Division, Statistics Division, Consultation Centre and Communication Division.

Research Division

The Research Division develops, manages and, to a lesser extent, conducts social science research for use by the Ministry of the Solicitor General and the Criminal Justice System generally. The Division is primarily concerned with the design, evaluation and specific applicability of research to Ministry objectives in order to:

- a) provide research-based policy and program advice;
- b) provide information to improve the planning and development of policies, programs and legislation which respond to problems related to crime and criminal justice;
- c) evaluate criminal justice system policies and programs;
- d) increase the general knowledge base and information on which decisions in the criminal justice system can be made;
- e) provide information on crime and the criminal justice system to the public and criminal justice professionals;
- f) encourage the development of criminological research and manpower;
- g) anticipate problems and areas of concern within the criminal justice system, and plan research accordingly.

The Division is organized to provide research and evaluation capabilities in four general areas: Causes and Prevention of Crime, Criminal Justice Policy, Corrections and Police.

Research staff in each of these areas provide advice based on research findings to decision makers on policies and programs. Priorities for research are reviewed annually in consultation with all Ministry components to ensure maximum compatibility between new research and evolving Ministry objectives. The Research Division then either awards contracts for, or carries out internally, research to respond to the identified information needs.

Ultimately, the staff facilitate the transaction of research findings into practice by advising and assisting the Minister, the Deputy Minister, the agencies of the Ministry and other criminal justice agencies in the application of research results. The Division is also responsible for ensuring that the results of research done elsewhere in Canada or other countries are communicated to potential users, particularly within the Ministry.

In 1980-81, the Division let 110 contracts for research projects to be undertaken by universities, private industry or individuals. It also continued to support work on 35 other projects started in previous years.

The Research Division's current activities are concentrated in the general areas of: crime prevention; efficiency/effectiveness of criminal justice policies and programs, particularly in the areas of policing and corrections; fair and equitable decision making in the delivery of criminal justice; concerns for victims of crime; increasing community involvement in criminal justice; juvenile justice and improving the data base of the criminal justice system.

In 1980-81, the Division contracted a national study on the functioning of the Juvenile Court. This study will establish comparison data for evaluating the implementation and impact of the proposed Legislation on Young Offenders, once it is proclaimed. During the year, a first report was completed on the three-year evaluation of the effectiveness of the recent federal firearms legislation, Bill C-51. The report touches on the first full year of firearms control in Canada. A study was also completed on determinants of penitentiary population which examined short, medium and long term trends in carceral population levels and analysed various factors for their influence in these levels and on each other. For 1981-82, the Division will undertake major research projects on issues such as armed robbery, victimization and victims' related issues, sentence effectiveness and adult court process and police powers.

Planning and Liaison Division

The primary objectives of the Planning and Liaison Division are twofold. First, to ensure that relevant and timely research, statistical and other empirically derived information is disseminated as widely as possible to various sectors of the criminal justice system and interested public. Second, to provide corporate planning services to the Programs Branch and assist the Ministry in long range planning.

To meet the first objective, the Division is responsible for three programs, each of which is focused on a dif-

ferent aspect of dissemination: the Publication Program; Program for Workshops, Seminars and Courses, and the CRIMDOC Centre.

(a) Publication Program

The following reports were published in 1980-81:

ENGSTAD, Peter and LIOY, Michèle (Eds.).

Workshop on Police Productivity and Performance: Report of the Proceedings. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1980. (326 pages, Cat. No. JS22-52/1980E, ISBN 0-662-10832-9)

LEVENS, Bruce R. with DUTTON, Donald G.

The Social Service Role of Police - Domestic Crisis Intervention. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1980. (240 pages, Cat. No. JS22-55/1980E, ISBN 0-662-11018-8)

MOYER, Sharon.

Diversion from the Juvenile Justice System and its Impact on Children: A Review of the Literature. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1980. (201 pages, Cat. No. JS22-54/1980, ISBN 0-662-10979-1)

SCARFF, E., ZAHARCHUK, T., JACQUES, T., and McAULEY, M.

Evaluation of the Canadian Gun Control Legislation. First Progress Report. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1981. (240 pages, Cat. No. JS22-56/1981E, ISBN 0-662-11523-6)

ZAHARCHUK, T.M., ATCHESON, R.M., SHEARING, C.D., HANN, R.G., and PALMER, J.

Study of Police Management Information Systems. Overview. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1981. (58 pages, Cat. No. 22-58/1981E, ISBN 0-662-11643-7)

Volume I: Technological Alternatives & Developments Initiatives. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1981.

Volume II: Police Management Information Systems Developments in the United States: A Corporate Review. Ottawa: A Research Division Report pub-

lished by the Communication Division, Ministry of the Solicitor General, 1981.

Volume III: Police Management Information Systems: The Canadian Experience. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1981.

Volume IV: Targeted Information Processing Systems (TIPS): A Development Program for Police Management Information Systems. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1981.

Volume V: Targeted Information Processing Systems (TIPS): General Design Specifications. Ottawa: A Research Division Report published by the Communication Division, Ministry of the Solicitor General, 1981.

The needs and understanding of the variety of audiences who use research findings on crime and the criminal justice system vary considerably and are not adequately met by traditional research reports. Consequently, particular emphasis was given to ensuring the presentation of research in a format, length and vocabulary more appropriate to practitioners, policy makers and the public at large. Illustrative of this objective is the above cited publication *Study of Police Management Information Systems* by Zaharchuk et al. This thin document concisely and plainly presents an overview of the major findings discussed in detail in five separate volumes. Each of these volumes addresses a specific aspect which is fundamental to developing the notion of management information systems for Canadian police and which will be of greater interest to particular experts rather than generalists. Each volume is completely self-contained and can be read apart from the others.

(b) Program for Workshops, Seminars and Courses

To ensure that research and policy-related information is understandable and usable to a broad-based audience within and outside the criminal justice system, the Division undertook work on such projects as:

1. Criminal Justice Issues Course Program

In August 1980, the Ministry and the School of Criminology, University of Montreal, launched the first Criminal Justice Issues Course. Conducted in French, this course on juvenile justice brought together researchers, policy-makers and practitioners to consider current research findings, issues and trends. During the year, a contract was signed and work begun with the School of

Criminology at Simon Fraser University to develop the companion English language juvenile justice course.

Other courses on other issues are currently under consideration.

2. Film on the recently closed B.C. Penitentiary

As an example of one hundred years in the criminal justice system, this film will complement the Ministry research project entitled "Federal Corrections History Project".

3. Mobilizing Communities for Community-Based Programs

Work has begun in considering the most effective ways to engage communities in these programs and how to disseminate this information.

In addition, Division staff continued their consultative role both within and outside the Ministry, assisting in the development of workshops, conferences and other media; for example, plays, audio-visual presentations and educational curricula.

(c) Criminology Documentation Centre

The Criminology Documentation (CRIMDOC) Centre is an information centre providing reference and referral services and documentation on crime, criminal justice and other related areas. The Centre contains a resource collection of 20,000 volumes, 300 periodical subscriptions, and a growing collection of items in microform. Included are government publications, legal materials, and abstracts, indexes and bibliographies in the field of criminology.

Following recent completion of an automation feasibility study, plans are under way to enlarge staff and to automate many of the operations of the CRIMDOC Centre. Within the area of Technical Services, computerization will assist in the volume and speed of purchasing and cataloguing materials. In the Reference Section, availability of a computer terminal will provide for rapid retrieval of in-depth criminal justice information. As well, a feasibility study is being made of establishing a reference index which would make a variety of Canadian criminological information readily accessible to a wide network of users.

(d) Planning

The Division jointly organized and co-funded, with the Provincial Secretariat for Justice in Ontario, a workshop on Future Trends in Crime and Criminal Justice. This workshop brought together senior justice adminis-

trators and researchers to consider the issues and challenges facing the criminal justice system in the last two decades of the twentieth century. The Division was also active in the preparation of the Programs Branch contribution to the Ministry's Strategic Overview plans.

Statistics Division

The Statistics Division provides professional and technical services to the Minister, the Secretariat Executive and the Ministry Agencies and promotes the development of better information and statistics in the criminal justice system.

Professional and technical services are provided through statistical studies and by meeting short-term requests for data in support of policy development, evaluation, and legislative revision. Consultative and advisory services are provided in computer technology, systems design, statistical methodology, econometrics, demography, sociology and experimental and industrial psychology. Finally, one area of the Division's activities is devoted to improving the understanding of the use of statistical methodology in the analysis and interpretation of data in the criminal justice system.

During 1980-81, divisional staff participated in a number of studies, including preparation of an information document, *Selected Statistics on Homicide & Other Violent Crime in Canada*, as well as the Cross National Study on Corrections. Further contributions were made to the statistics portion of the legislative review of clemency and release mechanisms. In addition, the Division responded to a wide variety of short-term requests for the provision and interpretation of statistical data of varying degrees of complexity.

To promote better information and statistics, the Division continued to participate in collaborative efforts within the federal-provincial justice community to strengthen the availability of criminal justice information and statistics for use in operations, management and policy decision-making.

The Ministry supports the Canadian Centre for Justice Statistics, in furthering information system development within individual jurisdictions to promote the availability of data for use on a national level. The Centre is a federal/provincial initiative, designed to improve the quality of statistics and information in the criminal justice system. The Ministry of the Solicitor General, the Department of Justice and Statistics Canada are the participating federal departments. The Centre works in cooperation with the provinces and territories in this effort, placing particular emphasis on standardization and promotion of technology transfer.

Central to these activities, is Ministry participation on the Liaison Officer Committee to the Canadian Centre for Justice Statistics. This committee was established by the Justice Information Council to implement the concept of the Canadian Centre for Justice Statistics following participation in an intensive study of justice statistics needs and how they should be met. The Statistics Division is the focal point for Ministry contact with Centre activities.

Consultation Centre

The Consultation Centre has a dual mandate to act as an agent for change and, as the only regionalized division of the Secretariat, to maintain a general overview of federal-provincial relations. It carries out these responsibilities by supporting studies, conferences, seminars and workshops dealing with criminal justice issues; initiating, assisting and supporting experimental and innovative programs with particular attention to the development of new concepts in criminal justice; consultation aimed at coordination between system components, identification of gaps in service or prevention of unnecessary overlaps; promoting community involvement and meeting the needs of special groups. The programs are generally carried out in cooperation with one or more provincial governments.

Within this broad mandate, the Consultation Centre has two roles to play in the ongoing process of policy development and implementation at both the federal and provincial levels. Where policy has yet to be developed, the Centre, through financial and technical assistance to the provinces and communities, can test out initiatives. The results of such initiatives can be shared with policy planners and researchers to form a basis on which new priorities may be set and from which new policies may emerge.

The second role of the Centre is policy implementation. This role involves demonstrating and monitoring policy initiatives which are already well developed theoretically and conceptually. The main purpose of the implementation role is to develop broad provincial and community level acceptance of a concept. Because policy is always evolving, the results of demonstration are fed back into the policy cycle as a basis for policy refinement.

Organizationally, consultation services at the national level are provided by the central office in Ottawa, which also has responsibility for general administration and for coordination of the network of five regional offices. The regional consultants represent the whole of the Secretariat within their respective regions. By their local presence and their relative freedom from

direct operational responsibilities, these consultants can facilitate development of links and dialogue between the public and the different parts of the criminal justice system.

The five regional offices are located in Moncton, Montreal, Toronto, Saskatoon and Vancouver.

The consultative expertise provided by regional consultants is complemented by national program consultants and special advisers who have been selected for their specific expertise in some of the major priority areas of the Centre. At present, there are national program consultants on community alternatives, victims assistance, natives and the criminal justice system, crime prevention, and a special adviser on preventive policing. They also serve as advisers within the Ministry and are available usually through regional consultants to community groups and private and public agencies concerned with innovation and experimentation.

Some 63 projects were initiated or assisted by the Consultation Centre in 1980-81. Some of these projects were aimed at encouraging development of various community-based resources for young offenders in support of the federal policy intent expressed in the legislative proposals to replace the Juvenile Delinquents Act. Others were directed towards assisting the police community in placing greater emphasis on preventive policing and a community-oriented delivery of police services. A number experimented with a wide range of community alternatives to the traditional processing through the criminal justice system. Some sought solutions to the problems of native peoples in conflict with the law. A Native Policy and Program Review Group was established early in the year to give renewed emphasis to this important priority.

On April 1, 1980, the administration of the National Joint Committee of the Canadian Association of Chiefs of Police and the Federal Correctional Services was transferred from the National Parole Board to the Consultation Centre.

The relationship with national private agencies was maintained through a number of meetings with National Agencies Active in Criminal Justice, during which emerging and proposed Ministry policies were discussed. A process was commenced aimed at transferring management of sustaining grants to national voluntary organizations from The Correctional Service of Canada to the Consultation Centre. Negotiations with all the organizations involved are expected to be completed early in 1982.

Various workshops, seminars and conferences were supported including the "Alternatives to

Imprisonment" conference in Toronto, the "Community-Based Alternatives" conference in Winnipeg and the "International Conference on Managing the Criminal Justice System" in Richmond, B.C.

Communication Division

The Communication Division explains the Ministry's function, objectives and activities to those within the criminal justice system and to the public, and serves the information and communication needs of the Solicitor General in the exercise of his constitutional responsibility.

Overall, the Communication Division maintains a public relations program to meet the needs of the Ministry; to respond to the needs of the media and the public when information is required about the activities of the Ministry and to produce Ministry research publications, news releases, speeches and other special reports and specialized information material (including audio-visual and exhibits for conferences, workshops and major expositions such as the Canadian National Exhibition and the Pacific National Exhibition) for various branches of the Ministry.

Liaison, a monthly magazine for the criminal justice system, remains a major project of the Division. Now in its seventh year of publication, *Liaison* has a circulation of over 11,000. The Division also maintains a computerized mailing list of 12,000 entries that is available upon request to all Ministry components.

Through the Division's inquiry centre, public relations staff disseminate material and information on various programs undertaken by the Ministry. In 1980-81, it produced 30 press releases, 30 speeches, and published 22 publications, distributing some 25,000 copies in response to written or telephone requests. An average of 20 routine letters per day were answered and numerous specialized information replies were prepared each month.

Following the introduction, in February, of the Young Offenders Act (Bill C-61) intended to replace the Juvenile Delinquents Act of 1908, the Division printed and distributed to most schools in Canada almost 100,000 copies of a booklet describing the proposed legislation.

Human Resources Branch

The Human Resources Branch provides the Secretariat with personnel management services and performs other major functions in the areas of policy, programs, and management consulting services.

The Policy area is responsible for the assessment of the human implications of proposed Ministry policies and programs, and is also responsible for the formulation of Secretariat personnel policy.

The Programs group is responsible for the Ministry's Youth Employment Programs (\$4.2 million in 1980-81) through which the Ministry is striving to create a positive interface between youth and the criminal justice system. There are two elements to the programs: (i) the RCMP Supernumerary Constable Program, through which university students are hired as civilians and appointed peace officers under the authority of the RCMP Act. These students work with RCMP detachments throughout the summer months performing regular duties in the company of an RCMP member. (ii) Summer Canada Projects, through which young people, not necessarily university students, are hired on a project basis to work on such activities as Operation Identification, Neighbourhood Watch, Coordination of (correctional) Inmate Volunteers, Native/Police Interface and Operation Provident (for business premises) at the federal, provincial and municipal levels. These programs provided almost 1,800 jobs for young people in 1980.

The Management Studies group provides a management consulting service to the Ministry for the analysis of problem situations in organization and management and makes recommendations for solution to the heads of the Ministry components.

Finance and Administration Branch

The Finance and Administration Branch is accountable for all financial and administrative policies, systems and services within the Secretariat and for providing advice on financial proposals from the components of the Ministry. The Branch is also responsible for preparing operational plans for the Secretariat and for consolidating these with the operational plans of the Royal Canadian Mounted Police, The Correctional Service of Canada and the National Parole Board.

Office of the Deputy Solicitor General:

Special Adviser, Commissions of Inquiry

The Special Adviser to the Deputy Solicitor General directs a group of officials whose function is to support the Solicitor General in his role as the Minister designated to liaise with the federal Commission of Inquiry Concerning Certain Activities of the RCMP and, more generally, to monitor developments relating to other inquiries having to do with the RCMP.

The office provides advice to the Minister and Counsel for the Government of Canada, responds to the requirements of the commissions of inquiry, and coordinates the activities of other departments and agencies vis-à-vis the inquiries.

The resources appropriated to the Secretariat for 1980-81 compared with 1979-80 are shown in the following table:

	1980-81		1979-80	
	Person-Years Authorized	Expenditure \$000's	Person-Years Authorized	Expenditure \$000's
Personnel	221	6,163	224	5,307
Operating		4,981		4,754
Grants		225		200
Contributions		1,592		1,500
Refit of the Sir Wilfrid Laurier Bldg.		53		—
Youth Employment Program		2,653		4,778
Statutory		818		668
	221	16,485	224	17,207

Exemption Review Unit

On March 1, 1978 Part IV of the Canadian Human Rights Act came into force. The purpose of Part IV is to ensure that the privacy of individuals and their right of access to records containing information concerning them be protected to the greatest extent consistent with the public interest.

The legislation gives individuals who are Canadian citizens or persons legally admitted to Canada for permanent residence certain rights with respect to information held about them in federal information banks. These rights include:

- the right to know what records concerning them are contained in federal information banks used for administrative purposes;
- the right to see this information;
- the right to know what use has been made of the information since March 1, 1978;
- the right to request corrections if the individual feels that the information on his or her record is not accurate;
- if the request to correct information is denied, the right to make notations on the file;
- the right to control to a certain extent the use of the information;
- the right to be advised of the reasons if, in any particular case, information is exempt from access by that individual;
- the right to complain to the Privacy Commissioner when the individual believes that any of his or her rights under Part IV of the Canadian Human Rights Act has been denied.

While not required by the legislation, it is the Ministry Policy also to permit aliens, in federal penitentiaries, to request access to Ministry information banks.

Each agency within the Ministry of the Solicitor General, i.e., The Correctional Service of Canada, National Parole Board, Royal Canadian Mounted Police, and

the Ministry Secretariat, is responsible for responding to the requests for personal information it receives from the public.

The twenty-three information banks which are held within the Ministry and which are accessible are described in the Index to Federal Information Banks. In addition, each agency maintains employee information banks. Current employees of the Ministry who wish to view their files are encouraged to request access on an informal basis rather than through the formal request procedures.

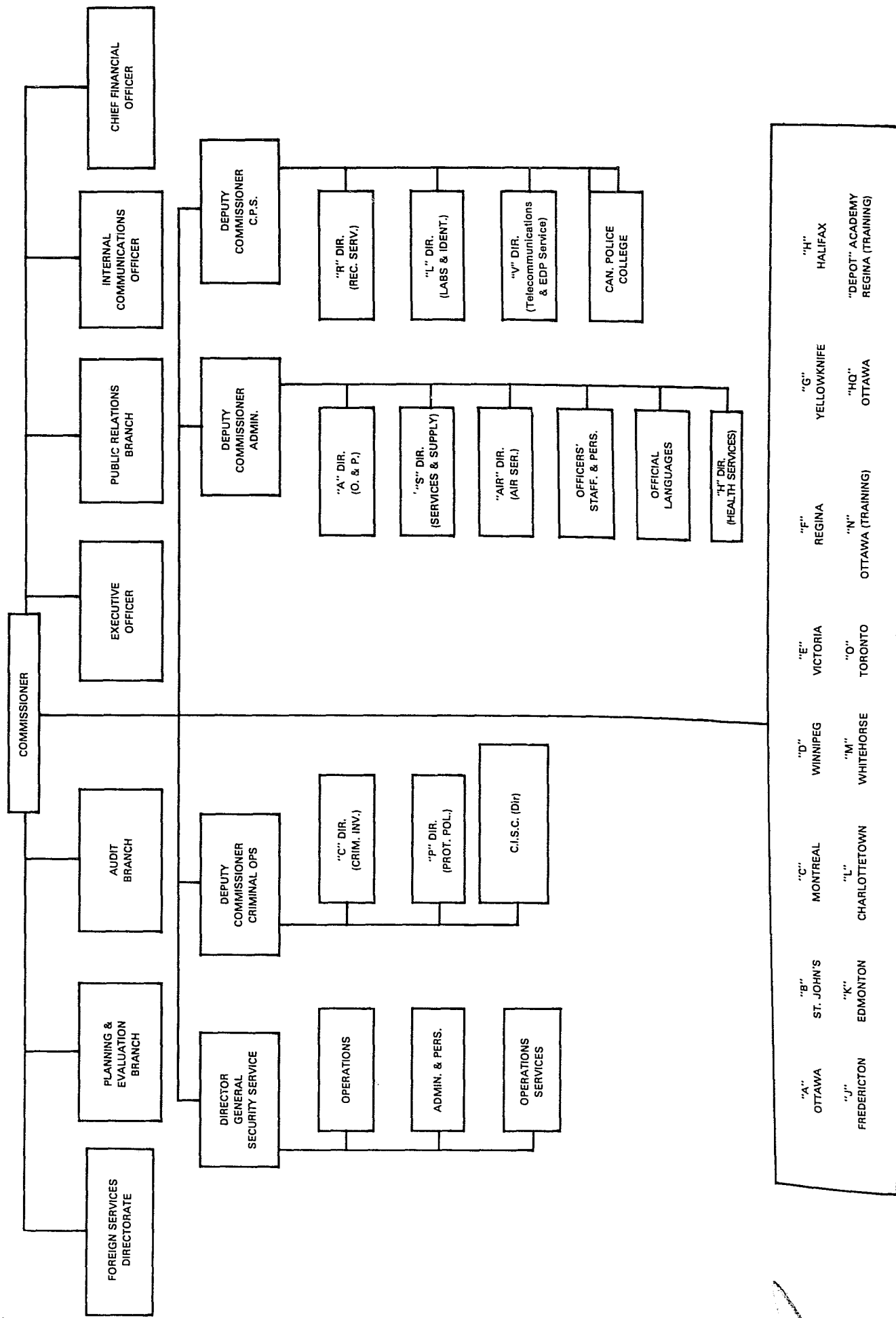
When an individual formally requests access to his or her records the agencies normally must release all the information about the individual which they hold. Specific types of information may be withheld. Medical records may be excluded if, in the opinion of a duly qualified medical practitioner, the release of the information would not be in the best interests of the requestor. Section 54 of the Canadian Human Rights Act also permits the exemption of other specific types of information.

Any information which an agency wishes not to release must be reviewed by the Exemption Review Unit and then submitted to the Solicitor General or the Deputy Solicitor General for his approval. The most frequent reasons for exempting material were that the release of the information might be injurious to federal-provincial relations; might disclose information obtained or prepared in the course of investigations pertaining to the detection or suppression of crime generally; and, might reveal personal information concerning another individual.

During fiscal year 1980-81, 1731 files containing 15,848 exemptions, or an average of approximately nine exemptions per file, were forwarded to the Office of the Deputy Solicitor General. The files forwarded by the agencies were approximately twice the number submitted during fiscal year 1979-80.

Ministry-wide guidelines for the administration of Part IV were adopted by the agencies in 1980-81. The major emphases of the Unit during the year were to work with the agencies to refine further the administration of Part IV and to encourage continuing cooperation and consultation among the agencies.

ORGANIZATION OF THE ROYAL CANADIAN MOUNTED POLICE



Royal Canadian Mounted Police

Organization

The Royal Canadian Mounted Police consists of 13 operational divisions and the Security Service. There are 13 operational divisions divided into 49 sub-divisions and 100 detachments. Specialized support is offered to 13 operational divisions by Air and Marine Services.

The remaining three divisions are "HQ", Depot "N", located at Ottawa, Regina and Rockton, Ontario, respectively. The RCMP Academy is located at Depot in Regina, and "N" Division houses the Canadian Police College, Musical Ride and the Band.

The Security Service has units in each operational division. Details concerning its activities are for the most part classified and are provided to the Cabinet Committee on Security and Intelligence.

Jurisdiction

As Canada's only federal police organization, RCMP is present in all provinces to enforce the federal statutes for which it has a policing responsibility. In addition, through agreements, it provides provincial and municipal police services to eight provinces, Yukon, the Northwest Territories and 191 municipalities.

Officer Staffing and Personnel

RCMP staffing and personnel needs pertaining to commissioned officers, including civilian members and special constables with equivalent status, are coordinated by the Staffing and Personnel Branch for the entire force under the direction of the Deputy Commissioner (Administration), on behalf of the Commissioner.

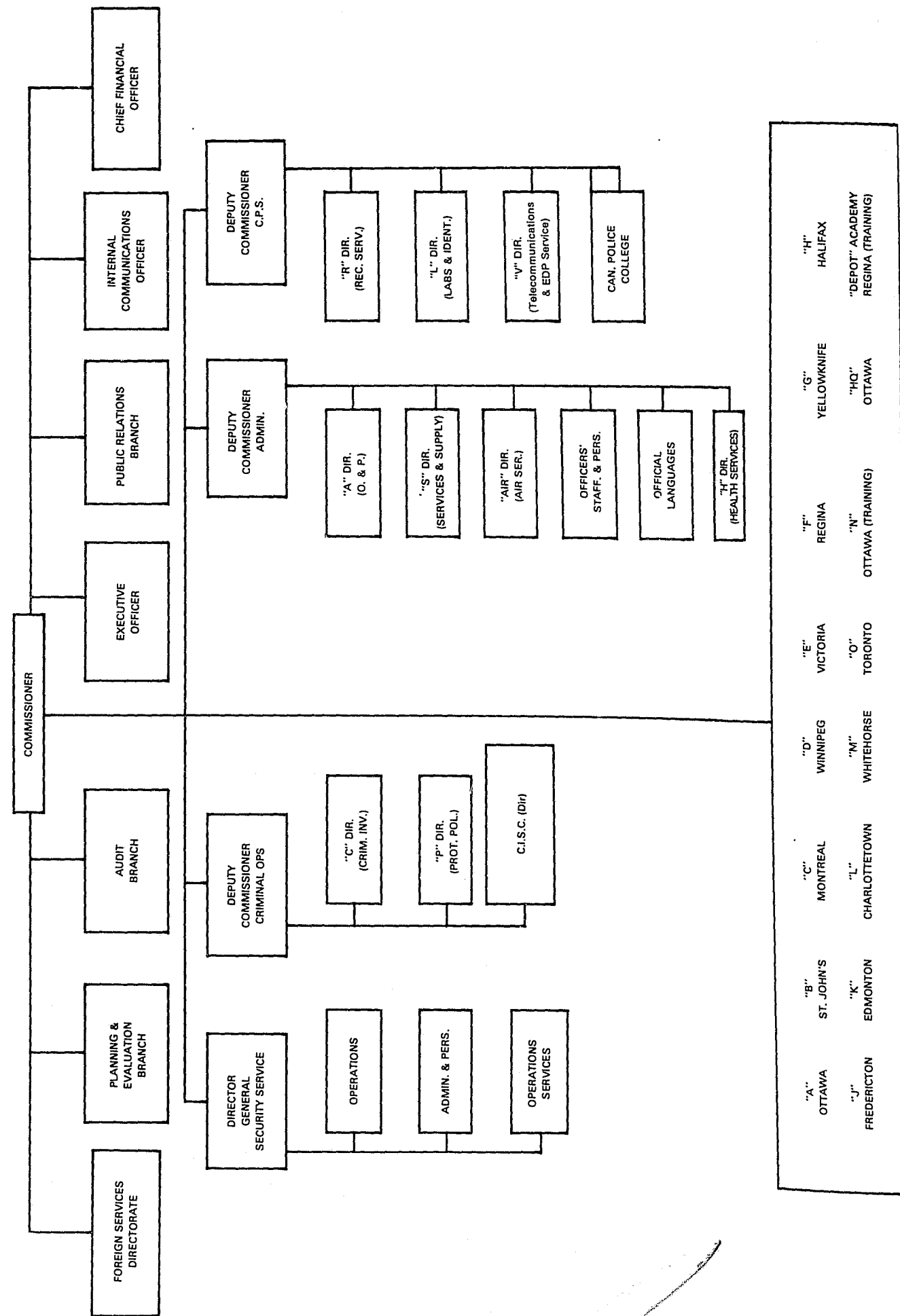
Planning and Evaluation

With the introduction of strategic overview and operational plans, as required by the Police and Expanding Management System, the planning process will continue to undergo revision. The new system's emphasis on accountability will require improvements in the Force's performance measurement systems.

The implementation of program evaluation follows the guidelines issued by the Office of the Comptroller.

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ORGANIZATION OF THE ROYAL CANADIAN MOUNTED POLICE



Royal Canadian Mounted Police

Organization

The Royal Canadian Mounted Police consists of 16 divisions and the Security Service. There are 13 operational divisions divided into 49 sub-divisions and 716 detachments. Specialized support is offered to operational divisions by Air and Marine Services.

The remaining three divisions are "HQ", Depot, and "N", located at Ottawa, Regina and Rockcliffe, Ontario, respectively. The RCMP Academy is located at Depot in Regina, and "N" Division houses the Canadian Police College, Musical Ride and the Band.

The Security Service has units in each operational division. Details concerning its activities are for the most part classified and are provided to the Cabinet Committee on Security and Intelligence.

Jurisdiction

As Canada's only federal police organization, the RCMP is present in all provinces to enforce those federal statutes for which it has a policing responsibility. In addition, through agreements, it provides provincial and municipal police services to eight provinces, the Yukon, the Northwest Territories and 191 municipalities.

Officer Staffing and Personnel

RCMP staffing and personnel needs pertaining to commissioned officers, including civilian members and special constables with equivalent status, are coordinated by the Staffing and Personnel Branch for Officers under the direction of the Deputy Commissioner (Administration), on behalf of the Commissioner.

Planning and Evaluation

With the introduction of strategic overview and operational plans, as required by the Police and Expenditure Management System, the planning process will continue to undergo revision. The new system's emphasis on accountability will require improvements to the Force's performance measurement systems.

The implementation of program evaluation follows the guidelines issued by the Office of the Comptroller Gen-

eral. The Force intends to proceed with program evaluation on a selective basis, recognizing that some aspects of police work cannot be evaluated.

Audit

The Force is now being audited under the comprehensive auditing concept, which has the objective of auditing such areas as managerial, financial and operational controls, operational practices and procedures and electronic data processing systems. The total organization is audited on a two-year cycle with reports submitted to the Commissioner and Audit Committee.

Regulatory Reform

By and large, in the RCMP the need for regulatory reform is being met by Planning and Evaluation Branch and the Audit Branch. However, the following will provide more specific information on this department's progress in that area.

Reduction of paperburden has been accomplished in several areas. Approximately 843,600 hard copy criminal history files have been converted to microform. The Headquarters Micrographics Unit has converted 109.52 meters of paper (not including history files) into 4.38 meters of microform in the 13 month period from December 1, 1979 to December 31, 1980.

Modern investigative aids used by the RCMP help to provide optimum service to the general public as well as to all other Canadian police agencies. Since 1972, the Force has been administering and helping to refine the Canadian Police Information Centre, a computerized information system that provides policemen on the beat with almost instantaneous information regarding wanted and missing persons, stolen and crime-related vehicles, stolen or missing property, etc. Last year the system's availability was 98.04 per cent.

Requests for related information in the form of complete criminal records, photographs, fingerprints and American-related enquiries are handled by the Canadian Police Services Information Centre. In 1980-81, this facility provided assistance to Canadian police forces on enquiries concerning 141,686 persons, 112,817 vehicles, 6,515 articles and 15,856 wanted persons.

The automated latent fingerprint search system has a base file of over 100,000 persons. Prior to the installation of and conversion to this system, response time could have been anywhere from 3-10 days, depending upon a number of factors. Response time is now less than two days.

Six contract divisions now make use of the Roadside Screening Device aiding traffic patrolmen to detect and remove from the highway more border-line impaired drivers.

Official Languages undertook a campaign to reinforce and refine management organization and direction on bilingualism. Informative printed material was disseminated to raise employee awareness of bilingualism, as well as services and programs available.

A successful management development program was undertaken by the Official Languages Translation Services which saw production raised by 48 per cent with no increase in personnel.

While these areas have been highlighted, the bulk of regulatory reform occurs in refining and streamlining various procedures which comprise the day-to-day workings of an efficient police force. Further examples of this can be seen throughout the body of this report.

Staff Relations

The Internal Communications Office continues to improve communications between the Division Staff Relations representatives and all levels of management. The number of Staff Relations representatives has increased to 22. These representatives participate in 13 Headquarters Committees, the most noteworthy of which is the Pay Committee which assists Compensation Branch personnel in formulating pay and compensation packages.

Semi-annual staff relations conferences are held where major issues of concern are discussed with senior management.

Public Relations

The Public Relations Branch answers public and media enquiries on current or historical matters. In 1980-81, it responded to over 500 historical enquiries. In addition, tours and interviews are arranged for groups or individuals wishing to learn more about the RCMP.

The Force publishes two magazines — the Quarterly and the RCMP Gazette. The Quarterly has 20,000 subscribers. The RCMP Gazette is produced 11 times a year. Its circulation of 3,000 is restricted to accredited police and law enforcement agencies and other organizations having a legitimate interest in law enforcement.

The Branch also prepares displays, publishes brochures and pamphlets and provides a graphic arts service to support administrative and operational requirements.

Equitation and Musical Ride

The following functions were completed by the Equitation branch during the year ending March 31, 1981:

— escorts—parades—processions	51
— displays	7
— media and film contacts	106
— visits to schools and hospitals	10

During the year, more than 53,000 visitors toured the "N" Division stables and ceremonial tack room.

The Musical ride travelled to 34 locations, presenting 96 performances to more than 459,000 spectators.

Royal Canadian Mounted Police Band

The Band continues to support the ongoing public relations efforts of all Force members. During 1980-81, the Band and its components gave 283 performances. These included 59 performances in Alberta and 65 in Saskatchewan in conjunction with their 75th Anniversary Celebrations.

The RCMP Centennial Museum

The Museum is one of Saskatchewan's major educational museums and one of Western Canada's top tourist attractions. During the past year, it had in excess of 204,000 visitors. The Museum collects, conserves and displays artifacts relating to the history of the Force. In 1980-81 there were 90 donations, resulting in 464 artifacts being added to its collection.

Administration

Staffing and Personnel

The Staffing and Personnel Branch is responsible for the forecasting of human resource needs, recruiting and placement of personnel and all matters dealing with assessments, succession planning, transfers, promotions, service problems and the formulation of all applicable policies.

A revitalization of the Succession/Transfer Planning concept was completed during 1980-81. All staffing and personnel offices have been instructed on the mechanics of the process and each are now in a position to implement it this autumn.

The Performance Evaluation Profile (PEP) system is used to measure the abilities of operational personnel below the rank of sergeant and includes such func-

tional groups as: general duty, traffic law enforcement, drug enforcement and federal detachment constables. The system is being expanded to include contract division GIS constables. The Performance Evaluation Rating and Review system, used to measure abilities of senior NCO's and middle managers, is being reviewed to examine the need for updating the evaluation criteria.

In 1980-81, 42 positions were applied to full-degree university training while 51 were applied to one year non-degree courses. Through a Force-wide university training survey, 348 positions were identified as needing full degrees and 632 as requiring one year non-degree training. Regular members' university attendance is based proportionately upon these results.

Work standards for a Staffing and Personnel performance measurement system are being developed based on data from the person-hour system implemented in April 1980.

An Occupational Attitude Survey is conducted every two years. Out of a random sample of 3,456 members canvassed in 1981, approximately 90 per cent responded. Analysis of the information received and any required follow up action is monitored by "HQ" Division which also communicates survey results to all employees. Use of the collected data has increased noticeably especially by personnel conducting management studies and Audit activities.

The Recruiting Section developed standardized fitness requirements for Constable applicants.

In the fiscal year, 1,009 constables, 154 special constables, and 183 civilian members were engaged. Seventy-two of the constables engaged had university

degrees. Additionally, 24 constables, eight special constables and six civilian members were re-engaged. The figures by category are:

Fiscal Year Ending
March 31, 1981

Engagements	Male	Female	Total
Constables	884	125	1,009
Special Constables	109	45	154
Civilian Members	96	87	183
Re-engagements	Male	Female	Total
Constables	22	2	24
Special Constables	7	1	8
Civilian Members	0	6	6
Total	29	9	38

REGULAR MEMBER APPLICATIONS RECEIVED — 5,265

SPECIAL CONSTABLE APPLICATIONS — 825

CIVILIAN MEMBER APPLICATIONS — 584

WAITING LIST (AS OF MARCH 31, 1981)

Regular member applicants—308 Males
54 Females
Total 362

SPECIAL CONSTABLE APPLICANTS — 20

CIVILIAN MEMBER APPLICANTS — 48

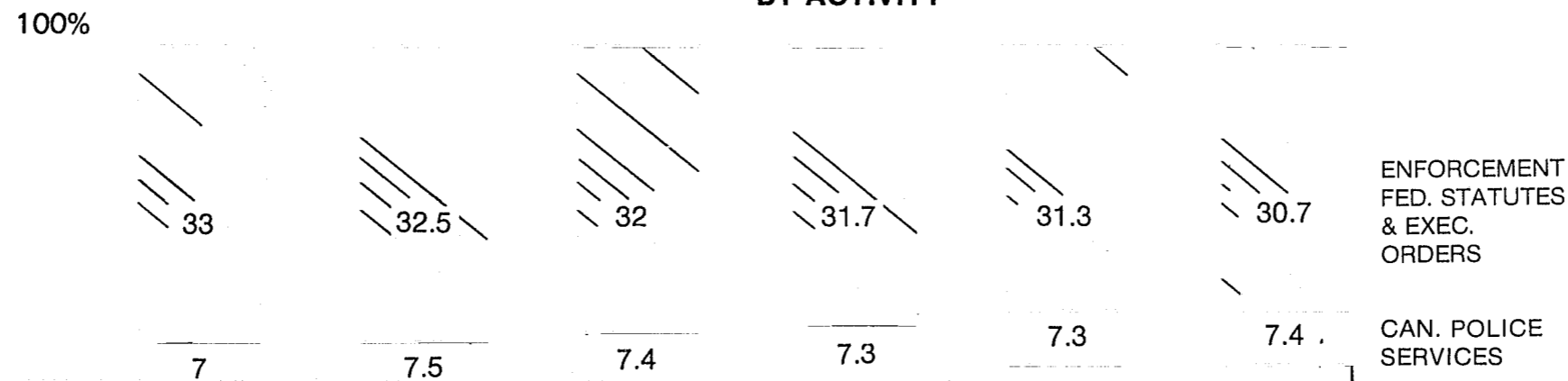
SPECIAL CONSTABLE CONVERSION TO
CONSTABLE — 12

A total of 70 recruits (40 French and 30 English) were trained under the Recruit Language Training Program.

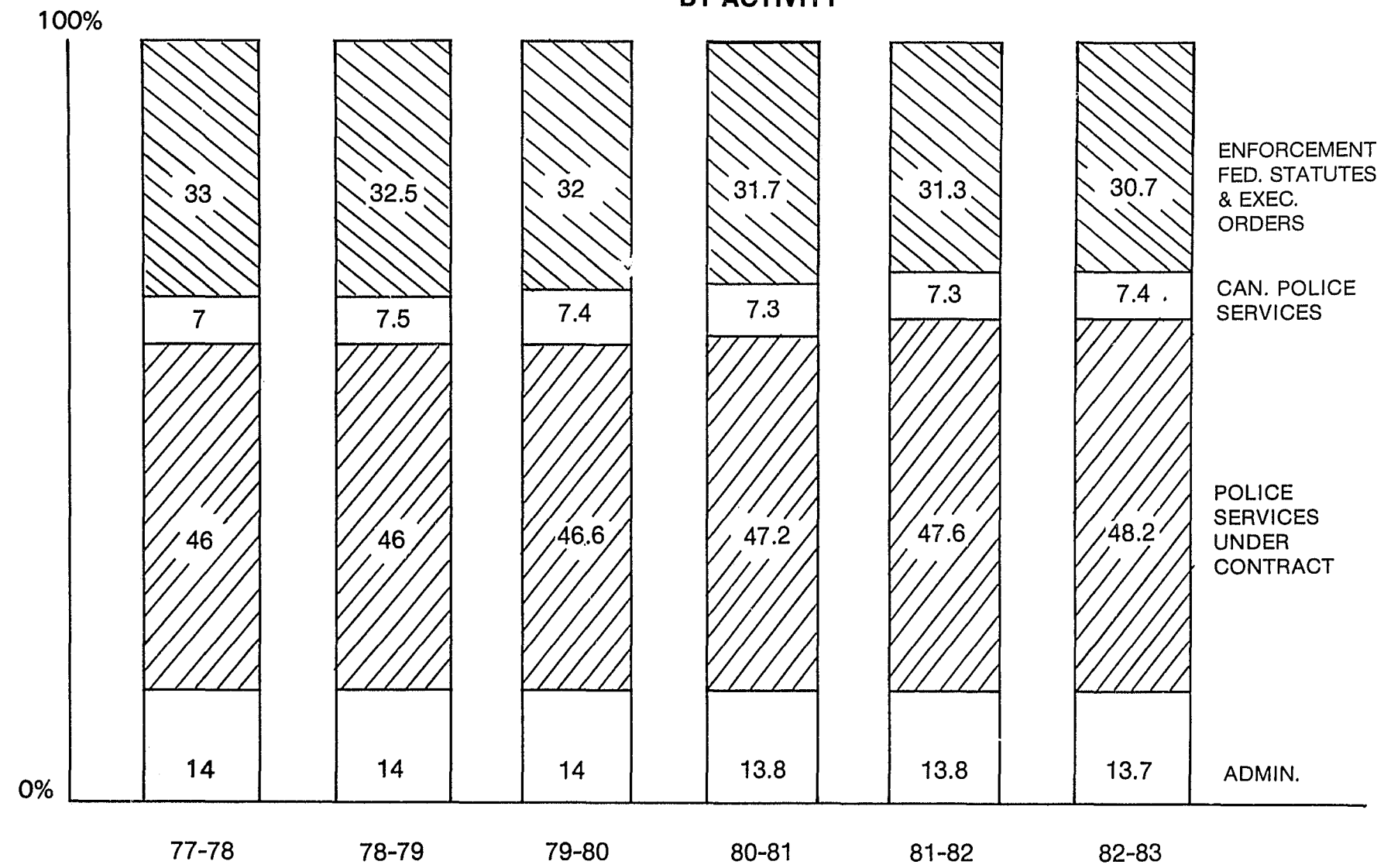
ESTABLISHMENT OF THE FORCE AS OF MARCH 31, 1981

DIVISIONS	HQ	A	B	C	D	E	F	G	H	J	K	L	M	N	O	P	DPT	TOTAL
COMMISSIONER	1																	1
DEPUTY COMMISSIONERS	3					1												4
ASSISTANT COMMISSIONERS	11			1	1		1				1				1	1		17
CHIEF SUPERINTENDENTS	20	1	1	1	1	2	1	1	1	1	1	1	1	1	1	1	1	37
SUPERINTENDENTS	52	4	5	6	3	12	5	1	3	2	7			1	4	11	2	118
INSPECTORS	128	11	9	23	14	27	13	5	10	9	30	1	1	5	18	27	4	335
TOTAL OFFICERS	215	16	15	31	19	42	20	7	14	12	39	2	2	7	24	40	7	512
STAFF SERGEANTS	225	20	32	45	43	79	54	10	35	27	75	5	6	9	33	77	7	782
SERGEANTS	459	49	53	94	88	165	110	14	58	55	155	14	13	34	74	129	20	1,584
CORPORALS	540	82	113	152	171	340	204	54	119	93	315	21	25	14	146	311	84	2,784
CONSTABLES	336	152	368	296	559	1,175	674	95	371	300	1,136	75	50	39	280	1,019	301	7,226
TOTAL UNIFORM	1,775	319	581	618	880	1,801	1,062	180	597	487	1,720	117	96	103	557	1,576	419	12,888
SPECIAL CONSTABLES	314	189	35	213	43	47	74	27	30	10	164	1	15	56	152	136		1,506
CIVILIAN MEMBERS	1,300	29	32	68	59	150	80	12	40	29	131	9	8	19	53	78	8	2,105
TOTAL MEMBERS	3,389	537	648	899	982	1,998	1,216	219	667	526	2,015	127	119	178	762	1,790	427	16,499
PUBLIC SERVANTS	1,564	79	98	183	176	283	182	32	98	104	295	20	17	104	161	199	195	3,790
TOTAL	4,953	616	746	1,082	1,158	2,281	1,398	251	765	630	2,310	147	136	282	923	1,989	622	20,289

PERCENTAGE REPRESENTATION OF THE FORCE (PERSON-YEARS) BY ACTIVITY



**PERCENTAGE REPRESENTATION OF THE FORCE (PERSON-YEARS)
BY ACTIVITY**



Training and Development

During 1980-81, 829 men and 123 women were inducted into basic recruit training at the RCMP Training Academy, Depot Division, Regina, Saskatchewan. Of these, 48 received their entire training in the French language.

Training at Depot Division was also provided for 36 special constables of native origin, 61 special constables for security/enforcement duties and 45 special constables for surveillance duties. In addition, the Academy provided basic enforcement training on a full cost-recovery basis to 32 Fisheries and Environment Canada employees.

Divisional training continued to cover operational and managerial matters, cross-cultural education and other specialized fields. Extensive training on the firearms legislation was given to both RCMP and municipal police department personnel.

Centralized training courses of a specialized nature were offered on commercial fraud, narcotic control and other areas of the Criminal Code and Federal Statutes. Training in the communication and electronics field is continually being updated to help keep members abreast of changes in technology. In cooperation with the Canadian Police College, a training program is being developed covering the fraudulent use of computers.

Ninety-four members attended university and technical schools during fiscal 1980-81. Forty-seven members completed one year non-degree programs.

The Training and Development Branch continues to research and develop new courses and to assess, evaluate and upgrade current curricula. "Self-study" courses using the individualized instruction method have been developed, allowing employees to take training at the work site, on their own time, or both.

RCMP Act Amendments

The Force continued its efforts towards implementing the spirit and intent of proposed RCMP Act amendments. Members enjoy the right to counsel in all disciplinary discharge or demotion hearings. As well they have the right to appeal any decisions by these hearings to a Board of Review and finally the Commissioner.

The proposed RCMP Act amendments have progressed to the final pre-tabling stage. In order to ensure an easy transition, a start has been made in dealing with ancillary matters such as developing

standing orders, necessary regulations and changes to policy chapters.

Adjudications

Since September, 1979, a member recommended for discharge as unsuitable or for demotion has had the right to a hearing before a Board of Officers or Officer who considered the merits of the recommendation.

Proposed amendments to the RCMP Act will incorporate the present Discharge and Demotion Board process and will replace the current service offence and trial process with formal disciplinary hearings. The Adjudications Branch was created on January 2, 1981, to provide a centralized and professional approach to these hearings. Staffed by RCMP officers who are graduates of Canadian law schools, its primary function is to preside over and adjudicate in all of these processes.

Public Service Personnel

The Chairman of the Public Service Commission awarded the RCMP with the 1980 merit award for outstanding performance in the field of Public Service staffing and related management functions.

There were 3,790 authorized indeterminate Public Service positions in the RCMP as of March 31, 1981.

Strength by Category	%
Scientific & Professional	0.5
Administrative & Foreign Service	5.0
Technical	2.0
Administrative Support	80.0
Operational	12.5

The RCMP continues to make major efforts toward equal opportunities for disabled persons through hiring, promoting manager and employee awareness, purchasing work-related aids and making building modifications.

In 1980-81, Public Service personnel filed 104 formal grievances. Of this number, 45 were referred to the final level for resolution.

Staff Relations

During 1980-81, there were 120 grievances and 18 appeals against disciplinary action. Seven members of the Force were awarded the Commissioner's Commendation. Thirteen persons received suggestion awards

totalling \$1,780. The adopted suggestions present a savings of \$3,322.50.

Services and Supply

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

New Detachment Buildings

Capital construction projects completed during the fiscal year 1980-81 included:

Port Saunders, Nfld.	Wells, B.C.
St. Georges, Nfld.	Ashcroft, B.C.
Virden, Man.	Quadra Island, B.C.
Amaranth, Man.	Port McNeill, B.C.
Stonewall, Man.	Hay River, N.W.T.
Oakbank, Man.	Minto, N.B.
Liverpool, N.S.	

—33 married and single quarters provided in New Brunswick, Manitoba, Saskatchewan and Yukon Territory

—17 radio repeater shelters in New Brunswick, Manitoba and British Columbia

—5 patrol cabins in Manitoba

—17 married quarters, detachments, patrol cabins and radio repeater sites at various locations

—44 renovations and miscellaneous projects at various locations.

Land Transport

As of March 31, 1981, the Force's motor vehicle fleet numbered 5,535. During the year 1,670 cars, 278 trucks and 32 light over-snow vehicles were replaced. The fleet strength for the past three years is as follows:

	1978/79	1979/80	1980/81
Cars and Station Wagons	4,509	4,509	4,477
Trucks	605	673	761
Snow Vehicles	199	221	241
Others	53	56	56
Total	5,366	5,459	5,535

Approximately 85 per cent of the light trucks are employed in a dual capacity of patrol/off-road vehicles. The majority of these are assigned to northern areas.

Water Transport

The Force operates 12 patrol vessels (vessels over 9 m in length), nine on the Pacific coast, two on the Newfoundland coast and one on the Labrador coast. As well, there are 350 inland water transport (vessels under 9 m in length).

Air Services

The RCMP operates 29 aircraft posted at 23 strategic locations across Canada. In 1980, a new Air Detachment was opened in Gander, Newfoundland, with the purchase of a new Bell 206L-1 LongRanger. A used DeHavilland DHC-2 MK3 Turbo Beaver was purchased to replace a standard DHC-2 Beaver which was redeployed from Kamloops, B.C., to Prince Albert, Saskatchewan.

The present fleet of aircraft include the following fixed wing aircraft and helicopters:

9 DHC-6 Twin Otters
3 DHC-3 Otters
4 DHC-2 Beavers
3 DHC-2 MK3 Turbo Beavers
1 King Air 200
1 King Air A-90
1 G21A Grumman Goose
4 Bell 206B Jet Rangers
3 Bell 206L LongRangers

During 1980-81, RCMP aircraft flew a total of 21,581.3 hours covering 2,969,841 patrol miles.

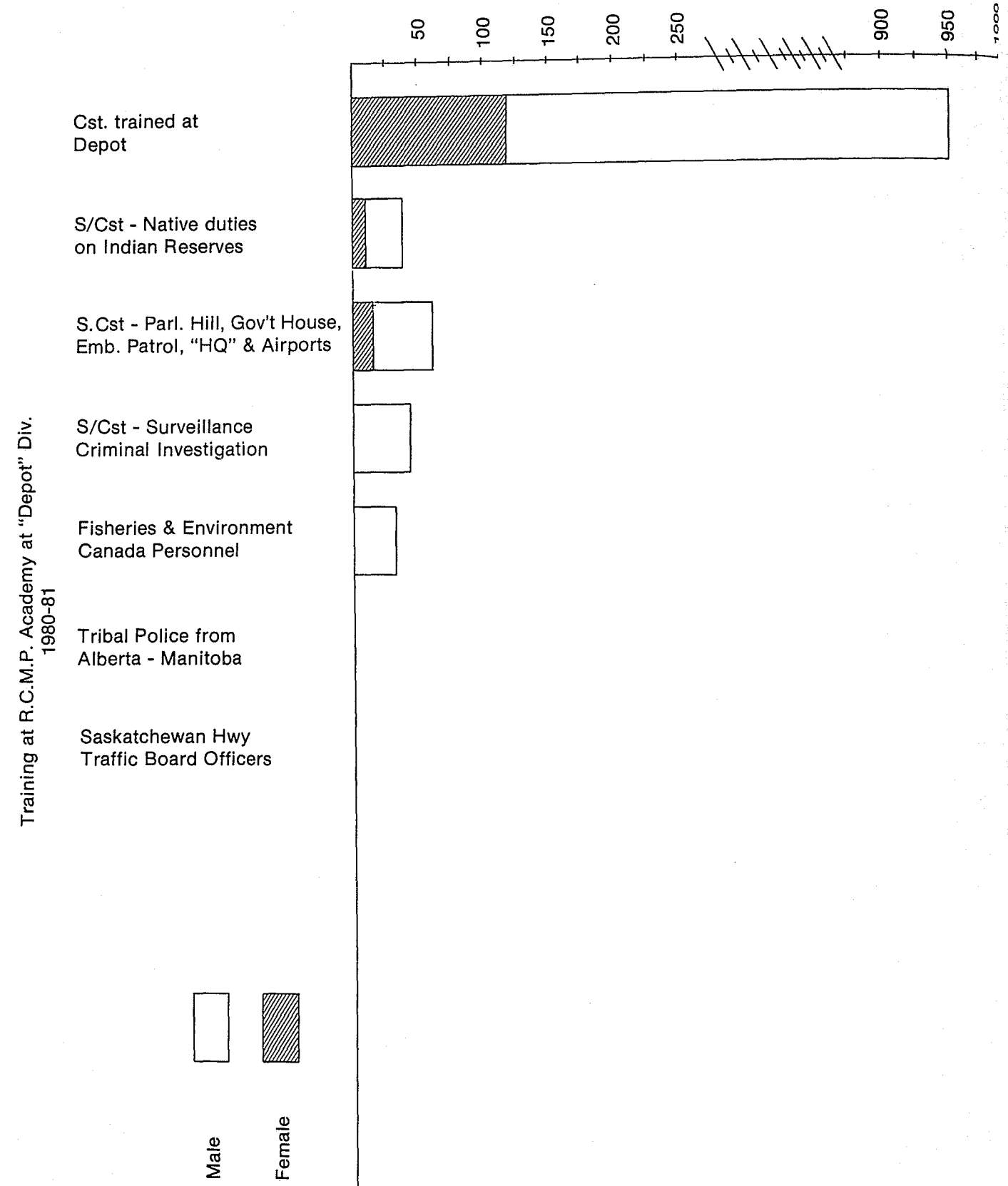
Official Languages

During 1980-81, management organization and direction was reinforced by publication of a series of directives establishing or refining bilingual policy and allocating responsibility for its implementation. An employee awareness/information campaign was conducted which included the publication of a brochure titled "Serving Canada in English and French - it concerns you!".

Language criteria for positions were introduced into the staffing process, including the first use of imperative staffing.

Bilingual services are generally available to the public in the National Capital Region, Northern and Eastern Ontario, all of Quebec, most of New Brunswick and, to a limited extent, in unilingual English areas. In other significant demand areas, bilingual services can be made available. Employees can work and pursue their careers in either official language in Quebec and, to a

Number of personnel trained



Training at R.C.M.P. Academy at "Depot" Div. 1980-81

Male
Female

Table IA — Distribution of Members by Rank and First Official Language

Tableau 1A — Distribution des membres par grade et première langue officielle

First Official Language Première langue officielle		English Anglais	French Français	Not Stated Non indiquée	Total
Rank/Grade					
Commr.	N	1			1
Comm.	%	100			100
D/Commr.	N	2	2		4
S.-Com.	%	50	50		100
A/Commr.	N	14	2		16
Comm. adj.	%	87.5	12.5		100
C/Supt.	N	37	1		38
Surint. princ.	%	97.4	2.6		100
Supt.	N	109	19		128
Surint.	%	85.2	14.8		100
Insp.	N	325	46		371
Insp.	%	87.6	12.4		100
S/Sgt.	N	831	75		906
S.É.-M.	%	91.7	8.3		100
Sgt.	N	1,468	181		1,649
Sgt.	%	89	11		100
Cpl.	N	2,482	325		2,807
Cpl.	%	88.4	11.6		100
Cst.	N	6,117	926	116	7,159
Gend.	%	85.5	12.9	1.6	100
S/Csts.	N	977	323	34	1,334
G.S.	%	73.2	24.2	2.6	100
C/M	N	1,388	239	31	1,658
M.C.	%	83.7	14.4	1.9	100
Total	N	13,751	2,139	181	16,071
	%	85.6	13.3	1.1	100

Date: 80-07-31

**Table IIA — Profile of Position
Language Requirements of
Members by Rank**

Profile Profil	Bilingual Bilingue		Eng. Ess. Ang. ess.		Fr. Ess. Fr. ess.		Eng. or Fr. Ang. ou Fr.		Total	
	N	%	N	%	N	%	N	%	N	%
Rank/Grade										
D/Commr. S.-Com.	3	75	1	25					4	100
A/Commr. Comm. adj.	12	70.6	5	29.4					17	100
C/Supt. Sdt princ.	23	62.2	14	37.8					37	100
Supt. Surint.	52	43	69	57					121	100
Insp. Insp.	122	37.4	202	62	2	.6			326	100
S/Sgt. S. É.-M.	181	23.7	579	75.7	5	.6			765	100
Sgt. Sgt.	322	21	1,191	77.6	21	1.4			1,534	100
Cpl. Cpl	414	15.4	2,201	82	68	2.5	1	.1	2,684	100
Cst. Gend.	545	8.4	5,777	89.3	145	2.2	7	.1	6,474	100
S/Csts. G. S.	436	28.6	951	62.4	137	9			1,524	100
C/M M. C.	356	17	1,699	81.2	36	1.7	1	.1	2,092	100
unclassified non-classifié	35	3.9	754	83.7	88	9.7	24	2.7	901	100
Total	2,501	15.2	13,443	81.6	502	3	33	.2	16,479	100

Date: 80-07-31

**Tableau IIA — Profil des exigences
linguistiques des postes des
membres par grade**

**Table IB — Distribution of
Public Service Employees
by Employment Category
and First Official Language**

**Tableau IB — Distribution des
fonctionnaires par
catégorie d'emploi et
première langue officielle**

First Official Language Première langue officielle	English Anglais		French Français		Total	
	N	%	N	%	N	%
Employment Category Catégorie d'emploi						
Executive Direction						
Administrative and Foreign Service Administration et service extérieur	142	80.7	34	19.3	176	100
Scientific and Professional Scientifique et professionnelle	6	85.7	1	14.3	7	100
Technical Technique	56	86.2	9	13.8	65	100
Administrative Support Soutien administratif	2,256	81	529	19	2,785	100
Operational Exploitation	355	80.7	85	19.3	440	100
Total	2,815	81.1	658	18.9	3,473	100

Date: 80-07-25

**Table IIB — Public Service Employees
Profile of Position Language Requirements
by Employment Category**

Employment Category <i>Catégorie d'emploi</i>	Bilingual		English Essential		French Essential		Eng. or Fr.		Total	
	<i>Bilingue</i>		<i>Anglais essentiel</i>		<i>Français essentiel</i>		<i>Ang. ou Fr.</i>			
Linguistic Status <i>Statut linguistique</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>	<i>N</i>	<i>%</i>
Executive <i>Direction</i>										
Administrative and Foreign Service <i>Administration et service extérieur</i>	119	52	108	47.1			2	.9	229	100
Scientific and Professional <i>Scientifique et professionnelle</i>	13	72.2	5	27.8					18	100
Technical <i>Technique</i>	21	26.6	41	51.9	1	1.3	16	20.2	79	100
Administrative Support <i>Soutien administratif</i>	795	24	2,309	69.7	75	2.3	135	4	3,314	100
Operational <i>Exploitation</i>	42	8.9	283	59.8	30	6.3	118	25	473	100
Total	990	24	2,746	66.8	106	2.6	271	6.6	4,113	100

Date: 80-07-25

**Tableau IIB — Profil des exigences
linguistiques des postes de
fonctionnaires par catégorie d'emploi**

growing degree, in the National Capital Region, Northern and Eastern Ontario and New Brunswick.

Health Services

"H" Directorate was formed to develop a health services program for the Force. The Director of Health Services is responsible for planning, organizing and directing RCMP programs and policies to provide treatment, occupational environmental health and safety services. Health Centres, staffed with professional medical personnel, are planned in eight locations. Following a Marin Commission recommendation, members' medical records will be kept confidential.

Criminal Operations

Tactical Operations

There are now 42 RCMP emergency response teams located across Canada. In addition, 175 persons have received training as Operations Commanders while 144 have been trained to act as negotiators for hostage-taking situations.

Commercial Crime

The control of commercial crime is mandatory if national and international confidence is to be maintained in the Canadian business community. RCMP personnel at Headquarters in Ottawa and in thirty-one locations across Canada provide leadership, guidance and assistance in the investigation of economic crimes. Commercial crime often tends to be national or international in scope requiring liaison between the RCMP, foreign law enforcement agencies and various commissions and departments of both the federal and provincial governments. The RCMP operates the Securities Fraud Information Centre, the central link with all provincial securities commissions in Canada.

The Commercial Crime Branch has a staff of 570, more than 100 of whom have now completed university degrees in job-related disciplines.

During 1980, reported losses by fraud totalling \$332.4 million were investigated. Investigations focus on business-oriented crimes, frauds where the Government of Canada is victimized, corruption of public officials, offences related to property rights, fraudulent transactions respecting corporations, tax frauds, computer crimes, fraudulent securities and other promotions, bankruptcies and counterfeiting.

Year	New Investigations	Files	Carry-Over Prosecutions
1973	2,063	1,231	931
1974	2,948	1,905	1,159
1975	4,901	2,382	1,549
1976	5,156	2,813	2,500
1977	6,055	2,692	3,281
1978	7,903	2,500	4,381
1979	6,756	2,750	2,444
1980	7,531	3,083	3,255

Bankruptcy Fraud

The RCMP also assists the Superintendent of Bankruptcy by preventing, investigating and prosecuting fraudulent practices or other abuses in the insolvency process. The major task is the investigation of complex commercial crimes, often international in scope, arising from or detected in bankruptcies. The RCMP currently has over 600 open investigations. In 1980, 400 new bankruptcies were assigned to the Force for investigation.

National Crime Intelligence

National Crime Intelligence Sections (NCIS) assist enforcement sections in combatting organized crime.

NCIS rely on two types of criminal intelligence, strategic and tactical. Strategic intelligence helps to establish the existence of organized crime groups and identifies the members of these organizations, their criminal activities, internal administration, movements, sources of income, intentions and vulnerability. Tactical intelligence develops information with a view to prosecution. Criminal intelligence often enables law enforcement agencies to anticipate an offence, resulting in either prevention of the crime or immediate apprehension of the offenders.

Joint Forces Operations

The Joint Forces Operations concept helps to overcome jurisdictional problems between police forces. It maximizes police investigation and enforcement capabilities in combatting major enforcement problems involving several jurisdictions and offers the advantage of drawing on more than one police force for investigational expertise, equipment and manpower. It facilitates a concerted and coordinated police effort.

In recent years, the RCMP has placed greater emphasis on Joint Forces Operations, often including participation of National Crime Intelligence Sections. The information resulting from Joint Forces Operations is analyzed and evaluated for the necessary enforcement action.

Gaming Specialists

RCMP personnel trained as gaming specialists are located in Halifax, Vancouver and Edmonton. They assist all RCMP divisions and other police forces in investigating unlawful or manipulated carnival-type games, cards and dice offences, bookmaking, gaming houses, casino operations and other gambling related activities.

Integrated Intelligence Units

During the past few years, integrated intelligence units have been established in Vancouver, Victoria, Edmonton, Winnipeg and London. They consist of criminal intelligence members from both municipal police forces and the RCMP.

Surveillance

Sophisticated physical surveillance techniques are used by today's police officers to avoid detection by criminals who practice counter-surveillance as a matter of course. RCMP personnel trained in and devoted to the art of surveillance provide professional assistance to the RCMP enforcement sections in major centres across the country.

This support service has proven to be extremely valuable in the investigation of major/organized crime.

Criminal Information Analysis

In recent years, the Force has developed a criminal information analysis capability. Trained members are located in division analytical services, Criminal Intelligence Service Canada provincial bureaus and RCMP investigative units across the country, providing analytical support to investigators and management.

Special NCIB Project

Some motorcycle gangs have become recognized as being involved in organized crime, associating with other organized crime-factions in both Canada and the United States. In 1978, the National Crime Intelligence Branch started to collect, analyze and disseminate for law enforcement use, all available information on such groups and their activities.

Approximately 50 Canadian police forces are contributing to the project. In 1980, project personnel responded to more than 350 police enquiries for information. As there is more police awareness of this growing Canadian problem, it is anticipated that the number of enquiries and the project's importance will increase.

Technical Investigative Aids

Audio intercepts, technical surveillance aids, tactical alarm systems, polygraph, and sound recording examinations programs provide valuable assistance to investigators in instances where subjects are considered difficult to apprehend through conventional methods.

During the 1980 calendar year, interception of private communications continued to be an effective investigative aid. Following applications made by agents of the Solicitor General of Canada, 568 authorizations were issued by the Courts, resulting in 1,502 technical installations and 456 persons charged. Many of these investigations are still being completed and further charges will be laid.

Tactical alarm systems placed temporarily in specific business premises having a high incidence of burglaries are proving to be most effective in decreasing the number of break-ins. Video surveillance systems are being used more frequently to keep specific areas under close observation from remote locations, thus reducing the need for costly surveillance teams.

Polygraph

RCMP polygraphists conducted 1,667 examinations during 1980. Of these, 52 per cent indicated truthfulness and 31 per cent deception. In 10 per cent of cases, the results were indefinite and in 7 per cent, results were incomplete.

Audio Analysis

Sound recording examination evidence has been accepted by courts in Nova Scotia, Quebec, Ontario, Alberta and British Columbia. The majority of examinations, however, are conducted to aid investigations. During 1980, the Audio Analysis Unit assisted the RCMP, other Canadian Police forces, the Ministry of Transport, the Department of National Defence, the B.C. Attorney-General's Department and the Michigan State Police. Eighty requests for assistance were received. Of these 51 were for enhancement of intelligibility, 22 for spectrographic voice identification, three for tape recording authentication and four were of a miscellaneous nature.

Drug Enforcement

(a) Heroin

Heroin originating from Southwest Asia (Afghanistan, Pakistan and Iran) accounts for approximately 30 per cent of the Canadian heroin market. This represents a substantial increase since the second and third quar-

ters of 1980, when Southwest Asian heroin accounted for only 10 per cent of the heroin available.

Southeast Asian heroin still accounts for 70 per cent of the Canadian market. However, this situation could change within the next 12 month period due to the political instability in Southwest Asia and an unexpected bumper crop of opium in Southeast Asia. The main points of entry for heroin entering Canada are Vancouver, Montreal and Toronto.

The availability of heroin at both the wholesale and retail levels remained limited throughout 1980. Street level purity declined to 5-6 per cent from 8-9 per cent at the beginning of 1980.

The opiate narcotics most often diverted are dilaudid (hydro-morphone), oxycodone, demerol and morphine.

(b) Cocaine

Several areas have reported a significant increase in the availability of cocaine, as well as an increase in street level purity during the past several months.

The most active ports of entry for cocaine smuggled into Canada are Vancouver International Airport, Toronto International Airport and Mirabel International Airport. The primary countries of origin are Peru, Columbia and Venezuela. In the Vancouver area the level of purity in cocaine samples has increased from 27 per cent earlier this year to a current 40 to 45 per cent.

Several South American countries are trying to reduce the coca crops. It is hoped that this will reduce cocaine availability in 1981.

(c) Illicit Laboratories and Psychotropic Drugs

The availability of LSD continued to increase during 1980. RCMP intelligence indicates that liquid LSD is available in central Canada. However, no seizures of this form of LSD have been made.

A serious abuse of phentermine (trade name Ionamin) has been observed. This drug, used in the control of obesity, is being diverted into the illicit market and sold as an amphetamine. In an effort to control this problem, phentermine has been placed under schedule "G" of the Food and Drugs Act.

Clandestine laboratory activity continues to be centered in central and western Canada. The drugs most often manufactured are methamphetamine and liquid cannabis.

(d) Cannabis

The cannabis derivatives remain the most often encountered illicit drugs in all regions across Canada. Colombian, Jamaican, Mexican, and Sensimillian are the most popular types of marijuana available on the illicit market. Cambodian, Thai and African marijuana were also reported available in several drug regions during 1980. Extremely high prices are being paid for the more exotic brands. For example, African marijuana is currently selling for \$200 per ounce. Domestic marijuana is selling for between \$25 and \$50 per ounce.

India, Morocco and Pakistan continue to be the primary source countries for hashish. However, Lebanon is once again surfacing as a principal source country.

Toronto and Montreal have traditionally been the principal recipient areas for Jamaican cannabis. However, seizures of Jamaican cannabis are now occurring in Canada's western region. Jamaican marijuana at source costs \$300 per pound and retails in Canada at \$1,800 per pound.

There has also been an increase in the availability of cannabis and hashish oil from Jamaica, the Middle East and the Indian sub-continent.

Trend Indicators 1981

The following drug trends are anticipated for the next twelve month period:

- (1) Multiple drug abuse will continue to remain the predominant mode of drug taking;
- (2) Southeast Asia will continue to be the primary Canadian source for heroin;
- (3) The Southwest Asian heroin originating from Afghanistan, Pakistan and Iran will increase its share of the illicit heroin market in Canada;
- (4) A gradual increase in the use of cocaine;
- (5) An increased number of clandestine laboratories producing schedule H and schedule G drugs;
- (6) LSD usage levels will continue to escalate;
- (7) An increase in the diversion of pharmaceutical drugs, especially the amphetamine group;
- (8) The use of the cannabis derivatives will remain at a high level.

Customs and Excise Branch

In 1980, there was continued emphasis on combatting commercial smuggling and related fraudulent activities. Considerable resources were directed to non-revenue statutes such as the Export and Import Permits Act, National Energy Board Act, Petroleum Administrative Act, Cultural Properties and the Criminal Code. As a result, it is projected that there will be a decline in seizures and revenue received in 1981.

Statistics for 1980 show a 58 per cent increase from 1979 in the value for duty of goods seized, with a 19 per cent reduction in cases investigated. Goods seized in 1980 were valued at \$15.7 million.

Automated Intelligence Customs Service (A.I.C.S.) was developed as an investigative aid for Revenue Canada and the RCMP. Studies have been completed which recommend the conversion of the current A.I.C.S. to a true "on line" interdepartmental communications system. The RCMP is currently awaiting a decision from Revenue Canada regarding the acceptance or rejection of these recommendations. Should approval be given, the "on line" system could be fully operational during early 1984.

Interpol

The RCMP has represented Canada in Interpol since 1949. Interpol Ottawa is located at RCMP Headquarters and the head of Interpol Ottawa is the Commissioner of the RCMP. The number of member countries as of January 1981 was 130.

During the Interpol General Assembly Session of September 1979, the Commissioner, Mr. R.H. Simmonds, was elected Vice-President of the Interpol Executive Committee for a three year term.

The RCMP participated in a number of Interpol conferences and symposia. Topics included gambling and prostitution, international frauds, commercial crime and suppression of drug trafficking. These meetings also examined new trends in crime, its prevention and repression and new crime fighting techniques and technical equipment.

International inquiries through Interpol channels on behalf of Canadian police forces increased again this year. Requests for assistance from other Interpol national central bureaus also increased. Assistance was also given to foreign police departments in the area of training aids, special enforcement units and legislation.

Immigration & Passport

In 1980, emphasis was placed on investigations of the more serious violations of the Immigration Act and Regulations. Additionally, Citizenship Act offences, Canadian passport frauds and selected Unemployment Insurance Act offences were also investigated and prosecuted.

In 1980, the court disposed of 1,934 Immigration Act charges, compared to 1,927 charges in 1979. In addition, 77 Criminal Code offences, 17 Citizenship Act offences and 60 Unemployment Insurance Act offences were prosecuted.

Migratory Birds Convention Act and Canada Shipping Act

During 1980, RCMP personnel spent 49,540 hours enforcing the Migratory Birds Convention Act and 41,179 hours enforcing related provincial wildlife statutes. A total of 671 cases were registered under the MBC Act and 1,530 under the various provincial statutes.

In addition, 39,011 hours were spent enforcing the Canada Shipping Act, resulting in 1,831 charges being laid. Water safety programs accounted for another 8,526 hours, which included over 300 educational presentations to 58,213 people.

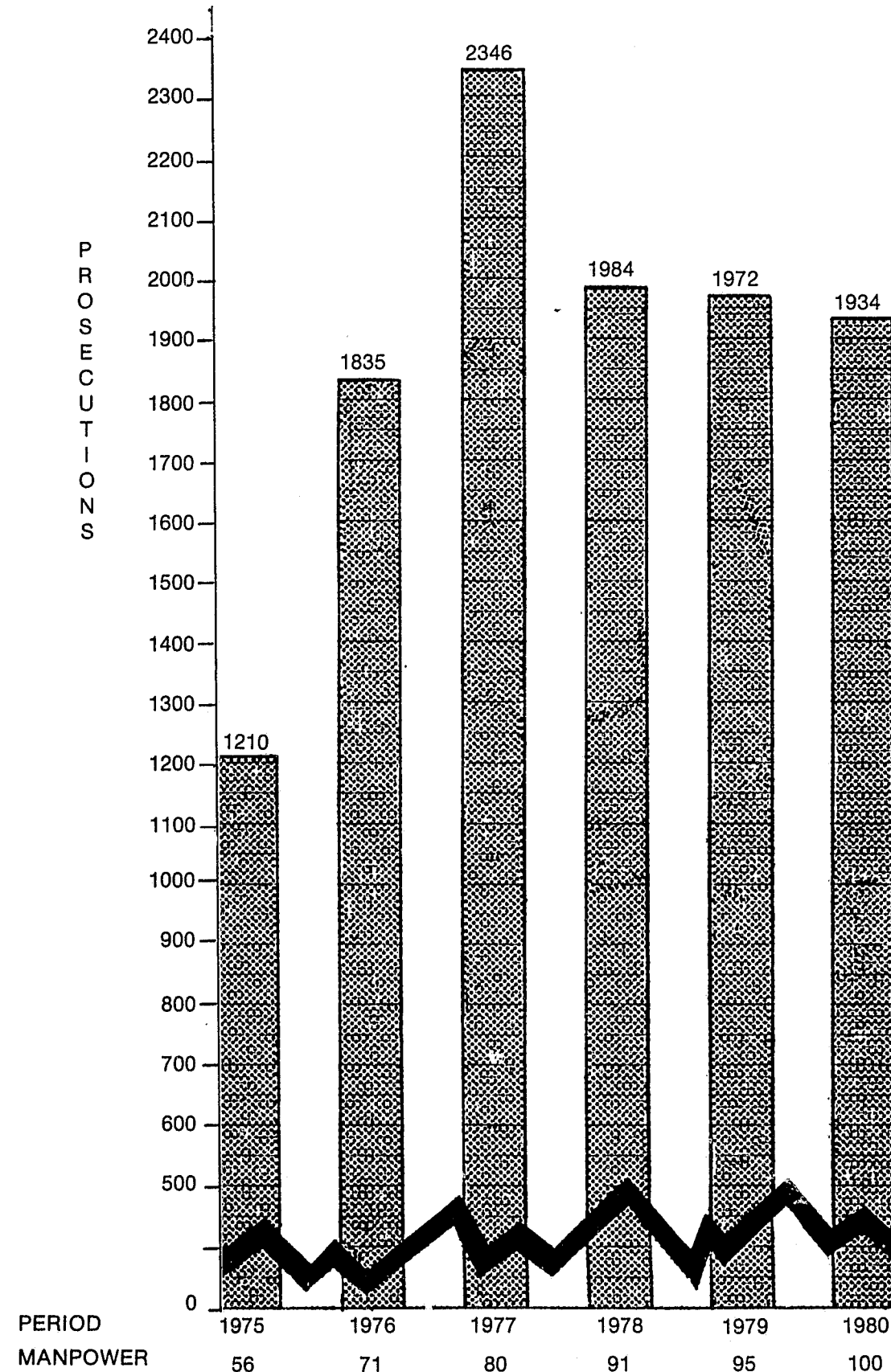
Native Policing

The RCMP Native Special Constable Program is under way in British Columbia, Alberta, Saskatchewan, Manitoba, the Yukon, the Northwest Territories, Nova Scotia, Newfoundland and Prince Edward Island. The program now includes the Inuit of the Northwest Territories. A joint submission to Treasury Board by the RCMP and the Department of Indian Affairs and Northern Development will recommend that the program continue for the next fiscal year. During the next three years, DIAND will assess all current native policing programs to develop firm policy for future funding.

In 1980-81, Native Special Constable training was increased to fifteen weeks duration. Thirty-six Native Special Constables were trained, bringing the total to 141.

Cross cultural educational courses are now given to all recruits and members' spouses who have extensive personal contact with the native community.

**IMMIGRATION & PASSPORT BRANCH
TOTAL PROSECUTION STATISTICS
PERIOD: 1975-1980**



IMMIGRATION AND PASSPORT BRANCH
CATEGORY OF PROSECUTIONS
AND PERCENTAGE DISTRIBUTION FOR
1980 STATISTICS

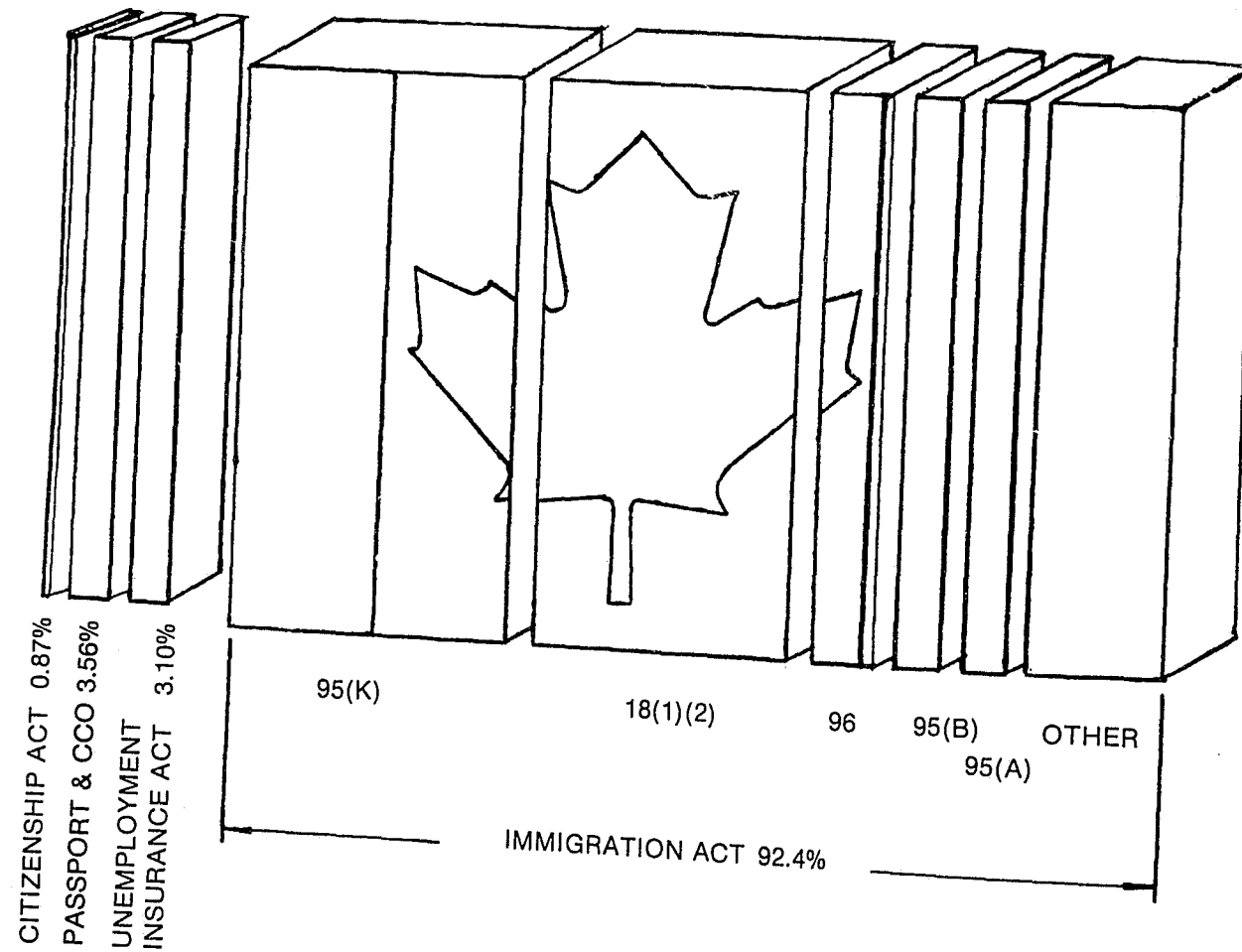


TABLE 1

CRIMINAL CODE OFFENCES (RCMP JURISDICTION)
INCLUDING C.C. TRAFFIC—CALENDAR YEARS

YEAR	REPORTED	ACTUAL	CLEARED
1977	498,289	446,280	233,767
1978	519,094	471,268	242,826
1979	548,350	492,808	248,256
1980	580,756	526,554	260,516

TABLE II

CRIME TRENDS (ALL OFFENCES)
CALENDAR YEARS

OFFENCES	1979	1980	% INCREASE
Persons	37,928	39,678	4.6
Property	228,320	253,992	11.2
C.C. Traffic	80,537	80,277	-0.3
Total C.C.	492,826	526,554	6.8
Drugs	31,660	34,582	9.2
Federal (Other)	47,933	36,808	-23.2
Provincial	212,462	216,423	1.8
Municipal	14,974	15,850	5.8
Total Offences	799,855	830,217	3.8

TABLE III
CRIMINAL CODE OFFENCES (INCL. TRAFFIC)
RCMP JURISDICTION

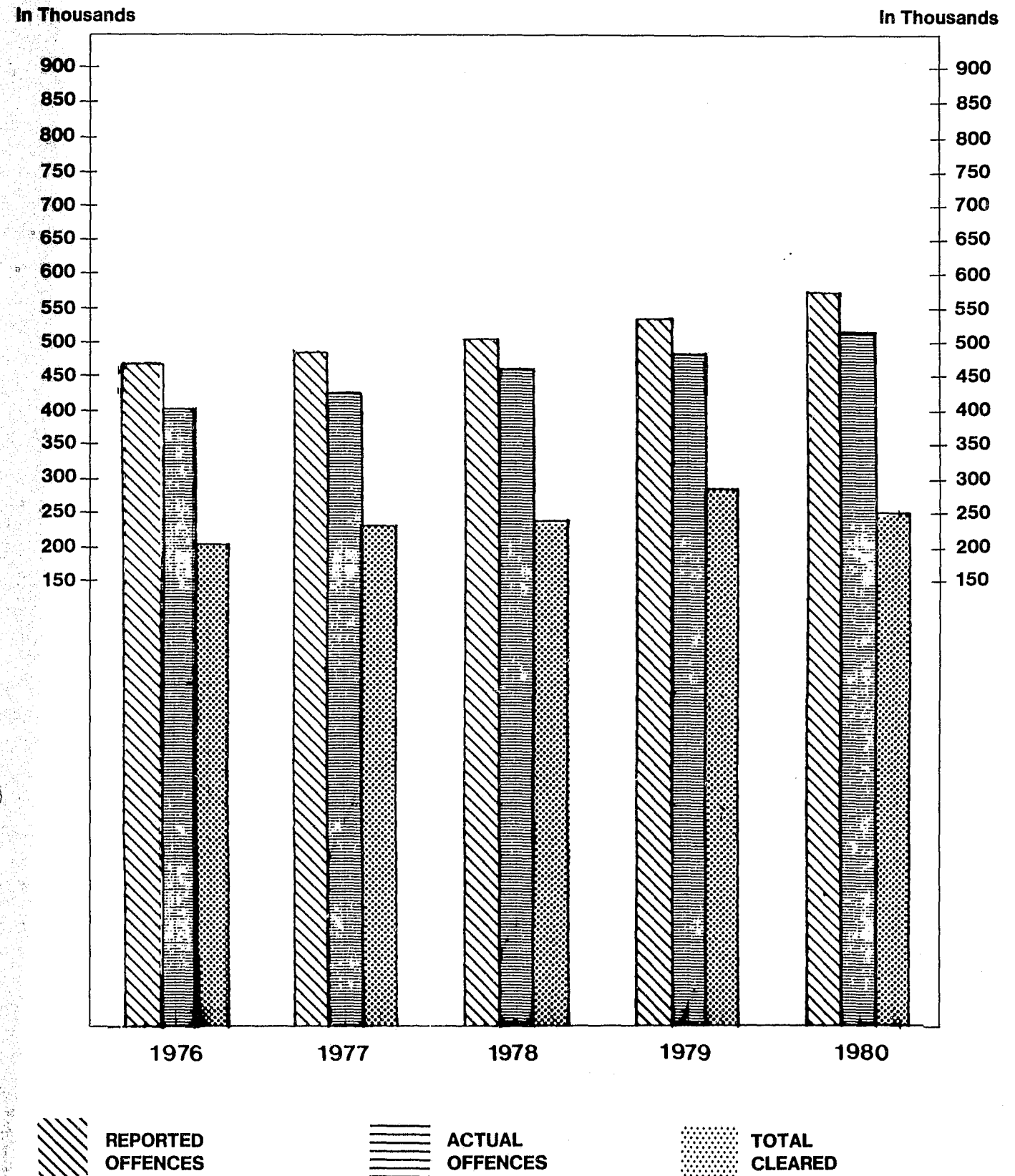


FIGURE 1
EDP SECURITY ACTIVITIES
1980-81
USE OF AVAILABLE TIME

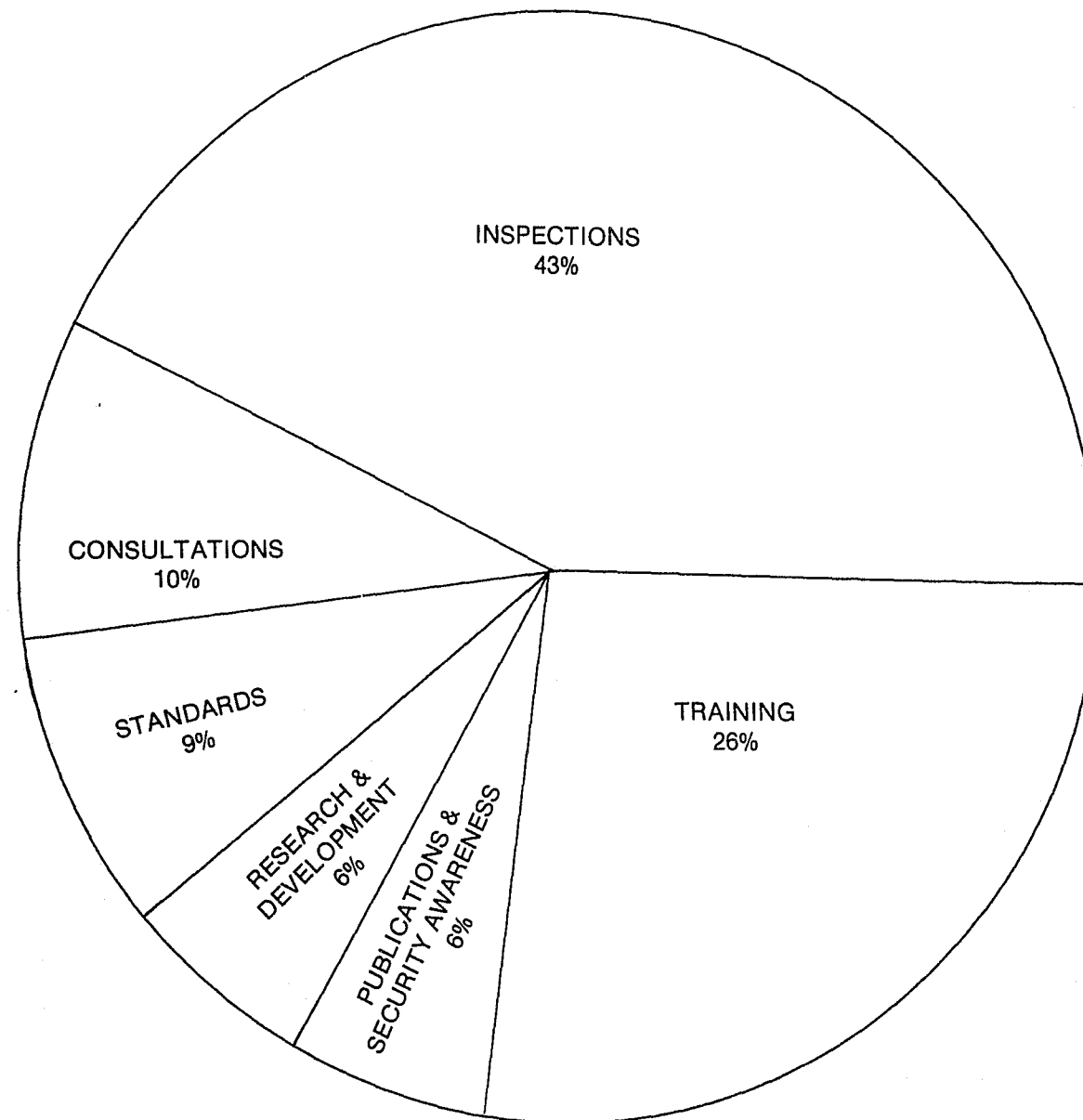
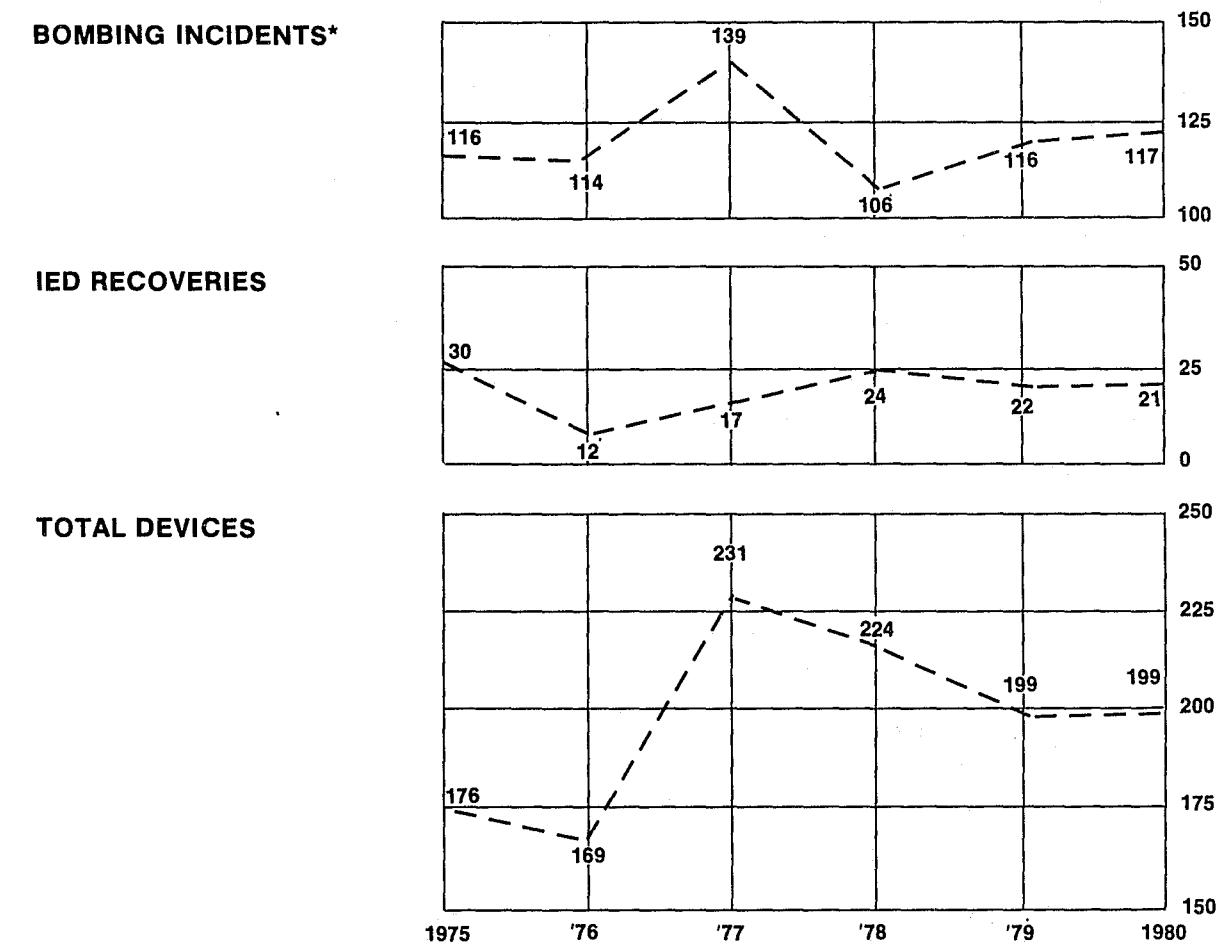


FIGURE 2
Bomb incident comparison
1975-1980



***Bombings and Attempted Bombings**

The full time Native Policing co-ordinators now have approval for a one-year university course in native studies to increase their understanding of native concerns. This year the British Columbia co-ordinator successfully completed the course. It will be extended to one coordinator each year until all have received it.

VIP Security

The RCMP provides personal security for the Prime Minister and Governor-General and their families, visiting foreign dignitaries, embassy and consulate personnel and other designated persons. There are approximately 200 Force members employed on these duties.

During 1980-81, there were numerous visits by foreign dignitaries, the most noteworthy being U.S. President Ronald Reagan's visit to Ottawa during March, 1981, which entailed more than 11,000 man hours of security duties.

Security Engineering

The Security Engineering Branch monitors the quality of physical security in the federal government, including detection and protection systems or subsystems, access controls, alarm systems, barriers, locks and secure storage containers. Qualified Branch specialists also:

a) test and evaluate security devices being considered for government use;

b) design and develop specialized security equipment;

c) provide a consulting service relating to physical security in building design, layout and equipment; and

d) design and develop specialized police equipment for use by the RCMP, other police forces, or by federal detention service agencies.

During 1980-81, 17 products including paper shredders, locks, access controls, seals, mail bags, security grilles and drill resistant materials were evaluated for their security features.

Ten technical courses relating to physical security were presented, seven of which were for personnel of various federal government departments and three for the RCMP.

Two and four drawer security filing cabinets were redesigned. Work on a lightweight vault has also been completed with a prototype being assembled and tested.

Consultation was provided on four new construction and major renovation projects and work is continuing on previously identified projects.

Electronic Data Processing (EDP) Security

Security Evaluation and Inspection Teams (SEIT) assist government departments and agencies to improve the security of facilities processing sensitive government information.

In 1980-81, SEIT inspected ten government computer facilities and 14 private facilities with government contracts. These inspection activities were supplemented by the provision of over 70 consultations on specific EDP security-related problems.

SEIT has also been heavily involved in the initiation and approval of EDP security standards and practices for use by government agencies. Several new chapters have been prepared and are going through the approval process. SEIT is also working with Supply and Services Canada to update and enhance contractual guidelines for private sector processing of sensitive material.

Because direct SEIT involvement in all but a small percentage of EDP projects is not feasible, training courses and publications are provided to promote security awareness.

The "EDP Security Bulletin" is distributed to government EDP and security personnel, private sector EDP firms, national and international police departments and other interested parties. In the past year, two issues were published and distribution increased from 1,400 to approximately 1,600 copies in response to a greater demand for security information.

An ongoing EDP security training program assists computer personnel from government departments and agencies and the private sector to implement sound security programs. Two EDP Security Coordinators' Courses provided training to 50 candidates. As well, lectures and practical training were provided to four RCMP Computer Crime Investigative Techniques Courses which train experienced white collar crime investigators from municipal, provincial and federal police forces on how to investigate computer crime.

Counter Intrusion Technical Inspection (CITI)

During 1980-81, the RCMP, with assistance from the Departments of External Affairs and National Defence, conducted 111 electronic sweeps or counter intrusion technical inspections. Technical assistance was provided to Ottawa City Police on one occasion.

A CITI Unit has been established in Montreal to be responsible for Quebec and the Maritime provinces and a unit is now being established in Vancouver to be responsible for B.C., Alberta, Northwest Territories and the Yukon.

Explosives Technology Unit

In 1980, the number of bombings, attempted bombings and recovery of improvised explosive devices was the same as in 1979. However, the total property damage attributed to bombings was much higher in 1980 (\$1,112,918) than the average of the previous six years (\$634,757). There were three deaths and 17 persons injured as a result of bombing incidents.

A research and development program ensures current and effective explosives disposal equipment and render-safe procedures are available to all Canadian police technicians.

Current research and development projects registered with the Operational Research Committee of Canadian Association of Chiefs of Police include: 1. Safeco bomb suit, helmet and communication package, 2. personal protection shield, 3. remote mechanical investigator, 4. air transport explosives container, 5. emergency lighting deployment, and 6. improvised explosive devices (IED) disruptors.

Other Projects

1. *Vital Points Program.* The RCMP, in conjunction with other federal and provincial authorities, has a responsibility to survey and plan for the protection of certain facilities in Canada against possible destruction. During 1980-81, 80 security inspections plus a number of security re-inspections and consultations were carried out under this program.

2. *Federal Government Security Program.* The RCMP, pursuant to its responsibilities under the Federal Government Security Program, carried out, upon request, 112 security inspections of both federally owned and rented facilities across Canada.

3. *Security Awareness.* Approximately 40 hours of talks and speeches on security subjects were provided to government departments and agencies.

Airport Policing

The RCMP participates in the National Airport Policing and Security Program in cooperation with Transport Canada. This service is provided at ten international and eight major domestic airports.

The statistics for the fiscal year 1980-81 are:

1. Hijackings	0
2. Bomb Threats	124
3. Firearms Detected at Pre-Board Screening	1,210
a) Real	24
b) Imitation	1,186
4. Breaches of Security	8,961
5. Airport Traffic Regulations	202,617
a) Moving	5,147
b) Parking	197,470
6. Warrants Executed	2,939
7. Other Offences	5,766

Police Services Under Contract

The Royal Canadian Mounted Police provides cost shared policing services to all provinces and territories except Ontario and Quebec, and to 191 municipalities within the contract provinces. These services include the prevention, detection and investigation of offences under the Criminal Code, provincial statutes, territorial ordinances and municipal by-laws.

The Provincial Police Service in the eight provinces and two territories is organizationally structured into 10 divisions, 40 sub-divisions and 561 detachments. One important element of provincial policing is the Traffic

Service. This is closely associated with detachment policing but has the primary objectives of minimizing the risk of property damage, injury or death and ensuring the free movement of persons and goods on the highways. Other units of the Provincial Police Service perform either an administrative or operational role in the efficient performance of the total police service.

The Municipal Police Service is provided to 204 municipalities ranging in population from 1,500 to 150,000. The majority of municipal detachments are organized within the sub-division structure of the Force. However, several of the large municipal detachments are accountable to Divisional Headquarters.

The detachment is the base of police service and detachment personnel provide the first contact between citizens and the police. They are the most visible aspect of the police presence in the provinces and municipalities. Because of this, Detachment operations have, in 1980-81, featured prominently in crime prevention strategies and the determination of policing standards.

Crime Prevention

During 1980-81, cost efficient alternatives to traditional methods of policing have been a priority. For example, RCMP operations have acted as a catalyst for the development of neighbourhood based programs to control crime, such as Neighbourhood Watch which tries to reduce crimes of opportunity through the vigilance of residents.

Citizen range and logging patrols in remote areas have led to a reduction in major incidents of vandalism and cattle thefts without an increase in policing costs.

The RCMP Crime Prevention Centre has acted as the developmental agency in establishing community based crime analysis projects at both Selkirk and The Pas, Manitoba. While these projects are still ongoing, the results to date indicate an entirely new analysis system for current community problems.

The Centre has produced a paper on crimes against the elderly, designed to alert the police community to the problems of elderly victims and the consequences of insufficient early attention to this subject.

The Crime Prevention Centre has researched the subject of modifying the environment to control or remove opportunities for crime and has produced a paper which is available to police agencies in Canada. The Centre has joined other components of the Ministry of the Solicitor General to further examine the subject and establish national policy.

Policing the North

In the Yukon and Northwest Territories, the RCMP acts as both a federal and territorial police force, the latter under contract with the respective territorial governments.

Yukon Territory (M Division)

The Yukon Territory is divided into 12 detachment areas with divisional headquarters located at Whitehorse. As of March 31, 1981, division personnel numbered 136, of which nine were Native Special Constables.

The incidence of serious crime remained fairly static over the past year, with a 5 per cent increase in property offences (break and enter, theft of goods) and a 3 per cent decrease in persons offences (homicide, assaults and robbery). Both territorial traffic ordinance infractions and reported motor vehicle accidents rose by 14 per cent over the previous year, while traffic fatalities, at 16, remained the same.

Northwest Territories (G Division)

"G" Division, with its headquarters located in Yellowknife, is made up of three sub-divisions and 36 detachments. Air detachments, located at Inuvik, Frobisher Bay and Yellowknife, provide a vital support service to the overall police operations. As of March 31, 1981, Division strength was 250.

Federal statute and territorial ordinance offences for the fiscal year decreased by 8 per cent and 14 per cent respectively, but Criminal Code offences increased by 2 per cent, resulting in an overall reduction of only 7 per cent.

Members were involved in most communities as coaches, cub and boy scout leaders, as well as promoting snowmobile, firearms, traffic and highway safety programs.

Four Inuit Special Constables were engaged and posted to Lake Harbour, Clyde River, Baker Lake and Sanikiluaq. These members will attend the 15 week training course at the RCMP Academy in Regina early next year.

Canadian Police Services

In the 1930s, the Force organized the Firearms and Criminal Identification Sections which joined the already established and rapidly growing Fingerprint Section to become the basis of what, in those early days, was known as national police services. In 1937, the first RCMP Crime Detection Laboratory opened in

Regina. Today, the Canadian Police Services provide scientific and technical assistance, criminal information and identification data as a Canadian police service to all Canadian police departments, authorized law enforcement and penal agencies and to the Criminal Courts of Canada.

Crime Detection Laboratories

Seven regional Crime Detection Laboratories provide technical and scientific assistance to Canadian police departments, criminal courts, government departments and other authorized agencies. Each has operational sections in the fields of: Chemistry, Toxicology, Serology, Alcohol, Hair & Fibre Identification, Document Examination, Firearms and Tool Mark Identification, Photography (except Sackville, N.B.).

During 1980-81, scientific reports were issued by the laboratories as a result of examinations conducted on 23,309 cases. For the most part, RCMP resources were used to assist in the solution of major crimes such as murders, attempted murders, sexual offences, firearms offences, frauds and drugs.

The Ottawa Laboratory also has a Central Bureau for Counterfeits and a Special Services Section. A limited laboratory service has existed in Montreal since 1978, providing expert examination of questioned documents and counterfeit exhibits seized in the Province of Quebec.

Science and Technology Advisory Group

The Science and Technology Advisory Group (STAG) has maintained its ongoing support of Canadian Police Service programs and activities through evaluation of methodologies and instrumentation, coordinating and evaluating research and development projects, forensic science training, proficiency testing, consultative services and provision of a computerized scientific information system network.

Projects for the past year include:

Consultative Services

- The Canadian Association of Crown Counsel Commercial Crime Manual on Credit Card Counterfeits
- X-ray certification training equipment
- Canadian Police Service Laboratory Operational Reporting and Operational Statistical systems
- Canadian Police Service Laboratory facilities criteria

Training

- Training and Professional development schedule.
- Forensic Science Disciplinary Training Manuals
- Breathalyzer Training Standard update

Methodology

- Forensic Science Method Manuals dealing with Toxicology, Serology, and Hair and Fibre Disciplines
- Workshops in Firearms, Document Examination and Chemistry
- Development of fingerprints on smooth surfaces

Evaluation

- Radio Immuno Assay (R.I.A.) of blood for marijuana
- Roadside screening devices for breath alcohol

Information

- Enzyme techniques for the grouping of blood stains
- Fourier Transform Infra Red
- Scanning Electron Microscope

Information Systems

- Computerized hit and run automobile paint analysis system.

The STAG Research and Development Coordinating Centre organizes, plans, coordinates and monitors Force-wide research in human and natural sciences. A new role was acquired in 1979 when the Force was designated the lead agency responsible for financing, contracting and monitoring natural science research requirements of the Canadian police community. Further to these responsibilities, the Centre has a working relationship with the Research Division of the Ministry of the Solicitor General on a significant number of criminal justice research and development projects which affect the overall criminal justice system. A research and development project data base has been established and a general publication dealing with research projects is planned.

Identification Services

Identification Services provide a national repository for fingerprint records. Installation of an automated fingerprint system capable of classifying, storing and retrieving fingerprint records is resulting in faster service to Canadian police forces. Conversion of the Fingerprint Bureau to the automated system will be completed in 1982.

The Latent Fingerprint Unit has a base file of over 100,000 persons in an automated search system. Response time is now less than two days. This year, 3,662 searches were conducted and 121 crimes solved through identifications made through the system.

Identification Services also provides a total photographic service for RCMP operational and training needs. A resource centre assesses and evaluates identification equipment and techniques.

Microfiche conversion of hard copy criminal history files is continuing and all newly created files are being microfilmed. The microfiche base now totals approximately 843,600 files. Approximately 350,000 criminal records contained in the files have been computerized. Total conversion is anticipated by the end of 1982-83.

The Firearms Registration and Administration Section administers the Firearms Acquisition Certificate and Business Permit system for Canada. It also issues restricted weapon registration certificates and maintains a national firearms registry.

Canadian Police Service Information Centre, a 24-hour operational support service, provided assistance to Canadian police forces on enquiries concerning 141,686 persons, 112,817 vehicles, 6,515 articles and 15,856 wanted persons.

The Fraudulent Cheque Section, which links fraudulent documents to known criminals, completed 11,410 case submissions involving documents bearing a total face value of \$5,275,908.

CPIC FILE STATISTICS 1980-81

31 MAR 81

VEHICLE FILE:	
Number of Records	337,438
Average Transactions per week	202,123
Average Enquiries per week	183,886
PERSONS FILE:	
Number of Records	1,131,765
Average Transactions per week	316,723
Average Enquiries per week	238,554
PROPERTY FILE:	
Number of Records	699,470
Average Transactions per week	22,145
Average Enquiries per week	11,726
CRIMINAL RECORDS FILE:	
Number of FPS Records	2,961,687
Average Transactions per week	191,287
Average Enquiries per week	158,767

CPIC TERMINAL COUNT BY LOCATION
TO MARCH 31, 1981

	1979-80	1980-81
British Columbia	165	174
Alberta	100	126
Saskatchewan	90	93
Manitoba	62	69
Ontario	314	329
Quebec	15	16
New Brunswick	36	40
Nova Scotia	45	51
Prince Edward Island	6	7
Newfoundland	27	29
N.W.T.	3	3
RCMP "HQ"	105	109
CPIC Testing, Training & Control	83	68
CRPQ	2	2
Yukon	3	4
F.B.I.	1	1
Immigration (COILS)	6*	0
Total	1,069	1,121

NET GROWTH: 52

* Terminated 80-04-02.

Telecommunications and Electronic Data Processing

Electronic Data Processing and Telecommunications Services are supplied as a Canadian police service to the Canadian police community through the facilities of the Canadian Police Information Centre (CPIC), and through technical and consulting assistance for operational police systems.

Canadian Police Information Centre Computer System

From remote terminals located in accredited Canadian police agency offices coast-to-coast, information on vehicles, persons, property, boats and motors and on criminal records may be recorded in or requested from this system.

Directorate personnel control the integrity, reliability and availability of the system. Provincial coordinators audit each agency's records every two years to ensure integrity and reliability at that level, and provide training on system usage to many hundreds of police personnel yearly. In 1980-81, the availability of the system was 98.04 per cent.

Departmental Computing Facilities

These facilities consist of Headquarters and Field Division Data Centres. During the past year, operational programs or those under development included:

- Automated Criminal Intelligence Information System (ACIIS)
- Material Management
- Operational Statistical Reporting (OSR)
- Police Information Retrieval System
- Firearms Registration
- Financial Management System
- Centre for Information Management
- Computer Investigative Aids.

Telecommunication Services

RCMP communications needs are provided by Telecommunication Services. Projects initiated or completed during the 1980-81 fiscal year included:

a) British Columbia

Phases I and II of the Interior British Columbia Communications System program were completed on schedule in 1980-81. Phase III has gone to contract and will be installed during the summer and fall of 1981. This will complete the IBCCS Program.

b) Alberta

The Edson Sub-Division communications system was completed on schedule. A communications system for the Fort McMurray Sub-Division area was necessitated by petro-chemical and industrial developments in that area. System design has been completed and a contract for a leased system should be let in September, 1981. Installation will occur in early 1982.

c) Saskatchewan/Manitoba

Major integrated systems are being developed to service the Yorkton Sub-Division area of Saskatchewan and the Brandon Sub-Division area of Manitoba. They will replace those installed in the late 1950's. Completion is estimated for the summer of 1983.

The leased communications system for the Thompson and The Pas districts was installed.

d) Ontario

Program approval for a conceptual system hardware plan for a new Southern Ontario communication system will be sought from Treasury Board in 1982-83. System implementation should start in 1983-84 with completion scheduled for 1986-87.

The radio system for embassy patrols in the National Capital area was installed.

e) Quebec

Preliminary planning commenced for a provincial communications system. It is anticipated that system design will occur during 1983-84 with completion scheduled for 1987-88.

f) New Brunswick

A study to determine division-wide communications requirements continued during 1980-81. No firm decisions have yet been reached regarding final design, but current plans call for installation to commence in 1983-84 with completion in 1984-85.

g) Nova Scotia

Negotiations with the provincial government have been completed and program approval has been granted for RCMP participation in the Nova Scotia Government Integrated Mobile Communications System. Complete system installation is scheduled for the summer of 1982.

h) Prince Edward Island

The installation of a supervisory and control subsystem which provides 24-hour mobile radio coverage throughout the entire province from the Charlottetown Comcentre was completed.

i) Newfoundland

The extension to the radio system in the central Newfoundland area which provides radio coverage to the Burin Peninsula was completed.

Initial planning and system design for an Avalon Peninsula communications system was completed. Contracting has been awarded and installation should be completed by early summer of 1982.

The Canadian Police College

In 1973, the Canadian Police College was established as part of the Canadian Police Service of the RCMP. The College provides training in the areas of managerial and supervisory responsibility to police officers from federal, provincial and municipal forces.

Specialized courses such as Instructional Techniques, Identification Methods, Gambling Investigations and others relating to operational roles performed by the police community, were provided to 2,082 candidates during the past year. The increased selection of courses being offered in both official languages has resulted in a 55 per cent increase in the number of candidates from the Province of Quebec.

The expertise offered at the Canadian Police College has become known throughout the world. Candidates come from such places as Zambia, Barbados, Trinidad, the Philippines and others. As a result, College facilities are being used to their maximum capacity throughout most of the year. To allow training to be given to greater numbers of Canadian policemen, courses have been run in British Columbia, Saskatchewan, Quebec and the Maritime Provinces.

To increase effectiveness and provide a police training centre which is truly national in character, the College actively seeks non-RCMP instructors and course coordinators. Secondments have been made from police departments from every region of Canada. As well, the College provides research and related services which are appropriate for a national institution. For example, the Law Enforcement Reference Centre has been established to provide a library and reference centre for the use of all police departments.

The Research and Program Development Branch researches and evaluates topics relevant to the police profession and applicable courses are established to train officers in new techniques or areas of interest. This branch also publishes the Canadian Police College Journal on a quarterly basis. The Journal provides a forum for the exchange of significant law enforcement information. It is distributed to police managers, trainers and researchers, as well as to universities and colleges.

To supplement the ongoing research and the in-service training courses being provided to the police profession, the College actively encourages policemen to pursue university training. Recognition is provided in the form of certificates or diplomas issued upon successful completion of different university training levels.

Information Management

Modern police operations require information systems to assist the operational and administrative personnel in the performance of their duties. These systems are continually being monitored and up-graded to meet changing demands.

Centre for Information Management (CIM)

A major Task Force has been established to further the creation of a Centre for Information Management. A master plan for information systems development and an organization structure to administer an information management program are being developed. This should be presented to RCMP senior management in approximately one year.

The identification and documentation of the major information systems at HQ Ottawa (a Systems Overview) is complete. Work is under way to expand the Overview to include the major information systems at divisional level.

Directives (Manuals)

The Force's official directives system consists of two basic manuals (Administrative and Operational) and 18 subsidiary manuals. The Operational Manual Review Unit established July, 1979, to research, review and update all force operational policy should have completed its task by March 31, 1982.

A feasibility study on automation of RCMP Manuals has been completed. A pilot model should be completed for test and analysis commencing September, 1981. During the year one new subsidiary manual was produced. Five existing manuals are under various stages of complete review and update.

A costing study into all phases of the manuals system was completed.

Forms, Systems, Graphics

A review of all Headquarters National standard forms is being conducted to insure they comply with the Canadian Human Rights Act and proposed access to information legislation.

A "forms systems file" is under development to assist in controlling and upgrading information systems and avoiding duplication.

This section provides consultation on all aspects of the Force's word processing program and continues to

develop and monitor applications of the RCMP Identity Program.

Records Management

Over the past several years, Force personnel have been working towards an integrated records system with automated access to the records indices. To this end, an active program of central filing has been encouraged both at HQ and divisional levels. Operational Records are being converted from subject to sequential numbering in preparation for automation of records indices on the Police Information Retrieval System (PIRS), scheduled to be operational January, 1982.

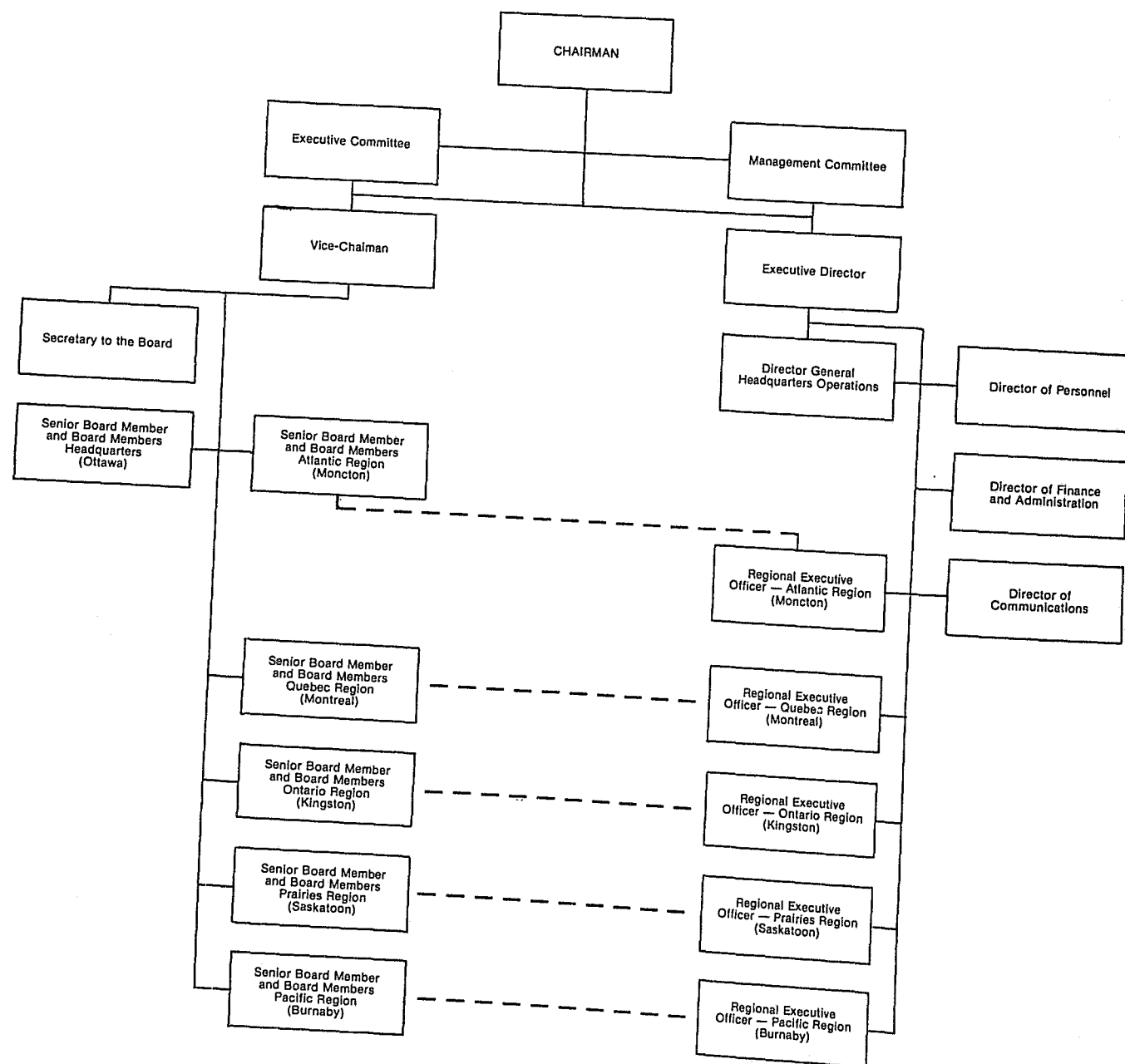
The administrative and policy records have been studied to determine the most appropriate method of including them in the integrated records system. A formal feasibility study recommended that an automated document retrieval project be undertaken, but this has been deferred due to manpower restraints.

Records Management Branch, the policy centre for RCMP library services, has actively encouraged and supported the development of a Library Access System scheduled for implementation in September, 1981. This system, accessible through the PIRS terminals across Canada, will facilitate the retrieval of Force-owned published material.

Micrographics

Initial requirements of the computer output microfilm (COM) will be completed by service bureaus with no purchase of equipment at this stage. Ten of 16 Divisions now have active microfilm programs.

ORGANIZATION OF THE NATIONAL PAROLE BOARD



NATIONAL PAROLE BOARD

Introduction

In keeping with the National Parole Board's strategic overview which outlined future policy, procedure changes and activities, a number of major developments occurred within the Board during fiscal year 1980-81.

The concept and application of parole guidelines were analyzed, as part of an ongoing review of the Board's decision-making process; the area of mandatory supervision was studied in depth and the Board participated in an intraministerial study on conditional release. Other priority concerns in the policy area, included the Royal Prerogative of Mercy and additional procedural safeguards and services to provinces without parole boards. In addition, the Board was involved in the conclusion of a federal/provincial agreement on the transfer of parolees within Canada.

Other activities included the initiation of a national conference to be held in the autumn of 1981 on discretion in the correctional system, the development of a role paper on Community Board Members and the initiatives to improve the communications program.

The Role and Functions of the Board

The National Parole Board is an independent agency within the Ministry of the Solicitor General. As such, it forms a part of the criminal justice system in its daily operations and works together with policemen, judges, correction and parole officers and other elements of the system. However, in the exercise of its decision making role it is completely independent.

The major function of the Board is to serve as a national body devoted to making decisions on the granting or refusal of parole, day parole and unescorted temporary absences. It also performs investigative and recommending functions with regard to the exercise of clemency. The Board may impose terms and conditions that it considers necessary in respect of inmates released on parole or subject to mandatory supervision. It may revoke any individual on mandatory supervision or parole (including day parole).

Operationally, the Board has six divisions: a headquarters division in Ottawa, and five regional divisions (Atlantic, Quebec, Ontario, Prairies, and Pacific).

The 26 full-time members of the National Parole Board are drawn from various segments of society such as law enforcement, criminology, corrections, social work, psychology, law, journalism and community work. Temporary members may also be appointed to assist the Board during periods of heavy work-load. In addition, regional community board members are selected in each of the five regions of Canada to serve on regional panels for certain categories of offenders.

The Board is required to review the case of every inmate serving a sentence of two years or more when he or she is eligible for parole and every two years thereafter (one year for certain categories of inmates) until parole is granted or the inmate is released, by law, on mandatory supervision.

Each case is considered on its merits and the Board renders a decision only after a full investigation has been made with The Correctional Service of Canada.

Provincial Boards of Parole

Since the 1st of September 1978, it has been possible by law for any interested province to establish its own parole board with jurisdiction over all inmates serving a definite sentence in provincial institutions. To date, Ontario, Quebec and British Columbia have taken advantage of this section of the Act.

The Fiscal Year in Review

Parole Guidelines and Study on Decision Making

An in depth review of parole guidelines - one of the National Parole Board's major concerns for some time - was concluded in 1980-81. Under study were the use of statistical prediction devices, in general, and the existing American and European scoring systems, in particular. The Board concluded that consistency in decision-making can be maintained through less mechanical instruments than guidelines but it also identified the need for further research in the Canadian context.

As such, the Board will undertake a project in 1981-82, which will document the Board's decision-making process and identify the factors on which decisions are currently based.

More specifically, the research will:

- determine if there is undue disparity or variance in the Board's decision-making, determine the extent of such disparity and identify or explain the reasons for it;

- identify the factors or variables which influence the Board's parole and revocation decisions in order to assess their desirability or the need for formalizing them.

Criteria for parole decisions and a stated philosophy of parole now exist in Canada. However, the Board, in an effort to make itself more accountable and open, has identified a need to articulate these criteria and its philosophy in a more formal way. This will lead to a more standardized framework for decision making and a better understanding of the process by which decisions are reached.

Mandatory Supervision

During fiscal year 1979-80, the Board participated in a Ministry process of consultation with professionals from within the Canadian criminal justice system to elicit views and evaluate the Canadian experience with mandatory supervision as a form of post-incarceration control of federal inmates not granted parole.

The report on this subject was completed in early 1981 and a discussion paper was tabled in Parliament by the Solicitor General in March, 1981. The paper contains tentative conclusions about the mandatory supervision program and identifies twelve possible reform areas. It was presented for general consideration since no positions will be made final until a further round of consultation has been held and conclusions drawn from the Solicitor General's Conditional Release Study described below.

Study on Conditional Release

A Conditional Release Study, which was begun in 1980 at the request of the Solicitor General, is expected to outline a number of policy options on the release of inmates from federal penitentiaries in Canada. It will also assess the implications of these options for corrections generally and for other relevant aspects of the criminal justice system.

Both the steering committee and the working group on conditional release included Parole Board representatives during fiscal year 1980-81.

Procedural Safeguards

An array of procedural safeguards has been adopted by the Board. These are designed to ensure that the interests of both society and inmates are fully taken into consideration in any decisions to grant or to deny parole. Changes in Canada's Parole Act in 1977 enabled procedural safeguards to be formally embodied

in the Parole Regulations. Even before that time however, the Board had effected a number of safeguards such as giving reasons in writing for adverse decisions, scheduling hearings for federal parole applicants and re-examining specified adverse Board decisions.

Two additional procedural safeguards contained in Parole Regulations were identified for consideration within the next two years. They are:

- the sharing of information, in writing, with federal parole applicants before the scheduled review for full parole at the parole eligibility date; and
- allowing inmates to have assistance at hearings before the Board.

During 1980-81, the Board prepared a policy paper containing proposals to facilitate the review of cases in this area.

Clemency Review

A comprehensive Ministry review of the Federal Government's clemency powers was initiated by 1981. Briefs were solicited from a wide number of agencies and individuals within the criminal justice system. An issue paper was prepared to encourage participation and to facilitate a structured examination of the exercise of executive clemency.

Ultimately, it is expected that the Solicitor General will present to Parliament a series of recommendations and amendments to the current legislation which will contribute to more effective and equitable systems of clemency in Canada.

Representatives from the National Parole Board participate in both steering and working committees of the clemency study.

Services to Provinces Without Parole Boards

Currently, parole decisions in provincial cases are made by the National Parole Board except in Ontario, Quebec and British Columbia which have their own provincial parole boards. Since the Prairie and Atlantic provinces have chosen not to establish parole boards, discussions have been held by the Board with these provinces as well as the two territories to re-evaluate the level of services provided by the Board to inmates in provincial or territorial institutions.

A committee, established by the Parole Board to look into the improvement of services to these inmates by extending to them certain provisions offered to federal inmates, carried out further consultation with these provinces in 1980-81.

Other Activities

a) Conference on Discretion in the Correctional System

Planning was initiated for a conference on discretion in the correctional system which will be hosted by the National Parole Board in Ottawa in the autumn of 1981.

Recent developments in Canada suggest that there is uneasiness about the discretionary power exercised by government boards and agencies. The conference is intended to provide delegates with an opportunity to explore this issue as it relates to post-sentence discretion and to develop a basis for further analysis. All aspects of the subject, in particular the decisions made while inmates are serving their sentences, will be examined.

The national planning committee comprises representatives from the National Parole Board, The Correctional Service of Canada, Secretariat (Ministry of the Solicitor General), Department of Justice, Canadian Association for the Prevention of Crime (CAPC) and the Criminology Department of the University of Ottawa. As well, federal and provincial correctional officials and local CAPC organizations are expected to be involved in pre-conference workshops in each of the provinces and territories during the period leading up to the national conference.

b) Canadian Association of Paroling Authorities

The Canadian Association of Paroling Authorities (CAPA) which includes representatives from the National Parole Board and the three provincial parole boards (Ontario, Quebec and British Columbia) held three meetings during 1980-81. They continued to exchange views on parole policies and procedures of mutual interest.

CAPA was also involved in the conclusion of a federal-provincial agreement on the transfer of parolees from the provinces with parole boards. The agreement was signed by the Solicitor General of Canada, the Attorney General of British Columbia, the Minister of Correctional Services for Ontario and the Minister of Justice for Quebec.

The federal government will exercise parole jurisdiction over any inmate paroled by Ontario, Quebec or British Columbia if the inmate moves to a province other than these three. In turn, these three provinces will supervise parolees from provinces with parole boards who move within their jurisdiction.

c) Role of Community Board Members

An education document on the role of the Board's community members was approved by the Board's Executive Committee during 1980-81. Currently, community board members participate directly in the Board's decision making when release is being considered for inmates serving life for murder or sentences of preventive detention. The Board will ensure that community board members receive proper assistance at all stages, from preparation for the parole hearing to the writing of comments and decisions.

Before starting their official duties, community board members take part in an orientation program which is usually held in the region where they are appointed. At that time they receive a written description of their rights, duties and privileges and other Board documents. In addition community board members are kept informed of new developments in the organization, legislative and policy changes, as well as other important events affecting the Board.

The Parole Board also encourages interested community board members to take part in its public education program.

The Fiscal Years Ahead

The following outlines some important areas requiring particular attention by the National Parole Board within the next two to five years. Strategies intended to exploit opportunities for more effective operations of the Board and the system as a whole are indicated.

a) Corrections Legislation

The philosophy and principles underlying correctional programs and parole in particular have changed since the legislation on which these programs were based came into effect more than twenty years ago. These changes need to be reflected in the establishment of new mandates for the future roles of parole and correctional authorities at the federal level in Canada. The Parole Act could need significant amendment in the three to five year time frame. Constitutional concerns expressed by the provinces in the area of the administration of justice, the current readiness of governments to establish interim administrative arrangements and the whole complex of issues related to the existing split in jurisdiction for corrections are major concerns of the National Parole Board. They underscore the importance of the Board's collaboration with the Ministry Secretariat, The Correctional Service of Canada

and the federal Department of Justice to bring these matters to resolution through a definitive articulation of the federal role in corrections.

With a view to identifying the major considerations and options for the future role of parole in Canadian criminal justice, the Board has already undertaken a broad, comparative study of the principles and philosophy of parole in Canada and elsewhere, including a review of the recommendations of major Canadian studies on parole. In fiscal year 1981-82, this study will be extended to incorporate consideration of the results of the Solicitor General's Study on Conditional Release to be published in July, 1981. This study will examine Canadian experience with conditional release programs and identify options to these programs. Following public consultation on these findings, legislation and policy initiatives will be identified in respect of parole as an aspect of the future federal role in corrections, and the Parole Act as a part (inter alia) of the statutory base setting out that federal role.

b) *Federal-Provincial Relations and Parole Decisions*

The Board has also developed strategies to initiate specific improvements within existing legislation. As we have seen, the Board places a high priority on providing those less serious offenders in provincial prisons the same rights, safeguards and opportunities for parole that are afforded to inmates of federal penitentiaries. The Board will continue its concerted effort to improve services to inmates of provincial institutions in the seven provinces and two territories not now serviced by provincial or territorial parole boards.

With the regionalization of the major part of parole decision-making responsibility, the Board is concerned about maintaining its national character and will continue to ensure that its operations and decisions conform to a national philosophy and set of principles. In this regard, specific efforts will be made to monitor the implementation of national policies, to ensure equal rights for all inmates under the jurisdiction of the Board and to insist on the consistent regional application of procedural safeguards designed to protect the community and maintain equal rights of accessibility to parole.

c) *Public Perceptions, Attitudes and Participation*

The National Parole Board must ensure that it is able to reflect evolving social values, both in its decisions and in the public perceptions of the way of the Board has handled its authority and discretion.

The Board will continue to use community members in the decision-making process in respect of murderers and those sentenced to indeterminate sentences of incarceration. Finally, the Board is assessing ways and means of using these community members as advisers in policies to guide the administration of the Parole Act and the exercise of members' discretion in reaching decisions on cases.

In keeping with these initiatives, the Board has embarked on programs of public education and developed a communications policy stressing open and frank relations with the public. Specific strategies and agreements continue to be established with related components of the criminal justice system. The Board will be placing emphasis on reaching the public by improving relations with and providing factual information to the media, the judiciary, police forces and educational institutions throughout Canada. The need to expand the Board's capacity in this area is evident, for example, in the pressing need to explain the difference between mandatory supervision and inmates released by the National Parole Board.

d) *The Quality of the Justice System*

The Canadian criminal justice system is based on principles of equity and humanity and must operate to ensure an appropriate balance between the assurance of protection of society and minimal interference with individual freedoms. In recent years, the Parole Board has taken steps to guide its unfettered discretion by developing a range of procedural safeguards, which it has had approved as regulations, to ensure that the discretion exercised by Board Members is controlled and visible. As noted, these procedural safeguards are expected to be improved within the next two years. Among these changes is the right of an inmate to have assistance in presenting his case before the Parole Board. In effect, the inmate will be allowed to call upon a relative, friend, clergyman or lawyer to assist him at his parole hearing.

An active policy research program has been developed to further increase the accountability and openness with which the Board arrives at decisions. Its focus is on explicit criteria for parole and related techniques and technologies for assisting parole decision making.

e) *Cost Effectiveness*

Faced with the ever-increasing resource requirements of the criminal justice system and a simultaneous demand for restrained public spending, the Board must implement strategies to reduce costs and improve effectiveness.

It has already implemented a corporate planning process that includes the clear articulation of all organizational objectives and the systematic planning of activities aimed at their achievement. Reporting of progress toward planned objectives and their regular review and revision are an integral part of the planning system.

The Board is, despite its small size, more highly labour intensive in its information handling functions than might be necessary if modern information handling techniques were to be instituted. Strategies have been implemented to put in place automated data and word processing capacities, allowing the Board to re-channel some of the person-year savings to its requirements for professional and policy resources. Recruitment and training programs have been instituted to ensure the acquisition and development of experienced management and policy expertise.

Operational Overview 1980-81

With an annual budget of some \$9.5 million and a total staff, including Board Members, of about 280, the operational side of the National Parole Board plays an important role in a number of key areas. Chief among these are:

Clemency

Applications for pardon under the Criminal Records Act are received by the Solicitor General and sent to the National Parole Board for investigation. The Board, upon completing its enquiries, refers each case back to the Solicitor General with a recommendation. The final decision is made by the Governor in Council.

During 1980-81, 7,970 applications were received, an increase of more than 1,000 from the previous fiscal year. Of these, 606 were returned to applicants because they were premature. In total, 4,528 individuals were granted pardons; 53 were not. In 1980-81, 104 pardons were revoked.

The Board, through the Solicitor General, also receives applications for consideration under the Royal Prerogative of Mercy. Pardons under the Royal Prerogative were granted in 13 cases; 14 were denied. Twenty cases remain under investigation.

In 1980-81, a new policy on the revocation of pardons was introduced by the Board. Now, individuals being considered by the Board for revocation of pardon will be notified and allowed to submit representation prior to possible revocation.

Re-Examination of Board Decisions

If the Board denies day parole or full parole to an inmate or revokes release on mandatory supervision, the inmate may then request a re-examination of the decision by the Board's Internal Review Committee. Members of the Board who did not participate in the original decision will re-examine the case and may uphold, modify or reverse that decision.

During 1980-81, it was decided that Board decisions to deny day parole to federal inmates could be subject to re-examination by the Committee.

In 1980-81, the Board accepted to review 668 federal and provincial cases. Approximately 84 per cent (511) of the decisions rendered by the Internal Review Committee were to affirm the previous decision.

There were 32 releases resulting directly from decisions of the Internal Review Committee (excluding the two grants which were subsequently cancelled), and 23 releases which resulted from a new panel hearing ordered by the Committee. Thus, 9.1 per cent of the decisions resulted directly or indirectly in the inmate's release. Including the results of hearings, but excluding the two grants which were cancelled, there were 74 decisions favourable to the inmate, or 12.2 per cent of the total.

Privacy Coordination

Requests made under the Protection of Personal Information section of the Canadian Human Rights Act are the responsibility of the Privacy Coordination Section of the National Parole Board.

The Human Rights Act stipulates that individuals are entitled to know what records the government has which it could use in decisions directly affecting them and what use has been made of these records since the act came into effect in March, 1978.

In addition, a government institution must seek the written consent of an individual before any personal information given to a government institution may be used in a decision-making process relating to him or her when the information is to be used for a purpose other than that for which it was compiled.

In 1980-81, there were 295 requests from individuals for access to National Parole Board files and 11 requests for correction to files. In addition, The Correctional Service of Canada asked that 739 files be reviewed and the RCMP requested the review of five additional files.

One hundred and twenty-nine requests, which were outstanding as of March 31, 1980, were also processed by the Board's Privacy Coordination Section as well as 87 Correctional Service files and two requests for correction.

At the end of the fiscal year, there remained 31 parole files to be reviewed and one request for correction to board files to be carried out in 1981-82.

Communications Program

During 1980-81, the Communications Division developed a comprehensive plan aimed at achieving "public perception of the parole system as an essential instrument in the administration of criminal justice and the enhancement of the social health of the community."

To achieve this goal, the Division indicated and undertook projects and activities in a number of areas:

a) Public Information/Education

The basic thrust here was in publications. During the year the Division added to and/or revised the several brochures and pamphlets which explain the role and activities of the National Parole Board.

Articles were prepared for a number of criminal justice system publications and press releases, speeches, and public affairs briefing documents were distributed to various audiences.

b) Exhibits and audio-visual materials

An Intradepartmental Committee on Exhibits was formed with representation from the Communication Divisions of each agency within the Ministry. Planning was thus coordinated and begun for Ministry participation at the Canadian National Exhibition, the Pacific National Exhibition, Expo-Quebec and the Congress of the Canadian Association for the Prevention of Crime. In addition, the Parole Board exhibited at the Canadian Association of Chiefs of Police Conference in Montreal. The Board also had exhibits at various regional sites across the country.

Production was begun on a slide show designed to explain the role and functions of the Board to general audiences.

c) Public Education and Information Advisory Committee

The Board's Public Education Committee was established to guide and discuss issues in the field of public affairs. It comprises representatives from across the country including board members, community members, and Parole Board staff. During 1980-81, five meetings of the committee were held.

The committee advises the Communications Division on the orientation of the communications program, assists the Division in the development and implementation of its programs and advises the Board on relevant developments in the field of public affairs. In 1980-81, it looked into the communications resources and programs of the Board both at the national and regional level to gain an overview of the current situation and to assist in future planning. The Committee also had several opportunities to review and comment on the activities and future plans and priorities of the Communications Division.

As well, the Committee recommended that: regular board members and staff join forces with community board members in speaking to service clubs and community organizations; attempts be made to invite the media to major national and regional events involving the Board; each region develop a public education program which would involve community board members; small resource or information centres be established to assist community board members in their public education activities (these could contain A/V and written materials such as slide shows, speeches, information kits, publications) and a national public education program with long-term objectives be put into action.

Official Languages Program

In fiscal year 1980-81, the National Parole Board was granted an exemption enabling it to publish its official languages annual report during the next two years without the prior approval of Treasury Board. This was as a result of attaining an acceptable level of bilingualism and continued efforts to achieve an even higher level.

During the year, the Board established an official languages policy covering all its activities. A description of the policy was distributed to board members and employees and to all penitentiaries under federal jurisdiction.

The Board continued its efforts to ensure that inmates were heard in the official language of their choice and that they were informed of this right. Throughout the year, it received 3,533 requests for parole hearings in English and 1,549 in French. All hearings were held in the language indicated by the inmate.

Statistical Review of National Parole Board Decisions

1) Full Parole (Federal)

Federal inmates are automatically considered for full parole at their parole eligibility date which is determined by the terms of the Parole Act.

During fiscal year 1980-81, 3,617 federal inmates became eligible for parole and 1,415 were granted parole.

	Number of Federal Inmates Eligible For Full Parole and Decisions Rendered ¹					
	1978-79		1979-80		1980-81	
	#	%	#	%	#	%
Eligible	4,506	100	3,863	100	3,617	100
Granted	1,765	39.2	1,482	38.4	1,415	39.1
Denied	2,017	44.8	2,381	61.6	2,202	60.9
Deferred	724	16	—	—	—	—

2) Full Parole (Provincial)

Unlike federal inmates, provincial inmates must apply for full parole. Of 1,423 applying, 875 were granted parole.

	Number of Provincial Inmates Applying For Full Parole and Decisions Rendered ²					
	1978-79		1979-80		1980-81	
	#	%	#	%	#	%
Applications	2,810	100	1,486	100	1,423	100
Granted	1,430	50.9	740	49.8	875	61.5
Denied	1,337	47.6	746	50.2	548	38.5
Deferred	43	1.5	—	—	—	—

1. Decisions on full parole are no longer deferred; they are either granted or denied.
2. With the establishment of provincial parole boards in British Columbia, Ontario and Quebec, there has been a resulting decline in the number of applications to the National Parole Board for full parole (provincial).

3) Federal and Provincial Full Parole Terminations
In the majority of cases, federal and provincial full parole supervision periods terminating in 1980-81 ended with the offender having respected the conditions of his or her release.

Four hundred and five federal terminations and 128 provincial terminations were revocations resulting in imprisonment either for commission of a new offence or for a technical violation of the conditions of release.

	Federal		Provincial	
	#	%	#	%
Regular Expiry	843	65.0	567	81.3
Revoked (No offence)	188	14.5	107	15.4
Revoked (With offence)	217	16.7	21	3.0
Other	49 ¹	3.8	2 ²	0.3
Total Terminations	1,297	100	697	100

4) Mandatory Supervision Terminations

Mandatory supervision applies only to federal offenders. The NPB has no discretion as to the release of those offenders who are placed under supervision of the community until their warrant expiry date. However, 1,176 offenders had their mandatory supervision revoked by the Board, resulting in their imprisonment either for commission of a new offence or for a breach of release conditions.

	#	%
Regular Expiry	1,129	47.2
Revoked (No offence)	642	26.8
Revoked (With offence)	534	22.3
Other	88*	3.7
Total Terminations	2,393	100

5) Day Parole

Day parole is a form of gradual release from an institution intended to serve as a testing program. Both federal and provincial inmates must submit an application to be considered for day parole. Day parole may also be considered at any review for full parole without an application for day parole being required.

1. Includes termination by death (21), by parole discharge (8), and other circumstances.
 2. Includes termination by death (1) and other circumstances.
- * Terminated supervision period by death (20) or other circumstances (68).

Number of Federal and Provincial Inmates
Applying for Day Parole, and Decisions Rendered

	1978-79		1979-80		1980-81	
	#	%	#	%	#	%
Applications—Federal	4,103	100	4,384	100	4,454	100
Granted	2,830	69	2,654	60.5	2,729	61.3
Applications—Provincial	239	100	282	100	433	100
Granted	184	77	205	72.7	334	77.1
Total Applications (Federal & Provincial)	4,342	100	4,666	100	4,742	100
Total Granted	3,014	69	2,859	61.3	2,962	62.5

6) *Numbers of Persons Under Supervision*

As of March 31, 1981, 5,944 federal and provincial offenders were being supervised in the community by federal corrections authorities. The majority of these were on full parole (3,107), while 1,057 were on day parole and 1,780 on mandatory supervision.

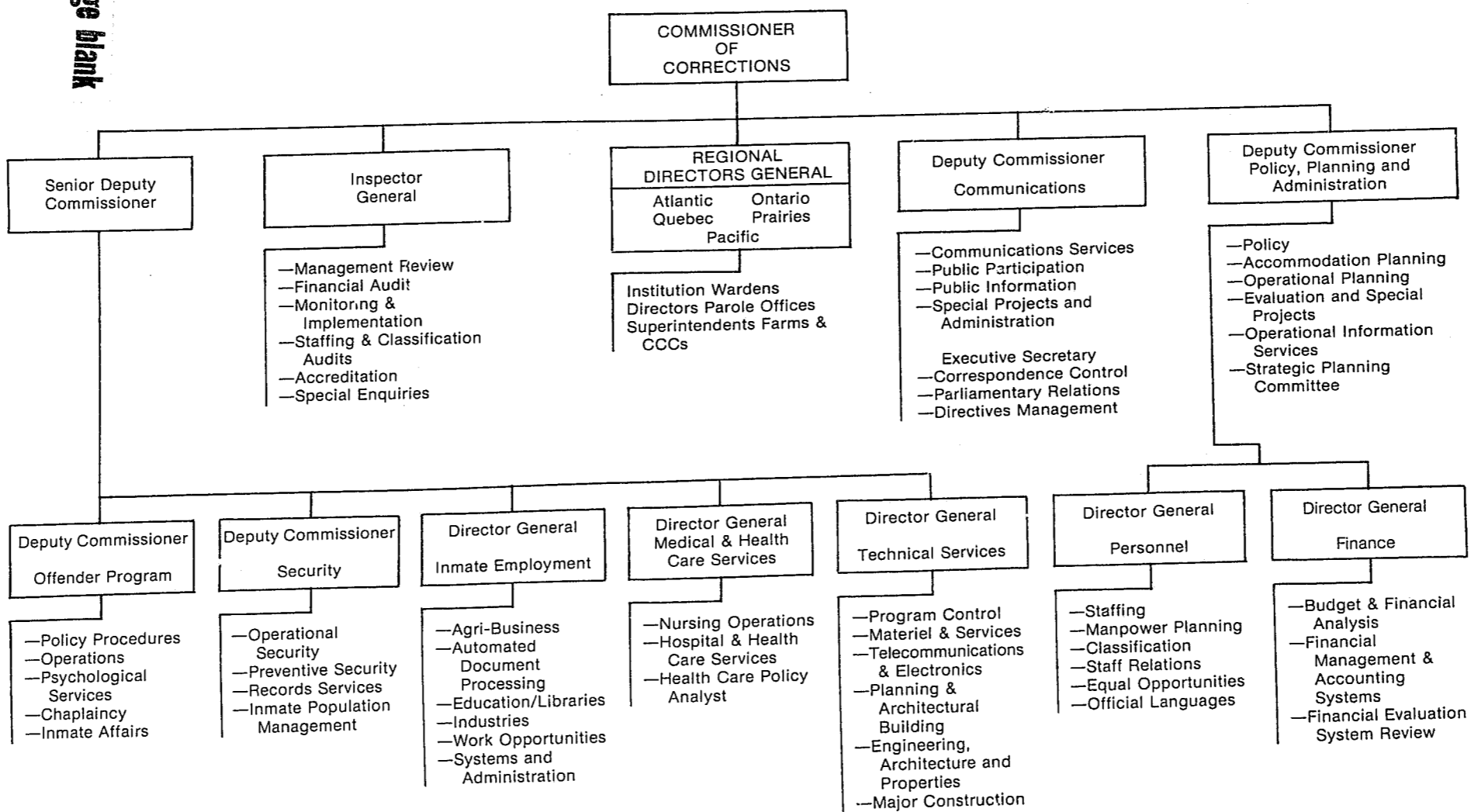
7) *Unescorted Temporary Absences*

Unescorted Temporary Absences are the responsibility of the National Parole Board which, in instances of inmates serving sentences of less than five years, usually delegates its authority to the directors of institutions. However, the Board

retains its jurisdiction over inmates serving sentences of five years or more. In 1980-81, it received 1,447 applications and granted 889 unescorted temporary absences. Two hundred and ninety-four inmates were released during the Christmas season.

Escorted temporary absences, with the exception of those for inmates sentenced to imprisonment for life as a minimum punishment (on or after July 26, 1976, where Parole Board approval is required), are under the authority of The Correctional Service of Canada.

ORGANIZATION OF THE CORRECTIONAL SERVICE OF CANADA



THE CORRECTIONAL SERVICE OF CANADA

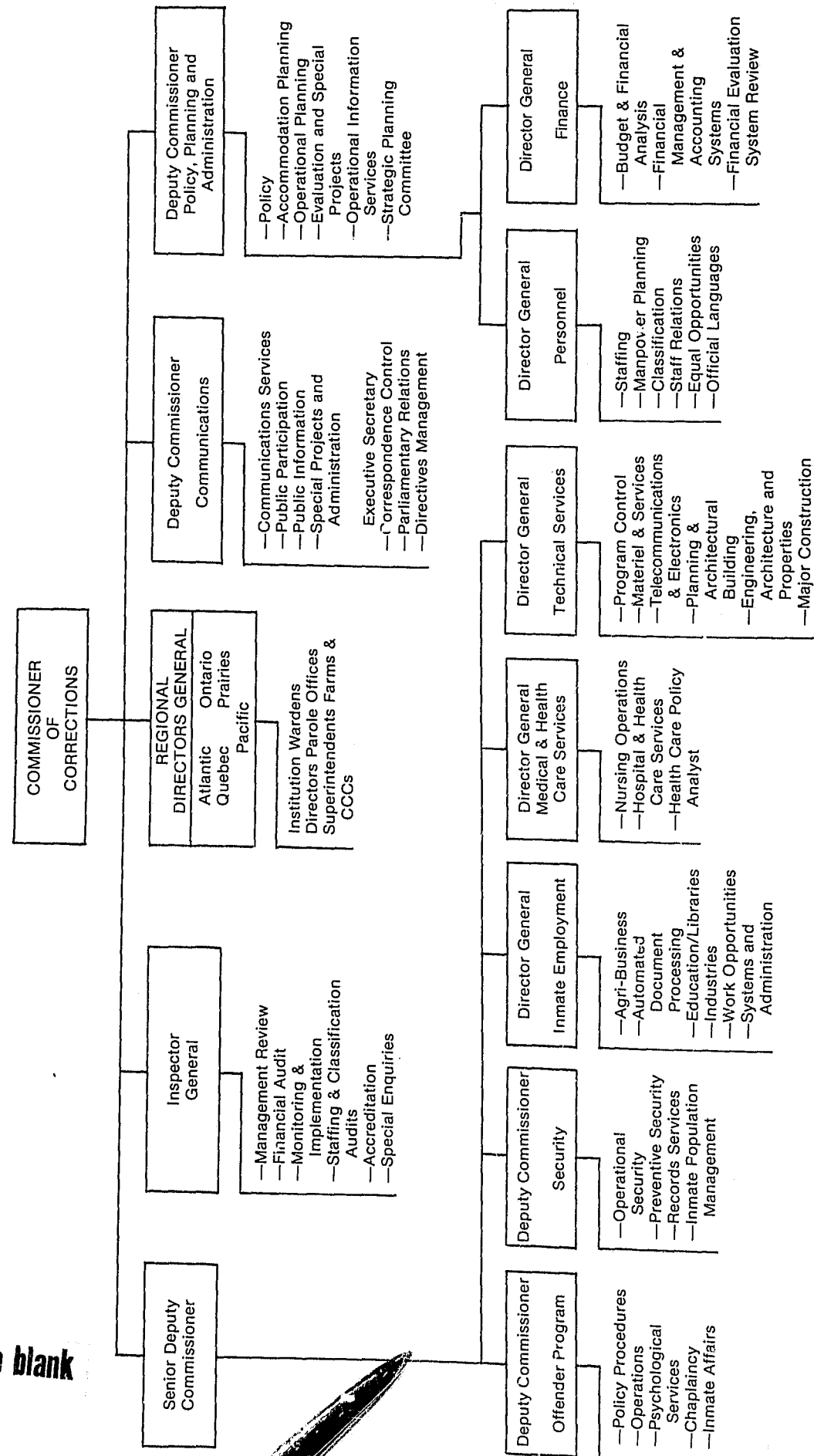
Introduction

The Correctional Service of Canada has implemented efforts to tighten the implementation procedures emanating from best practices during 1980-81. New programs planned in 1979-80, were re-written and audits made of the practices. As this report on the practices, the Service moved closer to stronger ties with the community. Citizen representation in the inside institutions and in the committees and grievance committees and labour representation on a new labour representation on a new complementing this, greater emphasis shown by the media, which has social programs in institutions staff on coverage of serious offences-takings and escapes.

New inmate programs and other 1980-81 as an important year for the Service:

- A new inmate pay system, age training and a full-time planned for 1981-82. The revitalization of industrial maximum and medium as a review of pay scales most acceptable for work.
- Major improvements in the total production and self farm output.
- The new family visiting program by the Service. It offered inmates serving long terms in 1981, the program will be a three-day visiting program families in most maximum.
- A recruitment target that have been affected by the set for 1981-82. Through vice hopes to encourage nurses to join its health care hospitals.

ORGANIZATION OF THE CORRECTIONAL SERVICE OF CANADA



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THE CORRECTIONAL SERVICE OF CANADA

Introduction

The Correctional Service of Canada continued its efforts to tighten the implementation of policies and procedures emanating from headquarters in Ottawa during 1980-81. New programs, augmented or planned in 1979-80, were reviewed, directives were rewritten and audits made of Branch administrative practices. As this report on the 1980-81 fiscal year shows, the Service moved closer to its commitment to stronger ties with the community and after-care agencies. Citizen representation on committees working inside institutions and in the community increased. There was greater participation in Citizens' Advisory Committees and grievance boards and there was labour representation on a new inmate work program. Complementing this, greater interest has also been shown by the media, which have taken part in more social programs in institutions and work with Service staff on coverage of serious outbreaks such as hostage-takings and escapes.

New inmate programs and other innovations single out 1980-81 as an important year of advancement for the Service:

- A new inmate pay system, structured to encourage training and a full day's work, has been planned for 1981-82. This has required full-scale revitalization of industrial output and machinery in maximum and medium security institutions as well as a review of pay scale factors, to determine the most acceptable for work in penal institutions.
- Major improvements in inmate employment practices have paid off this year with increased industrial production and sales and a similar increase in farm output.
- The new family visiting program was introduced by the Service. It offered private family visits to inmates serving long-term sentences. By mid-1981, the program will be fully operational, offering three-day visiting privileges to inmates and families in most maximum security institutions.
- A recruitment target for nursing services, which have been affected by staff shortages, has been set for 1981-82. Through this program, the Service hopes to encourage experienced registered nurses to join its health care centres and psychiatric hospitals.

- Staff training has been reviewed and course content updated to meet extended training demands, especially for correctional and living unit officers.
- Accommodation planning for present and new institutions was reviewed to ensure savings in construction costs and in the number of staff required to administer new installations.
- Data terminals, previously concentrated at headquarters, now are directly linked with terminals at all maximum security institutions and regional headquarters. This has produced speedier responses to enquiries and to in depth data which is vital to the Policy, Planning, and Administration Branch in forecasting inmate population trends and characteristics.
- In the newly organized Security Branch, planning and training for preventive security were emphasized. Staff training stressed preventive security measures inside institutions, while special handling and protective custody units segregated more problem and dangerous inmates.
- Decentralized penitentiary placement, introduced in 1980-81, has eliminated the need for regional reception centres in all regions except Quebec. Offenders are now security classified in provincial jails and detention centres immediately after sentencing.
- Reports from the regions indicate that a manual, which provides guidelines for inmate case management, has proved effective. Offenders' programs are closely monitored throughout the duration of their sentences.

This report includes, for the first time, separate regional accounts.

The organization chart indicates amalgamation of Executive Secretary duties with the Communications Branch, bringing into line all communication outlets within the Service.

Policy, Planning and Administration Branch

As in the past two years, this Branch functions as a management control, strengthening the management process and establishing program and performance evaluation methods. Stress was placed this year on cost-effectiveness of operations and on mechanisms to resolve management problems affecting policy procedures.

The Branch has six divisions: Policy, Operational Planning, Operational Information Services, Evaluation and Special Projects, Accommodation Planning and the Strategic Planning Committee. Organization changes

*Average Direct Cost of Maintaining
Federal Inmates in Institutions
March 31, 1981 Compared with March 31, 1980

Security Level	1981		1980**	
	Average Population	\$ Total Cost	Per Inmate \$ Annual Cost	Per Inmate \$ Annual Cost
Maximum (male)	2,951	121,395,120	41,137	37,896
Maximum/Medium (female)	94	4,224,973	44,947	32,781
Medium (male)	4,549	132,948,723	29,226	24,853
Minimum (male)	735	21,440,492	29,171	23,232
Minimum, Community Correctional Centres, Farms Camps (male)	321	5,502,653	17,142	16,008

* Includes 19 provincial inmates housed in federal institutions and costing \$671,706 (returnable to federal government), 31 maximum security inmates in St. John's, Newfoundland, costing \$264,145, plus 45 per cent of parole office operating costs directly related to case management in institutions. Does not include indirect administrative costs (Ottawa, regional headquarters, and staff colleges). See below for cost of supervising parolees.

** These figures differ from the 1979-80 Annual Report (page 74), because the average population now represents the total number of inmates inside the institutions, rather than a combined total of incarcerated and temporarily absent inmates.

Average Direct Cost of Supervising Parolees.
Total cost represents 55 per cent of parole office
operating costs directly related to case management in the community
March 31, 1981 March 31, 1980

Parolees	March 31, 1981		March 31, 1980	
	\$ Total Cost	Per Parolee \$ Annual Cost	Per Parolee \$ Annual Cost	Per Parolee \$ Annual Cost
6,184	16,583,231	2,682	1,687	

Prepared by CSC Finance

made this year included disbanding two project teams. The Permanent Cost Rationalization Team, set up during staffing cutbacks ordered by the federal government in 1978, completed monitoring implementation of this policy. The Task Force on Correctional Careers presented recommendations for a personnel management system for Service employees directly involved in the custody, care, or training of offenders. The Service is preparing a submission on these recommendations for Cabinet approval.

In 1981-82, the Accommodation Planning Division will be moved to Technical Services Branch, linking planning and construction of institutions under one management.

Policy

Liaison with the Ministry of the Solicitor General of Canada and with provincial correctional agencies is a dominant part of the division's responsibilities. This includes developing and maintaining a framework in which policy can be formed. The division also works with other federal and provincial government agencies on policy affecting social development requiring Cabinet approval. Coordination of the Service's policy relations with provincial and territorial corrections agencies is also an ongoing responsibility. The division monitors long-term (10-20 years) strategic planning and short-term (1-5 years) operational planning to ensure the correct planning course is taken. An important project,

planned for 1981-82, is the preparation of a list of corrections' principles, which will act as a guide to the development of federal corrections policy.

Operational Planning

This Division coordinates fiscal and operational planning, creating a comprehensive system satisfying the Service's needs and those of other corrections agencies. The Division has acted as a watchdog over five-year operational plans since 1979. A new responsibility was added toward the end of 1980-81, that of setting up and managing a management engineering unit to study work methods which can maximize efficiency. Industrial engineering consultants have been hired to do the initial studies.

The division also monitors projects throughout the Service and reports progress to senior management. This includes a report to the Standing Committee on Justice and Legal Affairs, updating action taken on the 65 recommendations made in the Committee's 1977 report on Canada's penitentiaries. By March 1981, 46 of the original 65 recommendations were considered implemented, while a remaining 10 require long-term implementation and in some cases a change in legislation. Of the original 65, 7 were rejected or outdated and 2 fell into a special category due to their complexity.

As reported last year, training sessions to improve the capability of managers to plan programs and establish annual costs were continued. Toward the end of 1980, the Division was given an additional responsibility for monitoring organizational change in the Correctional Service.

The Division also made progress achievements in a number of other areas: completion of the 1982-83 Program Plans and Multi-Year Operational Plan (required by the federal government's new policy and expenditures management system); a new CSC direction method governing planning priorities for the next five years; coordination of the Service's management calendar and overseeing the revised offender population forecasting method for 1981-82, the current year work plan initiated in the Atlantic Region and approval by the Comptroller General of Canada of improved management practices and controls for the Correctional Service. During the next year, the Division expects to publish a manual for managers with guidelines for cost accounting and program planning.

Planning started this year for the 1983 Second World Congress on Prison Health Care of the International Council on Prison Medical Services (ICPMS). The Con-

gress is sponsored by Canada, through the Correctional Service in cooperation with provincial and territorial corrections services. Close to 1,200 delegates from many countries are expected to attend. Scientific papers for presentation at the conference will be invited next year and published prior to the conference.

Operational Information Services

This support service, transferred from Security Branch two years ago, has established an enviable record for supplying statistics rapidly on most areas of the Service. This has been mainly due to the formation of a systems development section, combining analysts and programmers from all computer systems in the Service. Results have permitted the division to expand its capabilities, including providing information from a greater number of source documents and better coordination of information between headquarters and the five regions.

The Division's main responsibilities are: maintaining a comprehensive information system on offenders and parolees; coordinating and using all Service electronic processing equipment; operating the forms management program; preparing reports for Treasury Board and answering queries on offenders from the Correctional Service and the public.

Evaluation and Special Projects

Major emphasis in 1980-81 has been placed on resolving problems caused by the crossing of functional lines. Also, because evaluation was stressed this year, policy was formed on program evaluation. This step was taken in response to a 1977 Treasury Board directive requiring that all departments and agencies evaluate programs to determine their relevance in relation to current government policies and priorities. The division reported two major achievements:

- development of the Private Family Visiting Program, and
- completion of plans for the new Inmate Pay Program.

Preliminary evaluation was made of the Communications Branch and the report is expected in 1981-82. A start was also made on six other evaluations, scheduled for 1981-82: Health Care Services; Security and Intelligence; Offender Programs; Inmate Employment; Technical Services; and Management Services. Special projects for 1981-82 include: ways by which institution wardens can reduce their paperwork burden; a community impact study (Canada and United States federal - regional comparisons) and feasibility of computerizing inmate sentence administration.

Accommodation Planning

This Division is responsible for determining facility requirements for the Correctional Service, submission to Treasury Board of long-range accommodation plans and monitoring the implementation of approved plans. Effective April, 1981, the Division will become part of Technical Services Branch.

A revised ten-year accommodation plan, recommending significant facility changes for the Service was submitted to Treasury Board late in 1980-81. The plan can potentially save some \$200 million in capital, \$26 million in annual operation and maintenance expenses and 500 person-years from previously approved plans. Statements of institution performance specifications are being produced; early indications predict implementation is on schedule and within budget.

During the past two years, a new expression, cascading, entered the penal system. Simply, this means matching inmates to their individual security requirements and moving them from a higher security level to a lower level as quickly as practicable, without prejudicing public safety or institution security. This too has been taken account of in the new accommodation plan and will create greater use of minimum security institutions. Other significant changes in building new institutions and closing old ones include the creation of more special units to handle violent and dangerous inmates. (See also Security Branch.)

Strategic Planning Committee

This committee, established in 1979, comprises nine consultants representing a mix of theoreticians and practitioners. It serves as an independent advisory group to the Correctional Service. Its main objective is to assist the Service in proactive planning by estimating the probability of future events and conditions in criminal justice and related fields and by analyzing the impact of these events on the Service at various time levels up to 15-20 years. The Committee's first annual report, with background documents, has been prepared for senior management. Presentations on the Committee's progress have been made to various criminal justice and corrections groups. More forecasts are being developed, with evaluation of environmental factors and changes likely to affect future corrections' directions.

Personnel Branch

Now an operational arm of Policy, Planning, and Administration, the Personnel Branch stressed, in 1980-81, recruitment of correctional officers (CX),

nurses and psychiatrists to bring staff up to strength in these groups. Special advertising campaigns have been instigated and will continue in 1981-82. Staff training has also been revised and increased, particularly refresher courses for correctional officers and a revised induction course for recruits. Elsewhere in the Branch, meetings between Staff Relations division and union representatives, involving collective agreements and other staff issues were intensified. Resolution of the strike by staff in the administrative support groups last fall brought about changes in their working agreement, particularly affecting leave (without pay) for extended reasons.

Equal opportunities also dominated senior management attention this year, highlighting the special needs of women, native people and the handicapped in the federal work force. Other changes in the Branch affected payment of the Penological Factor Allowance (PFA) to staff working in hazardous areas of the Service. Consideration is being given to extending this allowance to parole officers, whose work now demands greater contact with inmates. Official languages division reported favourably on the Service's increased effort to augment the two official languages into the daily work routine.

Staffing

Recruitment of correctional officers continued as a major staffing priority in 1980-81. The greatest success was through local hiring by regional headquarters. Despite this special attention, western provinces, particularly Alberta, found difficulty in recruiting sufficient numbers and thus extended their campaigns to other parts of the country. During these recruitment sessions, national standards, conforming to recommendations in the 1977 report on conditions in federal prisons, were used for new candidates.

Another staffing problem, affecting nursing and psychiatric care of inmates, was partially resolved through locally designed advertising campaigns. Recruitment of nurses and psychiatrists will be extended into 1981-82, when a special campaign will blanket all five regions of the Service (see also Medical and Health Care Services). Appointments to key positions were made from within the Service, adhering to policy and past procedure. Two other national staffing policies, on roles and responsibilities of managers and personnel administrators during the staffing process and on term employment, were introduced nationally. Next year, five more new staffing policies will be introduced, including one affecting acting appointments.

During the year, permanent staff increased from 9,508 to 9,552. Salaries totalled \$200,764,329. Term

employees decreased by 85, from 509 to 424. Contracts for outside consulting services increased by 69, from 497 to 566. This includes services let in all five regions and headquarters and cost \$9,145,472. (See also Equal Opportunities.)

Staff Relations

Staff grievances continued to increase in 1980-81. More than half the national total of 1,462 were from the Correctional and Living Unit Officer group. The major complaint was departmental procedures, followed by pay and working conditions (physical or work planning). Approximately 21 per cent, or 308, of this year's grievances were referred to the final level of arbitration, the Commissioner of Corrections. Grievances referred to adjudication by the Public Service Staff Relations Board more than doubled this year, from 11 (1979-80) to 23 (1980-81). These dealt mainly with action by the Service affecting disciplinary measures with financial penalties, or collective agreement interpretation. Staff Relations was involved in negotiations for five collective agreements, affecting pay and working conditions of staff in various services: welfare, education, psychology, and correctional officers. The Service also commenced discussions on a new contract for nurses, due next year.

Because bargaining agents have trended toward opting for the conciliation/strike route when settling disputes, CSC was compelled to determine the "designation" (affecting security levels) of at least eight employee groups: Correctional Officers; General Services (stores, food); General Labour and Trades; Heavy Power Plant (Plant and Stationery Engineers); Hospital Services; Computer Systems and some nurses in the two nurses groups. This was essential to ensure the safety and security of the public.

Following consolidation of the Case Management division in Offender Programs Branch in 1979-80, the role of parole officers increased in the general supervision of inmates, particularly those in institutions. This has brought greater contact between inmates and parole officers, causing the Service to review the Penological Factor Allowance (PFA). This special allowance is granted to staff who assume additional responsibilities for the custody of inmates other than those exercised by the correctional group, and are exposed to immediate hazards of physical injury by assault and other disagreeable conditions. Extension of the PFA to parole officers is expected to be approved next year.

Senior management also requested review of staff categorized as managerial and confidential exclusions from union participation. This project began with head-

quarters and will be extended to the regions in 1981-82. Training in staff relations for managers and supervisors continued in the regions. Labour management consultation with the Union of the Solicitor General Employees (USGE), continued fairly regularly this year, augmented by briefing sessions on a variety of matters.

An agreement was signed with the Professional Institute of the Public Service (PIPS) in December, 1980, establishing labour management consultation at the national level. A revision to the agreement, now under discussion, will include consultation committees in the regions and three psychiatric centres. Some locations already have joint consultation with representatives from management, USGE, and PIPS. A full-time employee has been appointed to coordinate union-management discussions at national headquarters. Another appointment this year, significant in the labour relations field, was the Occupational Health and Safety position.

Staff Development

Revised training courses for custodial staff (correctional and living unit officers) became operational this year, part of the "quality assurance program" for institutional security. High performance standards for basic security tasks are stressed. Some 4,500 custodial staff took the three-day refresher courses this year. All recruits for custodial duties now take the new three-month induction course and are tested for performance before being posted to institutions. Failure to meet course standards automatically eliminates unsuitable candidates; 60 recruits graduated this year.

Three-year certificates for weapons training were presented to instructors in three regions, instructors in the other two will be tested next year. The stringent certification standards guarantee the Service a high level of professional weapons instructors. In 1981-82, certificates will include instructors authorized to use gas.

The feasibility of a national staff college for the Correctional Service was studied in 1980-81. This year, correctional officer recruit training was transferred from the Atlantic region to Kingston. In 1981-82, recruits from the Prairie region will also go to Kingston, and in 1982-83 the Pacific region will send recruits there as well. All candidates for the Quebec region are trained at Laval.

Other staff courses will continue to be held in the regions. A two-week orientation course is now mandatory for all new employees during their first year of employment. Also, performance standards and train-

ing methods for Emergency Response Teams was initiated this year and will be implemented in all regions next year.

Manpower Planning

A new form was used this year to report staff performance. Its prime object is to emphasize positive employee performance, state clearly where training is required, measure managerial response to the equal opportunities program, tighten the appraisal process and decrease the number of appraisals throughout the year.

Decentralization of management authority continued in staffing procedures, permitting regional directors general to create permanent and term positions or transfer positions. Current information on employees and positions is now available through a computer. Terminals capable of retrieving data daily have been installed at all regional headquarters. Data Stream, a method of retaining and retrieving staff information for job openings, will be replaced next year by a simplified system called Management Resources Information System. Little known, but important as a manpower planning responsibility is the coordination of personnel required for the Service's building program, since building new institutions and renovating present ones is an ongoing necessity.

Equal Opportunities

Action in this division was renewed with the appointment of staff in each region to oversee equal opportunities in the Service for women, the handicapped and native people. To strengthen the position at headquarters, one more staff was approved and the present coordinator's job upgraded. An assessment was included in the newly revamped staff appraisal form to monitor managerial response to equal opportunities policy and programs.

Integration of women into the Correctional Officers group in male institutions progressed. Most problems affecting staff reactions to women as guards have been overcome, although there are still pockets of reaction to women patrolling the ranges and taking part in other CX duties, such as frisking. There are 107 women CX officers. The majority, (75) are in the prison for Women, Kingston, Ontario, while 32 are in male institutions. Selection boards for women CX recruits now have a representative from Equal Opportunities.

Because of an increasing number of females leaving the federal public service, a study is under way to identify reasons. The Equal Opportunities representative is

responsible for collecting data to assist this survey, to be analysed by the Public Service Commission. Career planning workshops have been held across the country to discuss issues in work and staffing.

Representation of women in the more senior positions of the Service showed a slight increase in 1980-81 and women in the traditional support groups also increased. The Service employed 9,552 male and female staff in total and overall representation of women was 17.6 per cent in 1979-80 and 17.3 per cent in 1978-79. Women in top management increased by two, from five to seven. In contrast, 66 per cent of women were in the administration support category in 1980-81, compared to 64 per cent in the previous year. The majority are located in the institutions and regional offices. In 1981-82, Equal Opportunities will make a major effort to encourage managers to identify and assist women in their career paths. Employment of native people and the handicapped, two other areas of Equal Opportunities responsibility, is also under review.

Official Languages

Despite obstacles, significant progress has been made toward providing bilingual services to the public, staff, and inmates. Managers are now aware they must resolve problems posed by minority language inmates, as inmates become more and more aware of, and request, services to which they are entitled. Management is also involved in planning for official language implementation, evaluation and auditing. Institutions wardens will be involved in next year's extensive recruitment of bilingual personnel for institutions.

Generally, the Correctional Service has good representation from Canada's two official language groups. The national average is 31.6 per cent francophone; 68.4 per cent anglophone. At Service headquarters, the average is 35.6 per cent francophone and 64.4 per cent anglophone. This year 21 anglophones completed French language training and 28 francophones English. The Service has started a recruitment campaign to attract bilingual employees thus upgrading its service to the public. This is expected to have an effect on the difference in francophone/anglophone percentages.

Finance Branch

Financial operations continued smoothly throughout the year, especially since incorporation with Policy, Planning, and Administration Branch, which ensured better coordination of the Service's planning and financial responsibilities. Success of a pilot operation of on-line financial reporting at headquarters should lead to full implementation throughout the Service in 1981-82.

Considerable time was required to develop the new accounting system to include the new inmate pay structure and trust money. More information on this process will be available next year. Improved, more fully developed costing reports were introduced, enabling greater accuracy in recording and analysing the costs of maintaining federal offenders. (See Appendices for CSC Budgetary Expenditures and costs of maintaining incarcerated inmates, plus parole supervisory costs.)

Inspector General's Branch

The Branch continued to review and audit most areas of the Service, including management, finance, classification, staffing, and undertake special enquiries and projects requested by the Commissioner of Corrections. Accreditation of the institutions and parole offices, according to standards set by the American Commission on Accreditation for Corrections, also continued, as did liaison with the Correctional Investigator in matters requiring investigation by the Inspector General. Audits made within the Service by the Auditor General were coordinated by the Inspector General and methods to monitor implementation and follow-up of recommendations changing methods and procedures of the Service were established. All these functions were consolidated within the main audit function of the Inspector General's Branch.

A number of changes took place in Branch methods of operation. The financial audit division moved toward a *systems-based* approach to auditing, a method of auditing which decides where auditing priority should be placed. Visits to the institutions by the Commissioner of Corrections were added to Branch responsibilities, involving follow-through on the Commissioner's request for change. Recommendations from special inquiries, affecting monitoring and implementation of audits, became another responsibility of the Branch. These require progress reports in addition to the regular audit observations. The Branch also issued a bilingual compendium of guidelines for regional inspection checklists. An unusually large number of special enquiries and projects were carried out this year.

Looking ahead, the Inspector General reported a continued need for further exploration of the systems-based approach to auditing. Although the present method is effective in its detailed, comprehensive reporting, it requires considerable manpower. Other means to carry out increasing audit responsibilities, requiring less personnel, are possible under the systems-based method. Reporting on the five regions of the Service, the Inspector General noted improved

cooperation in the way audit reports are received and acted upon, reflecting the overall management style of the Service in consolidating change.

Special Inquiries

As foreseen by the Parliamentary Sub-Committee investigating Canada's prisons in 1977, special inquiries have become an important additional responsibility of the Branch. The purpose of these inquiries is to prevent re-occurrence of an "unfavourable event or situation," identifying causes and recommending policy, procedure and practices aimed at correcting identified deficiencies. Rather than maintain a large group of highly trained investigators, waiting to respond to a special inquiry, the Branch has obtained assistance from the regions. The result has been a productive mix of line staff and investigative staff experience, keeping the inquiries realistic and comprehensive. During one special inquiry, the review board included a member of the community, well-versed in criminology ensuring greater public credibility for the results. Alleged irregularities, major security incidents and other matters of concern to the Solicitor General and the Commissioner of Corrections, are investigated by the special inquiries division. In 1980-81, there were 22 of these inquiries or special projects. Recommendations to correct identified deficiencies were acted upon quickly by the regions.

Management Review

There were 14 reviews of management practices in 1980-81. This included a major review of the Prairie Region and of Technical Services at headquarters. Areas requiring major improvements were identified and remedial action taken. Other areas where improvements are still required were noted.

Major improvements were requested in the Offender Programs Branch, affecting inmate case management, increasing community participation in the institutions. During one management review, the following needs for improvement were noted: appearance of security staff, especially uniforms; an increase in the employment of inmates on construction projects in the institutions; a vast improvement in the management of agribusiness and considerable improvement in the cleanliness and housekeeping of the institutions.

Other improvements recommended by the Inspector General cover many areas of the Service, including: manpower planning; problems experienced in implementing the Canadian Human Rights Act; problems with evening employment of staff; continued problems in recruiting psychiatrists and nurses; more training

required for the Emergency Response Teams; increased simulation exercises of institution contingency plans; a need to develop emergency disaster plans; the potential serious problem with long-term dangerous offenders and, although there has been considerable progress, the need to stress current policy on increasing inmate employment.

Financial Audit

The new financial audit division in the Branch has worked with the Audit Service Bureau of Supply and Services Canada and has re-introduced Treasury Board's three-year financial audit plans. Some 27 audits were made, seven of these by Supply and Services. Significant observations were raised relating to national financial audits, industrial inventory control, person-year control, personal service contracts, food services and inmate-operated work ventures. Recommendations affecting these will be forthcoming.

Accreditation

The Service continued to be involved in the accreditation of institution and parole offices during 1980-81, affecting all levels of the organization. The main purpose of accreditation is to provide an improved, objective management system by which standards, procedures and programs can be evaluated against practices established by the American Commission on Accreditation for Corrections and recognized in the corrections system.

Assessment of potential advantages and disadvantages of accreditation in CSC began in 1979 as a pilot project in the Atlantic Region. Two community correctional centres, three district parole offices, and two institutions were accredited that year, resulting in CSC management approving accreditation for all institutions and parole offices during the following three years. The Inspector General's Branch was given authority to coordinate the accreditation process.

Monitoring and Implementation

A national follow-up system, introduced into the Branch in 1980-81, has had good effect on implementing action plans and correcting problems identified at all levels of the Service. It has also proved useful for keeping senior management informed on audit observations and implementation, identifying where additional corrective action is required. Managers have also become cognizant of the importance of follow-up action on problems brought out during audits. Follow-up measures are taken immediately an audit or review

is completed and continues until final approval by senior management.

Classification & Staffing Audits

Treasury Board guidelines have been adopted for auditing job classification. The first audit of all regional classification units of personnel was nearing completion toward the end of 1980-81. Corrective action for problems already discovered are under way. Since 1977, when staffing audits began in CSC, to 1980-81 there have been two complete audits. Staffing operations in the five regions and national headquarters in Ottawa were audited. Two national staffing audits have also been made by the Public Service Commission since 1977. The purpose of these audits is to examine in depth the Service's staffing methods and assess administrative and management controls delegated by the Commissioner of Corrections to staffing officers and line managers in the Service.

Security Branch

Organization changes, begun last year, were completed, including new staff appointments. The major commitment of the Branch again focussed on preventive security measures, dealing with escape attempts and other disturbances. The service-wide intelligence system was strengthened, providing greater accuracy in forecasting trends, incidents and illegal activities and alerting senior management to possible disturbances. Aiding the Service's internal intelligence is an electronic data processing system which provides current information on the movement of inmates between institutions and other data essential to intelligence control. This information bank has also facilitated quick response to government and public inquiries. Backing this is a capsulated intelligence report, known as SINTREP, presenting management with a daily perspective of action in the institutions and potential problems.

Inmate Population Management

This is a new Division, created to control and monitor the movement of inmates between regions. Dangerous inmates and those in special handling units, segregation and protective custody are also monitored by this Division. Reports on cell accommodation and on regional and international transfers under the Transfer Prisoners Agreement originate here.

Repatriation of Canadian and American offenders under provisions of a treaty with the United States continued. Fourteen states participate in this agreement. Seventy-six Canadians returned from the United States and 82 American citizens returned to the U.S.

Canadian citizens incarcerated outside Canada

	Drugs	Other	Total
Africa & Middle East	15	26	41
Asia & Pacific	19	22	41
Latin America & Caribbean	46	32	78
Eastern Europe	0	10	10
Western Europe	29	60	89
United States	67	240	307
Total	176	390	566

Foreign citizens incarcerated in Canada

United States	119	Scotland	2
England	37	Czechoslovakia	2
Italy	29	Greece	2
Jamaica	26	Spain	2
Europe (country not specified)	22	Nigeria	2
Germany	14	Malaysia	2
Landed Immigrants	14	Australia	2
India	14	Trinidad & Tobago	2
Hungary	12	Barbados	2
China	10	Peru	2
S.America (country not specified)	10	Venezuela	1
France	6	Finland	1
Lebanon	6	Netherlands	1
Yugoslavia	5	Tanzania	1
Pakistan	5	Israel	1
Ireland	4	Korea (South)	1
Hong Kong	3	Thailand	1
Portugal	3	Haiti	1
Africa (country not specified)	3	Fiji	1
Asia (country not specified)	3	Stateless	1
Total:		278	

Treaties signed in 1979-80 with Mexico and Peru became operational in 1980-81; other treaties exist with France and Bolivia. Offenders who transfer to their native country are required to complete the sentence imposed by the courts of the country from which they transfer. The above tables indicate where 566 Canadian citizens are detained and the country of origin of 278 foreign citizens incarcerated in Canada.

Dangerous Inmates & Protective Custody

The criteria for admission to a Special Handling Unit were broadened this year, permitting inmates to be held there not only after they had committed acts of violence, but also when there was reasonable and probable grounds to believe violence would take place. For example, inmates planning escapes are regarded

as security risks, but inmates planning or taking part in escapes with explosives, firearms or other weapons are categorized as dangerous inmates. Admissions to the Special Handling Units are approved by a committee of senior managers, which also reviews the status and progress of each inmate at least every six months. A private citizen representing the public has been included in this committee to act as an impartial observer at all reviews. The approximate average time spent in the Special Handling Units is two years and a third year in the general population of a maximum security institution on probation. As of March, 1981, 85 inmates were held in the Service's two Special Handling Units.

The number of inmates in protective custody has increased steadily during the last five years to 846 this year, 136 more than in 1979-80. These include sex offenders, informers, and former policemen. Factors contributing to an increase in all types of inmate protective custody originate inside and outside the institutions.

In 1980-81, the Service concentrated on reducing the number of protective custody inmates and established solely protective custody institutions, with programs similar to the general population. At Laval Institution, Quebec, all protective custody inmates are housed in a separate unit. Kingston Penitentiary has been converted into a multi-security protective custody institution for eastern Canada and Saskatchewan Penitentiary will become a similar institution for western regions of the Service. Directives regulating control of protective custody and the process of placement in these units have been rewritten, providing closer monitoring of this special group of inmates.

Studies, Statistics

Last year's study on suicidal behaviour was completed, providing a major source of information for the report, *Statistical Analysis of Self-Inflicted Injury and Suicide in Canadian Penitentiaries*, prepared by the Solicitor General's Bureau of Management Consulting. The report concluded that the rate of non-fatal, self-inflicted injuries remained unchanged during the past several years, at 48 incidents for every 1,000 inmate years served in maximum and medium security institutions. During the period 1974 to 1980, there were 46 suicides, seven of which occurred in 1979, prompting concern for the sudden increase.

Progress of a second study, *Comparative Behavioural Patterns of Inmates Sentenced to Life Imprisonment*, was reviewed and research methods changed. Statistics in four of the Service's five regions have been stud-

ied and will be completed next year. Fourteen types of security incidents and pertinent data form the basis for this study, which should assist in answering many inquiries on the subject.

Correctional Officers

Integration of female correctional officers into male institutions has continued. Gradual extension of the program includes all medium and minimum security institutions during the next few years. (See also Personnel Branch.) Early in 1980-81, a new training program for correctional officer recruits was introduced. More training, especially in the use of firearms was added in the institutions. Reactions to the design and rank insignia of the correctional officers' uniform have been considered by management. A more "eye appealing" uniform has been designed and is awaiting management approval.

Privacy Records

Proposed revisions to the Privacy Act, affecting access to information, will require changes in the Service's records procedures. One innovation, begun this year, is an access register showing records of information held by the Correctional Service, which will be updated to conform to the new requirements. The number of requests for access to information contained in Service data banks increased from 2,405 in 1979-80 to 2,856. A substantial backlog of requests were answered and a new systems manual compiled to ensure responses to inquiries are timely and adequate.

Crisis Management

Personnel in the emergency response teams at maximum and medium security institutions continued training exercises throughout the year, following standardized training courses in operation in all regions. Standardized training for contingency planning also became operative this year.

Contraband

The impact of contraband within the institutions is still being assessed. Projects were initiated to test new techniques for contraband control, including the use of gerbils and dogs and analysis of urine for detection of drugs. Electronic devices are also under consideration.

Major incidents this year:

Hostage-takings	15
Murders	8
Major disturbances	8
Total	31

Three of eight murders occurred at Millhaven Institution, Ontario, during six weeks in October-November, 1980. And in July, Kent Institution, B.C., experienced its first murder. Most of the 15 hostage-takings were of short duration, with no injuries to staff or inmates. Two major escape attempts involved Laval and Dorchester institutions. At Laval an escape by 10 inmates in August was thwarted but the inmates held 12 staff hostage outside the prison wall for three days until the staff were rescued. During an exchange of gunfire between the hostage-takers and Service staff, an inmate was killed. The second incident involved three inmates, discovered before escaping from Dorchester Institution last October. Two staff were seized by the inmates and held for three days. During rescue operations one of the two staff was killed. Most of the eight major disturbances were work stoppages. Two of the disturbances, at Kent and Dorchester institutions, caused heavy damage to cells and other areas of the institutions. Both were short-lived and control was regained quickly by staff. Some incidents were caused by inmates under the influence of intoxicants. (See Appendices for more security statistics.)

Medical and Health Care Services Branch

This Branch ensures that medical and health care services comparable to those available in provincially-operated medical and health care hospitals and clinics are available to inmates in federal institutions. All maximum and medium security institutions have health care centres which include dental services. Three psychiatric centres, located in Abbotsford, B.C., Saskatoon, Saskatchewan, and Kingston, Ontario, care for mentally ill offenders. Program management is centred at headquarters in Ottawa and five regional offices. The Branch has three main divisions: general health care, psychiatric services and administration. During 1980-81, much effort was expended to maintain employment of nurses required to run the centres and hospitals and attracting new nursing staff for employment in the extended health care delivery program. Internally, the Branch worked towards reorganization, establishing new controls on medical records and clarifying policy and procedures. Planning for the 2nd World Congress on Prison Health Care, scheduled for 1983, was initiated in the fall of 1980.

General Health Care

In 1980-81, diagnostic tests in the institutions decreased by 6,671 as more inmates were referred to specialists for diagnosis and treatment than ever before, (a pattern also reflected in health care delivered to the general public). There was also a slight

drop in the use of community hospitals and a noticeable increase in the immunization of inmates.

Examinations and Treatments

	1980-81	1979-80
General Clinic		
—patients	68,138	67,858
—visits	393,275	380,000
—seen by physician	60,000	52,800
Physical examinations	17,259	15,800
Diagnostic tests	44,384	51,041
Referral to specialists	17,239	15,937
Surgery		
—institutions	831	901
—community hospitals	819	851
Immunization	2,173	1,302
Hospitalization (hospital days)		
—health care centres	21,689	20,309
—community hospitals	4,324	4,439

The apparent increasing high demand for health care by inmates is not necessarily indicative of lower health levels but reflects policy and procedure which govern health care delivery in corrections. For example, in the institutions, an entire medication dosage cannot be filled at one time. Inmates must therefore return to health care centres more frequently.

Planning for the new federal health care centre at Collins Bay, Ontario, has been delayed to permit thorough cost-benefit evaluation. Preliminary planning was completed for health care centres in four institutions, William Head in British Columbia, Bowden in Alberta, Dorchester in New Brunswick and Saskatchewan Penitentiary.

Psychiatric Services

To meet the mental health needs of inmates, psychiatric services are available in the institutions, federal psychiatric centres and provincial facilities. The following table indicates the number of days inmates spent in federal and provincial psychiatric hospitals and institution health care centres.

Administration

Standard health care records for ambulatory services were implemented this year at all health care centres and psychiatric hospitals. Policy related to this change in record keeping and confidentiality of medical information will be completed in 1981-82. Budgeting for the Branch followed last year's procedure, simplified by the new financial coding method. The 1980-81 budget

Hospital/Centre	Beds	Bed-days	
		1980-81	1979-80
Kingston, Ont. psychiatric hospital	85	25,455	26,825
Saskatoon, Sask. psychiatric hospital	106	20,300	13,920*
Abbotsford, B.C. psychiatric hospital	138	37,146	36,817
Provincial Mental Health Institutes	—	4,598	3,060
Institution Health Care Centres**	271	6,363	8,855
Phillippe Pinel Institute Montreal, Quebec	88	32,203	25,635

* New hospital, used for only part of the year.

** Total beds in the 26 health care centres, some used specifically for psychiatric services.

increased \$2 million to \$22 million, mainly to cover salary increases of some 503 medical and health care personnel and headquarters staff. Headquarters underwent extensive reorganization to accommodate planning and staffing for the 2nd World Congress on Prison Health Care and to focus more attention on branch operations.

Accreditation

Hospital practice at the psychiatric hospital at Abbotsford, British Columbia, and the health care centre at Drumheller Institution in Alberta, was reviewed by the Canadian Council on Hospital Accreditation. Both retained previous accreditation levels. The psychiatric hospital was praised for achieving the highest accreditation level possible three years before the mandatory review date.

Research and Development

The Service approved policy and procedures for biomedical research in the Branch. This program is expected to be operational in 1981-82. Project proposals will be reviewed by the Medical Research Council and funding provided by the Service.

Offender Programs Branch

This Branch is responsible for the general supervision of each offender throughout his or her sentence. Individual programs for all offenders, from entry into the federal corrections system to parole or full release, are monitored by professional staff, who also counsel and assess the offender's progress. Objectives set for the Branch enable a comprehensive, varied program for each person, including opportunities for social, emotional, physical, personal and spiritual development. The Branch also has authority to redress inmate wrongs and protect their rights. Community involve-

ment in the Service's work is stressed, to help promote public understanding of the correctional process.

Policy, Procedures

Management of policy and procedures for inmate case management, social and cultural programs and services are provided through this Division. And, in consultation with the National Parole Board, policies and procedures for supervising offenders on conditional release under the Parole Act are established and reviewed. Two examples of the division's responsibilities are the Case Management Manual, which states policies and procedures for managing Branch responsibilities and revision and renewal of an agreement between the National Parole Board and the Correctional Service, which describes activities mutually agreed on to supervise parole and temporary absence. Operational plans for the division in 1981-82 include evaluation of living units, native and female offender programs and family visiting.

Operations

This Division is responsible for the effective development, control, evaluation and administration of all case management social and cultural programs and services in the institutions and community, in a way which assists and re-integrates offenders while maintaining maximum public protection. A monitoring system of policies and performance standards affecting offender case management has been in operation this year. Identification of new and revised management information requirements on offenders was necessary to complete this project. Efforts will be made in 1981-82 to improve automated information required to answer government and public inquiries.

The Community Resources and Special Programs section organized the second national conference of Citizens' Advisory Committees, a national working group of volunteers in the Correctional Service. Members of

the committees are chosen from a cross-section of local citizens and operate in all federal institutions and parole offices. Established in the early 1970's to help institution administrators keep in tune with community concerns, they have initiated many useful community projects. Recommendations from this year's conference, including suggestions on policies and programs, were forwarded to the Commissioner of Corrections. Although the committees devote most of their energy to action at the local level, they have recently begun to coordinate activities and organization at regional and national levels to strengthen their impact and credibility in corrections work.

Family Visiting

The nature of the family visiting program introduced by the Correctional Service in December, 1980, was influenced by established programs in the United States and in Saskatchewan. Permitting inmates to spend up to three days with their wives or close relatives in a private setting is basic to the new program. This enables inmates to maintain and strengthen family ties. Millhaven Institution in Ontario was chosen as the first site for the program. Preparations were also under way in 1980-81 to extend private family visiting privileges to other institutions. By mid-1981, the program is expected to be operational in four maximum security and one medium security institutions.

Institutions	Security	Program Opened
Millhaven, Ont.	max.	Dec. 1980
Dorchester, N.B.	max.	Feb. 1981
Archambault, Que.	max.	March 1981
Kent, B.C.	max.	scheduled May 1981
Stony Mountain, Man.	med.	scheduled June 1981
Prison for Women, Ont.	max.	scheduled Nov. 1981

Plans are under way to extend the program into all maximum and medium security institutions in the federal corrections system during the next five years. Inmates in minimum security but not receiving temporary release into the community are also being considered for the program. Evaluation of the program is part of next year's planned review of other inmate programs. Good initial reaction by the public and media as well as by inmates and families has opened the way to extension of the program.

Inmate Affairs

The revised inmate grievance system, established in 1979, continues to be effective in dealing with prob-

lems for which inmates seek redress. The initial complaint stage offers a means of dealing quickly with situations. Of the 7,961 complaints received this year, 33 per cent were resolved in favour of the inmate. Only 802 were presented to the first level of the grievance procedure, and 174 were sent to the Commissioner of Corrections as the final level. The vast majority of grievances were resolved at the complaint level within the institution.

In accordance with international protocol signed by Canada following the Fifth United Nations Congress, inmates rights were reviewed and a handbook issued to every inmate with a Commissioner's directive on 36 newly conferred rights in the federal system. Thirty-five of these were already in directives as privileges, the institution warden having discretion to grant or withhold them. As conferred rights their application is now mandatory. The other conferred right relates to the access of inmates who are foreign nationals, refugees or stateless persons to the consular representative or representatives of the national or international authority involved. The Correctional Service accepts the basic principles put forward in the handbook that an inmate retains all rights of ordinary citizens except those removed by law or by the necessary implication of incarceration and that the court sentence constitutes the only punishment. The Service will not impose additional penalties except for disciplinary offences for which an inmate has been found guilty by a properly established administrative tribunal.

Chaplaincy

The Joint Task Force on Chaplaincy completed its report in August and discussed it at a joint meeting of the Inter-Faith Committee on Chaplaincy in the Service. The report was accepted in principle and 24 recommendations are now being implemented. The main change is the concept of borrowing chaplains from their denominations for five years, which represents the average length of time a clergyman spends in a parish. Another key feature is the training program which involves clinical pastoral education, supervised ministry practice and a curriculum which stresses ministry in a corrections environment. The other recommendations address issues which create the means for effectively directing and managing delivery of pastoral care in the institutions.

Psychological Services

The Offender Programs Branch was reorganized in 1980-81 to elevate psychological services to divisional status under a director. The Division is responsible for planning, development, coordination and management

of professional psychological services in the Service and for providing advice to senior officers. The role of psychological services in the regions has been reviewed as it relates to new policies on case management. The institution psychologists' responsibilities now include: inmate diagnostic/assessment services; inmate counselling/therapeutic intervention services; consultation services to the case management team and to program managers and institution administrators (such as applied research projects) and staff training. To provide more effective management of this professional group, each region has appointed an institution psychologist as liaison/coordinator for psychological services. The Division has been given responsibility for developing program inventories for the treatment of sex offenders and treatment programs for drug and alcohol abuse. A recent study on inmate suicide attempts and self-inflicted injuries indicated psychologists have a vital part to play in prevention and amelioration of these occurrences in institutions. Similarly, the role of institution psychologists in relation to hostage-taking is being worked out, particularly in connection with hostage debriefing.

Inmate Employment Branch

This Branch is committed to a variety of programs initiated to employ inmates. The objective is to "foster good work habits, provide opportunities for on-the-job training, work experience and registration under provincial apprenticeship programs." This includes academic and vocational education, recognized for accreditation by provincial departments of education, community colleges and universities. Branch programs are also expected to offset incarceration costs by revenue from goods and services produced inside and outside the institutions and create partial self-sufficiency from farm production of foodstuffs.

The Branch has six main divisions: education and training, industries, special employment, agri-business, automated document processing, and systems and administration. Special employment programs have been expanding in the last two years, involving the community in work and training for inmates and creating jobs in the institutions or the community. Inmates have also been assisted in establishing their own business enterprises, many of them self-supporting. Forestry and other work camps are also administered by the Branch. Planning for new programs during 1980-81 included: a new inmate pay system to increase work incentives; inmate education, which was reviewed and new courses introduced and staff training, preparing for the revitalized inmate work program which demands new training skills for staff instructors.

Education and Training

The objective of the education and training program is to provide opportunities for accredited academic and vocational education to inmates who are able and willing to benefit from them. Twenty-two schools operate in medium and maximum security institutions; each has two departments. *Academic* provides educational services from literacy training to university degrees. *Vocational* gives training in skills and trades. The academic and vocational curricula are being integrated.

During 1980-81, several studies were made of education in a prison setting. Because results of a program run by the University of British Columbia were favourable, a similar plan was introduced into Laval Institution, Quebec, through Laval University. Half-way through the year, a start was made on phasing-in recommendations of another report aimed at improving education and training and expected to take three years to complete. The University of British Columbia was awarded a grant by the Donner Foundation of Toronto, Ontario, to develop a project on study and training in prison education. The Correctional Service is studying the proposal. Also, the Canadian Association for Adult Education has expressed interest in corrections' education. The Association's board of directors has established a Standing Committee on Learning and Corrections.

Although institution libraries have gradually expanded as a service to inmates, there has never been a regulating policy. During recent reviews of institution standards the need for a policy, stating organization and professional status for libraries, became apparent. A librarian was engaged to carry out a full-scale study, Report on Institutional Library Service, which includes policy and other recommendations for improving library capability. Senior management is studying the report. The proposed policy recognized inmates' "right to read and improve themselves." Once established, the role of the prison library should ensure inmates have cultural, recreation and information resources in all libraries. The Report also recommended adoption of public library methods and closer liaison with libraries in the outside community. Responsibility for libraries was transferred in 1980-81 from Case Management, a division of Offender Programs Branch, to education and training in the Inmate Employment Branch. Some 22 full-time staff are employed as librarians in medium and maximum security institutions. In some institutions inmates assist with clerical work.

Industries

Emphasis on inmate work continued in 1980-81, resulting in improved product marketing. Sales were up

33 per cent, from \$5.4 million in 1979-80 to an estimated \$7.2 million. The CORCAN business system was successfully introduced as the Service's corporate symbol, including standard procedures for order entry, production control, shipping and invoicing. The system will undergo further streamlining next year. Industries staff training courses were also revamped to suit jobs required for the updated inmate work programs.

Reports from all regions indicate significant improvement in coordinating product manufacturing and marketing. Based on sales forecast for 1981-82, a manufacturing plan was agreed to by headquarters and the five regions. This will be CORCAN's first comprehensive annual manufacturing plan, stating production commitments for each institution. Manufacturing schedules are being updated and used as vital information for sales. Bills of material have been clarified, providing precise information for calculating actual product costs. This has been backed by quality assurance specifications and inspection procedures, starting in the Quebec region and extending to the other four regions in 1981-82.

Future improvements in marketing and costing include plant cost-effectiveness for short-term (6-18 months) and long-term (2-5 years) programs. This will entail conversion to higher volume plants, expected to result in better work opportunities for inmates and substantially improved cost/revenue performance. CORCAN customers are federal, provincial and municipal governments, Crown Corporations and public supported charitable organizations. Approximately 80 per cent of all CORCAN sales are to the federal government. The variety of goods range from clothing for Correctional Service staff and inmates to furnishings and modular housing.

Special employment

The goal of this Division is to reduce the Service's employment costs for each inmate and to assist inmates to re-integrate into society after release. Guidelines on how agreements between the Service and the private sector are drawn up were distributed to institution wardens, primarily to create work opportunities for inmates in the community. (See also regional reports.) Two major ventures with the private sector have become successful: the Springhill Institution, Nova Scotia, tree nursery project and the solar capture project at Cowansville Institution in Quebec. Another joint venture is planned at Ferndale Institution in British Columbia. Springgate Holdings Ltd. will employ up to eight inmates cutting and bundling firewood.

An average of 16 inmates are employed at the Springhill tree nursery, a joint venture since mid-1979

between the Correctional Service and Scott Paper International Inc. There are eight greenhouses, shelter houses, and a 20 acre planting area inside the perimeter fence. Inmates are trained as nurserymen, employed by Scott Paper and paid \$3.25 an hour (the provincial minimum wage). They contribute to the Canada Pension Plan, unemployment insurance and income tax. Room and board is also deducted. A full work season is expected to produce some \$5 million in spruce and pine seedlings annually. This year's target was quickly achieved and exceeded by a half million seedlings. The five-year contract between the Service and Scott Paper runs to 1985.

At Cowansville, the solar project is a nine-month agreement between Correctional Service and PetroSun Inc. of Montreal. An average of 11 inmates work full-time, assembling solar collector components, involving mitre-cutting, drilling, pop riveting and packing the components. PetroSun trained a Correctional Service instructor in the Montreal company plant to oversee operations in the institution. Inmates are paid \$5.80 for each unit, which takes an average of two hours to complete. The company has expressed interest in employing inmates for this work after their release.

Inmate interest in hobbycrafts at Cowansville has been extended into five other institutions. At Matsqui Institution, British Columbia, two inmates initiated a work program which now employs 18 other inmates. Crafts are varied including petit-point, tiffany glass windows and lamps and many types of ornamental wood carvings, such as Indian masks. Demand for these hand-crafted goods is strong. Gross sales from Matsqui crafts topped \$3,397 in 1980-81, inviting more shows next year. Inmates purchase their own materials and arrange sales and distribution. Cost to the Service is nil but the program is an extraordinary inmate work incentive.

Inmates in other institutions have started flourishing craft businesses. William Head, on Vancouver Island, B.C. has a project initiated last year, employing seven inmates in 1980-81, selling tiffany lamps, copper and ceramic. Archambault Institution in Quebec also has a successful hobbycraft project, employing three inmates. Candle making at Ste-Anne-des-Plaines and Montée St. François, also in Quebec, is flourishing.

Agri-business

The five-year plan for Agri-business has caused significant expansion to the Service's five farms. Additional land has been purchased adjacent to a number of these minimum security institutions and renovations to existing barns and silos completed. Increased produc-

CORCAN Manufacturing and Sales		
Product	Manufactured-CSC Region	Customer
Post Office equip.	all regions	Post Office
Upholstered furniture	all regions	all clients
Modular furniture	Quebec, Ont., Pacific	all clients
Nursery furniture	Atlantic, Ont., Prairies	nursery schools
Metal shelving	Ontario	Supply & Services
Playground equip.	Prairies	CSC, towns, schools, municipalities
Printing (forms, booklets)	Quebec, Ont., Prairies	CSC
Ballot boxes	Ontario	Chief Electoral Officer
Voting booths	Quebec	Chief Electoral Officer, provincial & municipal govts.
Footwear	Quebec	CSC
Clothing	Atl., Que., Ont., Prairies	CSC
Canvas bags	Atl., Que., Ont., Prairies	CSC
Acoustical screens	Quebec	Post Office, Grain Commission, Chief Electoral Officer
Brooms, mops, brushes	Quebec	Government depts., Crown Corp.
Lockers	Ontario	All clients
Modular housing	Pacific	All clients
Physical education	Que., Ont., Pacific, Prairies	West Coast Indians
Metal cabinets (Herbarium)	Prairies	Prov. Govt for school boards
Metal cabinets (relay boxes)	Prairies	Dept. Agriculture and universities
Parks & Recreation (wood products)	Prairies	Post Office
Coin boxes	Ont., Prairies	Parks Canada and all clients
Institution furnishings	all regions	Royal Canadian Mint CSC

tion of vegetables, milk and beef for use by the Service is reported as the outcome of these changes.

The cropping program also produced more tons of forage and grains for livestock and, in the greenhouses, more plants were grown for decoration in the institutions and as transplants for vegetable products. Gross sales for 1980-81 were an estimated \$3 million, up from \$2.5 million in 1979-80, and half-way to the projected \$6 million in by 1985.

For quantities (pounds) of foodstuffs produced in 1980-81 by inmates working in the Agri-business division, see table p. 69.

Automated Document Processing

Much previous planning in this area produced impressive results in 1980-81. Three new processing plants are being developed at Dorchester Penitentiary and

Region	Beef	Pork	Milk	Cream	Eggs	Potatoes	Vegetables
Atlantic	27,660	78,848	869,334	—	39,354	561,460	81,618
Quebec	—	—	—	—	—	—	14,310
Ontario	49,035	—	1,627,900	43,465	119,175	—	579,008
Prairies	184,427	166,519	1,020,407	11,570	57,073	706,818	187,922
Pacific	—	—	—	—	—	—	11,100
Total	261,122	245,367	3,517,641	55,035	215,602	1,268,278	873,958

Westmorland in New Brunswick and at the Prison for Women in Ontario. Full production capability, with operation costs recovered, has not yet been achieved although this is the intent of the program. Dorchester has attained the greatest degree of achievement, covering almost all operating costs by year end.

Certification with the Canadian Microfilm Society has been completed and the first successful candidates graduated from Bath Institution in Ontario this year. Several ex-offenders have used their institution training to obtain work in this field. Employers report they are "top notch workers."

Gross sales in 1980-81 amounted to \$54,000. Clients included the CN Historical Museum, Carleton University, National Museum, the Post Office and other government departments.

Systems and Administration

This division has continued to guide the Branch through radical change in inmate work programs. Planning and analysis of costs were made and objectives were reviewed as the Branch stepped up production in industrial workshops and farms. A major undertaking was a fundamental change in the inmate pay structure. Since the outset of inmate work programs in federal institutions, payment has been a reward for good conduct and participation in the institution rehabilitation programs. The new pay structure is geared to payment for work performance and assigned jobs. It is anticipated that pay rates will be assigned to each job, and inmates paid according to the job grading. Some 700 jobs, for which inmates will have to compete, have been identified and pay levels determined. Methods to control overtime, savings, deductions, forfeitures and withdrawals have been agreed on and built into the system. Deductions are expected to include an amount for recreation and entertainment, covering purchase of social, recreation and entertainment supplies. The Commissioner of Corrections expects the new inmate pay structure will be operational early next year.

Technical Services Branch

Changes in the Branch in 1980-81 were initiated to improve operational methods. The major construction division was restructured and planning procedures for new institutions were overhauled. The Branch also planned the move of headquarters staff in Ottawa from Laurier Avenue West to the Killeany Building on O'Connor Street. This is a temporary move, while the interior of the Laurier Avenue building is being rebuilt. Staff are expected to return to remodeled offices next year. Other highlights include: testing and evaluating a sophisticated perimeter intrusion detection system, completed by mid-year, with satisfying results; substantial progress implementing improved maintenance management methods in the institutions and studies initiated to overhaul management operations of materiel and food services. Canadian assistance to the Government of Trinidad and Tobago, advising on and developing construction of a new prison, was a continuing responsibility on a cost-recovery basis.

Program Control

The Division processed some 410 capital construction projects during 1980-81. Main estimates were originally forecast at \$65.5 million but, as the capital budget was adjusted during the first quarter of the year to \$27.5 million, the projected total was set at \$38 million. The adjustment resulted from slippage in implementing the ten-year accommodation plan as a major crown project, plus integrating ongoing construction projects at institutions identified in the capital budget program. However, a slight increase in capital construction expenditure was forecast by year end, from the adjusted \$27.5 million to \$29.2 million. \$10.8 million was also approved in the main estimates for capital equipment for new institutions and replacement equipment. Of this, \$7.5 million was spent, leaving \$3.3 million outstanding. This amount would have been spent in the construction of new institutions had slippage not occurred in the production schedules. Generally, the division has improved in program and project

control, reporting and financial control systems and procedures.

Planning and Architectural

Action taken at institutions in the five regions during 1980-81 was extensive:

Atlantic

Dorchester: Master development and renovation plans completed.

Renous: Coarse grain building program for the new institution completed.

Quebec

Regional Reception Centre: Building program for construction of a new Special Handling Unit, and enlargement of reception area near completion.

Ontario

Frontenac: Master development plans to upgrade housing and activity buildings completed.

Prairies

Edmonton: Coarse grain building program for development of institution completed.

Saskatchewan Farm: Planning for upgrading housing and buildings started.

Saskatchewan Penitentiary: Special Handling Unit, building program completed.

Pacific

Kent: Coarse grain building for redevelopment of institution completed.

Mission: as in Kent (above) completed.

Mountain: Building program and master plan developed.

William Head: Master development plan completed.

The first draft of accommodation standards for federal complexes has been completed. By March, 1981, planning was under way for work in the following institutions: Westmorland, Springhill Annex, Newfoundland, Laval, CDC (Montée St-François), reprogramming for Donnacona, La Macaza, Edmonton, Kent, Mission and Renous.

Engineering Architecture, and Properties

A management system to improve planning and control operations of maintenance has been applied in six major institutions. The system will go into all other institutions next year. Although there has been a slight increase in vehicles used by the Service, there has been an overall decrease in fuel consumption of 10.87 per cent or 273,600 litres. Monitoring of the federal Energy Conservation Program indicates the Service will again achieve a reduction in excess of the required 10 per cent saving, compared with previous years. Also in support of the federal program, Laval Institution, Quebec and Joyceville Institution, Ontario, have been con-

verted to natural gas heating from oil, with an annual reduction of some 11 million litres of oil. The first draft of a property manual, dealing with property management, has been distributed to managers for comment and input prior to final production in 1981-82.

Telecommunications and Electronics

This Division is now fully manned and has resource and expertise in systems implementation and project management, electronics systems research and development, telecommunications and telephone systems and electronics equipment maintenance. Work continued on perimeter intrusion detection systems and plans are being readied for installation of these systems in major institutions over the next five years. Refitting and refurbishing some electronics and telecommunications systems in the institutions was completed. Planning for implementation next year of a Service-wide equipment maintenance contract was also completed.

The division cooperated with Security Branch in the operational evaluation of the integrated communications control system at Edmonton Institution and the Regional Psychiatric Centre, Saskatoon, and initiated studies on the performance of equipment under development.

Materiel and Services

To sharpen customer service and satisfy demands for goods and services which increased to \$77 million, the Division succeeded in persuading Supply and Services Canada to open regional offices in Kingston, Ontario, and Abbotsford, British Columbia. Studies were conducted by outside agencies, in conjunction with development of a new five-year operational plan, on the materiel management information system, the physical distribution system and the control of capital equipment items. Allotment of stock classification numbers to common user items was instituted. A review of headquarters procurement methods was made and greater emphasis on real requirements was requested. Toward the end of the year, a pilot project was started at Collins Bay, Ontario, to test a proposed food ration accounting control system. Results indicate a reduction in raw food costs of approximately 25 per cent could be made. Other options are being studied for long range planning.

Communications Branch

Activities of the Branch at headquarters and the five regions continued to expand in 1980-81, involving greater contact with the media and public agencies in

the criminal justice system and answering public inquiries. The high profile of The Correctional Service of Canada in the community has been tempered with greater understanding of the Service's responsibilities to the public and to offenders. Organization of the Executive Secretary's responsibilities continued this year, culminating in their amalgamation with the Communications Branch, thus bringing administration of all aspects of public relations under one managerial control.

Public Information

1980-81 featured a concentrated effort by the Service to improve relations between headquarters, at both the national and regional levels, and the media; especially the Toronto-based networks. This effort has generated a better understanding of actions taken by the Service in its administration of institutions, introduction of new programs, and handling crises such as hostage-taking. Extra effort was made to foster closer cooperation between regional managers of Communications and branch headquarters in Ottawa. For example, a media relations handbook, for the use of officials of the Service, was produced and distributed.

One of the most successful public relations' projects this year was the closing of British Columbia Penitentiary in May, 1980. More than 80,000 people visited the penitentiary during the one-week open house that preceded closing of the 103 year-old maximum security institution. Much of the planning for this event was done by the Pacific Region. Public speaking engagements by staff increased, providing opportunities to explain policies and procedures of the Service to community groups. Also, there was a steady demand for institution tours from community groups and schools.

The public information program, initiated last year, which stressed a commitment to be open and accountable to the public was continued. Numerous reporters accepted invitations to tour institutions across the country for first-hand reporting of administration policies and programs and interviews with inmates. Serious problems, such as the Dorchester Institution hostage-taking in October, 1980, gave the Branch further experience in handling media and public requests for information nationally and locally. Generally, there appears to be a good relationship between information staff of the Service, the media and the public, opening up more avenues of discussion for both sides.

Public Participation Division

The division's major efforts this year focussed on the production of quality publications, reports and pam-

phlets which serve to explain the programs and services undertaken by The Correctional Service of Canada. Twelve publications were completed during 1980-81. A number of others, scheduled for distribution next year, were initiated.

The division also publishes a semi-monthly tabloid newspaper, "Let's Talk/Entre Nous", to keep staff and interested members of the public informed about the Service's programs and objectives. Two special issues were published this year, one commemorating the closing of B.C. Penitentiary, the other devoted to the correctional officers. Let's Talk/Entre Nous has a distribution of 11,500.

One of the more demanding responsibilities of this Division is the writing and preparation of speech notes for the Solicitor General of Canada and the Commissioner of Corrections, specifically on matters related to corrections.

A major project, begun early in 1981 and continuing for 18 months, is the development of a public relations and media program for the American Correctional Association's 112th Congress of Correction, which will be held August 15 - 19, 1982, in Toronto.

Special Projects and Administration

The Division provides creative and technical services to the Communications Branch, including photography, films and graphic art. Responsibilities also include preparation of exhibits and displays for the Canadian National Exhibition at Toronto, the Pacific National Exhibition at Vancouver, Expo-Quebec, the Canadian Congress for the Prevention of Crime and the American Correctional Association Congress. The Division also controls administrative support and financial services of the Branch.

The Federal Identity Program was assigned to Communications this year and the Branch is assembling a five-year operational plan for the Service. This involves use of the official signature and Canada wordmark on all signs, vehicles, documents, publications, manuals, directives, visual and graphic presentations. Attention next year will focus initially on installation of outside signs and on vehicles. This program is expected to be completed by 1985. The division also assists in preparing annual forecasts, estimates and financial plans for the Branch. The annual budget for 1980-81 was \$620,000. The 1981-82 forecast is close to \$1.5 million.

Executive Secretary

Correspondence Control

Some 4,000 replies to public inquiries were drafted this year, answering questions received by

the Solicitor General of Canada and the Commissioner of Corrections. Translation assistance was also provided on text revisions and explanation of terminology.

Parliamentary Relations

This Division provides answers to questions asked of the Solicitor General and other government officials in the House of Commons and information for debates on motions and bills.

Directives Management

Work on rewriting and publishing the Commissioner's Directives, begun last year, dominated the work of this Division. A recommendation for a pocket edition of directives, communicating Service policy to regional staff, was approved. Methods for speedy retrieval of directives are being developed. The roles, responsibilities, and relationships of each Branch of the Service at the three administration levels (national headquarters, regional headquarters, institutions and parole offices) is being written, the present national headquarters management guide updated and a similar manual being prepared for each region.

Regions

Reports from the five regions of The Correctional Service of Canada are included in this annual report, indicating the growing role the regions now have in carrying out and administering operational responsibilities. Each region is managed by a Regional Director General who reports directly to the Commissioner of Corrections. Institution wardens, directors of parole offices and superintendents of farms and work camps are responsible to the Regional Directors General.

Atlantic Region

Growing and planting seedlings is still top priority for a number of inmates at Springhill, a medium security institution in Nova Scotia. The institution reports the Scott Paper contract with the Correctional Service has been a success from initiation two years ago, training inmates in tree-forestry techniques.

Westmorland Institution is a minimum-security farm, outside the perimeter of Dorchester Penitentiary, New Brunswick. Its main operation has turned to beef cattle, with 40 purchased this year. When fully operational, the herd is expected to top 200. Additional land for growing was also purchased and a new pole barn erected to house the new herd.

This year's potato harvest jumped to 640,000 pounds, more than double last year's crop. An additional 350 acres of land was purchased to expand potato growing. Adding to Westmorland's increased output were

two greenhouses, where plants and seedlings are started.

Parole staff report increased case-loads throughout the region, including the new decentralized penitentiary placement process involving parole officers in the selection of security levels and institutions for inmates immediately after sentencing. Public relations, addressed to police and the community, has been a prime target for the parole service this year. Workshops designed to focus on parole-police community relations, have identified problems and developed solutions. Reports indicate police and public now have an excellent overview of the Service's mandate and parole responsibility in the community, opening doors to cooperation on parole matters.

ROPE (Real Opportunities for Prisoner Employment) secures training and work in fisheries and marine-related industries for inmates through the Carleton Community Correctional Centre in Halifax, Nova Scotia. This project, in operation for two years, reports success in funding and inmate employment. Studies under way suggest this project could become a forerunner for other fisheries work opportunities for offenders. The Sydney, Nova Scotia, parole office reports other inmate employment opportunities: silviculture in local forests has provided training in forestry skills, increasing next year with assistance from community organizations.

As a back-up to inmate employment, parole officers set up "services to inmate families" sponsored as a joint project with the John Howard Society. Its aim is to provide financially-depressed inmate families from Newfoundland an opportunity to visit relatives incarcerated in federal institutions. Already 19 families have visited Newfoundland offenders serving long sentences, with little hope of parole. Elsewhere in the region, similar services to inmate families are continuing in Fredericton, New Brunswick, and St. John's, Newfoundland. The Sydney office also reports "extensive involvement" with federal/provincial inmate transfers, dealing mostly with young, first-time offenders from Cape Breton. This has permitted some offenders sentenced to federal terms (two or more years) to remain in local institutions, close to their families. Use of private homes for parolees has gained impetus in the Region despite a late start this year. The project operates similarly to a contract with after-care community agencies but with private family homes.

Quebec Region

Offender Programs

As in other regions, implementation of the case management manual, setting policy and procedure for the

Branch, has been a major undertaking. From this has come a new training and information package for staff, to help coordinate new case management methods. A regional handbook detailing temporary absence regulations was also produced, leading to quality controls and auditing throughout the region. In other areas, the Division designed a drug addiction program and set standards for social development in all institutions. Community participation in many institution programs involved community private after-care agencies, affecting also Citizens' Advisory Committees working with institutions and regional headquarters.

Cooperation with Quebec police forces has continued, including sustaining participation with Correctional Service staff in seminars and workshops. Crime prevention committees, whose members include judges, Crown attorneys and Service personnel, have brought out areas of concern and possible solutions. Contact with other government agencies has brought full understanding of the need for residential resources and rehabilitation workshops for offenders, especially where these facilities are jointly used by the province and federal corrections.

Inmate Employment

Increased training and employment of inmates in the Quebec Region has brought about many changes in methods and standards this year: training and employment for inmates at the Regional Reception Centre; a standardized hairdressing course; introduction of a cooking course leading to certification with the Quebec department of education (the first such course in a penitentiary); a plastic art program at Laval and Cowansville institutions; computer course at Archaubault Institution; a new academic program at La Macaza Institution, sponsored by Laval University as a general B.A.; high school classes for anglophones at Leclerc Institution (another first for prison schools); increased teaching for illiterates (extending training for deprived inmates) and new carpentry programs. Industries in the Region have also been affected by upgraded inmate training, reporting a higher output of manufactured goods.

Security

Preventive security has been given priority this year, involving an agreement with Quebec Provincial Police and the RCMP. Police reports on inmates incarcerated in Quebec penitentiaries are now shared with the Service's security staff. Terminals connected to the central (headquarters) and regional data bank on security information have been installed in all maximum security institutions.

Administration

Creation of an Inmate Affairs Committee at Leclerc Institution has given inmates an opportunity to participate with administration in matters dealing with penitentiary life. This group has access to the Inmate Committee, Grievance Committee, the Ombudsman, legal affairs and inmate spokesman. Reports indicate the committee is working well.

Communications

Contact with the community through the media and community organizations increased tremendously this year. Coupled with media interviews is a booklet depicting the Service's responsibilities in the Quebec Region; 20,000 copies were published as handouts. A new 20-minute film explains what occurs to an offender after reception into the federal corrections system. Pictorial exhibits introducing the Service have been displayed at internal and public meetings.

Medical and Health Care Services

There has been a review of the nursing complement in the region. Thirty-five non-certified nurses, now employed in the institutions, will be replaced next year by certified nurses.

To improve life for the handicapped in prison, changes have been recommended in maximum and medium security institutions. At present, inmates in wheelchairs cannot always participate in everyday prison activities because prison doors cannot accommodate wheelchairs; nor can stairs or elevators. These inmates are frequently isolated in the health care unit where doors are built for wheelchairs and stretchers.

Ontario Region

Education/Vocational

Improvement in educational achievement has been reported in Ontario, where an increasing number of inmate-students were awarded high school diplomas and others obtained university degrees. Similar progress is reported in the vocational schools, where more inmates have obtained trades certification. Vocational and education guidance in Ontario has been accentuated by a curriculum handbook, listing courses available, accredited with the provincial government through the Frontenac Board of Education and Loyalist College. The region also reports a successful upholstery shop at Millhaven Institution, training inmates in

industrial production methods. Micro-computer programming has been introduced into three institutions for inmate training, as well as an increase in welding and automotive shops. Training courses directed toward illiterate inmates have been given prominence.

Psychiatric and Health Care Services

When not undergoing treatment or counselling, inmate patients at the psychiatric centre in Kingston, Ontario, took part in workshops and used the hospital's recreation facilities. Other patients requiring help and support were employed in the hospital. The Kingston hospital also reports its special treatment for sex offenders is continuing. Introduced into the hospital during 1974, treatment of sex offenders has been revised frequently to include new methods.

Although some medical specialists decline to accept inmate patients, medical assistance has generally been available at city hospitals or private offices. Wherever possible, the Ontario Region is encouraging medical specialists to go into the institutions to examine inmates. Some specialists have agreed to consult at the institutions — especially in surgery, internal medicine, otolaryngology, dermatology, orthopaedics, psychiatry, gynecology and physiotherapy.

Food Services

All regions report the cost of providing food for inmates has kept within budget, supported to a large extent by products from the Service's six farms across the country. Inspection of food preparation and kitchen utilities is made regularly by Federal Health Inspectors. Reports indicate all institution kitchens are managed at an acceptable level. Response to an apprenticeship plan, instructing inmates in food preparation, was scheduled for Ontario this year. The course was slow to start due to a lack of instructors.

Major Construction

Ontario Region increased its activities in construction and upgrading of prison facilities by 60 per cent in 1980-81. Total cost was \$9 million, mainly for the new sportsplex at Warkworth Institution and the mobile home for family visiting at Millhaven Institution. The region's building program plan for 1981-82 is estimated at \$3 million.

Offender Programs

Ontario Region reports a positive reaction to the new case management manual in all institutions. Its policy and procedures have been easily integrated into everyday work schedules, enabling more attention to be

given to each offender's program. A new Community Corrections Centre was opened in Toronto, at Keele Street, augmenting community facilities for parolees. Consolidation of various programs begun this year is anticipated in the coming season, especially social development, meetings on community residences and grants study.

Parole

In the Western Ontario parole district several firsts occurred: a Citizens' Advisory Committee joined in responsibilities, taking part in some decision-making; Stonehenge Residential Treatment Centre at Guelph became operative and Astra House in Hamilton joined the St. Leonard's Society. Another highlight was accreditation of the Western Ontario District by the Commission on Accreditation for Corrections. At the Niagara Falls new parole office, an international seminar on community corrections, sponsored by the American Probation and Parole Association, brought together some 500 probation and parole officers from Canada and the United States.

Central Ontario parole district reports upwards of 600 parolees supervised this year on day parole and mandatory supervision. Accreditation of parole offices also occurred in this district, receiving 99.1 per cent of essential standards, and 92.8 per cent important standards. Parole officers here continue to work closely with volunteers and after-care agencies. This encouraged private citizens to take training and orientation programs, learning to assist parolees find employment. The police have also become involved in workshops for parole officers and other Service staff. Offices located in the northern areas of the Ontario region are reviewing the feasibility of using selected foster homes for some offenders on probation or parole.

The Eastern Ontario parole district has come through extensive management change, affecting location of officers and staff. This district reports improved community relations, brought about with the assistance of a Citizens' Advisory Committee. In addition to day parolees working with the federal department of Consumer and Corporate Affairs and the district's liaison with the Bath labour pool, success has also been recorded at Peterborough's Edmison House, which co-sponsored erection of modular homes in outlying communities.

Industries

Greater regional control of the inmate industries program brought reduction in the variety of goods manu-

factured by CORCAN. Concentration on goods with high marketable potential has paid off in greater productivity and increased value of goods manufactured; from \$1.9 million in 1979-80 to more than \$3 million in 1980-81. A regional CORCAN warehouse was opened, resolving most problems affecting service to customers. During the latter part of 1980, a consulting company was hired to sell CORCAN products - a new sales office in Toronto has already achieved success in the Ontario market.

Joyceville Institution has an older inmate population, encouraging formation of a very active Elders Group (over 35 years). It provides support to older inmates and is involved in preparing briefs on proposed institution changes.

Products worth \$1,400,000 were produced this year, an increase of 48 per cent over 1979-80. Children's furniture for day-care centres and hospitals will go into production early next year, supplementing the regular output. Symbolic of the institution's industrial success was an award to the machine shop foreman for outstanding work.

Regional Reception Centre, part of Kingston Penitentiary, processed its last inmates by year end. With introduction of the decentralized penitentiary placement process, the Centre took on a new role functioning entirely as a protective custody unit. Take-over date has been set for April, 1981. A major asset for protective custody inmates will be programs similar to those available to the general inmate population in other institutions. Programs scheduled for next year include a data program, upholstery shop and education at most secondary levels to university. A request for a name change - reverting to the well-known Kingston Penitentiary - has been made. Improved service to francophone inmates has been implemented, involving French television programs, library facilities and staff identified for training in both official languages.

Collins Bay Institution has accepted female correctional officers into guard ranks, taking on regular duties throughout the institution. Inmates have been working with community groups in a host of special events, among them the 4th Annual Olympiad, sponsored by inmates for some 100 disabled children from Kingston and nearby communities.

Warkworth Institution stepped up its preparation for receiving offenders directly from the courts (decentralized penitentiary placement process) causing revisions to the induction training program, assignment to newcomer ranges and changes in facilities to accommodate admission and discharge at the institution. These changes have been emulated at other institutions in the region.

Trades instruction increased greatly. Some trades produced a high volume of goods, such as modular furniture, ballot boxes, post office equipment and upholstered furniture, valued at \$500,000.

Pittsburgh, Beaver Creek, Frontenac institutions report progress. Pittsburgh's agri-business flourished, despite a shortage of inmate labour. Land clearing, firewood and syrup production was curtailed due to lack of inmate help. Corn and hay silage and straw increased, aided by the construction of a new silo. Vegetable production increased, due mainly to a new glass greenhouse.

Beaver Creek is a correctional camp with emphasis on industrial production and community work. Industries have again taken a leap in production, including construction of a playground at the camp to market playground kits. Outside the camp, inmates work on jobs for senior citizens - raking leaves, building roofs and painting churches. Forestry operations, carried out in cooperation with the Ontario Ministry of Natural Resources, has also increased. Parks and local cemeteries were cared for.

At Frontenac Institution farm, limited day parole issued community releases to 130 inmates to work on community projects. Over \$2,400 was donated to charitable organizations. Agri-business was also successful at Frontenac; milk, cream and egg production increased to the highest level ever.

Prairies Region

Osborne Centre (Community Correctional Centre) in Winnipeg, reported the process leading to accreditation proved invaluable. Sharing knowledge in administering the Centre with staff outside Canada and within the Service assisted in upgrading or realigning many activities, enriching services to offenders and providing a better working environment for staff.

Edmonton Maximum Security Institution has increased opportunities for inmate labour stressing full day work reinforced by cultural and recreational programs. Volunteer help by the community has kept many of these programs alive. Community reaction to the institution's general atmosphere is exemplified in a citizen's comment, "I cannot believe how relaxed this prison is," to which inmates added approval.

Saskatchewan Penitentiary, a maximum security institution in Prince Albert, has gradually become a protective custody unit. The entire front portion of the segregation unit has been extended to accommodate the increasing number of protective custody inmates. Some are even celled in the Health Care Centre, the

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dissociation area, the deep segregation unit and part of the orientation centre. By March, 1981, protection cases at Saskatchewan Penitentiary outnumbered the general population by 350 to 135. Additional programs have been developed for these inmates. Four social development staff were assigned to work exclusively with protective custody inmates. With the exception of chaplaincy, the hobbycraft centre and visits and correspondence area, all other facilities and programs are duplicated for protective custody inmates.

Education and training for all groups of inmates includes illiterate instruction through to Grade 12 and university and correspondence courses. Special courses include Cree language instruction and business education. Vocational courses include carpentry, upholstery and welding.

Although substantial progress has been made toward improving the life of protective custody inmates, keeping pace with the increasing number has proved dif-

	Rockwood		Saskatchewan	
	1979/80	1980/81*	1979/80	1980/81*
Total income	\$204,971	\$266,854	\$621,649	\$665,300
Total expenses	201,128	294,856	455,956	443,700
Gross margin	3,843	27,972	165,693	221,500
Inmates (average)	21.0	28.3	37.4	33.7
Staff	8.8	10.0	12.0	11.7
Inmate/staff ratio	2.4/1	2.8/1	3.1/1	2.9/1
Productivity	\$ 9,760	\$ 9,431	\$ 16,622	\$ 19,700

* To February 1981.

Estimated year end (March, 1981) income for Saskatchewan and Rockwood Farms is \$730,000 and \$250,500 respectively. This would represent increases of 17.4 per cent and 24.4 per cent over 1979-80. Higher expenses at Rockwood offset increased sales, resulting in an estimated loss of \$40,000. Saskatchewan's gross margin increased 33.7 per cent over 1979-80. This ratio should be maintained when final costs are in. Productivity at Rockwood remains low and will continue so until changes are made to increase capacity. The location of a national poultry facility at Rockwood will greatly improve its viability and productivity. In the meantime, the farm is working closely with provincial organizations to find additional outlets for produce.

ficult. Providing programs and staff has taxed the initiative and imagination of staff. Complete conversion of the institution into protective custody and/or special handling units has been announced for the coming year. In preparation, regional headquarters has initiated plans for admission and transfer of inmates determined as general population.

Stony Mountain in Manitoba was the first medium security institution to introduce the new family visiting program. The rules for implementation of the visits program are the same throughout the Service. They are intended to help inmates maintain family relationships and alleviate tensions an offender undergoes through long separation from families.

Agri-business - The year-end report for the region's two farms shows increased sales affected by higher expenses at Rockwood and a general production increase for Saskatchewan. Following is a detailed report to February, 1981.

Pacific Region

Security

Contingency plans for security in all institutions in the Pacific Region were standardized this year and simulated exercises carried out to test them. Transfers of inmates between regions increased; some 50 inmates were received. Senior RCMP officers also toured all major institutions throughout the year, the first time for the Pacific Region. Security posts, now standardized in all regions, have been upgraded to meet the new levels of operation.

Medical and Health Care

Highlight of the year for the Regional Psychiatric Centre, Abbotsford, British Columbia, was the three-year

accreditation granted by the Canadian Council on Hospital accreditation, the highest level awarded any hospital in Canada. Notable also was the first examination in prison medicine held at the hospital by examiners from France, Denmark, and the United States. Interest in the Abbotsford hospital's sex offender program has reached the media. Newspapers and television reports have been numerous, assisting acceptance of the program. Publicity on the hospital also included papers in international and national professional journals.

The nursing shortage in the Pacific Region was the worst ever this year. Deployment of nursing staff after the closing of British Columbia Penitentiary alleviated the immediate problem, affecting nursing coverage of three health care centres. Two new health care centres are under construction at William Head and Mountain Institutions. Both are expected to take two years to build and will replace the present units. Matsqui Institution has been identified as the Regional Valley Health Care Centre for British Columbia. Renovations to this unit will extend health care services to long-term chronic inmate patients, dental surgery, handicapped patient care and care to early discharged patients from other institutions. Physiotherapy for inmates is now given at Matsqui and Mountain Institutions, cutting back on long distance escort costs to other institutions.

Hospitalization of inmates in community general hospitals remains a major problem for the Pacific Region, especially in the Fraser Valley. These hospitals accept patients from some institutions but not others. Maximum security Kent Institution is one denied this service. To overcome this problem, representation has been made to the provincial Ministry of Health, asking for a secure ward in a general hospital accessible to Fraser Valley institutions.

Accommodation Planning and Personnel

Closing of the century-old British Columbia Penitentiary last year called for massive reorganization plans for this Division. Even the regional staff college, once a part of British Columbia Penitentiary, had to find a new home. Mission Institution, farther into the British Columbia interior, was chosen. This year's staff training report notes the move, "dramatically improved staff training facilities ..." and kept a promise made by a former Solicitor General to improve the staff training locality. Development of new regional policy on staff training continued and is expected to become operational early next year, meeting requirements set by Treasury Board and Accreditation Standards. Courses this year have stressed supervisory responsibilities. Fif-

teen females were hired as correctional and living unit officers in male institutions throughout the Region.

Inmate Employment

This was another year of progress for industrial output in the Pacific Region, with a 39 per cent sales increase over last year affecting all plants except Mountain Institution, where a decrease was reported.

Goods produced at the four plants (see table) vary, from fine furniture to modular office buildings and homes for all levels of government and community non-profit organizations. Expansion of industrial facilities at these plants is under consideration. Mission's request has been deferred since 1978 as low priority. Despite this, inmates are producing more. Mountain is desperately in need of a new plant, but must wait for redevelopment of the entire institution, probably accounting for the year's slide in production. Kent, a new institution, is slowly becoming a viable industrial plant. During the latter part of this year, Kent took on long run orders in an upholstered line of office furniture. Matsqui's main manufacture continues to be modular housing, such as two family units for Kent Institution. As industrial output increases, safety programs have also increased. Outlook for next year forecasts further growth in production and sales, to an estimated \$1.2 million.

Social and Cultural

There are several groups from the community involved in helping inmates work toward release and helping them while adjusting to life in a prison environment: Alcoholics Anonymous; Chinese Cultural Group; Native Brotherhood; Francophone Group; Alcohol and Drug Self-Help Group and Mission Services Group. Arts and crafts, family relations, and social development are tied in with these groups, and report success in most of them. Some 19,000 visitors entered the Pacific Region institutions this year.

Parole

Generally, parole district offices for the Pacific Region reported increased inmate supervision, due to an increase in inmates released on mandatory supervision and greater authority exercised in contributing to each inmate's work plan while incarcerated. Close working agreements with the community, police and after-care agencies was reported from all areas of the region involving workshops, seminars and information-giving meetings. Some Community Correctional Centres now administered entirely by parole officers have renovations or extensions planned for the coming year, updating residences for day parolees.

PLANT OUTPUT BY INSTITUTION

Institution	Security	\$ 1977-78	\$ 1978-79	\$ 1979-80	\$ 1980-81
Mission	Med.	109,538.94	213,138.96	261,498.00	332,371.00
Mountain	Med.	32,560.00	38,844.00	36,419.00	23,127.00
*Matsqui	Med.	155,206.72	112,400.00	165,000.00	291,533.00
Kent (new Oct. 79)	Max.	—	—	13,000.00	59,144.00
Total		348,955.04	443,634.51	504,787.00	706,175.00

* The sales figure for Matsqui includes value of materials supplied by customer for the manufacture of modular housing.

Appendices

The following statistical tables provide comparative information on offenders under the jurisdiction of The Correctional Service of Canada and an overview of the Service's expenditures during the fiscal years 1979-80 and 1980-81:

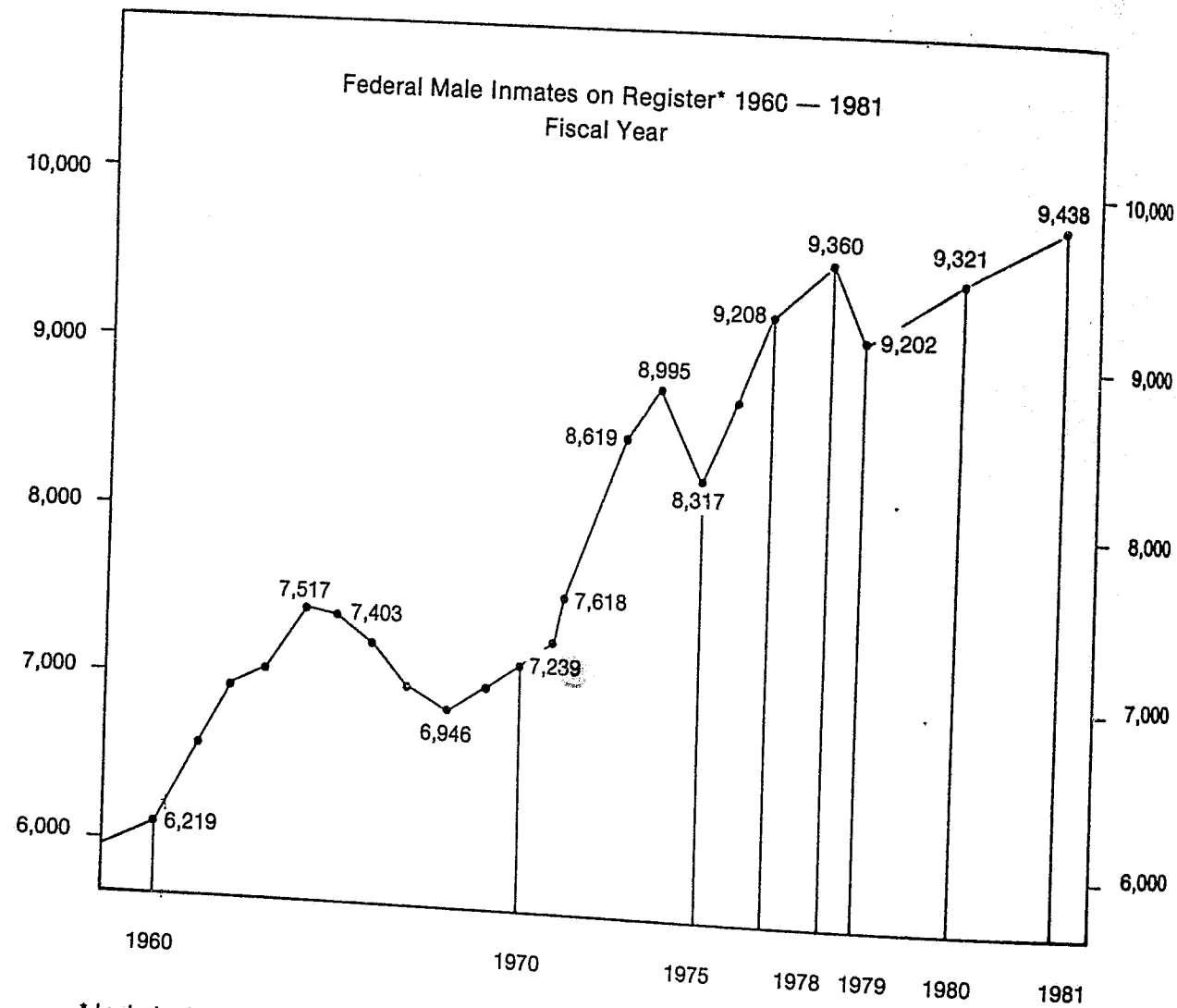
- Inmates on register
- Male inmates on register 1960-1981
- Federal inmates detained in provincial institutions
- Parole and Mandatory Supervision
- Temporary absences
- Deaths of inmates
- Inmates unlawfully at large
- Inmates serving life sentences
- Inmates between 20 and 30 years of age, and offences
- Inmates under 20 years of age, and offences
- CSC budgetary expenditures.

Male and Female Inmates on Register* March 31, 1980 and March 31, 1981

1980	Provincial	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada
Male	59	937	2,933	2,268	1,860	1,264	9,321
Female	63	1	1	137	5	1	208
Total	122	938	2,934	2,405	1,865	1,265	9,529
1981							
Male	64	938	3,080	2,184	1,921	1,251	9,438
Female	97	1	—	102	3	2	205
Total	161	939	3,080	2,286	1,924	1,253	9,643

* Includes inmates temporarily away from an institution, escaped inmates, and federal inmates held in provincial institutions. Not included are those held on temporary detention for parole suspension pending a parole decision.

Prepared by: Operational Information Service, CSC.



* Includes inmates temporarily away from an institution, escaped inmates, and federal inmates held in provincial institutions. Not included are those held on temporary detention for parole suspension pending a parole decision.

Federal Inmates Detained in Provincial Institutions
Authorized by Federal-Provincial Agreement*
March 31, 1981 Compared with March 31, 1980

	1981					1980	Canada
	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada	Canada
Male	11	21	—	27	5	64	64
Female	2	54	—	19	22	97	84
Total	13	75	—	46	27	161	148

* A contract between federal and provincial governments permits transfer of inmates between federal and provincial correctional institutions. When a federal inmate is transferred to a provincial institution, financial and administrative responsibility is retained by CSC.
Prepared by: Operational Information Service, CSC.

Male and Female Federal Inmates on Register*
Under Parole and Mandatory Supervision**
March 31, 1980 Compared with March 31, 1981

	1980		1981	
	On Register	Under Supervision	On Register	Under Supervision
	9,529	5,012	9,643	5,278
Total	14,541		14,921	

* Includes federal inmates detained in provincial institutions.
** Offenders on parole and mandatory supervision are *not* retained on the institution inmate register.
Prepared by: Operational Information Service, CSC.

Temporary Absences Granted to Male and Female Inmates
from Federal Penitentiaries*
March 31, 1981 Compared with March 31, 1980
1981 1980

	Atlantic	Quebec	Ontario	Prairies	Pacific	Canada	Canada
Escorted: completed	4,723	8,793	7,991	4,966	11,478	37,951	39,297
not completed**	3	15	9	6	11	44	67
Total TAs granted***	4,726	8,808	8,000	4,972	11,489	37,995	39,364
Unescorted: completed	354	2,263	1,545	1,901	953	7,016	7,238
not completed**	8	16	59	28	9	120	128
Total TAs granted***	362	2,279	1,604	1,929	962	7,136	7,366

* Inmates on temporary absence from an institution are retained on register; they return to the institution.

** Failure to return, including declared unlawfully at large; detained by police while on temporary absence; and temporary absence terminated by the National Parole Board.

*** Indicates number of temporary absences, not inmates granted TA's.

Prepared by: Operational Information Service, CSC.

Deaths of Inmates on Register
March 31, 1980 Compared with March 31, 1981

Deaths	1980	1981
Murder	13	8
Suicide	9	14
Natural Causes	9	13
Accidental	1	2
*Legal Intervention	3	2
Cause Unknown	—	3
Total	35	42

* Inmates shot by authorities while resisting arrest or committing an offence while on temporary absence or day parole or while attempting an escape.

Prepared by: Operational Information Service, CSC.

Male and Female Federal Inmates
Unlawfully at Large March 31, 1981*

	Male	Female
Still unlawfully at large April 1, 1980	173	11
Unlawfully at large March 31, 1981	358	8
Total March 31, 1981	531	19
Recaptured**	396	9
Total at large March 31, 1981	135	10
Total male and female	145	

* Includes escapes from maximum or medium-security institutions, walk-away from a minimum institution, escape from an escort while on temporary absence, and unlawfully at large from unescorted temporary absence. Offenders who fail to return from day parole are not included.

** Includes inmates returned to institutions, and in legal custody.

Prepared by: Operational Information Service, CSC.

Male and Female Federal Inmates Serving Life Sentences in Federal or Provincial* Institutions
as of March 31, 1980 and March 31, 1981

Offences	Provincial		Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	1980		1981		1980		1981		1980		1981		1980	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Murder	1	7	98	—	285	—	270	18	192	1	160	—	1,006	26
Att. Murder	—	—	—	—	7	—	7	—	—	—	3	—	18	—
Manslaughter	—	—	2	—	11	—	5	1	6	—	4	—	28	1
Rape	—	—	—	—	—	—	12	—	3	—	1	—	16	—
Kidnapping	—	—	—	—	1	—	—	—	2	—	—	—	3	—
Other Sex Off.	—	—	—	—	—	—	1	1	2	—	3	—	6	1
Wounding	—	—	—	—	—	—	1	—	1	—	—	—	2	—
Assault	—	—	—	—	—	—	—	—	—	—	—	—	12	—
Robbery	—	—	2	—	3	—	5	—	—	—	2	—	1	—
Offensive Weapons	—	—	—	—	—	—	—	—	—	—	—	—	1	—
Prison Breach	—	—	—	—	—	—	1	—	—	—	—	—	4	—
Break and Enter	—	—	—	—	2	—	1	—	1	—	—	—	2	—
Theft	—	—	1	—	—	—	—	—	—	—	—	—	1	—
Crim. Negligence	—	—	—	—	—	—	—	—	—	—	—	—	1	—
Other Crim. Code	—	—	—	—	—	—	—	—	—	—	—	—	2	—
Nar. Control Act	—	—	—	—	4	—	3	—	—	—	—	—	17	—
Total	1	7	103	—	316	—	306	20	209	1	163	—	1,118	28

* A contract between federal and provincial governments permits transfer of inmates between federal and provincial institutions. When a federal inmate is transferred to a provincial institution, financial and administrative responsibility is retained by CSC.

Prepared by: Operational Information Service, CSC.

Male and Female Federal Inmates Serving Life Sentences In Federal or Provincial* Institutions
as of March 31, 1980 and March 31, 1981

Offences	1980								1981																			
	Provincial		Atlantic		Quebec		Ontario		Prairies	Pacific		Canada		Provincial		Atlantic		Quebec		Ontario		Prairies	Pacific		Canada			
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F		
Murder	1	7	98	—	285	—	270	18	192	1	160	—	1,006	26	2	8	95	—	291	—	315	18	207	1	160	—	1,070	27
Att. Murder	—	—	—	—	7	—	7	—	1	—	3	—	18	—	—	—	1	—	9	—	8	—	2	—	3	—	23	—
Manslaughter	—	—	2	—	11	—	5	1	6	—	4	—	28	1	—	—	—	—	10	—	3	1	5	—	4	—	22	1
Rape	—	—	—	—	—	—	12	—	3	—	1	—	16	—	—	—	—	—	—	—	11	—	2	—	1	—	14	—
Other Sex Off.	—	—	—	—	1	—	—	—	2	—	—	—	3	—	—	—	—	—	1	—	1	—	1	—	—	—	3	—
Kidnapping	—	—	—	—	—	—	1	1	2	—	3	—	6	1	—	—	—	—	—	—	1	1	2	—	2	—	5	1
Wounding	—	—	—	—	—	—	1	—	1	—	—	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Assault	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	1	—	—	—	—	—	2	—
Robbery	—	—	2	—	3	—	5	—	—	—	2	—	12	—	—	—	—	—	3	—	3	—	3	—	2	—	15	—
Offensive Weapons	—	—	—	—	1	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—	1	—	—	—	—	—	1	—
Prison Breach	—	—	—	—	—	—	1	—	—	—	—	—	1	—	—	—	—	—	—	—	2	2	1	1	—	—	3	—
Break and Enter	—	—	—	—	2	—	1	—	1	—	—	—	4	—	—	—	—	—	1	—	1	—	2	—	—	4	—	
Theft	—	—	1	—	—	—	—	—	—	—	1	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
Crim. Negligence	—	—	—	—	1	—	—	—	—	—	—	—	1	—	—	—	—	—	1	—	—	—	—	—	—	—	1	—
Other Crim. Code	—	—	—	—	1	—	—	—	—	—	—	—	1	—	—	—	—	—	1	—	2	—	1	—	1	—	6	—
Nar. Control Act	—	—	—	—	4	—	3	—	1	—	9	—	17	—	—	—	—	—	2	—	3	—	1	—	9	—	15	—
Total	1	7	103	—	316	—	306	20	209	1	183	—	1,118	28	2	8	102	—	322	—	351	20	227	1	183	—	1,187	29

* A contract between federal and provincial governments permits transfer of inmates between federal and provincial institutions. When a federal inmate is transferred to a provincial institution, financial and administrative responsibility is retained by CSC.

Prepared by: Operational Information Service, CSC.

Male and Female Federal Inmates under 20 Years of Age in Provincial* and Federal Institutions
 Showing Offences as of March 31, 1980 Compared with March 31, 1981

Offences	1980								1981																			
	Provincial		Atlantic		Quebec		Ontario		Prairies		Pacific		Canada		Provincial		Atlantic		Quebec		Ontario		Prairies		Pacific		Canada	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
Murder	—	—	1	—	—	—	2	—	6	—	2	—	11	—	—	—	1	—	6	—	6	—	—	—	—	—	13	—
Att. Murder	—	—	—	—	—	—	2	—	2	—	—	—	4	—	—	1	—	—	1	—	1	—	—	—	—	—	4	1
Manslaughter	—	—	1	—	—	—	—	1	1	—	1	—	3	1	—	—	2	—	1	—	2	4	—	1	—	9	2	
Rape	—	—	2	—	—	—	—	—	3	—	2	—	7	—	—	—	2	—	1	—	1	2	—	—	—	14	—	
Other Sex Off.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—	3	—	—	2	—	6	—	
Kidnapping	—	—	—	—	—	—	1	—	2	—	—	—	3	—	—	—	2	—	—	—	—	—	—	—	—	—	2	—
Wounding	—	—	1	—	—	—	—	—	1	—	—	—	2	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Assault	—	—	1	—	—	—	—	—	1	—	1	—	3	—	—	—	1	—	1	—	—	—	—	1	—	3	—	
Robbery	1	—	23	—	24	—	14	—	22	—	3	—	87	—	2	1	23	—	54	—	21	1	46	—	6	—	152	2
Offensive Weapons	—	—	—	—	1	—	1	—	1	—	—	—	3	—	—	—	1	—	2	—	1	—	1	—	—	—	5	—
Prison Breach	—	—	3	—	—	—	1	—	—	—	—	—	4	—	—	—	—	—	—	—	—	1	—	—	—	—	1	—
Break and Enter	—	—	42	—	8	—	10	—	20	—	1	—	81	—	—	—	44	—	20	—	11	—	30	—	3	—	108	—
Theft	—	—	5	—	—	—	1	—	—	—	—	1	7	—	—	—	7	—	1	—	2	—	—	—	1	—	11	—
Poss. Stolen Goods	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	6	—	—	—	3	—	3	—	—	—	12	—
Fraud	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	2	—	—	—	1	—	2	—	—	—	5	—
Crim. Negligence	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Dang. Sex Off.	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Dang. Offenders	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Other Crim. Code	—	—	4	—	1	—	2	—	3	—	—	—	10	—	—	1	3	—	19	—	1	1	8	—	—	—	31	2
Narc. Control Act	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	1	—	—	—	—	—	—	—	—	—	1	1
Food and Drug Act	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	1	—	53	—	34	—	34	1	62	—	12	—	226	1	2	4	92	—	104	—	51	4	112	—	16	—	377	8

* A contract between federal and provincial governments permits transfer of inmates between federal and provincial institutions. When a federal inmate is transferred to a provincial institution, financial and administrative responsibility is retained by CSC.

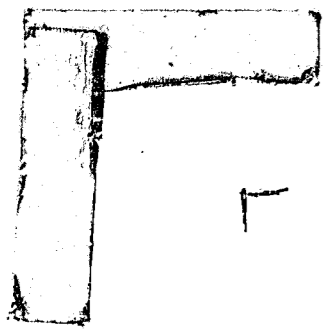
Prepared by: Operational Information Service, CSC.

CSC Budgetary Expenditures as of March 31, 1981, compared with March 31, 1980
(thousands of dollars) (thousands of dollars)

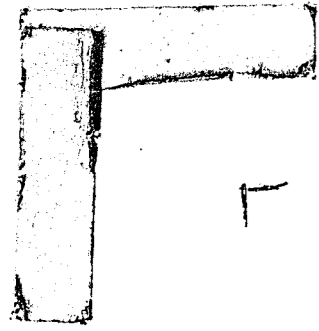
	1980-81			1979-80		
	Operating	Capital	Total	Operating	Capital	Total
Planning & Management	12,659	159	12,818	9,510	87	9,597
Inmate Custody	82,070	496	82,566	75,243	383	75,626
Inmate Education, Training, & Employment	42,551	2,405	44,956	25,029	1,906	26,935
Offender Case Management	87,873	675	88,548	79,191	667	79,858
Inmate Medical & Health Care	23,081	148	23,229	20,101	143	20,244
Technical Services	74,902	33,129	108,031	56,711	27,110	83,821
Administration	32,659	485	33,144	29,824	313	30,137
Total	355,795	37,497	393,292	295,609	30,609	326,218
Contributions to Employee Benefit Plans	27,893		27,893	21,880		21,880
Total	383,688	37,497	421,185*	317,489	30,609	348,098

* Based on Public Accounts submitted but no approved, by March 31, 1981. Includes federal offenders retained in provincial institutions and parole costs.

Prepared by: Finance CSC.



END



END