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Government
of Canada

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du Canada

MEMORANDUM

NOTE DE SERVICE

TO : AU SOLICITEUR GENERAL

FROM : DU COMMISSAIRE DES PENITENCIERS

SUBJECT
OBJET

Rapport Swackhamer.

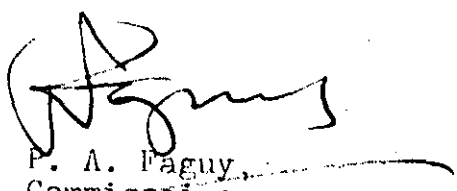
SECURITY - CLASSIFICATION - DE SÉCURITÉ	
OUR FILE - N/RÉFÉRENCE 185/12 (1)	JUL 20 9 41 AM '72 RECEIVED OFFICE OF THE SOLICITOR GENERAL
YOUR FILE - V/RÉFÉRENCE	
DATE le 18 août 1972.	

1. Ci-attaché mes commentaires sur le rapport Swackhamer, après revue et discussion avec les personnes concernées.
2. Tel qu'entendu, je fais parvenir ces commentaires à vos officiers afin qu'ils puissent étudier ces notes avant votre retour au début du mois d'août.
3. En page 16, lorsque je déclare que certaines recommandations ne sont pas complétées, c'est que généralement la politique a été décidée selon les critères recommandés par la Commission mais elles sont en voie d'application à travers le pays, donc ne sont pas complétées dans chaque institution. Par exemple, lorsque nous parlons de structure d'organisation, nous avons décidé de refaire la structure mais il nous reste à prendre quelque action avant que la réorganisation de chaque institution soit complétée.
4. Il me fera plaisir de discuter ces commentaires sur votre demande.

Annexe

PAF/MBB

c.c. Mr. D. Hogarth
Mr. D. Foley
Mr. D. Matas
Mr. E.A. Côté
Mr. B.C. Hofley


P. A. Paguy
Commissaire.

COMMENTS ON THE SWACKHAMER REPORT

I reviewed the report carefully in detail and sent my comments to those people within the Service who are concerned with the problems outlined, on a confidential basis. I have now received these comments and am in a position to review some statements made in the report and recommendations.

For practical purposes, I have divided my remarks in two parts:

1. Points of clarification;
2. Commission's recommendations.

POINTS OF CLARIFICATION

1. Allegations made against penitentiary officers (pages 114 to 128).

Senior officers against whom an adverse report was made were cross-examined extensively by counsel for the Commission but neither officers nor their counsels were present during the evidence given by inmate witnesses. These inmate witnesses called in respect to allegations concerning admission to Millhaven were not cross-examined by counsel for the Commission to any extent. Therefore, I am disappointed that the investigation for this most important part of the report was not done adequately, I believe, with full legal protection and done as normally as possible along judicial procedures for cross-examination.

In any case the Court has found these people not guilty.

In view of the above, the following action is recommended:

- (i) Mr. McKegney retired on the 8th of January, 1972 and died on the 11th of May, 1972;
- (ii) Mr. Bell should be admonished and transferred to another institution. Mr. Bell was proved efficient in the past in operating a minimum security institution for several years. The officers were found not guilty by the Court and, therefore, I would hesitate to take drastic action such as dismissal in this case;
- (iii) Mr. Clark. I do not believe there was any dereliction of duty on his part. I think he did everything he could under the circumstances existing on the days the inmates were received. I do not intend to take action against Mr. Clark.

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2. Lack of a riot plan (pages 69, 70)

Although the Commission states this was a serious omission, I am informed that there were and still are Standing Orders covering a riot plan. However, we have felt at Headquarters that there was a need to review carefully our guide-lines for riot plans and they have been issued to the field over a year ago, assigning responsibilities and issuing better delegation.

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3. Citizens Committee (page 90)

It was quite clear throughout the incident that the Citizens Committee was only an agent of the department. My comments in items 13, 14 and 15 will substantiate this.

4. Professor Morton (page 112)

I have no recollection that Professor Morton conducted some 200 inmates to the recreation hall. I remember clearly that I was asked if Professor Morton could go into the recreation hall to talk to some disturbed inmates, to which I readily agreed. This was done when penitentiary officers were supervising the hall.

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5. Regional Director's authority (page 31)

There was and is no doubt in our mind as to the authority of Regional Directors. The job description is quite clear and states that the Regional Director has a responsibility for "directing institutional heads" and "by directing and supervising the general operation of ten institutions" and "by identifying problems and providing direction to solve them". Such authority was also discussed at Regional Directors' conferences and, in fact, the Ontario Regional Director states that there were complaints about the great degree of authority of Regional Directors and his staff over the heads of various divisions in institutions. He further states that he had a meeting with all Directors as early as May, 1970 to discuss authority and jurisdiction. Mr. Jarvis, Warden at Kingston Penitentiary at the time of the Inquiry, was questioned briefly on this matter and he stated that there was no confusion in his mind and he cannot understand that any of his statements could lead the Commission to conclude there was confusion. [I do not understand how that statement can be made.]

evidence

6. Letter from Warden Jarvis to the Commissioner (page 43)

It is stated that there was no written reply to a letter from Mr. Jarvis under date of 24 November 1970. Again we cannot understand that such a statement could be made when:

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- (a) on receipt of this letter, Deputy Commissioner Stone phoned the Regional Director and asked him to discuss the problems outlined and requesting to remind the Warden that such matters should have been taken with the regional office;
- (b) on January 16, 1971 the Deputy Commissioner wrote to the Regional Directors with reference to this letter and the appointment of a Deputy Warden; *written*
- (c) Mr. Jarvis said he advised the Commission that the Regional Director had, in fact, discussed these letters with him and the alleged tension "on a number of occasions before he went on leave" and that the situation had abated to his satisfaction before he left; *see letter*
- (d) I also personally had enquired about the state of affairs on more than one occasion.

I do not like the inference unnecessarily made in the report that no or insufficient action had been taken. In fact, I am most concerned about the incompleteness of this apparent damaging evidence and I am most surprised that the Commission did not see fit to check further carefully and to state in the report that action was taken by senior management. Furthermore, I am concerned that if the accuracy of the statement was not checked carefully with those immediately concerned, the same can well apply to other statements made in the report and which could be inaccurate because of the lack of checking with responsible sources.

7. Directives and Instructions should be consolidated (page 33)

We are the first ones to agree there is a need to cancel, reduce, amend and simplify regulations, directives, instructions and orders. This review has been initiated some months ago and a Director of Organization and Administration has been appointed. The regulations have been reviewed, have been submitted to the Privy Council office, and should be ready for signature by the Minister shortly. This is a monumental task but a great deal has been done already. *states now approved*

8. Staff training including professionals (page 35)

It is agreed that staff training is essential and action has been taken some months ago to review the total program for all classes of employees with regard to induction training, recycling of older employees, training of trainers, training of the living unit concept, etc. *roughly about 300 men*

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9. Inmate counts (page 39)

It is true there were 8 counts in Kingston every day and these have been reduced to 3 formal counts at the change of shifts. There is no noon count and no interference with the inmate programs. Naturally informal counts without disrupting inmate activities are required of instructors.

*hand
written
escape
problem*

10. Time spent in cells (page 42)

There was an inordinate amount of time spent in the cells prior to the riot but this is no longer true. Inmates are now in their cells less than one hour at noon and then from 23.30 hours to 07.30 hours.

11. Staff should shout or yell to draw attention (page 60)

We are considering the issuance of a whistle to carry in officers' pockets. We know that a radio alarm system is used in the States but this may be relatively too expensive.

12. Grievances of inmates (page 85)

I have a clear recollection that we found it impossible for almost two days to obtain specific grievances against the Canadian Penitentiary Service. In fact, we invited grievances by asking what they might be.

13. Demands made by inmates through Mr. Martin (pages 90 to 92)

I was ready to agree to the requests made, except that no consideration could be given to an immunity. I discussed these requests with the Minister over the telephone and I suggested that we might consider agreeing to an individual investigation (which came to past) but both of us were quite emphatic and completely negative on the demand for immunity. I so stated quite clearly to Mr. Martin and my notes so indicate. Other requests were acceptable to me because they were only conditions of observation for the transfer of inmates (which also came to past) and they were not points of negotiation.

When meeting with the Citizens Committee, the Minister made it abundantly clear that there could be no negotiation whatsoever and that the Citizens Committee should only discuss ways and means to bring hostages and inmates out.

All through the incident no decision was ever made of any importance without full consultation with the Minister, so that all those present were all aware of the same events and the same decisions.

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14. Press release (page 102)

The press release proposed by the inmates through the Citizens Committee was not acceptable to the Minister but, after representation by the Commissioner, the Minister agreed to a modified one as shown in the report.

15. Setting of a deadline by the Minister (page 103)

It was important to the Minister that the situation within the penitentiary at Kingston be resolved and under control by noon on Monday, April 20. It is true that the Citizens Committee was not advised of what course of action was intended if a peaceful solution had not been achieved.

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in time
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16. Negotiations (page 104)

I remember advising the Regional Director to remind the Citizens Committee that they were not to negotiate in any way, shape or form but that they were to discuss only ways and means.

17. Classification staff below establishment (page 154)

Action has been taken over the past year or so not only to fill vacancies but to increase the ratio of classification officers to a reasonable level.

18. Lack of communications in Kingston (pages 156, 171 to 177 and others)

Evidently grievances were not listened to prior to the riot as we do now through inmate committees. I believe this is much improved.

19. Ratio of custodial staff (page 163)

The statement made that the ratio of custodial staff to inmates is three times that prevailing in the larger prisons in the United States can be very misleading. That statement can be very inaccurate and far from objective since one cannot compare the very large United States institutions to our penitentiaries. As we know, the larger the institution the easier it is to have a smaller ratio of staff to inmates. From my experience in the States and in other countries wherever a suitable program is being implemented,

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the total ratio of staff to inmates is similar to ours. As we enlarge our program of living units, the ratio of custodial staff as such will decrease to be replaced by living unit officers. Too many factors are involved here to make an adequate comparison.

COMMISSION'S RECOMMENDATIONS (*subsequent matters*)

1. Alteration of administrative structure to create an environment for rehabilitation (page 159)

Already steps have been taken to reorganize the administrative structure and to give the responsibility for inmate training program to an Assistant Director directly responsible to the Director. Furthermore, we have instituted a program under the living unit concept in six institutions and we plan to complete this program as quickly as possible in all other institutions within the next three to four years.

2. Custody to be essentially charged with the maintenance of security (page 160)

We go further than the Commission in assessing the responsibilities of the department of custody, which, we think, should be intermingled with the programs, being very conscious at all times of the importance of dynamic security as opposed to static and the need for prevention.

3. The Director of the penitentiary should undertake an active supervisory role with respect to inmate training (page 161)

We agree that the Director of the penitentiary should undertake an active supervisory role with respect to the department of inmate training. The new organizational structure calls for inmate training to come directly under the Director and for four Assistant Directors to become the Management Committee for the institution, so that there will be proper coordination and cooperation between all aspects of the Service.

4. Regular case conferences should be held (page 164)

It is agreed that regular case conferences should be held on each inmate, where staff can exchange information on specific cases. Already this has been done in many institutions but others have not moved as readily in this area.

Three major steps have been taken already:

- (a) a new inmate information system and file have been researched and are being tested, calling for a monthly review;

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- (b) the living unit concept now being implemented in six institutions calls for such conferences;
- (c) the increase in the ratio of classification officers also calls for more individual and knowledgeable treatment of inmates on the basis of case conferences.

5. Group counselling should be undertaken (page 164)

We agree that group counselling should be undertaken and it is being done already in some institutions as part of the total correctional program as a complement to individual counselling, which is also important.

6. Inmate Advisory Committee (page 165)

These committees are operating very well in most institutions and we hope to move from the grievance type to committees which will make positive suggestions on programs and other aspects of prison administration.

7. Allocation of classification staff (page 165)

The allocation of professional classification staff is important. Since we have increased the ratio, this can now be done on a planned basis.

8. Institutional staff to participate in programs (page 165)

We agree that institutional staff must be encouraged to participate regularly and actively in the daily routine of prison life. However, there are problems here of staffing requirements, overtime, shift schedule, etc. The living unit concept will help greatly in fulfilling this requirement. However, there will always be a need for guards for maximum security perimeters and control centres.

9. Wearing of uniforms (page 166)

Staff personnel within the interior of the prison should not be uniformed except for strictly custodial people. This matter has been under review for some time and the only reason for the delay is that we are awaiting authority from Treasury Board on compensation of \$200. for those not required to wear uniforms. The Treasury Board submission has been sent for the Minister's signature.

10. Staff training to be treatment oriented (page 107)

I believe every effort is being made right now to improve staff training not only in quantity but also with regard to

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the contents of the courses, so that all our personnel will be treatment oriented. The Minister is well aware of new training programs.

11. Refresher courses for all staff (page 168)

Plans have been made already for regular refresher courses for staff, based on the new treatment oriented programs and the need for some appreciation of human behaviour.

12. Staff meetings on a regular basis (page 168)

We have discussed for some time the need for staff meetings of all ranks, to be held on a regular basis at which full and frank discussion of the penitentiary program will be conducted and encouraged. The difficulty here again is the matter of arrangements of shifts and/or payment of overtime. However, the living unit concept will make this possible on a continuing basis.

13. Most junior staff to be able to rise to senior positions (page 169)

We agree that no limit, except demonstrable ability, should be imposed on the opportunity given to the most junior staff member to rise to senior positions of greater responsibility. With good sound training we believe that approximately 50% of correctional officers can qualify to perform duties of a newly expanded department of inmate training. New officers will be recruited with that in mind.

14. Classification to be much more directly related to the needs of the inmates (page 173)

It has been agreed for some time that classification must be much more directly related to the needs of the inmates rather than the security grading of the institution. I believe this is so at present but real improvements should be made in the new reception centres, with parole officers reviewing classification of inmates after court sentence and because it is now our policy. However, new institutions will be required in the Western region.

15. Improving the reception program (page 176)

Every effort is being made now to improve the reception program in the Ontario Region and for that matter in other regions, with approximately two weeks being given for review of cases of recidivists and up to six weeks for new cases. The first Director has just been appointed for the Ontario Reception Centre.

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16. Rules in institutions on certain characteristics (page 180)

We agree with the characteristics proposed for the general rules of the institution. I believe most institutions apply rules in this manner and the implementation of the living unit concept will help.

However, it is stated that archaic rules still exist in some institutions and this has been checked and brought up to date. I am thinking here, for instance, of rules for inmates placed on walls which were not amended for many years and were really not applicable today. Instructions were given months ago.

Also we have now made available in the library copies of Acts, Regulations and Directives through the institutional library.

17. Code of rules (page 186)

The code of rules appears in regulation 2.29 and there are only 15. One must remain practical to take care of day-to-day problems faced by staff from difficult and manipulating inmates. Naturally I agree that rules should be as close as possible "to accepted standards of conduct of the community at large". I would like to have the rights of inmates defined in regulations but one must be very cautious of all the implications, e.g., law suits by inmates.

18. Rules of conduct to be available to inmates (page 186)

Copies of the Canadian Penitentiary Act, Regulations and Directives are available to inmates in the libraries and to inmate committees.

In most institutions all necessary information is available to inmates but a check will be carried out to see how it is done in all institutions. It is doubtful, however, if it is possible or desirable to have in each cell, because of frequent amendments, "a precise and full summary of the opportunities and privileges available and the terms on which they are available".

19. A handbook for staff with standards applicable across the country (page 187)

I agree it is desirable to have such a handbook and there used to be one but, with all the many changes being made, it would be difficult to keep up to date. However, this will be reviewed carefully and reinstituted as soon as possible.

20. A code of punishment standards for relatively minor offences (page 187)

We think that our new code of discipline goes one better

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than the proposal, in that it clearly establishes that cases must be dealt on an individual basis, with opportunities given for warning and counselling.

21. Segregation of inmate within his own cell (page 198)

This would be possible in institutions where there are doors on the cells but not so practical when there are only bars. The segregation of inmate within his own cell is done in some institutions already. However, a recent incident in Millhaven involving some 13 inmates showed that this is not always desirable. I do not like dissociation cells, but they are a necessary evil.

22. No corporal punishment (page 198)

It is well known that we do not allow corporal punishment in any of our penitentiaries.

23. Restricted diet and hard bed without a mattress to be discontinued (page 198)

The hard bed is no longer in effect. We think restricted diet can be a useful yet mild form of punishment.

24. Change of work or downgrading in pay not to be imposed unless connected directly with inmate's work (page 199)

This type of punishment is rarely given but instructions will be issued after consultation with the field staff.

25. Principal Keeper to apply punishments of admonishment, reprimand and forfeiture of privileges for one day only (page 200)

We have no objection to this proposal. Already a supervisor can award minor punishments.

26. A hearing to determine whether offence was committed (page 200)

This is already possible now.

27. Forfeiture of privileges by keeper not more than once a week for the same inmate (page 201)

This is already the general practice.

28. Correctional officers to use own discretion (page 208)

Already the new code of discipline for inmates states that correctional officers can use their own discretion in determining an offence, with the presentation of a formal

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complaint and the utilization of the inmate disciplinary board used only as a last resort.

29. No written report against inmates without consent of a senior keeper (page 209)

This is already foreseen in the guide-lines to discipline.

30. Chairman of disciplinary board to continue to refuse complaint if appropriate (page 209)

This is already being done.

31. Inmate to be notified in writing at least one clear day in advance (page 209)

This is already done, except that we do not specify one clear day.

32. No inmate to be dissociated unless he is in continuing physical danger or it is justified pending trial (page 210)

This is already the policy and we are checking the actual application in some institutions where there seems to be too many inmates in dissociation. National Headquarters representatives have visited these institutions and reports indicate that we can make a reduction in the number of inmates in dissociation.

33. Dissociated inmate awaiting trial to appear in front of board next business day (page 210)

This is normally done.

34. All evidence to be transcribed during hearing (page 210)

To have all evidence transcribed would be difficult and time consuming. We are advised by the Legal Division that this is not necessary and I would hope we do not have to institute such a procedure. a
by

35. Cross-examination by inmates (page 212)

Rules now allow for cross-examination but I am informed that some Directors will insist this be done through the Chairman of the board. This is being corrected.

36. Inmate to be advised of his right (page 212)

The present procedure makes this quite clear. However, if all inmates were allowed to call any witness, one can easily

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imagine pressure being applied within the institution and on witnesses, whether existent or not. There has to be some limit, some control and some caution.

37. Establishment of a regional appeal board for inmates (page 215)

No objection to a regional appeal board for cases of loss of any statutory right or for punitive dissociation in excess of five days. Again, I am surprised that the Commission mentioned corporal punishment, which does not exist in penitentiaries.

38. Provision of a transcript during appeals (page 217)

To provide a transcript of the proceedings is very time consuming, expensive and is not essential. The Legal Division says it is not necessary and I do not intend to institute such a procedure.

39. Inmate to appear in person during appeal (page 217)

If there is an appeal, naturally the inmate will be allowed to appear in person.

40. Composition of a regional appeal board (page 217)

I do not agree that one member of the appeal board should be a judge or lawyer, as this would not be too practical if we are to hear cases promptly. I would propose, however, that at least one member of the board be from the regional office, e.g., Coordinator of Programs. I intend to check the experience on appeal boards and correctional services in other countries and to see how practical and successful they have been with the composition of such boards.

41. Powers of the appeal board (page 217)

I agree with the powers proposed for the appeal board as follows:

- (a) to quash the conviction;
- (b) to affirm the conviction but amend or increase the punishment;
- (c) to dismiss the appeal.

42. Inmates to be encouraged to decorate cells (page 228)

A great deal of individuality has been permitted in decorating cells in many institutions, but not in all of them.

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It has created, at times, fire hazards and security problems. However, we will endeavour to improve this situation, keeping in mind the two important factors of safety and security.

43. Time spent in cells to be reduced to a minimum (page 228)

This is done in most cases through programs of activities and recreation, including the evening hours, library, group discussions, meetings of societies, e.g., A.A.'s, Native Brotherhood, etc. Generally, I think we have gone as far as we can.

44. Choice of hobbies to be enlarged (page 229)

The choice of hobbies has been enlarged in the last year. Our review of recreational programs now under way should help with specific recommendations and instructions to institutions. Again one must keep in mind the limitation because of toxicity, fire hazards, smell, security, etc. Also we are endeavouring to find better qualified social and education supervisors.

45. Assignment of tools and materials on discharge (page 229)

There is a danger of coordination when making "gifts" but this assignment of tools could be handled through the Hobby Officer or such tools be given to the Hobby Officer for re-allocation where needed. A check will be made with the field on the implications of such a proposal.

46. Inmates to use own clothing when going on temporary absence (page 230)

This is done in many institutions where temporary absences are given. We will check to see if there are any problems in any institutions with regard to implementing this recommendation completely. I think it is desirable that an inmate should use his own clothing received from his family or friends when visiting in the community. This means a saving for the Service and a more suitable and acceptable way of dressing for the inmates.

47. Option to use evening hours (page 230)

No objection. Most institutions offer numerous opportunities during evening hours. However, there must be some control on the movement of inmates from one area to another. We agree that recreation is most important.

48. Recreation period to be greatly expanded (page 231)

I think we have stretched as far as facilities will permit. We have a study going on to improve recreation, which, I hope, will give us better direction for the future.

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49. Inmates to organize and to participate in recreational activities (page 232)

Opportunity is provided to inmates to organize and to participate, on a voluntary basis, in group counselling, music lessons, rehearsals, sports, etc. It may vary from different institutions and we will make a review to make sure it is done as completely as possible.

50. Organize a physical recreation program as extensive as possible and all embracing (page 237)

Inmates themselves are permitted to organize and supervise the administration of the sports programs in most institutions and they will be encouraged to do so.

51. Inmates themselves to organize and supervise sports (page 237)

This is done generally, except that I am told Kingston Penitentiary was an exception. We believe we have to provide even better but indirect leadership than we have provided so far in some cases.

52. Skilled assistance to an inmate oriented recreational program (page 238)

Agree. A study now under way will show how we can improve. If necessary, more staff will be allocated if the study so indicates.

53. Variety of physical recreation to be increased (page 241)

Again it is agreed and the current study will show in which areas this should be done.

54. Two-way communications (page 245)

In order to ensure a two-way communication re treatment and problems, it is recommended that committees be composed of equal numbers of senior representatives of the staff and inmate representatives elected by the inmate population, with real authority given to the inmates in some areas, such as recreation, community programs, academic programs and library and hobbycraft.

This is a very important aspect of our program where we see a need for improvement. However, we should move gradually into this type of participative management committee which, to my knowledge, has not worked well in many places. I would rather support strongly an inmate committee meeting with the

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management committee and together reviewing suggestions for improvements and delegating, whenever possible, to an inmate committee the responsibility to organize and administer certain activities. I believe this would meet the intent of the recommendation without, however, creating a situation which we may not be yet ready to cope with, either on a staff side or inmate side.

A great deal has been done to improve communications with and participation of inmates through inmate committees and group discussions. I feel that we are going as fast as we should while keeping in mind the need to increase more and more the actual participation of inmates, either directly or indirectly, in the decision-making process.

55. Visitors' committee (page 250)

I believe that visitors' committees are inevitable, in the long run. However, I must admit that I would prefer making greater progress within our institutions before suggesting the appointment of a five member visitors' committee as proposed. We have, in many of our institutions, citizens' committees but, unfortunately, we have the Director as Chairman. Instructions that the Director should only serve as an advisory member and that a reputable citizen should sit as Chairman are being issued. I would like here to know of experience of other countries in the use of visitors' committees, including the entitlement to visit the penitentiary and meet with inmates or staff in privacy, to visit at least once a month for at least one day, and to hear complaints. *in order*

We already have in existence citizen participation committees but they cannot be considered as being participative management committees. We are not ready for this as yet. Furthermore, our directives regarding citizen advisory committees have been under review and will improve and clarify our instructions. *in order*

CONCLUSIONS

I find the Swackhamer report rather disappointing after 5,000 pages of transcript, 23 volumes, 100 exhibits and 12 months of research. I feel that the Commission has gone beyond the terms of reference, which called for reporting "upon the immediate cause or causes of the disturbance".

There was no summary listing of all recommendations, but our own review identified 55 distinct recommendations, as the comments above will show. I hope none were missed.

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The staff and senior officers who appeared in front of the Commission complained that they felt under real pressure and they felt that if they denied a point strongly enough the matter was dropped very quickly. Certainly some statements are inaccurate or, at least, not researched well enough.

Most of the recommendations made are "taken out of our own book". Most are already in being or were, long before the report was ever received.

However, I am not suggesting that everything was right in Kingston Penitentiary before the riot. Quite the contrary, but nevertheless I think accuracy for such a Commission is most important. When one sees inaccuracy one tends to begin to question other statements made in the report.

I believe serious thoughts would have to be given before considering appointing such another Commission in the future, although I am the first to agree that it was a right and necessary decision at the time. In fact, this is what I was ready to agree to in my first discussion with Mr. Martin of the citizens' committee.

The total cost for the Commission was \$110,493.00 distributed as follows:

(i) fees	\$60,903.00
(ii) travel	14,246.00
(iii) secretariat, transcript, etc.	35,343.00.

The 55 separate recommendations are assessed as follows:

1. 19 have already been policy for some time and are fully implemented;
2. 27 have already been policy for some time and are being implemented in all institutions;
3. 2 are acceptable in part only, but are policy already;
4. 4 are acceptable but implications are being assessed;
5. 3 are not desirable.

The attached appendix identifies the recommendation numbers for each category shown above.

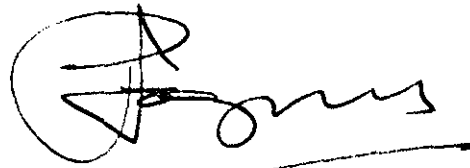
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RECOMMENDATIONS

In the light of the above, I recommend:

1. that the report not be made public;
2. that a press release be prepared:
 - (a) outlining the highlights of the report: and
 - (b) commenting on the applicability of the 55 recommendations.

A handwritten signature in black ink, appearing to read 'P. A. Faguy', written over a horizontal line.

P. A. Faguy
Commissioner.

APPENDIX

IDENTIFICATION OF RECOMMENDATIONS BY CATEGORIES

1. Have already been policy for some time and are fully implemented (19)
2, 6, 7, 9, 13, 20, 21, 22, 25, 26, 27, 28, 29, 30, 31, 33,
36, 43, 47.
2. Have already been policy for some time and are being implemented in all institutions (27)
1, 3, 4, 5, 8, 10, 11, 12, 14, 15, 16, 17, 18, 19, 24, 32, 35,
42, 44, 45, 46, 48, 49, 50, 51, 52, 53.
3. Are acceptable in part only but are policy already (2)
23, 54.
4. Are acceptable but implications are being assessed (4)
37, 39, 40, 41.
5. Are not desirable (3)
34, 38, 55.