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#1984-37

MINISTRY FACTS

SOLICITOR GENERAL OF CANADA

BY

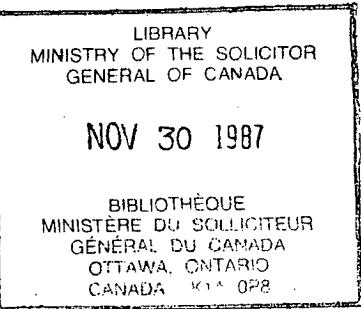
Solicitor General, STATISTICS DIVISION

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#1984-37

MINISTRY FACTS /  
SOLICITOR GENERAL OF CANADA /

BY

Canada, Ministry of the Solicitor General, STATISTICS DIVISION //

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## **Foreword**

This booklet describes the functions and activities of the federal Ministry of the Solicitor General: the Correctional Service of Canada, the National Parole Board, the Royal Canadian Mounted Police, and the Ministry Secretariat. Although the Ministry has sole responsibility for federal policing, corrections and parole, it is with other federal and provincial jurisdictions, part of the national criminal justice system. This Fact Book draws out the relationship between the Ministry and other components of the system, including its provincial and municipal counterparts, the increasingly active voluntary sector and the general public. The focus on resource allocation, workloads, facilities, services and specific programs should make the Ministry and its activities more accessible to the Canadian public.

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Foreword

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## Chapter 1 - THE MINISTRY OF THE SOLICITOR GENERAL OF CANADA

### \* The Ministry Environment

The Ministry is part of the Canadian Criminal Justice System which includes: other federal departments, attorneys general and correctional authorities in the provinces, the judiciary and the courts, the police at different jurisdictional levels, social agencies in the private sector, and, not least, Canadian communities.

### \* Crime and the Canadian Criminal Justice System

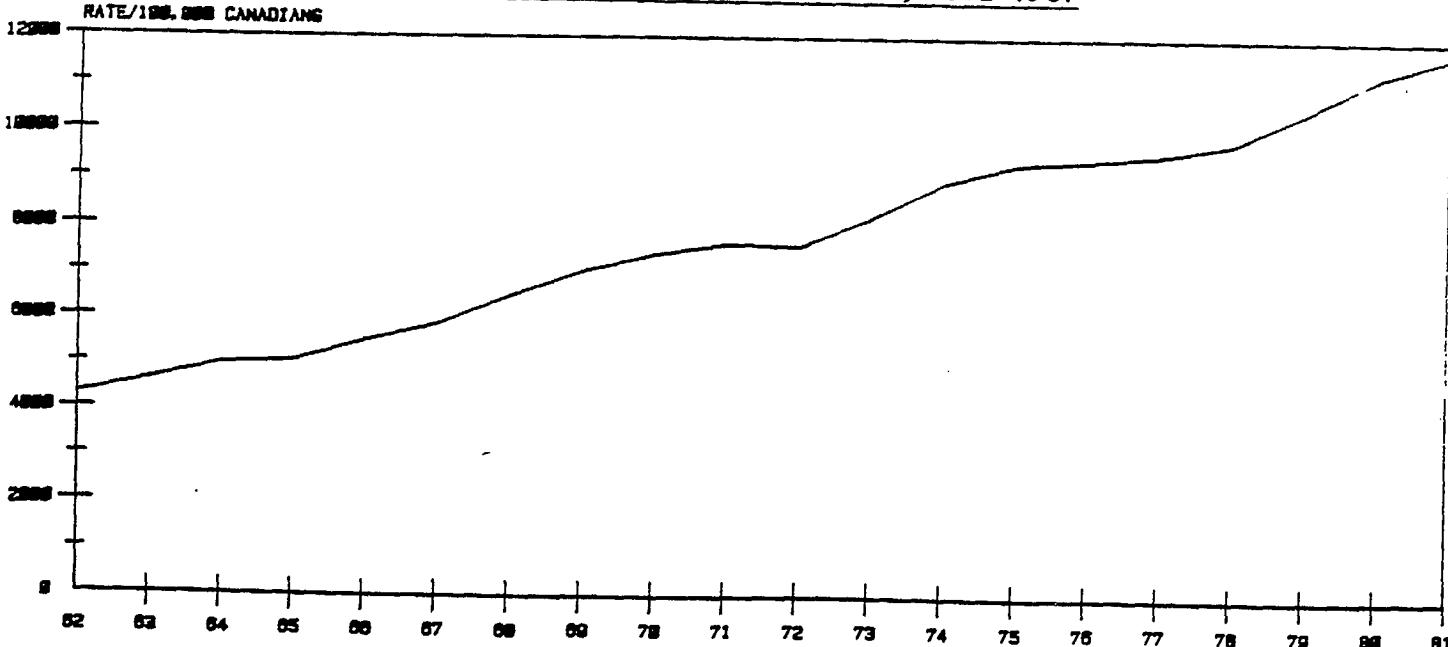
How much crime is there in Canada? Most experts in criminal justice statistics have treated with caution the last twenty years of UCR (Uniform Crime Reporting) data, which have shown a steadily increasing crime rate. There are unresolved questions about reporting and counting practices for example, which cast doubt on the reliability of this information. Although caution must be exercised when using the UCR data as the sole indicator of crime rates in Canada, these statistics have been the main source of national information on the extent of reported crime.

The statistics which follow in graphs 1 and 2 highlight offence rates over 1962 to 1981 (latest available) and compares violent crime which is the most feared, to property crime, which is the most common.

#### Crime Trends, 1962-1981

- Total offence rates almost tripled between 1962 and 1981, from 4,287.1 to 11,782.2 offences per 100,000 Canadians.

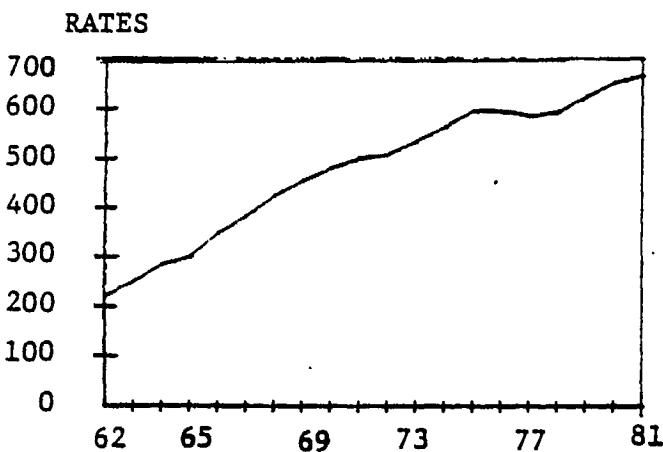
GRAPH 1 - ALL OFFENCES RATES PER 100,000 CANADIANS, 1962-1981



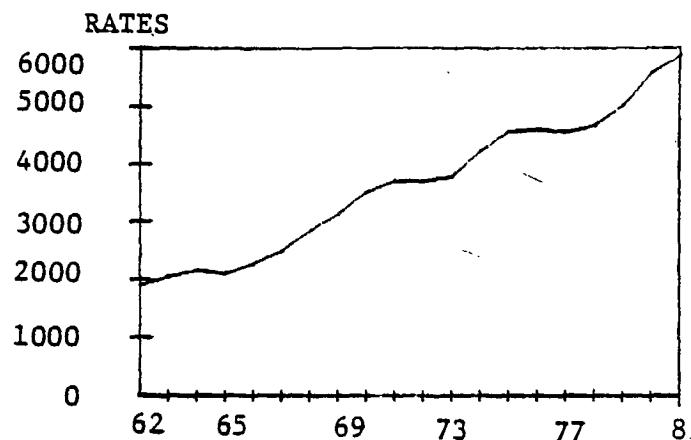
- In the 1962-1981 period, both violent<sup>(1)</sup> and property crime rates increased steadily. Violent crimes, however, remained a small proportion of the total (less than 7%), while property crimes were much more frequent (around 50% of the total).

GRAPH 2

**VIOLENT CRIMES - RATES PER  
100,000 CANADIANS, 1962-1981**



**PROPERTY CRIMES - RATES PER  
100,000 CANADIANS, 1962-1981**



Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

- (1) We are using the expression violent crimes because of conventional usage; however, this is something of a misnomer given that many so-called violent crimes result in no actual injury and many property crimes indeed involve violence even if directed only at property.

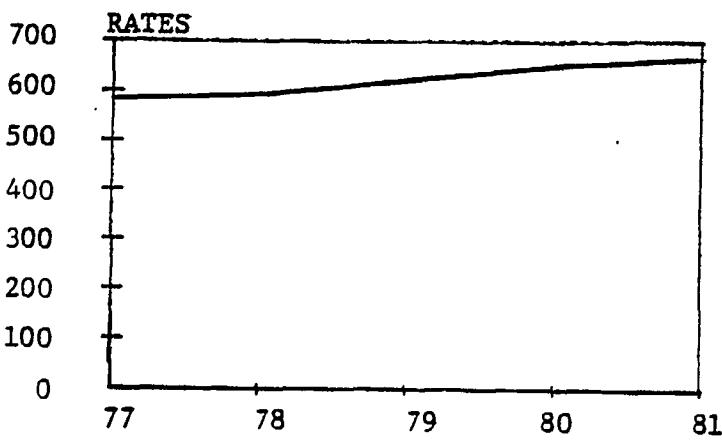
### In Recent Years

In Canada, over the 1977-81 period, offence rates per 100,000 population changed as follows:

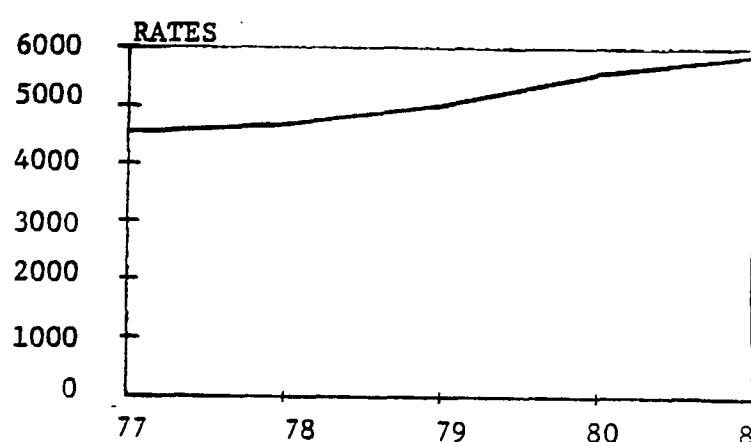
- total offence rates went up 22.3%.  
(Criminal Code, Federal and Provincial Statutes, and Municipal By-Law violations);
- the rates of Criminal Code offences increased 25.2%  
(violent, property, and other offences);
- the violent offence rates showed a 14% increase.  
(homicide, attempted murder, sexual assault,  
assault, and robbery); and
- the property offence rates showed a 29% increase.  
(break and enter, theft of motor-vehicle, theft,  
possession of stolen goods, and fraud).

### GRAPH 3

VIOLENT CRIMES - RATES PER  
100,000 CANADIANS, 1977-1981



PROPERTY CRIMES - RATES PER  
100,000 CANADIANS, 1977-1981



Source: Statistics Canada, Crime and Traffic Enforcement Statistics,  
Annual, Catalogue #85-205

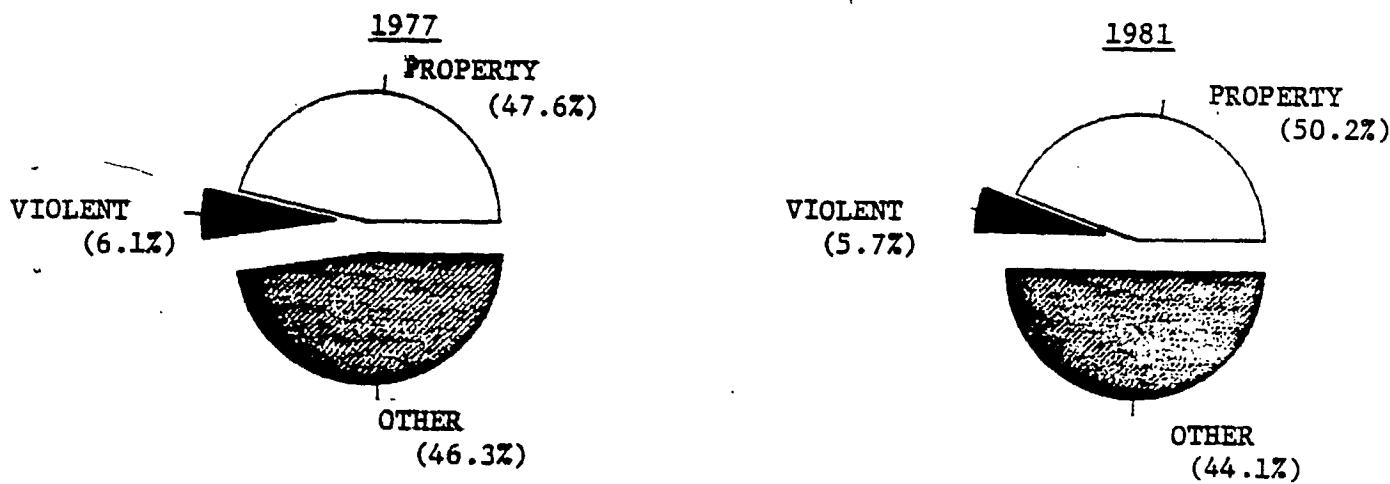
PROPERTY  
& VIOLENT  
CRIMES

Comparison Between 1977 And 1981

In both years, around 50% of all crime were property crimes, and violent crimes were about 6% of the total.

GRAPH 4

VIOLENT AND PROPERTY CRIMES AS A PERCENTAGE  
OF TOTAL CRIMES, CANADA, 1977 AND 1981

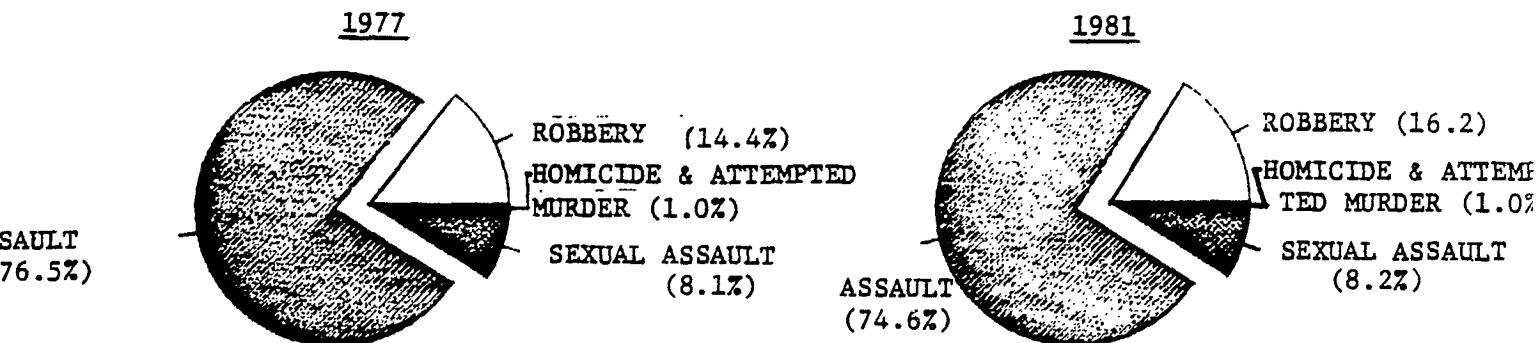


Source: Statistics Canada, Crime and Traffic Enforcement Statistics,  
Annual, Catalogue #85-205

In both 1981 and 1977 assault was the most frequent violent offence. (The assault category includes wounding, assault causing bodily harm, and assault on a police officer.)

GRAPH 5

PERCENTAGE DISTRIBUTION OF VIOLENT CRIMES, CANADA, 1977 AND 1981

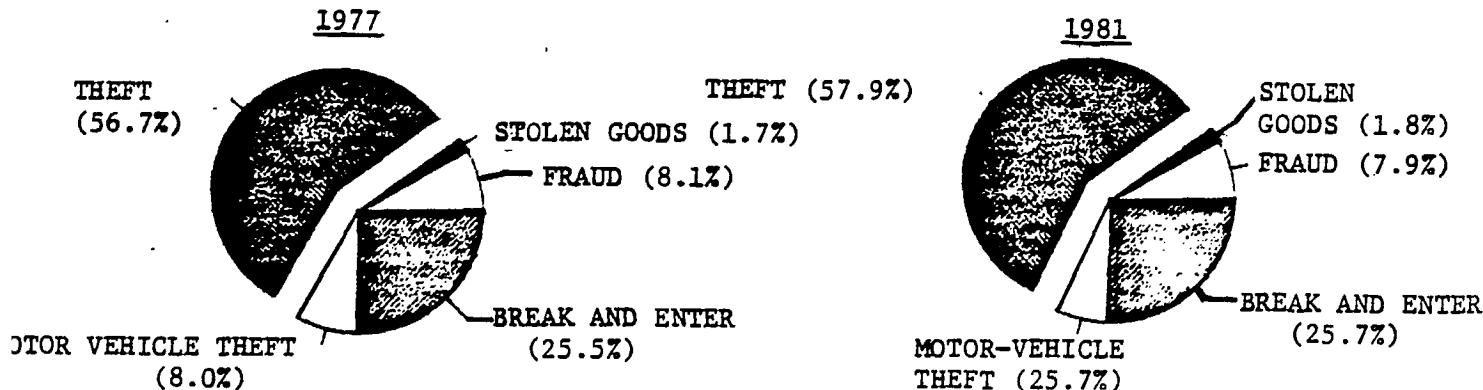


Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

In both 1981 and 1977, theft (over \$200, \$200 and under) was the most frequent property crime, followed by break and enter.

GRAPH 6

PRECENTAGE DISTRIBUTION OF PROPERTY CRIMES, CANADA, 1977 AND 1981



Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

PUBLIC  
PERCEPTIONS  
OF CRIME

The February 1982 Gallup National Survey (Canada) included questions on the views held by the public regarding the extent of crime in Canada. These views were then compared to police occurrence statistics. Most Canadians see serious crime as more of a problem than available statistics suggest.

- Canadians vastly overestimate the proportion of crime which involves violence. More specifically, almost three-quarters of the respondents said that at least 30% of all crimes committed in Canada involved violence, and many believed that the figure was much higher. Official statistics show that in 1981 for example, violent offences represented only 5.7% of the total reported to the police.
- Canadians think that murders increased in recent years; in fact, murders declined. Almost two-thirds of the respondents thought that murder had increased since capital punishment was abolished, but data on homicide and murder show a slight decrease both in numbers and rates since 1976.
- Canadians also think that offenders released on parole are more likely to commit crimes of violence soon after release than they actually do. Close to two-thirds of the respondents stated that at least 40% of the people released on parole commit violent crimes within three years of their release, and many believed that this proportion was much higher. The official figure is about 13%.

- Sources: (1) Doob, Anthony N. and Roberts, Julian V., Crime: Some Views of the Canadian Public, Centre of Criminology, University of Toronto, August 1982.
- (2) Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205.

## Crime - Canadian Urban Victimization Survey

The Canadian Urban Victimization Survey, conducted in 1982, provides information concerning the extent of reported and unreported crime during 1981, the impact of criminal victimization, public perceptions of crime and the criminal justice system, and several other important themes. The data were obtained through telephone interviews with over 60,000 adults, randomly selected, held in seven Canadian urban centres: Greater Vancouver, Edmonton, Winnipeg, Toronto, Montreal, Halifax-Dartmouth, and St. John's. Eight types of incidents were studied, grouped under two major headings: Personal Crimes (sexual assault, robbery, assault, and personal theft) and Household Crimes (break and enter, motor-vehicle theft, household theft, and vandalism). This survey was funded by the Ministry of the Solicitor General and conducted in cooperation with Statistics Canada.

### UNREPORTED INCIDENTS

The Canadian Urban Victimization Survey reveals that in the seven Canadian cities, more than half (58%) of the incidents described to interviewers were never brought to the attention of the police.

- The crime most likely to remain unreported was theft of personal property (71% unreported).
- The crime least likely to be unreported was completed theft of a motor vehicle (11% unreported).

The most common reasons why victims did not report to the police were:

- Victims thought that the offences were too minor. This was mentioned in 2/3 of the incidents in which no report was made.
- Victims believed that police could do nothing about it anyway (61%).
- Victims thought that it was too inconvenient to report the crime (24%).

AGE & SEX  
OF VICTIMS

Risk of victimization is closely tied to age and sex.

- Contrary to popular belief, the elderly are not more likely to be victimized than other age groups. Those under 25 are the most frequent victims of personal offences. As age increases, rates of victimization decrease for all crime categories.
- While it is no surprise that women are more likely than men to be victims of sexual assault, it is perhaps more surprising that one in eight victims of sexual assault was male. Women are also more likely than men to be victims of theft of personal property.
- Men are almost twice as likely as women to be victims of robbery or assault.

COSTS OF  
VICTIMIZATION

The costs of victimization are not only financial; however, financial losses are the most easily quantifiable. The Canadian Urban Victimization Survey provides financial loss data, using mean gross and mean net losses. The mean gross loss represents the average of total costs of all incidents, including those covered by insurance. The mean net loss, much lower, is the material costs to the victim after recovery through insurance or otherwise.

ECONOMIC LOSS - BY TYPE OF INCIDENT

- Mean gross loss was greatest for motor-vehicle thefts (\$3,512), followed by losses from break and enter (\$1,142) and robbery (\$576). Mean net losses for these same offences were \$459, \$655, and \$315 respectively, pointing to a high recovery in cases of motor-vehicle thefts.

ECONOMIC LOSS - BY SEX OF VICTIM

- Both male and female victims suffered material losses in 70% of the incidents against them. For males, the mean net loss was \$226 compared to \$216 for females.

ECONOMIC LOSS - FAMILY INCOME AND AGE OF VICTIM

- Elderly respondents had the lowest mean annual family income of any age group in the seven cities surveyed (\$12,611). For this age group, gross material losses represented 2.5% of family income, and net material losses represented 1.4%. For people in the other age groups (including teenagers living with their parents), mean family incomes were over \$20,000, and gross losses were no higher than 1.6% of that income; net losses were half that amount or less.

The actual dollar figure should not blind us to the suffering that financial loss can entail. Obviously, the financial impact of victimization falls most heavily on those with lower or fixed incomes. Lower income families are less likely to be able to recover their losses and, even if they do make some recovery, the waiting period is likely to produce significant hardship. Further, financial costs represent only one small measure of the impact of victimization. The physical and emotional costs are of even greater importance in many instances.

### PHYSICAL COSTS

Of the approximately 1,600,000 victimization incidents reported in the seven cities, fewer than 350,000 could be classified as involving personal contact with the offender. Nevertheless, these resulted in 50,500 nights in hospital and 405,700 days lost due to some form of incapacitation. About 10% of those who were victims of assault, robbery or sexual assault had to seek some form of medical or dental attention. While serious injury was relatively rare, again the costs of victimization fall more heavily on some than on others, for example, on those who have only basic medical coverage and of course on those who are physically frail and vulnerable.

We know that the victims of some offences are more likely than others to be seriously injured. Victims of sexual assault, in particular, were more likely to be injured and when injured were more likely to require medical attention. We know, too, that the costs of such offences run far deeper than the physical or financial.

Source: The Canadian Urban Victimization Survey, 1982.

### \* The Division of Responsibilities and Authority between the Federal Government and the Provinces

As specified in the Constitution, the Government of Canada administers correctional programs for offenders sentenced to two years or more, enforces federal legislation, and is responsible for Canadian criminal law.

The provincial governments administer jails, detention centres and correctional centres for the custody of persons sentenced to less than two years. They also have exclusive responsibility for offenders sentenced to probation. Deputy Ministers responsible for justice at the federal and provincial levels meet regularly to discuss matters of mutual concern, such as legislative changes, policy matters, program innovations, etc.

The development and acquisition of national justice statistics is a major endeavour where federal and provincial responsibilities are shared. The Justice Information Council, deputy ministers responsible for justice and the Chief Statistician of Canada, meet as required to set priorities and authorize program initiatives in this area.

### CRIMINAL JUSTICE COSTS

It is very difficult to ascertain how much governments spend on criminal justice. Some difficulties arise in compiling full cost data, because information must be gathered from all levels of government - federal, provincial and local - and from all components of the justice system.

In the past twenty years, the Canadian Criminal Justice System has undergone striking changes. The absolute level of spending for criminal justice services has risen dramatically. Relative increases, however, have remained small. Many of the costs discussed in this section reflect activities which are not directly related to crime. Much police work, for example, is devoted to various forms of social service. The data which follow provide our best approximations of how much is being spent for the full range of criminal justice services.

### FEDERAL, PROVINCIAL/TERRITORIAL, AND LOCAL SPENDING FOR CRIMINAL JUSTICE (Millions)

YEAR*	FEDERAL	PROVINCIAL	LOCAL	TOTAL
1961	80	105	108	293
1966	173	202	173	548
1971	309	407	350	1,066
1976	770	942	842	2,554
1979	1,031	1,168	1,095	3,294
1980	1,204	1,353	1,267	3,824

\* Federal and provincial/territorial expenditures are reported per fiscal year. Local spending is reported on a calendar year basis.

Source: Statistics Canada, Federal Government Finance, annual (Catalogue # 68-211); Provincial Government Finance, annual (Catalogue # 68-207); Local Government Finance - Actual, annual, (Catalogue # 68-204).

FEDERAL SPENDING FOR CRIMINAL JUSTICE  
(Millions)

YEAR*	COURTS	%	CORRECTIONS	%	POLICE	%
1961-62	8	10	23	29	49	61
1966-67	13	8	58	34	101	59
1971-72	29	9	81	26	199	64
1976-77**	75	10	225	29	470	61
1979-80	53	5	333	32	645	63
1980-81	70	6	401	33	733	61

\* Fiscal years

\*\* From 1977-78 onward, Statistics Canada has narrowed the definition of courts of law which resulted in a discontinuity for the series.

Source: Statistics Canada, Federal Government Finance, annual  
(Catalogue # 68-211)

• The Federal Ministry of the Solicitor General: Its Role

The Ministry of the Solicitor General is responsible for federal law enforcement, the custody of offenders incarcerated for two years or more, granting parole and supervising offenders released into the community. It also plays a central or leadership role in the development of national criminal justice policy on policing, corrections, young offenders, in finding innovative solutions to crime problems, and in informing the public on criminal justice issues.

• The Ministry Objectives and Major Components

The following represent the goals and direction of the Ministry of the Solicitor General:

1. the reduction and prevention of crime and the effects of crime in Canadian society;
2. the development of a more just and humane criminal justice system;

3. the promotion of a more rational and cost-effective criminal justice system;
4. the safeguarding of national security consistent with the accepted principles of a free and democratic society; and
5. the encouragement of public participation in the criminal justice system.

The Ministry of the Solicitor General is comprised of a Secretariat and three Agencies, all reporting to the Minister. The Agencies include the Correctional Service of Canada (CSC), the National Parole Board (NPB) and the Royal Canadian Mounted Police (RCMP).

• 1982-83 Resource Allocation

Personnel

In 1982-83, total Ministry authorized personnel numbered 31,526, an increase of 1.8% over the previous year.

RCMP	67%
CSC	31%
NPB	1%
Secretariat	1%

Expenditures

National expenditures (federal and provincial) are estimated at about \$4.5 billion. Ministry expenditures totalled \$1.3 billion, that is, over 85% of total federal criminal justice spending and about 30% of total criminal justice spending by all levels of government.

Within the Ministry, the resources were allocated as follows:

RCMP	55%
CSC	42%
Secretariat	1.6%
NPB	1.4%

## **Chapter 2 - WHAT DOES THE MINISTRY DO?**

### **The Correctional Service of Canada**

#### **Responsibilities**

Headed by the Commissioner of Corrections, the Correctional Service of Canada (CSC) is responsible for the custody and well-being of inmates, including health care, education, training, employment, counselling, and institution construction, renovation and maintenance programs. CSC also supervises parolees. In other words, CSC administers the sentences of the courts and the decisions of the National Parole Board affecting offenders sentenced to two years or more.

Headquarters in Ottawa has responsibility for overall planning and policy development. Five regional offices (Abbotsford, Saskatoon, Kingston, Montréal, and Moncton) administer the operations of the institutions and parole offices.

#### **1982-83 Resource Allocation**

##### **Personnel**

In 1982-83, CSC employed 9,958 people.

##### **DISTRIBUTION OF CSC PERSONNEL BY ACTIVITY**

Custody of Inmates	33%
Offender Case Management	28%
Technical Services	13%
Administration	11%
Inmate Education, Training & Employment	7%
Health Care	5%
Planning & Management	3%

Custody of Inmates means the security and custodial care of inmates, ensuring that international standards of humane treatment are met while risk to the public, staff, other inmates, and the offenders themselves is minimized.

Offender Case Management involves: the preparation, direction and counselling of inmates in anticipation of their reintegration into society; the supervision of inmates released on parole from both federal and provincial institutions; and the provision of rehabilitative assistance to parolees and inmates discharged from federal penitentiaries.

Technical Services includes: the provision of food, clothing and institutional services; the maintenance of accommodation and plant facilities; and the provision of engineering and architectural services.

Inmate Education, Training and Employment involves the promotion of work and training opportunities in industrial, vocational and scholastic programs designed to prepare inmates for useful positions in the community.

Health Care includes the provision of medical, dental, psychiatric and therapeutic treatment of inmates.

Planning and Management includes: headquarters, regional and institutional management; the development of policy and plans, and monitoring of performance; and the promotion of good communication and public awareness.

#### Expenditures

For 1982-83, expenditures were \$555.8 million, an increase of 11% over the previous year. Of the total, \$66.2 million (12%) were devoted to capital costs, \$8 million (1.4%) were allocated to private after-care services and \$1.2 million were for grants and contributions. Included are grants to John Howard and Elizabeth Fry Societies, Salvation Army, Prison Arts Foundation and the Association of Social and Rehabilitative Agencies, and contributions to the Canadian Association for the Prevention of Crime, Operation Springboard, among others.

#### DISTRIBUTION OF CSC EXPENDITURES BY ACTIVITY

<u>Technical Services</u>	28%
<u>Offender Case Management</u>	22%
<u>Custody of Inmates</u>	21%
<u>Inmate Education, Training &amp; Employment</u>	11%
<u>Administration</u>	9%
<u>Health Care</u>	6%
<u>Planning &amp; Management</u>	3%

• Facilities, Inmate Custody, Services

Number of federal correctional institutions

Maximum security	10
Medium security	15
Minimum security	12
Community Correctional Centres	19
Medical/regional psychiatric centres	3
Prison for women	1
	TOTAL      60

Number of inmates

In 1982-83, the average daily inmate population on-register increased by 8.9% to 10,638. This number includes those living in the community on community service orders, day parole, temporary absence, and those hospitalized or unlawfully at large. Of all inmates incarcerated in Canada, about 45% were housed in CSC institutions. For the first time in recent memory, CSC had to "double-bunk" inmates, that is, house two in one cell. On March 31, 1983, a total of 526 inmates were double-bunked in 13 institutions.

Distribution of inmates by length of sentence

As of December 31, 1982, the inmate population were serving sentences as follows:

Less than three years	26%
Three to six years	34%
Six to ten years	14%
Ten years or more	26%*

\* Included are 1,254 inmates serving life sentences for murder.

Number of persons admitted

In 1982, 5,681 persons were admitted to federal penitentiaries. Their sentences were as follows:

Less than three years	51%
Three to six years	34%
Six to ten years	8%
Ten years or more	7%

Average cost of maintaining one offender

There is no one correct estimate of costs of incarcerating offenders. Estimates vary depending on which types of costs are considered in the calculations, as well as on how inmates are counted. The following "costs" for 1980-81 all apply to the 'midnight count' (number of inmates actually housed in the institution). They differ from one another because of the types of expenditures included.

1. \$49,700 per inmate, based on total corrections costs, including those of maintaining parole services and the parole board,
2. \$43,700 per inmate, based on total corrections costs minus those estimated for parole,
3. \$33,000 per inmate, based solely on the operating costs at the institutional level - this method isolates the on-site expenditures but it excludes the national and regional headquarters, costs, and capital costs.

However calculated, the average cost of maintaining one inmate does not mean that it would cost that amount to house one additional offender. In view of the extremely high fixed costs of a correctional system (the cost of maintaining an institution regardless of the number of inmates housed), this incremental cost per inmate would be much lower (around \$5,000).

Sale of inmate products

In 1982, the sale of inmate manufactured products and farm products generated \$11.6 million, up 36% from the previous year.

Private family visits

As of April, 1983, there were eleven institutions participating in the private family visiting program which offers eligible inmates the opportunity to spend up to three days with their families in a home-like setting within an institution's walls. More institutions are expected to introduce private family visits.

Inmate transfer treaties

Canada has inmate transfer treaties with the U.S., Mexico, Peru, France, and Bolivia. Another agreement was signed recently between the governments of Canada and Thailand. In 1982, 7 inmates made use of these treaties.

## The National Parole Board

### Responsibilities

Headed by the Chairman, the National Parole Board (NPB) is responsible for granting parole to inmates of federal correctional institutions and inmates in provinces where no parole board exists. The Board also grants unescorted temporary absences for inmates of federal penitentiaries and recommends the exercise of the Royal Prerogative of Mercy and the granting of pardons. It imposes appropriate terms and conditions in respect of inmates released on parole or subject to mandatory supervision. Under specified conditions, it may revoke the release of any individual on parole or under mandatory supervision. Apart from its headquarters in Ottawa, the Board has five regional offices (Atlantic, Québec, Ontario, Prairies and Pacific).

The National Parole Board is comprised of 26 full time members appointed for a period of up to ten years. Several Temporary Members are appointed from time to time in each region to assist the Board in its duties. In addition, representatives in each of the five regions (Community Board Members) are designated to act as regular Board Members when release is being considered for inmates serving sentences of life imprisonment for murder or incarcerated for an indefinite period as dangerous offenders or habitual criminals.

### Types of Release

Full parole, for which inmates are considered after serving one-third of their sentence. This involves release in the community under specific conditions and supervision by the Parole Service of CSC. On average, paroled inmates have served 40% of their sentences in an institution before actual release by the NPB.

Mandatory supervision, under which inmates are released, by law, after two-thirds of their sentence is completed, assuming good conduct. The regulations are essentially the same as for parole.

Day Parole (DP) is granted for a specified period of time, usually six months and normally involves the return to the institution at night, and applies to inmates in minimum and sometimes medium security institutions. Length of sentence is the determining factor in eligibility for application to day parole.

Temporary absences (TAs), granted with or without CSC escort for up to three days, for medical, administrative, or humanitarian reasons. All inmates are eligible for an Escorted Temporary Absence any time after the commencement of their sentence. Generally, inmates are eligible for an Unescorted Temporary Absence after completing one-sixth of their sentence, at any time for emergency medical treatment. The requirements for granting unescorted temporary absences to those serving life or indeterminate sentences differ.

. 1982-83 Resource Allocation

Personnel

The number of N.P.B. authorized personnel for 1982-83 was 292, an increase of 3% over the previous year.

DISTRIBUTION OF NPB PERSONNEL BY ACTIVITY

<u>Conditional release</u>	71%
<u>Pardons</u>	17%
<u>Policy &amp; Corporate Management</u>	12%

Of total personnel, 53% were located in Headquarters supporting the work of the regions.

Expenditures

The NPB expenditures totalled \$12.3 million, an increase of 8% over 1981-82. Personnel costs accounted for 80%. The total \$12.3 million was spent as follows:

<u>Granting of conditional release</u>	62%
<u>Policy &amp; corporate management</u>	14%
<u>Pardons and clemency</u>	14%
<u>Other (including employee benefits)</u>	10%

. Supervision and Services

Proportion of offenders on parole, day parole, and mandatory supervision:

As of September 30, 1982, the average daily number of offenders on either form of release was 6,754. The percentage distribution by release type was as follows:

Parole	55%
Mandatory Supervision	25%
Day Parole	19%

Success Rate - parole, mandatory supervision, temporary absences

There are several ways of calculating success rates on parole and mandatory supervisions, depending on the length of time considered following the actual release. Based on a follow-up of federal offenders released from 1970 to 1979, and assuming that "success" means no violation of the release conditions and no conviction for a new offence, the percentages of inmates who successfully completed their supervision period are as follows:

successfully complete parole	65%
successfully complete sentence under m.s.	47%

For temporary absences, "successful completion" means that the inmates returned to the institutions at the specified time. Almost all (99.7%) of the 43,000 temporary absences granted in 1982 were completed successfully.

Clemency applications, 1982-83

Received by the Clemency division	10,233
Pardons granted	7,085
Pardons denied	89
Returned to applicant*	1,973

\* cases where the applicant did not meet the time criteria.

Pardons under the Royal Prerogative of Mercy

Granted	14
Denied	7
Under investigation	42

The Royal Canadian Mounted Police

Responsibilities

Headed by the Commissioner, the Royal Canadian Mounted Police (RCMP) is responsible for the enforcement of federal statutes including drugs, the provision of police services under provincial and municipal contracts, the provision of national police services, and the provision of internal security.

Under federal-provincial agreements, and aside from being Canada's federal police organization, the RCMP is involved in provincial and municipal law enforcement. It provides provincial police services to the Yukon and Northwest Territories, and to all provinces except Ontario and Québec. Under contract, the RCMP also provides municipal police services to 190 municipalities in the Atlantic, Prairie and Pacific regions. In this provincial and municipal capacity, the RCMP enforces the Criminal Code, Provincial Statutes, and certain Municipal By-Laws, as well as meeting federal enforcement requirements.

The RCMP is composed of the Security Service and 16 divisions. There are 13 operational divisions further organized into 48 subdivisions and 712 detachments. Headquarters operations are located in Ottawa and the Training School for recruits is located in Regina. The Ottawa division houses the Canadian Police College, the Musical Ride and the RCMP Band.

#### 1982-83 Resource Allocation

##### Personnel

In 1982-83, the RCMP had a total personnel strength of 20,981, approximately 30% of the total policing strength in Canada. In 1982-83, 295 men and 47 women graduated from basic recruit training at the RCMP Academy in Regina. There were also 103 male and 13 female special constable graduates, including 31 male and 13 female Native graduates.

#### DISTRIBUTION OF R.C.M.P. PERSONNEL

<u>Police Services under Contract</u>	48%
<u>Enforcement of Federal Statutes and Executive Orders</u>	31%
<u>Administration</u>	14%
<u>Canadian Police Services</u>	7%

Police Services Under Contract refers to the cost-shared policing arrangements for enforcement of the Criminal Code, Provincial Statutes, Territorial Ordinances, and Municipal By-Laws in all provinces (except Ontario and Québec), certain municipalities in these provinces, and the Yukon and Northwest Territories.

Enforcement of Federal Statutes and Executive Orders includes the prevention and detection of offences against such Federal Statutes as the Narcotic Control Act, Bankruptcy Act, Immigration Act and the Revenue Statutes. It also includes such activities as airport security, protecting visiting foreign dignitaries and maintaining internal security.

Administration includes the Commissioner's office and staff, central and divisional management, administrative support services and recruit and in-service training.

Canadian Police Services are services provided free by the RCMP to all Canadian police forces. CPS includes the operation of crime detection laboratories across Canada, the main Identification Branches, the Canadian Police Information Centre, the Canadian Police College in Ottawa and the registry records services.

#### Expenditures

For 1982-83, the RCMP expenditures totalled \$729 million, an increase of 12% over the previous year. Capital costs accounted for 11% and the remainder was allocated to operating expenditures:

<u>Police Services</u>	44%
<u>Enforcement of Federal Statutes and Executive Orders</u>	25%
<u>Administration</u>	13%
<u>Other (including employee benefits)</u>	11%
<u>Canadian Police Services</u>	7%

#### Investigations, Services, Programs

In 1982-83 there were 511,858 Criminal Code offences (excluding traffic) reported to and subsequently investigated by the RCMP. Also, within the RCMP there are special Branches that deal with specific areas of criminal activity. These include investigations in the following areas:

- Fraud - more than 10,000 cases involving about one hundred million dollars.
- Drugs - 26,749 cannabis, 1,812 cocaine and 438 heroin cases.
- Customs and Excise - 9,589 cases.
- Consumer and Business Bankruptcies - 393 cases.

Other Related R.C.M.P. Activities included:

#### Requests for Information

- 1,500 request for information were dealt with under the requirements of Access to Information legislation

Polygraph Examinations

- 1,176 lie detector examinations were conducted.

Surveillance

- authorizations granted to intercept 565 private communications.

Native Special Constable Program

In addition to its contract policing service, the RCMP operates a Native Special Constable Program in all provinces and territories except Ontario, Quebec, and New Brunswick. There are 172 trained Native personnel providing a prevention-oriented approach to police work on Indian reserves and in Native communities. The Native Special Constable program is expected to improve the quality and quantity of policing services provided to Native communities thus reducing the number of Natives coming into conflict with the law.

The Secretariat

Headed by the Deputy Solicitor General, the Secretariat provides overall policy direction to the programs of the Department, as well as advice and support to the Minister. The Deputy Solicitor General is Chairman of the Senior Policy Advisory Committee, which includes the Commissioner of the RCMP, the Commissioner of the CSC and the Chairman of the NPB. Although the Agencies report independently to the Solicitor General, the Ministry Secretariat performs duties related to them.

The Secretariat is divided into four functional areas: Criminal Justice and Corrections Policy, Police and Security Policy, Programs and Administration, and in addition Offices of the Special Advisor, Inquiries, and Special Advisor, Investigations. Through these the Secretariat coordinates and develops correctional and other criminal justice policy in cooperation with the other components of the criminal justice system; develops and documents positions on federal law enforcement, national security, and major policing issues; carries out demonstration and research projects designed to provide knowledge-based advice to the Minister and to agency officials; disseminates information on crime and the criminal justice system to professionals and the public; and finally, supplies advice and support on internal management.

The Secretariat is located in Ottawa, with the exception of five regional offices and their staff in Moncton (Atlantic Region), Montréal (Québec Region), Toronto (Ontario Region), Saskatoon (Prairie Region)

and Vancouver (Pacific Region). These regional offices contribute to the promotion of joint activities between the federal and provincial governments; facilitate communication among the various components of the criminal justice system; encourage a community-based approach to criminal justice issues; and, more generally, promote an awareness of and responsiveness to regional concerns and needs.

The Office of the Correctional Investigator, part of the Secretariat program for administrative purposes but functionally responsible directly to the Minister, investigates and reports on complaints made by inmates.

• 1982-83 Resource Allocation

Personnel

The Secretariat had 286 authorized personnel, up 10% from the previous year.

DISTRIBUTION OF SECRETARIAT PERSONNEL

<u>Research and Development Activities</u>	32%
<u>Communications &amp; Media Relations</u>	5%
<u>Policy Development - Criminal Justice</u>	
<u>&amp; Corrections</u>	12%
<u>Policy Development - Policing, Law</u>	
<u>Enforcement &amp; Security*</u>	15%
<u>Executive</u>	18%
<u>Administration</u>	18%

\* including the Security Intelligence Transitional Group.

Expenditures

Total Secretariat expenditures were \$21.5 million, down slightly from 1981-82. These funds were distributed as follows:

<u>Research and Development Activities</u>	32%
<u>Communications &amp; Media Relations</u>	6%
<u>Policy Development - Criminal Justice</u>	
<u>&amp; Corrections</u>	9%
<u>Policy Development - Policing, Law</u>	
<u>Enforcement &amp; Security*</u>	10%
<u>Executive</u>	10%
<u>Administration</u>	16%
<u>Other (including employee benefit plans)</u>	12%

\* including the Security Intelligence Transitional Group.

As part of its research and development activities, the Secretariat assisted in the development and evaluation of about 90 programs (excluding youth employment projects) cost-shared with provinces, municipalities and citizens groups across Canada which provide direct service to communities and victims of crime, and which produce information and innovative approaches to crime control and crime prevention.

• Issues in Criminal Justice

As part of its role in policy development and policy advice in support of the Solicitor General, the Deputy Solicitor General and the Ministry Agencies, the Secretariat reviews government policies, proposals and legislation; acts as liaison with other actors in the criminal justice field such as federal and provincial departments and agencies and private sector organizations; and conducts research and statistical studies on Ministry priorities and enduring issues in criminal justice.

The Secretariat also plays a co-ordinating role in the federal/provincial initiative to collect compatible national justice statistics to assure public accountability of the system, and to assist in policy development and effective and efficient management.

Finally, the Secretariat reviews international covenants and prepares position papers and participates in international conferences, most imminently the 7th United Nations Conference on Crime Prevention and the Treatment of Offenders, to be held in 1985.

Current Initiatives

Support to Victims of Crime

During 1982-83, the Secretariat played a leadership role in gathering information on the concerns of victims of crime, the social costs of crime, and public perceptions of crime and the criminal justice system. In cooperation with the Department of Justice and the provinces, it now supports 48 police and community-based victims services across the country, and continues to develop programs to improve services to victims of crime.

### Crime Prevention

The Ministry Secretariat in close collaboration with the R.C.M.P. worked with the provinces, local communities and the private sector in developing effective crime prevention programs. One hundred projects were developed across Canada, from well-established approaches such as Neighbourhood Watch and Operation Identification to innovative approaches to the prevention of family violence, vandalism, residential and commercial break and entry. The success of these activities led to the first national Crime Prevention Week from November 27 to December 3, 1983 and to Ministry of the Solicitor-General Awards.

### Youth Employment

For several years the Secretariat has been involved in the direction and management of a number of youth employment programs with a view to creating a positive relationship between Canada's young people and the criminal justice system. The program provides excellent opportunities for the various segments of the criminal justice system at the federal, provincial and municipal levels to provide challenging jobs to young people. The program employs students in community-oriented projects to related Ministry objectives in the areas of Natives, crime prevention, young offenders and victim assistance. In the summer 1982, the Ministry employed 1,033 young Canadians in about 200 criminal justice projects across Canada.

### Young Offenders

The Ministry sought to encourage understanding of the principles of the new Young Offenders Act and uniformity of its future application. Federal-provincial negotiations on new funding arrangements are underway, following studies of the financial and other resource implications of the Act. The Ministry supports a variety of crime prevention and community programs which focus on youth.

### Criminal Code Reform

Carried out jointly by the Department of Justice, the Law Reform Commission, and the Ministry of the Solicitor General, this Review is intended to clarify and simplify federal criminal legislation. In 1982-83, the Secretariat was primarily involved in the areas of police powers and post-sentencing procedures.

### Voluntary Organizations and Volunteers

During 1982-83, the Secretariat introduced programs to encourage and support citizen participation in the criminal justice system. Specific goals included upgrading the federal funding of voluntary organizations, and establishing a mechanism to develop policy guidelines for the relationship between the Ministry and the voluntary sector.

### Gun Control

A major three-year evaluation of the Gun Control legislation was completed and published in August 1983. Other activities included the preparation of technical amendments to legislation, the conduct of federal-provincial negotiations regarding the firearms control provisions of the Criminal Code, and the development of public education and awareness programs.

### • Issues in Corrections

The Secretariat analyses proposals concerning all aspects of correctional activities of significance to the Ministry, and provides advice, alternatives and recommendations to the Deputy Solicitor General and to the Minister. Research and development activities included investigations of prison violence, overcrowding, special offenders and sentence effectiveness.

### Current Initiatives

#### Release Policy

The Ministry Secretariat continually reviews, modifies and develops new policy on the incarceration and release of offenders. In the past year, the Ministry proposed legislation to tighten up the mandatory supervision program (Bill S-32). The new provisions would give inmates only one chance of release under mandatory supervision: an offender having violated his/her release conditions would not be eligible to a second release while serving the same term of imprisonment. The new bill would also authorize a court to prevent release in the first instance if able to document that a particular inmate were a "dangerous offender", as defined in the Criminal Code.

#### Women in Conflict with the Law

The Ministry is encouraging and will continue to pursue the improvement and expansion of services offered by the Canadian Association of Elizabeth Fry Societies including social programs for Native women; women with special problems including drug and alcohol

dependency and family abuse; women with special needs for employment training and job placement; and female offenders incarcerated in federal institutions.

• Issues in Law Enforcement

The Secretariat provides policy advice to the Solicitor General on the role, priorities, programs and operational activities of the R.C.M.P., including the Security Service. The Secretariat also develops policy on federal law enforcement, national policing issues, national security and contingency planning. Recent research and development activities included an investigation of enterprise crime and drug enforcement policy and practice.

Current Initiatives

Review of Federal Law Enforcement

During 1983, at Cabinet's direction, the Secretariat undertook a general review of federal law enforcement and the role of the RCMP within this context. This initiative will also clarify the responsibilities of the federal and provincial governments for the costs of enforcing federal laws and prosecuting offenders under federal statutes.

• Issues In Security

The Security component of the Secretariat is relatively new and is responsible for reviewing operational proposals referred to the Minister by the Security Services to ensure their conformity with the law and with Ministerial guidelines and standards.

Current Initiatives

New Security and Intelligence Agency

Following the report of the Commission of Inquiry into the RCMP (the McDonald Inquiry), the government decided that it would establish a civilian security intelligence service. In 1982-83, the Ministry Secretariat developed the policy reflected in the legislation (Bill C-157) creating this security agency. Extensive public discussion, particularly through the Special Committee of the Senate, led to a reformulation of the Bill tabled early in 1984.

. Issues in Public Information

As part of its leadership role in providing information to professionals and the public, the Secretariat disseminates research and statistics findings and program information through seminars, conferences, workshops, video presentations and publications. For example, workshops have been held on the topics of victims, crime prevention and young offenders. In addition, the Ministry publishes a number of series on crime, criminal justice and the Ministry (e.g. Liaison, Impact and Bulletins on the Canadian Urban Victimization Survey).

## Chapter 1 - THE MINISTRY OF THE SOLICITOR GENERAL OF CANADA

### • The Ministry Environment

The Ministry is part of the Canadian Criminal Justice System which includes: other federal departments, attorneys general and correctional authorities in the provinces, the judiciary and the courts, the police at different jurisdictional levels, social agencies in the private sector, and, not least, Canadian communities.

### • Crime and the Canadian Criminal Justice System

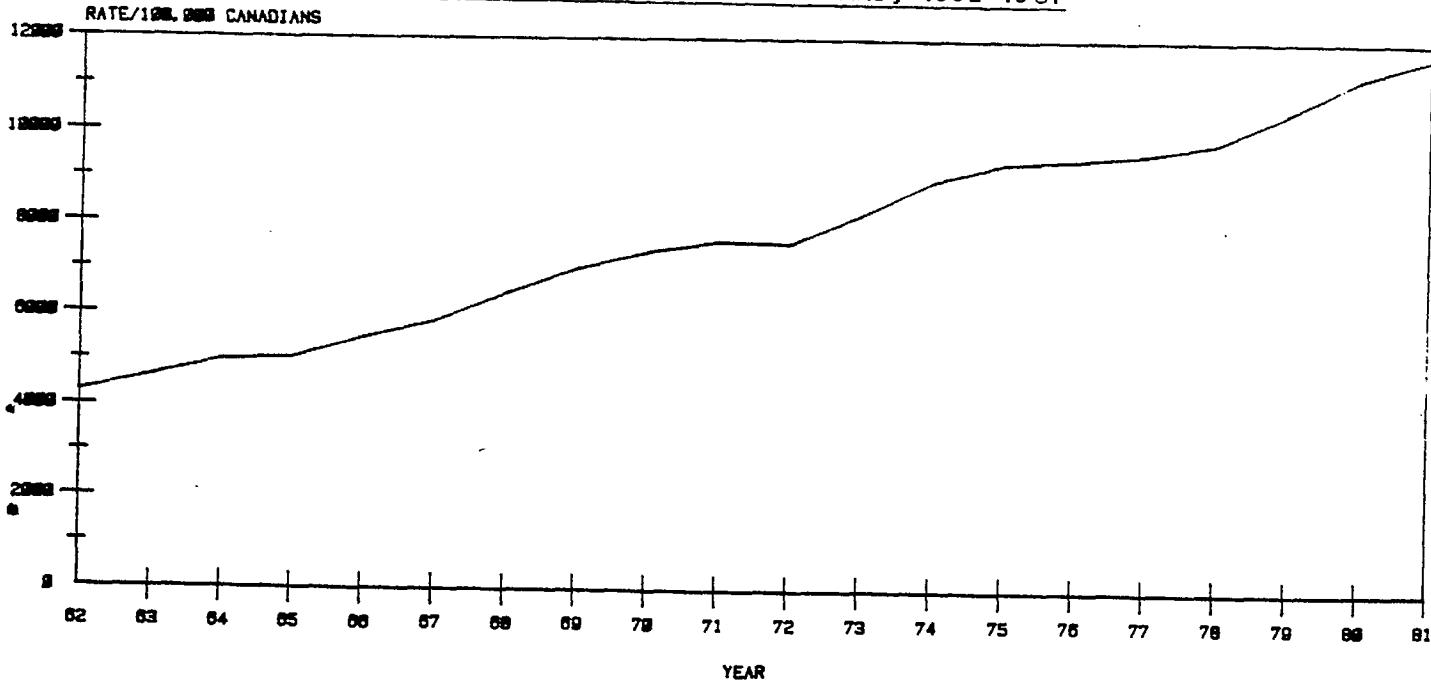
How much crime is there in Canada? Most experts in criminal justice statistics have treated with caution the last twenty years of UCR (Uniform Crime Reporting) data, which have shown a steadily increasing crime rate. There are unresolved questions about reporting and counting practices for example, which cast doubt on the reliability of this information. Although caution must be exercised when using the UCR data as the sole indicator of crime rates in Canada, these statistics have been the main source of national information on the extent of reported crime.

The statistics which follow in graphs 1 and 2 highlight offence rates over 1962 to 1981 (latest available) and compares violent crime which is the most feared, to property crime, which is the most common.

#### Crime Trends, 1962-1981

- Total offence rates almost tripled between 1962 and 1981, from 4,287.1 to 11,782.2 offences per 100,000 Canadians.

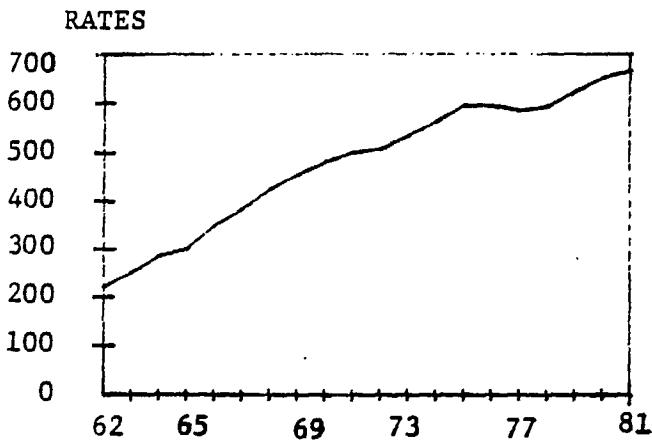
GRAPH 1 - ALL OFFENCES RATES PER 100,000 CANADIANS, 1962-1981



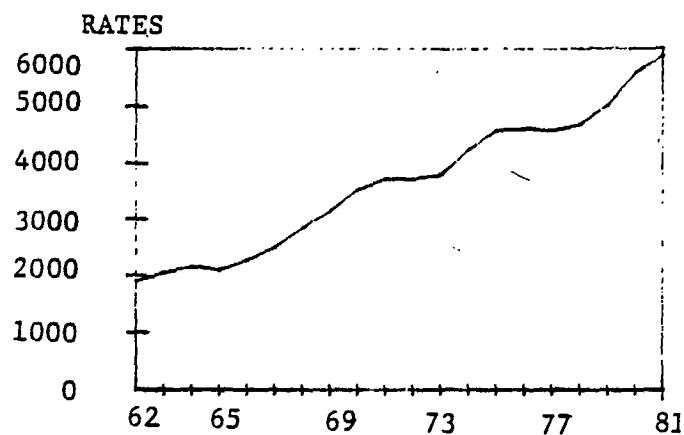
- In the 1962-1981 period, both violent<sup>(1)</sup> and property crime rates increased steadily. Violent crimes, however, remained a small proportion of the total (less than 7%), while property crimes were much more frequent (around 50% of the total).

GRAPH 2

VIOLENT CRIMES - RATES PER  
100,000 CANADIANS, 1962-1981



PROPERTY CRIMES - RATES PER  
100,000 CANADIANS, 1962-1981



Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

(1) We are using the expression violent crimes because of conventional usage; however, this is something of a misnomer given that many so-called violent crimes result in no actual injury and many property crimes indeed involve violence even if directed only at property.

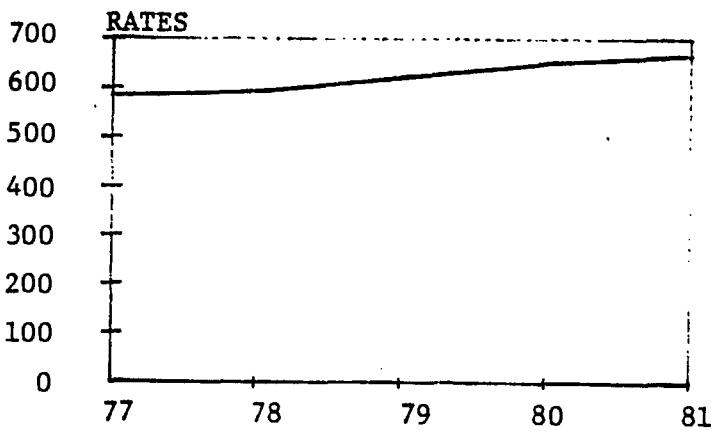
### In Recent Years

In Canada, over the 1977-81 period, offence rates per 100,000 population changed as follows:

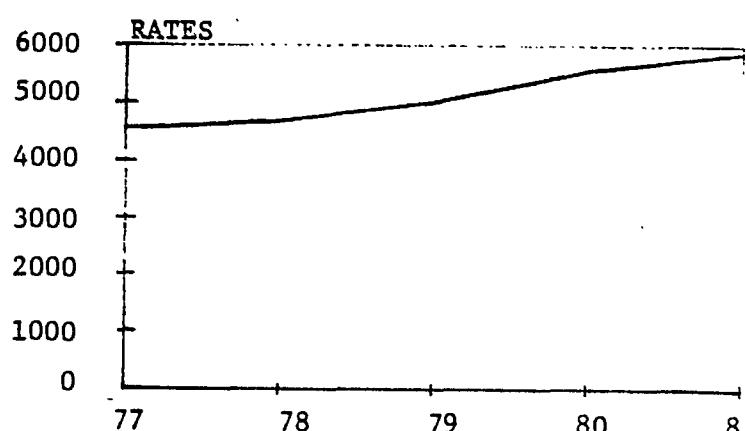
- total offence rates went up 22.3%.  
(Criminal Code, Federal and Provincial Statutes, and Municipal By-Law violations);
- the rates of Criminal Code offences increased 25.2%  
(violent, property, and other offences);
- the violent offence rates showed a 14% increase.  
(homicide, attempted murder, sexual assault, assault, and robbery); and
- the property offence rates showed a 29% increase.  
(break and enter, theft of motor-vehicle, theft, possession of stolen goods, and fraud).

### GRAPH 3

VIOLENT CRIMES - RATES PER  
100,000 CANADIANS, 1977-1981



PROPERTY CRIMES - RATES PER  
100,000 CANADIANS, 1977-1981



Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

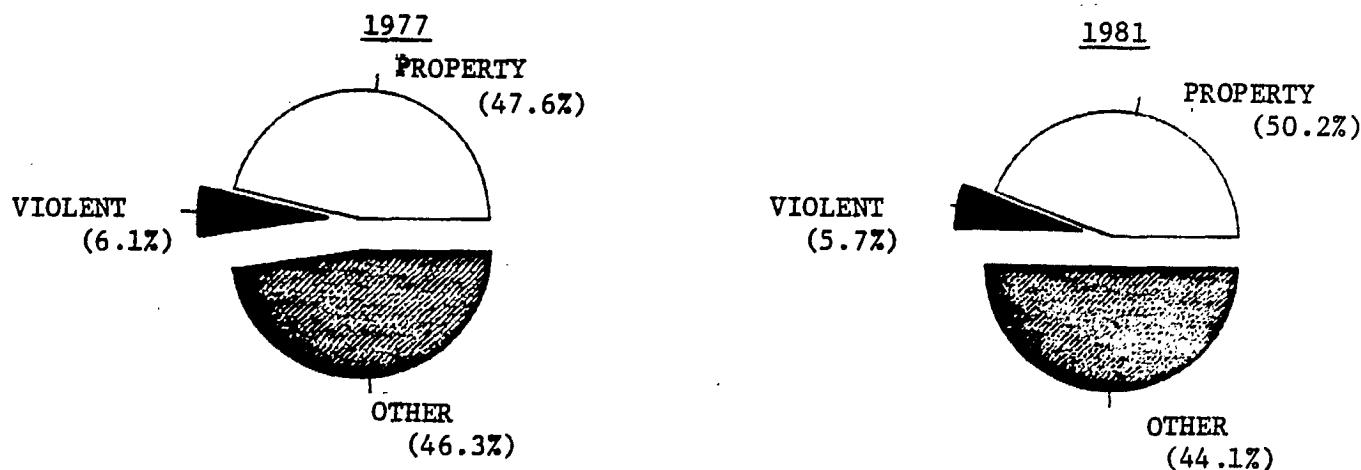
PROPERTY  
& VIOLENT  
CRIMES

Comparison Between 1977 And 1981

In both years, around 50% of all crime were property crimes, and violent crimes were about 6% of the total.

GRAPH 4

VIOLENT AND PROPERTY CRIMES AS A PERCENTAGE  
OF TOTAL CRIMES, CANADA, 1977 AND 1981



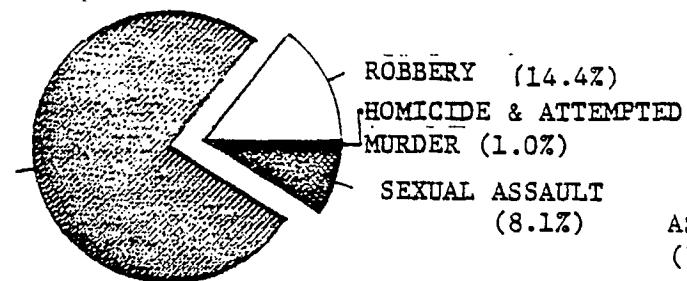
Source: Statistics Canada, Crime and Traffic Enforcement Statistics,  
Annual, Catalogue #85-205

In both 1981 and 1977 assault was the most frequent violent offence. (The assault category includes wounding, assault causing bodily harm, and assault on a police officer.)

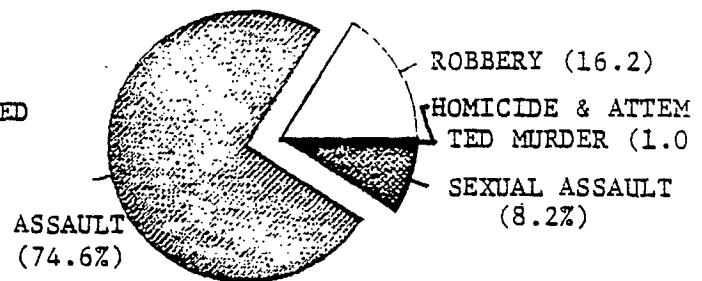
GRAPH 5

PERCENTAGE DISTRIBUTION OF VIOLENT CRIMES, CANADA, 1977 AND 1981

1977



1981



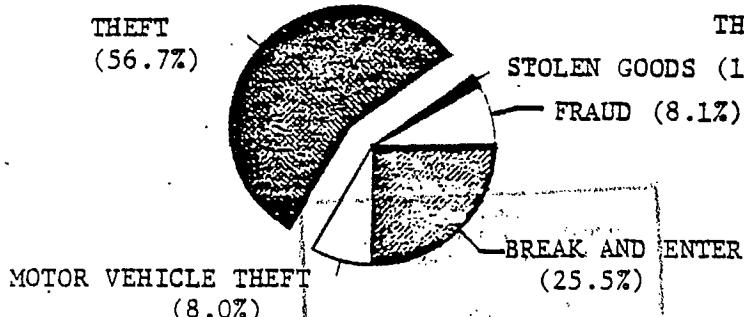
Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

In both 1981 and 1977, theft (over \$200, \$200 and under) was the most frequent property crime, followed by break and enter.

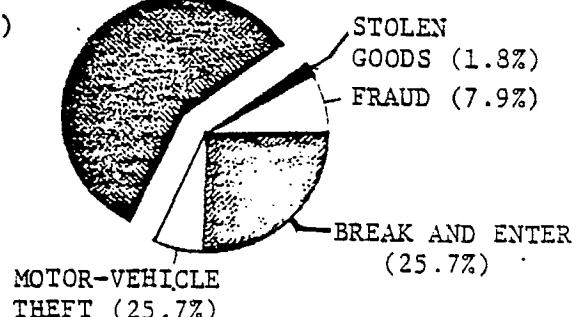
GRAPH 6

PRECENTAGE DISTRIBUTION OF PROPERTY CRIMES,  
CANADA, 1977 AND 1981

1977



1981



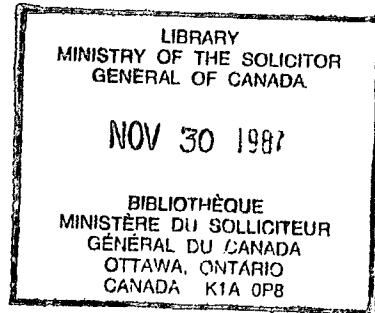
Source: Statistics Canada, Crime and Traffic Enforcement Statistics, Annual, Catalogue #85-205

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