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Solicitor General  
Canada

Solliciteur général  
Canada

Ministry Secretariat  
National Parole Board  
Canadian Penitentiary Service  
Royal Canadian Mounted Police

# ANNUAL REPORT

1972-1973

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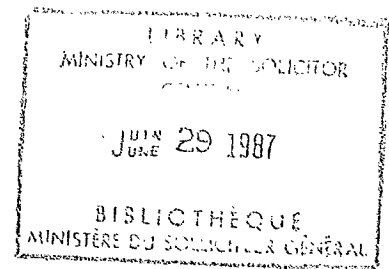
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SOLICITOR GENERAL



SOLLICITEUR GÉNÉRAL



To His Excellency the Right Honourable Jules Léger, C.C.,  
Governor General of Canada.

May it please your Excellency:

I have the honour to submit to Your Excellency the seventh Annual Report of the Ministry of the Solicitor General for the fiscal year April 1, 1972 to March 31, 1973.

Respectfully submitted.

A handwritten signature in cursive script that reads "Warren Allmand".

Warren Allmand  
Solicitor General of Canada.

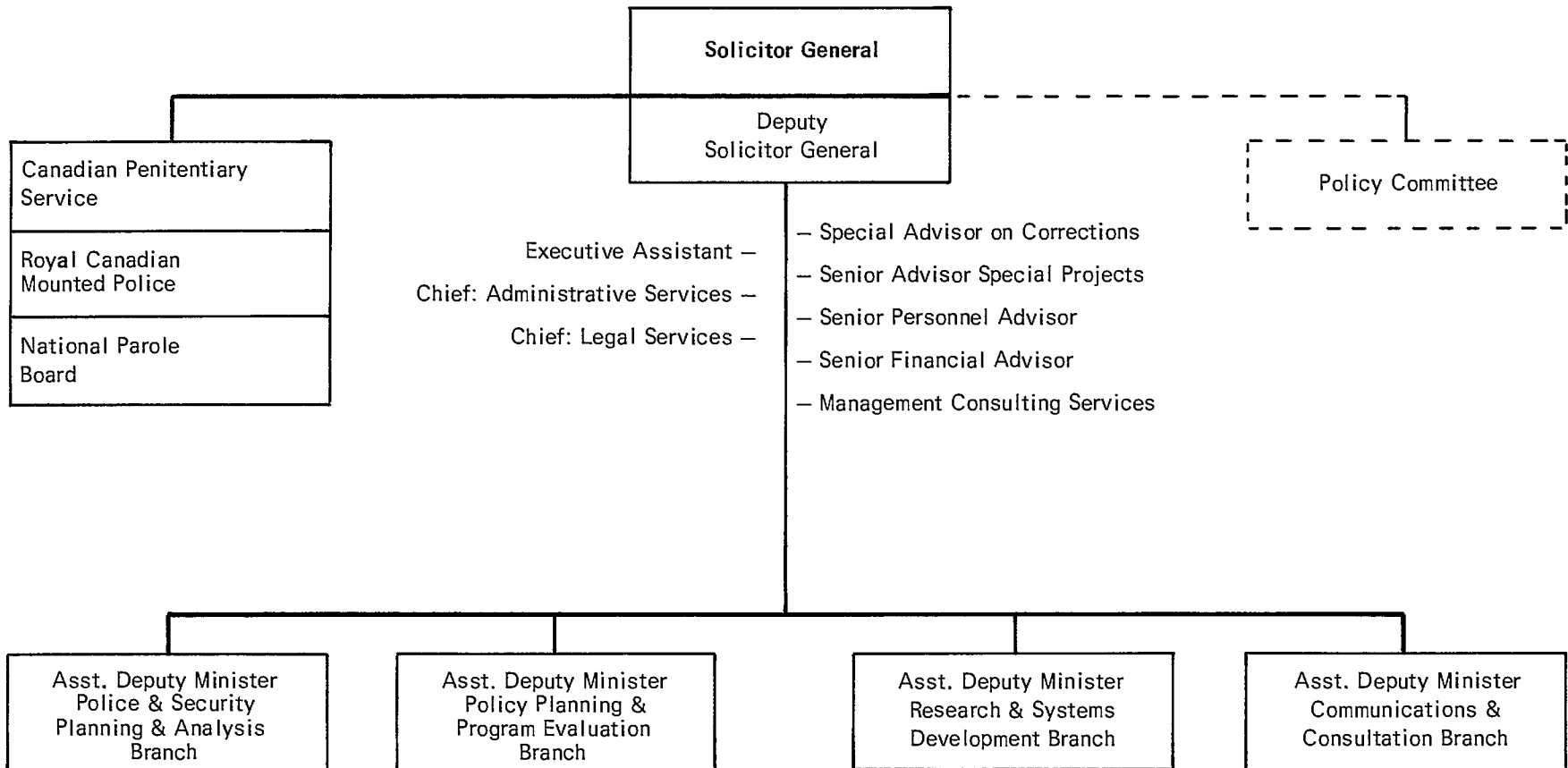
January 22, 1974.

**TABLE OF CONTENTS**

	Page
Secretariat .....	1
Royal Canadian Mounted Police .....	7
Penitentiary Service .....	33
National Parole Board .....	51

## Secretariat

ORGANIZATION CHART – SECRETARIAT OF THE MINISTRY OF THE SOLICITOR GENERAL



## MINISTRY SECRETARIAT

What had been known formerly as departmental headquarters was re-organized during the year to perform the functions of a Ministry Secretariat.

The new organization, which is to be implemented on April 1, 1973, is based on the Deputy Solicitor General serving as the focal point for developing and co-ordinating policy horizontally across the entire portfolio of the Solicitor General. The three Agencies that form the Ministry – the National Parole Board, the Canadian Penitentiary Service, and the Royal Canadian Mounted Police – will retain full operational control over their administrative functions and programs with the Heads of Agencies continuing to report directly to the Solicitor General.

Policies within the federal jurisdiction relating to police, corrections and parole will be set by the Solicitor General with the advice of the Senior Policy Committee, composed of the Deputy Solicitor General and the three Agency Heads. The functions supporting the Solicitor General's direction over the entire Ministry will be supplied by the ministry Secretariat headed by the Deputy Solicitor General. These functions will be carried out by four branches, each administered by an Assistant Deputy Minister. The four branches of the Secretariat are Policy Planning and Program Evaluation; Research and Systems Development; Communication and Consultation; and Police and Security Planning and Analysis.

### POLICY PLANNING AND PROGRAM EVALUATION

This branch did not exist in the 1972-73 fiscal year. When formed it will develop policy proposals for consideration by the Senior Policy Committee and evaluate the effects of policies and programs in relations to the achievement of established goals.

### RESEARCH AND SYSTEMS DEVELOPMENT

This branch will provide the Ministry with the information required to maintain a management information system within the ambit of criminal justice in Canada and to plan, implement and evaluate national policies and programs on law enforcement, the prevention of crime and delinquency, corrections, and the development of community corrections. It will consist of the Statistics Division, the Management Information Systems, the Ministry Library and the Research Division.

#### Statistics

The Statistics Division will be concerned with the production of statistics from information systems and the development and co-ordination of standard definitions of terminology.

Regular parole statistics for 1970 were published and, in cooperation with Statistics Canada, material relating to recidivism of penitentiary inmates released on parole and characteristics of drug traffickers.

Requests for statistics relating to penitentiary and parole population were served and statistics concerning temporary absence, mandatory supervision and pardons were prepared on a regular basis.

#### Management Information Systems

The decision to establish the Management Information Systems Division was taken as when the need for the systematic provision of information for the Ministry was identified.

An information systems specialist was obtained on loan from the Post Office Department in January 1973. He defined the problem, determined objectives and goals, developed a work plan and prepared the data for a Treasury Board submission.

## Library

The Ministry Library, while expanding its collection and services during 1972-73, placed emphasis on establishing and maintaining liaison with libraries in University Centres of Criminology and with associations and institutions having related interest and aims.

Unique to the Ministry Library is the collection and distribution of abstracts of current international criminological material prepared under contract by the National Council on Crime and Delinquency.

A documentation centre is being developed to accommodate and facilitate access to an ever-increasing flow of studies, projects and reports prepared or sponsored by the Ministry as well as those produced elsewhere.

During 1972, the Chief Librarian visited federal correction institutions and colleges in her capacity as adviser to the Penitentiary Service, making recommendations for the upgrading and enrichment of both staff and inmate collections.

## Research

The Research Division's role is to provide research services to assist in policy formulation and in drafting new legislation; to assist in planning new programs and to conduct research on programs in the field of Criminal Justice. Projects are initiated either on request from Ministry Secretariat or its Agencies, other provincial or federal Government departments or universities, Research projects are carried out under contract with universities and research organizations.

During the summer of 1972, the Research Centre initiated a summer student program consisting of 20 small scale research projects in the areas of crime prevention, law enforcement and corrections. These projects involved the participation of 42 student research assistants and 16 supervisors from universities and research agencies.

With the assistance of the Communication Division of the Ministry, three reports were published during the year by Information Canada in the series "Research Centre Reports":

- A Study of the Deterrent Effect of Capital Punishment with Special Reference to the Canadian Situation (Report #2) by Ezzat Abdel Fattah.
- Physical Components of Correctional Goals (Report #3) by Kenneth L. McReynolds.
- A Quantitative Test of the Effectiveness of an Experimental Treatment Program for Delinquent Opiate Addicts (Report #4) by Brian C. Murphy.

The following research projects were in progress at the end of the fiscal year:

Volunteers in Correction: a descriptive and analytical survey of the use of volunteers in correction in the Province of Ontario. This research is under the direction of Dr. Stuart Johnson, Department of Sociology, University of Manitoba.

A Study of the Legal Aspects of Prison Decision-Making is being conducted by Professor R. Price of Queen's University in cooperation with the Ontario Region penitentiaries.

Study of an Induction Training Program for Correctional Officers in the Penitentiary Service. This project is directed by Professor T.C. Willett, Department of Sociology, Queen's University.

The Adult Female Offender: An Examination of the Nature of their Offences, the Criminal Process and Service Patterns: Six working papers have been prepared to date by Miss Margaret Benson, Elizabeth Fry Society of Toronto, and the final report is expected to be submitted early next year.

The Development, Role, Function and Effectiveness of the Police in Canada. This three-year project is being conducted by the International Centre for Comparative Criminology at Montreal.

## COMMUNICATION AND CONSULTATION

The purpose of this branch is to foster communication between the various elements within the four main components of the criminal justice system in Canada and between these elements and the public, and to concentrate inter-disciplinary and multi-jurisdictional resources on the study of proposals, projects, and activities that, while not within the exclusive administrative authority of the Solicitor General, are of value to the criminal justice system generally.

During the year under review the Consultation Division initiated, participated in and gave financial support to a number of consultative studies, reviews, conferences and demonstration projects relating to crime prevention, community resources, corrections services, volunteers, ex-offenders programs and resources and after-care in the criminal justice field. Some of these activities were:

At the request of the Province, a federal-provincial committee under the direction of Mr. A.K. Couse, Executive Director, John Howard Society of Ontario, conducted a review of corrections services in Newfoundland. The final report will be released in 1973-74;

At the request of the Province, the Consultation Centre participated in and provided consultants to a British Columbia Corrections Study Committee;

At the request of the Province provided consultants to a British Columbia Committee on Manpower training for corrections to assist in the development of undergraduate and graduate courses for police, corrections parole/probation and after-care at Simon Fraser University;

Initiated a consultative conference, with representatives from all Provinces and the Territories, to consider the need to establish a National Information Centre on Volunteers in Corrections;

Initiated a series of three conferences to consider the community role, training and research requirements related to "The Police Function in Our Changing Society";

Initiated, with Departmental Agencies, a consultative review on Community-Based Residential Centres in Canada. The final report will be released in 1973-74;

Supported a crime prevention project with the Montreal YMCA to assess the value of a street work approach to reducing juvenile delinquency. The final report on this project will be available in 1973-74;

Supported the Native Clan Organization of Manitoba in the development of a residential service and other rehabilitative activities for Indian and Métis ex-offenders; final report of project expected in 1974-75;

Completed a volunteer-in-court project with the Ontario Probation Services conducted at the Ottawa Juvenile Court. Project under the direction of Mr. Klaas Meyer assisted by Mr. Jerry Kiessling. Final report available through Information Canada.

Completed a project with the John Howard Society of Alberta for a residential centre (Howard Manor) as a rehabilitative program for ex-offenders.

## POLICE AND SECURITY PLANNING AND ANALYSIS

The purpose of this branch is to study and present recommendations on police and security and to develop plans for responding effectively to crises. Under terms of reference developed during 1972-1973, the branch is responsible for:

1. reviewing and developing proposals for security policies;
2. reviewing and analyzing national trends and developments in crime and in criminal activities and formulating proposals for legislation and policy relating to the control of crime and police procedures;
3. formulating proposals for general policies and procedures concerning the security of federal government buildings and installations, specially-designated persons, buildings, and properties, and classified information;

4. receiving, collating and evaluating data on problems arising out of subversive and criminal activities associated with social unrest;
5. assisting in the training of federal government security officers.

## **PERSONNEL MANAGEMENT**

The Personnel Branch assisted in the organization of the Secretariat of the Ministry, the classification and staffing of new positions. Steps were also taken to make a preliminary examination of manpower standards within the criminal justice system and to prepare for participation in manpower policy considerations to be undertaken in co-operation with other units of the Ministry. The Senior Personnel Advisor represented the Ministry on the Interdepartmental Committee on Native people and the Law and participated in the development of federal programs designed to aid native people in their contracts with the criminal justice system.

## **MANAGEMENT CONSULTING SERVICE**

The continuing high priority given to organizational changes within the Ministry was reflected in the requests for service from the Division. In addition the development of management information systems has become more urgent and several important studies in this field are now in progress.

A study of organizational requirements of Canadian Penitentiary Industries recommended structural changes at the headquarters, regional and institutional levels.

During the year assistance was given to the National Parole Service in implementing the Quebec Regional Headquarters Organization. Preparations were also made for studies leading to the establishment of Prairie and Maritime Regional Headquarters for the Canadian Penitentiary Service.

A study of procedures pertaining to the inmates' progress from reception to release, led to the development by the Canadian Penitentiary Service of the Inmate Documents and Records Information System (IDRIS) which provides for the standardization of procedures, forms, and inmate files. The Division is now undertaking the third phase of this project which is aimed at the development of more pertinent and effective management reports concerning inmate programs and their results.

It also is assisting the Medical Services Division of C.P.S. in the development of a Medical Services Information System.

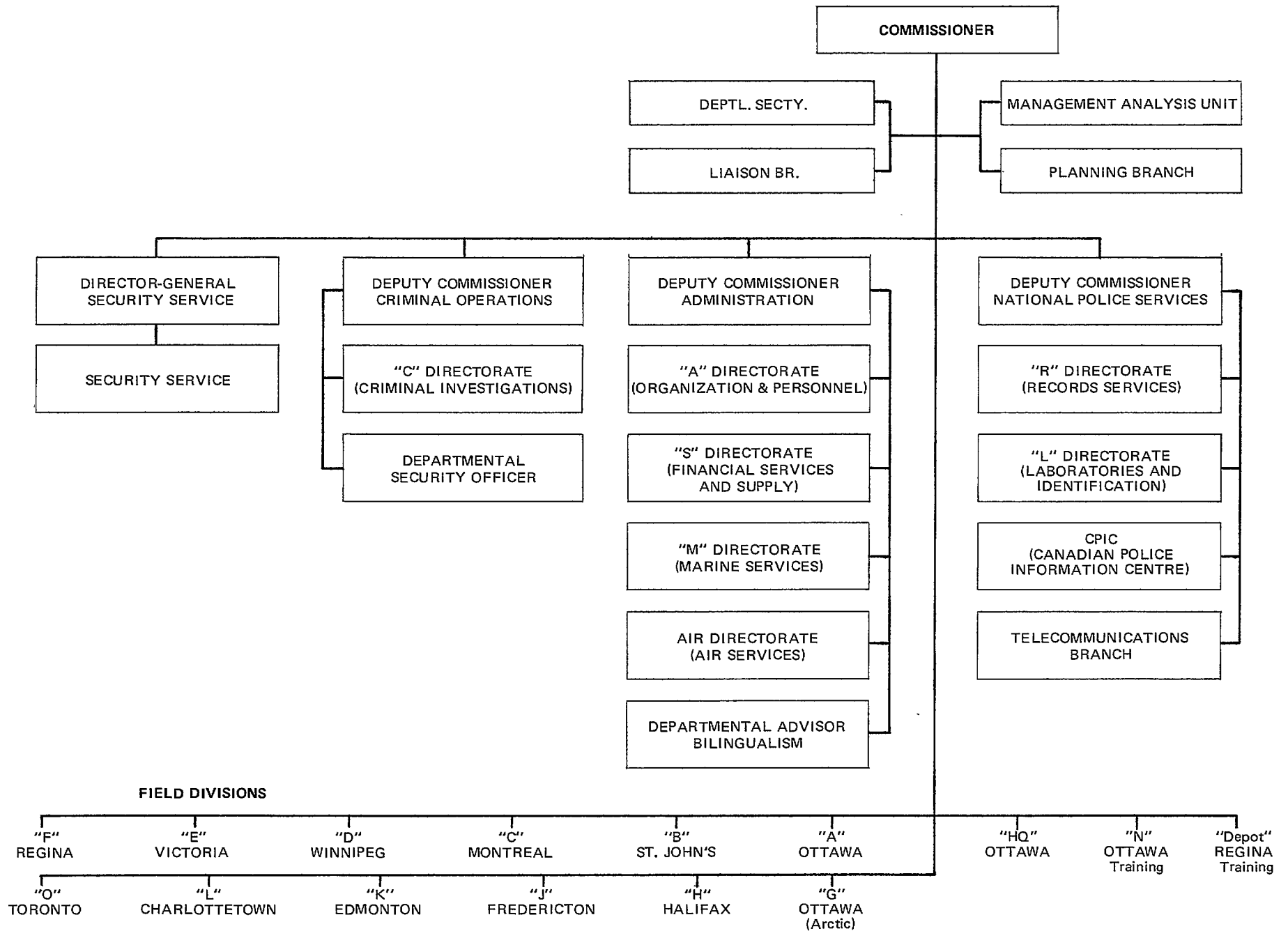
In developing these systems describes above, close cooperation is being maintained with the total ministry information system now being planned.

In addition, the Management Consulting Service assisted in solving various management problems arising in the Ministry. For example, studies were carried out on sentence computation, overtime, regional transport and financial assistance to after-care agencies.



**Royal Canadian Mounted Police**

# ORGANIZATIONAL CHART



## **ORGANIZATION**

The Royal Canadian Mounted Police is organized under authority of the R.C.M.P. Act. In accordance with the Act, it is headed by the Commissioner who, under the direction of the Solicitor General of Canada, has the control and management of the Force and all matters connected therewith. Headquarters of the Force is in Ottawa.

There are 12 operational divisions alphabetically designated with headquarters for each located in provincial capitals except for "C" which is in Montreal and "A" and "G" which are in the national capital.

The operational divisions have 42 sub-divisions and 691 detachments. Air and Marine Services with headquarters in Ottawa, support the operational divisions as do the two training divisions in Regina, Sask. and Rockcliffe, Ont.

## **JURISDICTION**

The Royal Canadian Mounted Police enforces laws made by or under the authority of the Federal Government in all provinces and territories of Canada.

The administration of justice within the provinces, including the enforcement of the Criminal Code, is part of the power and duty delegated to provincial governments. All provinces, except Ontario and Quebec, have contracted with the Royal Canadian Mounted Police to fulfill their policing requirements.

The Force also assumes full jurisdiction for criminal offences, federal statutes and territorial ordinances in the Yukon and Northwest Territories.

In addition, the R.C.M.P. has contracted its policing services to 169 municipalities of various sizes throughout Canada.

## **CONTRACT POLICING**

The Force has adopted a preventive-oriented concept of policing. Basically, this concept is designed to allow optimum distribution and scheduling of manpower for crime prevention, at the same time recognizing the need of the public for a regular police presence.

It accents the necessity of such police responsibilities as police-community relations, regular police patrols, objective long range planning, and similar elements generally regarded as conducive to expanding and maintaining effective crime prevention programs.

The Royal Canadian Mounted Police is firmly committed to continuing its policy of restraining the expansion of criminal activity. One of the top priorities of strategic planning is: "To emphasize preventive policing in the areas of general detachment, municipal and highway patrol policing."



A young Newfoundland resident makes friends with an RCMP constable



In their Old Crow, Y.T., schoolroom, Loucheux Indian schoolchildren gather round a Royal Canadian Mounted Police corporal to learn about the 100-year history of the Force.

## **TRAFFIC**

During the 1972 calendar year, fatal personal injury and property damage accidents in areas of RCMP jurisdiction increased seven per cent and 15.5 per cent respectively. The increases, particularly property damage accidents, have been influenced by the increase in municipal policing agreements and no-fault automobile insurance schemes which have recently been adopted by a number of provinces. None-the-less the rise in accidents during the past two years is a matter of concern and traffic law enforcement programs are being re-examined in an effort to lower the incidence of motor vehicle accidents.

There were 972 members employed on traffic duties in 1972.

## **COMMERCIAL CRIME BRANCH**

### **Bankruptcy Section**

The function of this unit is to investigate fraudulent bankruptcies and the manipulation and takeover of legitimate business by organized crime. Enquiries are also conducted into the background, character and suitability of applicants for trustee licenses under the Bankruptcy Act. Bankruptcy investigations are complex and require a thorough knowledge of commercial and company law, accounting and auditing to successfully enforce the provisions of this Statute.

### **Securities Fraud Information Center**

This unit records and reports information about illegal activities in the securities field and provides a screening service for the various provincial securities commissions when processing applications for registration. During the fiscal year, 5,350 requests for assistance were received from various provincial securities commissions and more than 400 inquiries were conducted on their behalf with foreign law enforcement agencies.

### **Commercial Fraud Section**

The responsibility of this section centers on business-oriented crimes encompassing offences relating to the rights of property, fraudulent transactions relating to contracts, corporate frauds, tax frauds, fraudulent securities promotions and frauds where the Government of Canada is the victim. Investigative units are situated in all major centers in Canada.

### **Counterfeit Section**

Currency counterfeiting offences have increased notwithstanding that the new Canadian currency introduced by the Bank of Canada in 1970 has never been successfully counterfeited. The improved security features of the newly designed Canadian bank notes have frustrated the counterfeiters, and seizures of counterfeit United States currency in Canada now outnumber those of Canadian currency.

## **NATIONAL CRIME INTELLIGENCE BRANCH**

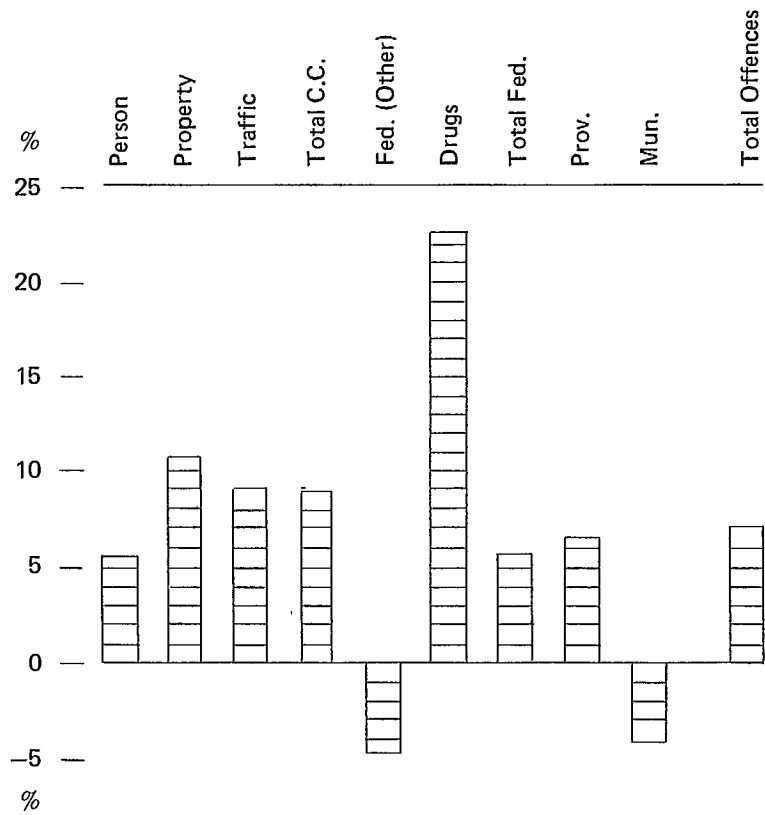
The criminal intelligence function of the Force is dedicated to combatting organized crime. There are 18 units located at strategic points throughout Canada. In addition, the major municipal police forces in Canada and the provincial police forces of Ontario and Quebec, are engaged in this endeavour, with their activities welded together by the Criminal Intelligence Service Canada, a multi-force organization developed for this purpose.

As an extension of the Criminal Intelligence Service Canada concept, the use of joint force operations has been developed. This simply involves the "pooling" of police resources in a given area to concentrate on a specific organized crime subject or situation.

In each case, National Crime Intelligence Branch investigators, along with representatives from the local police departments, examine organized crime situations in their respective regions, targeting on the problem areas

**CRIME TRENDS (ALL OFFENCES)**

Fiscal Year \*1972-73 over 1971-72

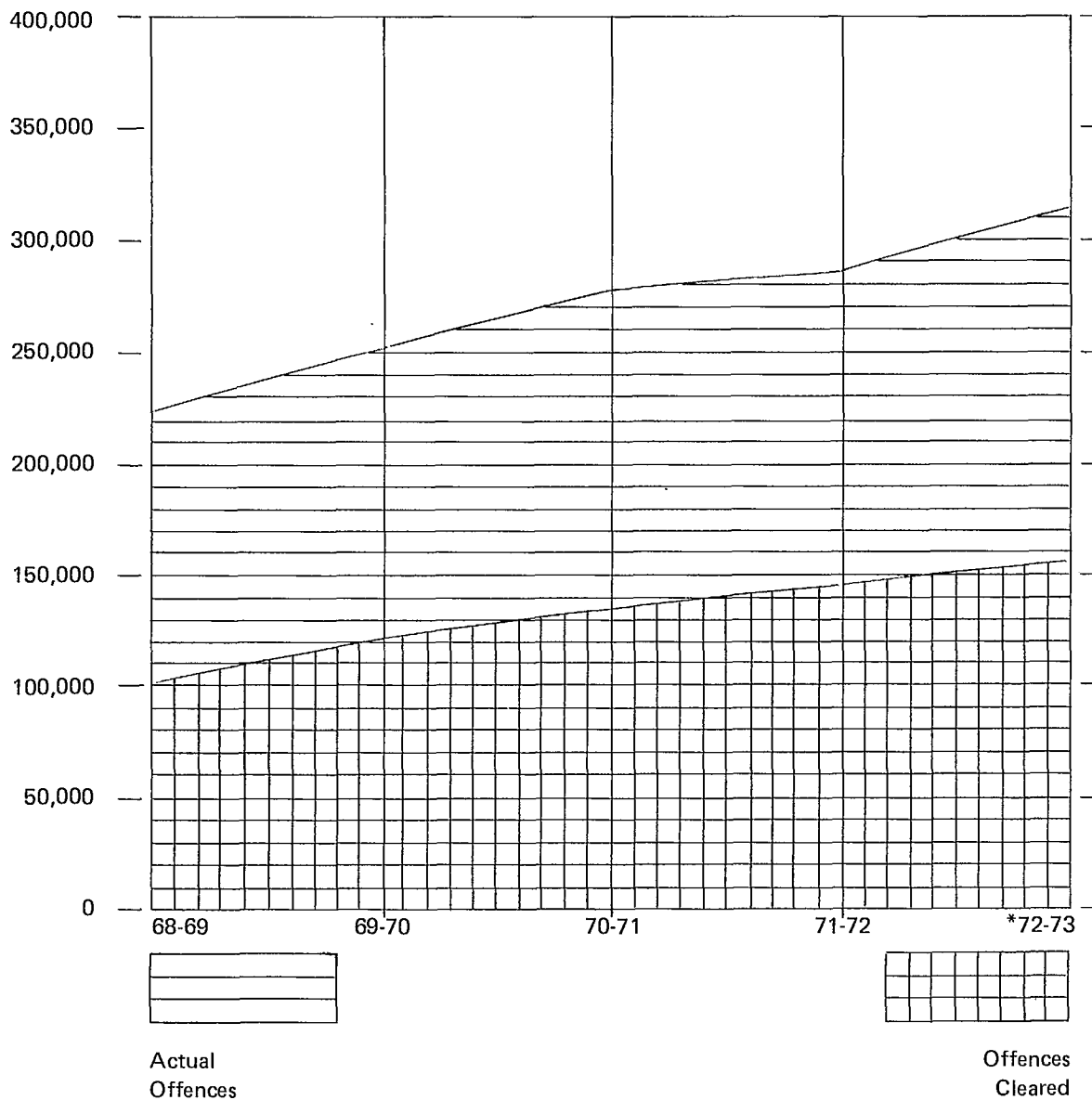


\*10 months actual  
2 months projected

Comparison of total offences in areas of R.C.M.P. jurisdiction.

**CRIMINAL CODE OFFENCES – CRIME TRENDS**

(includes traffic)



\*10 months actual  
2 months projected

and bringing appropriate action to bear against them. Resources have also been committed to the Quebec Joint Task Force on Organized Crime.

## **DRUG ENFORCEMENT**

Heroin is still the prime concern of narcotic enforcement personnel in Canada. Considerable success in Eastern Canada, brought about by the close cooperation between Italian, French, American and Canadian authorities, has resulted in several significant arrests which have somewhat curtailed the supply of heroin in this area. Heroin from South East Asia entering Canada through Vancouver is on the increase and the Western addicts, i.e., those in British Columbia, Alberta and Saskatchewan, are being supplied by this source.

The smuggling of both solid and liquid hashish remains a major problem. The laxity of enforcement in the source countries, plus the fact that many of the traffickers of this drug in Canada do not have criminal backgrounds and therefore are unknown to police authorities, adds to the enforcement problems of the police. Originally small amounts of five — 10 kilograms were brought into the country by individuals; however, today we are encountering sophisticated groups that import amounts of 1,000 pounds or more at a time.

The abuse of cocaine continued to escalate during the past year. The majority was smuggled into Canada from South American countries.

It should be noted that the use of L.S.D. has decreased somewhat; however, the abuse of M.D.A. is on the increase. Two other chemicals which have been a cause of major concern are Phencyclidine and a relatively new drug 4-methoxyamphetamine. The new chemical 4-methoxyamphetamine is known to have contributed to at least four deaths in Canada and a number in the U.S. This drug is considered highly toxic and is purportedly five times more hallucinogenic than Mescaline and 50 per cent more lethal than the amphetamines. This drug is now on the Restricted List under Part IV of the Food and Drugs Act.

The Force's policy of encouraging provincial and municipal police forces to handle the investigation and prosecution of minor drug offences discovered within their jurisdiction has been continued. Training programs made available to these police forces have been well received, thus allowing members of our specialized drug sections more time to deal with domestic and international trafficking and hard drugs.

## **PROTECTIVE BRANCH**

### **Airport Policing Section**

On November 2, 1972, the Ministry of Transport and the Royal Canadian Mounted Police entered an agreement to provide a special security force, made up of regular members of the Force and special constables, to police Canada's nine international airports. Early in 1973, the Commissioner agreed to a further proposal from the Ministry of Transport to extend this service to include 23 domestic airports.

At present, an extensive recruiting program is underway across Canada to meet our manpower requirements. A total of 441 special constable will be engaged. A nine-week training program at the Force's Training School at Regina, Sask., provides each special constable with the necessary basic training to carry out the duties required of him. Following training, these members will be posted at international and domestic airports throughout Canada to meet the need for increased security. The Force's responsibilities extend through a wide range of duties connected with the physical security of airports and the safety of the travelling public.

### **V.I.P. Security Section**

The function of this section within Headquarters, Ottawa, is to liaise and co-ordinate matters of security concerning the Governor General, the Prime Minister, federal cabinet ministers and senior government officials. The section also co-ordinates security arrangements relating to foreign heads of state government visiting Canada, including members of the British Royal Family. The security being afforded to foreign embassy personnel and property in Canada is also co-ordinated through the V.I.P. Security Section.

**NUMBER OF PERSONS CHARGED – Narcotic Control Act**

DIVISIONS	"B"	"L"	"H"	"J"	"C"	"A"	"O"	"D"	"F"	"K"	"E"	"G"	Totals
1972/73	204	54	457	153	1,519	1,212	4,560	1,013	869	2,057	6,884	137	19,119
1971/72	131	28	345	139	1,191	941	4,504	523	529	1,075	3,746	90	13,242
1970/71	34	23	176	83	1,333	918	4,689	461	382	864	2,200	9	11,172

**NUMBER OF PERSONS CHARGED – Narcotic Control Act Offences: Fiscal Year 1972/73**

Illegal Possession	15,594
Trafficking and Possession for the Purpose of Trafficking	3,266
Importation	138
Cultivation	108
Regulations	6
Forgery	7
Total	<u>19,119</u>

Number of Persons Charged Relating to Cannabis 16,298

Number of Persons Charged Relating to Opiates 2,821

**NUMBER OF PERSONS CHARGED – Food and Drugs Act**

DIVISIONS	"B"	"L"	"H"	"J"	"C"	"A"	"O"	"D"	"F"	"K"	"E"	"G"	Totals
1972/73	16	7	51	47	258	328	767	190	167	379	930	16	3,156
1971/72	17	3	49	48	277	198	880	118	150	396	657	17	2,811
1970/71	10	3	47	34	239	223	1,087	227	155	391	384	0	2,800

**NUMBER OF PERSONS CHARGED – Food and Drugs Act Offences: Fiscal Year 1972/73**

Illegal Possession	1,375
Trafficking and Possession for the Purpose of Trafficking	1,779
Forgery	<u>2</u>
Total	3,156

Number of Persons Charged with Offences Relating To:  
Restricted Drugs, L.S.D., M.D.A., Etc. 2,606

Number of Persons Charged with Offences Relating To:  
Controlled Drugs, Barbiturates, Methamphetamines (Speed) 527

Number of Persons Charged with Offences Relating To:  
Schedule "F" Drugs, Mescaline, Librium, Valium, Etc. 23

## **Emergency Planning Section**

Twelve units located at strategic points across Canada are responsible for the carrying out of physical security surveys of buildings, owned or leased, by the federal government and by crown corporations.

## **CUSTOMS AND EXCISE BRANCH**

In the fiscal year 1972-73 the value for duty of goods seized under the Customs Act increased by 94.5 per cent to a total of \$1,632,025.40. This increase resulted from substantial seizures of goods unlawfully imported for commercial purpose.

There were 338 stills and part stills seized under the provisions of the Excise Act. Of these, 12 complete stills were of the commercial "column" type with a combined output of 2,145 gallons of illicit spirits per day. The daily excise duty or federal revenue loss would amount to approximately \$42,900.

## **Interpol Section**

The International Criminal Police Organization — Interpol— is composed of 114 member countries and this year will mark the 50th anniversary of its permanent existence. A National Central Bureau is established in each country to represent all the accredited police organizations of that country.

Canada joined Interpol in 1949, and the R.C.M.P. was designated to operate the Canadian Bureau which is located within the Ottawa Headquarters. Commissioner W.L. Higgitt of the Royal Canadian Mounted Police was elected President of Interpol at the 41st General Assembly of that organization, held in Frankfurt, West Germany in September, 1972.

The need for the rapid exchange of information between member countries and the necessity of police forces to aid one another increases annually with the increase in movements of criminals throughout the world.

## **Immigration and Passport Section**

In the past year, 711 charges under the Immigration Act, Citizenship Act and Criminal Code (Canadian passport offences and offences directly related to Immigration and Citizenship) were disposed of by the courts. As well, several extensive investigations were conducted into the illegal entry of immigrants into Canada.

## **Migratory Birds Convention Act**

This special enforcement group, consisting of 17 members across Canada, in conjunction with field personnel, expended 117,451 man hours to the enforcement of the Migratory Birds Convention Act. There were 1,207 prosecutions entered.

## **Police Service Dogs**

Forty-six police service dog teams responded to 5,113 requests for assistance during the year. The cases involved tracking or searching for criminals, lost or stolen items, missing persons, illicit alcohol and controlled drugs or narcotics.

The use of police service dogs as a support service continues to increase with additional growth anticipated in new fields of deployment such as airport policing and security.

## **"L" DIRECTORATE**

This Directorate is comprised of Crime Detection Laboratories and Identification Services which provide scientific and technical assistance, criminal information and identification data as a national police service to all Canadian police departments, authorized enforcement and penal agencies, and the criminal courts of Canada.



One of the RCMP's highly-trained police service dogs with his master.

In February 1973, Identification Services and the Ottawa Crime Detection Laboratory moved into new premises within the Headquarters complex. The identification tower is a five-storey building with the interior layout of open-office concept. The laboratory tower is a three-storey building of modern design.

### **CRIME DETECTION LABORATORIES**

As an element of the R.C.M.P.'s national police service, six laboratories are in operation across the country to provide forensic science facilities for the benefit of all law enforcement agencies. These facilities are located at Vancouver, Edmonton, Regina, Winnipeg, Ottawa and Sackville.

**LABORATORY EXAMINATION AND COURT ATTENDANCES**

Type of Examination	1971/72		1972/73	
	Exam.	Court	Exam.	Court
Non-human blood, meat, hair identification . . . . .	109	32	138	22
Fire debris examination . . . . .	147	14	189	19
Ballistics and range calculations . . . . .	88	55	119	56
Blood analysis for ethyl alcohol . . . . .	1,937	192	2,371	223
Human blood identification and grouping . . . . .	482	282	584	271
Blood analysis for drugs, chemicals and gases . . . . .	407	22	640	31
Breathalyzer cases . . . . .		730		678
Bullet and cartridge case examinations . . . . .	387	175	418	187
Blood analysis for carbon monoxide . . . . .	63		195	4
Charred documents decipherment . . . . .	6		9	
Cloth and fibre exam . . . . .	238	105	213	88
Cosmetic analysis . . . . .	3	1	2	
Counterfeit and currency examination . . . . .	2,509	102	1,875	122
Poisoned animal examinations . . . . .	39		36	
Drug analysis and identification . . . . .	448	36	671	65
Document examination for alterations . . . . .	32	8	45	14
Firearms examination for mechanical assessment . . . . .	262	141	309	174
Gasoline and oil analysis for foreign matter . . . . .	42	2	28	
Glass analysis . . . . .	36	14	55	19
Human hair examination and comparison . . . . .	336	185	376	170
Headlight lens and filament examination . . . . .	38	6	39	2
Human substance identification . . . . .	31	6	76	26
Handwriting and handwriting examination . . . . .	1,716	209	1,971	255
Ink examination and comparison . . . . .	14	4	14	6
Liquors, brews, mash, analysis . . . . .	87	15	117	11
Matches, match folders exam. and comparison . . . . .	26	2	19	1
Metal analysis and comparison . . . . .	53	13	53	11
Cannibus examination and identification . . . . .			1,597	42
Vehicle paint analysis and comparison . . . . .	416	109	424	142
Paper, writing instrument exam. & comparison . . . . .	20	15	27	6
Petroleum products analysis and comparison . . . . .	47	15	77	14
Physical matching and comparison . . . . .	270	150	206	119
Plant and botanical examination . . . . .	1,049*	27	9	2
Propellant powder residue examination . . . . .	124	85	146	66
Safe or vault ballast examination . . . . .	26	13	12	4
Semen and spermatozoa examination . . . . .	337	183	336	147
Serial number restoration . . . . .	119	17	191	18
Shotgun, shells and shot examination . . . . .	55	19	58	34
Soil analysis and comparison . . . . .	27	11	34	9
Paint analysis and comparison . . . . .			63	2
Stain analysis . . . . .	19	5	25	8
Tampered mail examination . . . . .			35	1
Time of weapon firing estimation . . . . .	3	4	7	9
Tire examination . . . . .	19	7	17	9
Toolmark examination and comparison . . . . .	161	51	132	53
Post-mortem exhibits analysis . . . . .	223	10	333	15
Foods, feeds etc. analysis . . . . .	12		41	1
Typewriting examination and comparison . . . . .	89	24	108	12
Unknown substance identification . . . . .	125	5	259	15
Unsolved cases firearms examination . . . . .	87		94	
Urine analysis for ethyl alcohol . . . . .	217	23	280	27

**LABORATORY EXAMINATION AND COURT ATTENDANCES (Cont'd)**

Type of Examination	1971/72		1972/73	
	Exam.	Court	Exam.	Court
Urine analysis for drugs and chemicals . . . . .	121	7	233	15
Weapon identification . . . . .	103	11	104	3
Wood and wood products identification . . . . .	11	9	5	3
Wounds and contusions examinations . . . . .	74	37	66	33
Impressions, comparison and matching . . . . .	45	12	58	28
Printing and graphic arts exam. and comparison . . .	21	15	25	16
Concrete, cement and building products exam. . . . .	11	4	10	4
Foreign matter (contaminants), recognition and examination . . . . .	67	21	58	19
Cheque protector impressions exam. and comparison	9	4	9	
Security equipment examination . . . . .	4		4	
Visible, indented and obliterated markings examination . . . . .	52	22	75	15
X-Ray inspection of parcels, containers, etc. . . . .	22	2	16	3
Explosive material identification . . . . .	31	11	36	3
Explosive devices examination . . . . .	10	4	14	
<b>Total Examinations . . . . .</b>	<b>13,562</b>		<b>15,786</b>	
<b>Total Court Attendances . . . . .</b>		<b>3,284</b>		<b>3,352</b>

\*Includes examinations of cannabis in 1971/72.

New RCMP Laboratories and Identification Services premises, Ottawa



X-ray diffraction apparatus for the analysis of metals, chemicals, etc.



Two of more than one million fingerprints stored in the Royal Canadian Mounted Police's computerized videofile in Ottawa.



### SCIENTIFIC SERVICES

The Scientific Services sector of "L" Directorate, consisting of senior personnel from the various scientific and technical disciplines within the directorate, is responsible for establishing the methods of analysis or operation and standards of performance for the laboratory sections and some identification services. These functions include the conduct or supervision of research projects and development work, consultation and training, as well as some active case work. Another significant proportion of the work consists of equipment evaluation studies.

### IDENTIFICATION SERVICES

Identification Services is a central repository for a broad range of filed records and identification data submitted by police departments and penal institutions throughout Canada. These records and data provide vital support in criminal investigations and assist in the administration of law as well as the prevention and detection of crime. These records and identification facilities are available to all police departments and penal institutions throughout Canada on a 24-hour, seven-day week, basis.

The following statistics show the extent of operations of the various facilities in Identification Services:

<b>Fingerprint Section</b>	<b>1971/72</b>	<b>1972/73</b>
Fingerprints received	346,839	370,596
Fingerprints identified	143,233	147,878
Single fingerprints filed in collection	13,621	13,037
Criminals identified through scenes of crime fingerprints	86	136
<b>Firearms Registration Section</b>		
Total firearms registered	567,411	588,309
New registrations	26,086	25,301
Re-registrations	31,601	29,235
Firearms reported stolen	2,461	3,928
Firearms recovered	407	756

	1971/72	1972/73
<b>Fraudulent Cheque Section</b>		
<b>Exhibits Received</b>		
(a) New authors	8,231	4,744
(b) Questioned	10,850	12,981
(c) Face value	2,916,262	4,997,490
<b>National Police Services Information Centre</b>		
<b>Stolen Motor Vehicles</b>		
Total vehicles reported stolen (automobiles, motorcycles, snowmobiles)	32,164	19,726
Total vehicles reported recovered	23,379	13,578
<b>Miscellaneous Entries</b>		
Trailers, parts, serial plates, licence plates	14,443	14,459
Cancellations	2,541	2,265
<b>Wanted Persons</b>		
Warrants indexed	15,544	10,572
Warrants cancelled	12,905	9,439
<b>Enquiries Received</b>		
Persons	70,777	97,383
Property	9,527	15,595
Vehicles — Canadian	13,429	16,969
Foreign	4,030	31,495
<b>Photographic Section</b>		
Black & White prints	203,784	185,886
Photocopying	961,662	317,330*
Colour prints (Criminal Cases)	42,365	51,213**
Automatic photo processing (B & W) roll film processed	17,908	23,337
*Xerox transferred to Printing Section July 28, 1972.		
**Reflects only ten months of operation.		
<b>Movie Unit</b>		
Production completed in 1973	4	5
2 - 18 3/4 minute film (sound)		
1 - 33 1/2 minute film (sound)		
1 - 25 minute film		
1 - 30 minute film		
<b>Criminal Records Section</b>		
Criminal records forwarded to legitimate users, e.g. police forces, courts, etc.	389,779	491,043
Civil fingerprints processed	143,419	159,680
New Fingerprint Section files opened	67,547	76,265

## Training Section

During the fiscal year this Section trained 52 policemen to carry out identification duties at crime scenes. Of this number, 36 were members of municipal and provincial police forces, while the remainder were R.C.M.P. members.

## CANADIAN POLICE INFORMATION CENTRE

The CPIC System is a nation-wide automated Police Information System, consisting of duplexed computer equipment located at RCMP Headquarters in Ottawa.

The system became operational on July 1, 1972 and contains files relating to stolen vehicles and wanted persons. Law enforcement agencies across Canada have access to the Centre via a series of remote terminals strategically located across the country.

### The following number of terminals were installed during fiscal year 1972-1973:

Ontario	94
British Columbia	35
Alberta	27
Saskatchewan	16
Manitoba	18

By 1975, the final year of implementation, up to 800 terminals will have access to CPIC.

The following statistics provide an indication of the extent and use of the vehicle and persons files:

### Vehicles File (automobiles, motorcycles, snowmobiles, etc.)

Number of Records	69,540
Number of Transactions, per week	6,010
Number of Enquiries, per week	39,861

### Persons File

Number of Records	132,688
Number of Transactions, per week	19,796
Number of Enquiries, per week	60,886

The CPIC has had a substantial effect on the operations of the Canadian police community in providing a new and effective tool for all policemen in Canada.

## TELECOMMUNICATIONS BRANCH

This branch is responsible for planning, procuring, installing, operating and maintaining radio and related equipment used by the Force throughout Canada. The branch also coordinates the installation of inter-communication units, together with telephone equipment and its accessories. The major types and quantities of telecommunications equipment in use as of December 31, 1972 are:

— Fixed Station Radio — Detachments, S/Division and Division Headquarters and Repeaters	1197 units
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– Mobile Radios	4262 units
– Portable Radios	1319 units
– Private Wire Teleprinters	130 units
– Rented Teleprinters (Telex, TWX)	175 units
– Facsimile Machines	13 units

Traffic handled over radio, teleprinter and facsimile systems totalled 1,947,877 for the calendar year 1972.

## ‘A’ DIRECTORATE

This Directorate plans and directs the policies and programs of the Force relating to the organization and management of personnel. The total establishment of the Force on March 31, 1973, was 14,594.

### Classification and Compensation Branch

The Force pressed forward with the development of a comprehensive job evaluation system. The internal occupational fields were consolidated to Police Administration and Law Enforcement and Special Services.

Progress was made towards improving net fringe benefits relative to those of other Canadian police forces, while maintaining equitable pay rates for all ranks.

### Training and Development Branch

There were 704 graduates from basic recruit training during the fiscal year. The training of recruit classes of 32 members in both official languages is continuing.

Some 5,600 candidates, 450 of whom were members of other police forces or government agencies, attended various courses, seminars and conferences at the divisional level. The courses covered operational matters, management, and other specialized fields.

The residence and classroom facilities at Rockcliffe, Ontario, which house the Canadian Police College and other internal training courses, were in full use throughout the year.

The Canadian Police College offers the Executive Development Course for senior officers of all Canadian police forces. The Canadian Police College also provides advanced training courses in intermediate management and the following specialized areas:

- |                                |   |                                   |
|--------------------------------|---|-----------------------------------|
| – Senior Police Administration | – Counterfeit Investigational Techniques    | – Criminal Intelligence           |
| – Instructional Techniques     | – Identification: Crime Scene Investigation | – Drug Investigational Techniques |

In addition to training 653 members of the Force in these various programs, 260 candidates from other Canadian police forces and government agencies participated in courses offered by the college. Personnel from police agencies in the Philippines and Bermuda also attended courses at the college.

Many parties visited the college during the year, among them a group of 40 from the NATO Defence College in Rome and one of 20 from the Royal College of Defence Studies in London.

Advanced training for RCMP personnel at Rockcliffe also continued. It included courses in various investigational techniques and other internal matters.

Ninety-four members of the Force attended universities and technical colleges full-time this year with approximately 800 members enrolled in evening and correspondence courses.

Twenty-eight special constables were engaged and commenced training for policing of international and domestic airports. This program is continuing.

## STAFFING BRANCH

The branch consists of three sections: recruiting, career planning and manpower planning.

The Recruiting Section is responsible for engaging high calibre recruits in sufficient numbers to meet the manpower requirements of the Force.

The Career Planning Section provides, through analysis and research of personnel and service information, individual career development patterns that will enable the employee to attain maximum job satisfaction and performance.

The objective of the Manpower Planning Section is to systematically analyze the Force's projected personnel requirements as well as its current resources, and provide management with data and alternative methods of rectifying any imbalances.

As of March 31, 1973, the authorized establishment for regular uniformed members of the Force totalled 10,419. Loss in this category during the past fiscal year was 368. This figure represents discharges for all causes including normal retirements and produced a satisfactory attrition rate of only 3.5 per cent.

There were 681 uniformed members engaged in the Force. In addition, 26 ex-members, 204 civilian members, and 116 special constables entered the Force. Of the uniformed personnel hired, 62 held university degrees. As well, there were 466 successfully processed applicants on the Force's waiting list at year's end.

## "S" DIRECTORATE

This Directorate provides and manages the financial resources, accommodation and material and equipment requirements of the Force.

The following new accommodation was provided this year:

- Division Headquarters**
- Toronto, Ont.
  - "Depot" Division, Regina.  
Academic Training Building.
- Detachments**
- Windsor, Ont.
  - Oshawa, Ont.
  - Sundre, Alta.
  - Valemount, B.C.
  - Tisdale, Sask.
  - New Hazelton, B.C.
  - Grand Marais, Man.
  - Norway House, Man.
  - Pelican Narrows, Sask.
  - Southey, Sask.
  - Red Deer, Alta.
  - Surrey, B.C.
  - Vegreville, Alta.
  - Fort Saskatchewan, Alta.
  - Spruce Grove, Alta.
  - Ponoka, Alta.
  - Prince George, B.C.
  - High Prairie, Alta.
  - Penticton, B.C.
  - Coquitlam, B.C.

**Miscellaneous**

- Saskatoon, Sask.  
Telecommunications Garage — Workshop
- Fort McPherson, N.W.T.  
Garage/Workshop/Warehouse
- St. Paul, Alta.  
Identification Offices
- Prince Albert, Sask.  
Aircraft Hangar
- Regina, Sask.  
Aircraft Hangar
- Ottawa, Ont.  
Laboratory and Identification Services Bldg.

**Motor Transport —**

The Force's motor vehicle fleet consists of 3,620 units, 3,036 of which are passenger cars. There were 1,496 replacements and 308 additional vehicles purchased during the fiscal year 1972-73 at a cost of \$5,062,855.

**"M" DIRECTORATE — MARINE SERVICES**

The main objective of Marine Services units is to reduce offences against the Canada Shipping Act, Customs, Excise, Migratory Birds Convention Act, and all federal laws within the territorial and major waterways of Canada.

"M" Directorate acts in an advisory capacity in the procurement, maintenance and overall operations of 33 RCMP patrol vessels carrying out law enforcement duties in Canadian territorial waters on the Atlantic and Pacific coasts and on major inland waters. It is also responsible for 321 smaller inland boats equipped with motors, trailers and related equipment.

Marine Services administrative branches are located at Victoria, Winnipeg, Toronto, Montreal and Halifax. Personnel there coordinate and advise commanding officers on marine matters including the training of marine personnel for all divisions of the Force.

Marine Services units and personnel are under the command of divisions as follows:

	<b>Manpower</b>	<b>Patrol Vessels</b>
British Columbia	54	15
Great Lakes Area	30	10
Atlantic Coast	61	8
Totals	145	33

**RECORDS SERVICES DIRECTORATE**

This directorate administers the records, directives, reports, correspondence and forms programs of the Force. It also administers the RCMP Headquarters Library.



The Canada Shipping Act is enforced by the RCMP



The largest RCMP ship afloat, the 118-foot ocean-going *Fort Steele* dwarfs a smaller, faster inland waters patrol boat of the Force's Marine Services in Halifax Harbour, N.S.

## AIR SERVICES

The Force has 21 operational aircraft at 17 locations across Canada. During the past fiscal year, 16,708 hours were logged by these aircraft on police operational duties. This represents 2,366,596 air miles flown, an increase of 147,308 over last year. During this fiscal year the Force purchased its first helicopter, which went into operation in Newfoundland, based at St. John's. Early reports fully support its need. It has already been responsible for saving lives in rescue operations.



RCMP Bell 212 helicopter.

## NORTHERN WORK

"G" Division is responsible for policing the Northwest Territories and the Yukon Territory, three small areas in northern British Columbia, and one in northern Alberta. With the exception of by-law enforcement officers employed at some of the larger locations, the RCMP is the only law enforcement agency in the North. It is responsible for an area of 1,458,784 square miles with a widely scattered population of approximately 53,000.

The division strength is 182 regular members, 25 special constables, eight civilian members and 28 public servants. While the division is administered from Ottawa, there are subdivisions at Whitehorse in the Yukon Territory, and at Inuvik, Yellowknife and Frobisher Bay in the Northwest Territories. The division is further divided into 42 detachments.

Our police role in the North continues to change as a result of improved communications and transportation. Industrial and mineral development has made, and will continue to make, a great impact on the way

of life in the North. An increase in the transient population is evident from the influx of construction and exploration crews. Improvements in transportation facilities have resulted in increased tourism.

With the development of activity in the North, the crime rate is also increasing, including the non-medical use of drugs. Serious Criminal Code offenses and traffic law enforcement infractions are reaching proportions equitable to those in other provinces under contract with the Force.

Members of the Force continue to be actively engaged in police-community activities, taking part in such activities as the Boy Scout movement as well as sports programs to encourage the participation of the native people in community affairs.

As well, continuing efforts are being made by the RCMP to employ as many native people as possible since the involvement of Eskimos and Indians in the law enforcement field amongst their own people has always been accepted by us as a necessary and effective part of our policing responsibilities in the North. The duties of the native people are changing more and more away from those of guides and interpreters to those of investigators.



An RCMP snowmobile patrol crosses Pond Inlet, Baffin Island, some 400 miles north of the Arctic Circle.

## MUSICAL RIDE

The Musical Ride took part in approximately 100 performances before a total audience of about 500,000.

The Ride performed several times in connection with Festival Canada in Ottawa, at the Royal Winter Fair in Toronto and at the Ottawa Winter Fair.

It appeared during the summer at five locations in Quebec and two in Ontario, and presented 18 performances each at Syracuse, N.Y. and Kansas City, Mo.

In addition, the Ride participated in the funeral of the late Right Honourable L. B. Pearson and provided formal escorts for the Governor-General and for 13 ambassadors. It also appeared in several exhibition type public parades.



The world famous red-coated Royal Canadian Musical Ride detachment.

## RCMP BAND

During the fiscal year, the Band undertook 106 public engagements, 80 per cent of which were formal concerts.

The annual Winter Concert Series was held for the first time in the Opera of the National Arts Centre in Ottawa before capacity audiences.

The Band undertook a major tour of the provinces of Quebec and New Brunswick in May, and in July filled a week-long engagement at Ontario Place in Toronto.

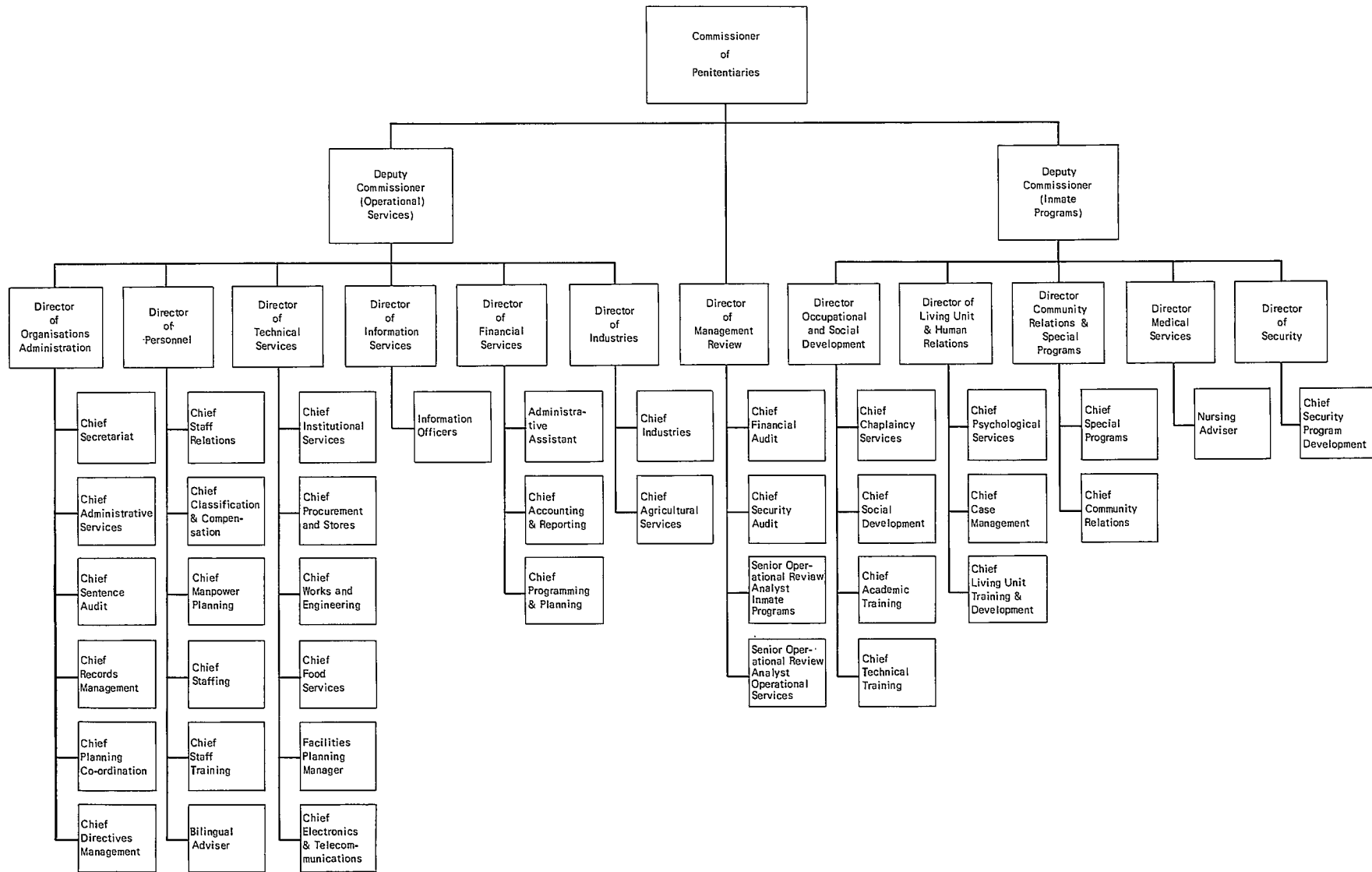


The Royal Canadian Mounted Police Band, which has won Canada-wide and international acclaim.



## **Canadian Penitentiary Service**

PENITENTIARY HEADQUARTERS ORGANIZATIONAL CHART



## INTRODUCTION

Re-organization at national and regional levels and intensified effort to establish the living-unit concept as the service-wide foundation for relationships between inmates and staff were highlights of the Canadian Penitentiary Service operations during the year.

Yvon Gariépy was appointed Deputy Commissioner (Operational Services) with a responsibility for matters of Personnel, Finance, Industries, Organization and Administration, Technical Services and Public Information. Associate Deputy Commissioner John W. Braithwaite was appointed Deputy Commissioner (Inmate Programs) in charge of Classification and Psychological Services, Occupational and Social Development, Living Unit, Medical Services and Security. The two appointments followed a reorganization of the Penitentiary Service national and regional headquarters; in addition, 20 other senior appointments were made in the field at the director's level.

The Living Unit Program, seen as a new way of life for federal penitentiary inmates, is now operating in all medium security institutions, the regional reception centres of Quebec and Ontario and three correctional working camps. Living Unit training was given to 422 officers from 17 institutions.

Classification officers and psychologists are participating to a greater extent in training staff, implementing institutional programs, establishing comprehensive diagnostic procedures and program planning. Staffing of classification officers' positions is now being conducted to achieve classification officer/inmate ratios 1:50 in the living unit institutions, 1:40 in reception and medical centres and 1.75 in other institutions. However, the Service has recognized the need for a lower classification officer/inmate ratio of 1:35.

The temporary leave of absence program continued to be successful. A total of 48,657 leaves were granted to inmates for rehabilitative and humanitarian reasons, exclusive of leaves granted inmates from community correctional centres.

Academic education enrollment totalled 1,200 full-time inmate-students and there were many others in correspondence courses on a part-time basis. Full-time occupational training (trade) courses provided training in 28 diverse skills or occupations to approximately 4,500 inmates.

Medical and psychiatric services were examined by the Advisory Board of Psychiatric Consultants appointed by the Solicitor General in 1971. The Board submitted to the Solicitor General its final report, which will be used in laying the foundation for the establishment of regional medical centres and the implementation of adequate psychiatric treatment programs in the five Penitentiary Service administrative regions.

The value of industrial production increased six per cent.

Security elements were developed on a continual basis at headquarters and regions, emphasizing dynamic (man to man) and static (physical) security and their interdependence. Policy directives on contingency planning, tool control, and the use of force were prepared and issued of a comprehensive weapons training program accepted in principle.

Internal and external communications have become an integrated program of the Service. The aim: to increase communications with the staff at all levels and initiate a public information program destined at augmenting the knowledge the general public has about the Service, programs and activities. The staff magazine "Discussion" was published quarterly and various brochures are being prepared on aspects of corrections. The information function is being decentralized by the establishment of regional information officer positions.

## INMATE PROGRAMS

Key appointments at the National and Regional Headquarters levels resulted in marked improvements in the planning, organizing and supervision of institutional programs of Occupational and Social Development. A new position of Chief of Social Development at the national headquarters was filled and at each regional headquarters two coordinators, with responsibilities for Occupational Development and Social Development respectively were appointed. Plans are underway to increase the number of professional staff at the institutional level.

Programs of Occupational and Social Development are aimed at evolving mature attitudes and a sense of responsibility in the inmate, and equipping him with a saleable skill while offering encouragement to plan realistically for his future freedom.

Close liaison with the Department of Manpower and Immigration has resulted in the planning of joint projects through the *OUTREACH* and *LEAP* programs. Training is being given in Creative Job Search Techniques, the purpose of which is to assist inmates in applying for employment by creating in them an awareness of how the labour market works, and by helping them to learn to evaluate their occupational potential and sell their skills to prospective employers. Regional teams from the Department of Manpower and Immigration visited our institutions to evaluate programs in relation to job-market requirements and to assist inmates to prepare themselves in line with skills that are required.

The possibility of inmates participating in community projects, such as work at national park sites, and in forming work cooperatives, continued to be explored.

Six additional Community Correctional Centres were opened during the year; these centres offer an alternative to the conventional form of incarceration and help to bridge the gap between the inmate and the community. The programs at these centres place emphasis on the responsibility of everyday living and help the inmate to develop appropriate emotional, social and work attitudes. There are 12 centres now in operation in various locations across the country, and more are being planned for the coming year.

Temporary absences totalling 48,657 (excluding Community Correctional Centres) were granted to inmates for rehabilitative and humanitarian reasons during the past year. A survey conducted in the summer of 1972 showed that on a single day 276 inmates on temporary absence were employed outside the institution at an average wage of \$2.45 per hour, with projected annual earnings of \$1,406,496.

Many of the Directives and Staff Instructions were revised or updated during the year, in line with program developments.

### Academic Education

The policy of increased reliance upon local educational authorities for teaching services with a corresponding reduction in penitentiary teaching staff was continued during the past year. Such a policy has the advantage of making available to inmates, academic programs of the same calibre as those available to students in regular attendance in the same programs outside.

At various institutions throughout Canada, inmates are afforded educational opportunities at the primary, secondary and post-secondary levels, many by means of contractual arrangements negotiated with neighbouring school boards, community colleges and universities.

A total of 1,200 inmates are enrolled as students in academic programs offered by the Canadian Penitentiary Service. In addition, many inmates who do not attend classed on a regular basis make use of correspondence courses, for which they receive course help from time to time from our academic staff. Day parole was used 22 times as a means to allow inmates to attend classes at nearby educational centres.

## **Occupational Training**

The ultimate purpose of the occupational training programs in the institutions is to assist in the social and occupational rehabilitation of the inmate. Therefore, the stimulation of interest in his future welfare and the development of special aptitudes, sound social attitudes and good work habits are often of equal, or, of greater importance to the individual than the mere acquisition of knowledge and occupational skills.

Technical training and employment in an institution provide the inmate with saleable skills and appropriate related knowledge so he can obtain and hold gainful and socially acceptable employment. Full-time trade school courses and on-the-job training programs in industries, services and supplies are available in all regions and provide training opportunities for approximately 75 per cent of the population, in more than 50 different occupations.

The full-time trade school courses number 108 and provide training in 28 diverse skills or occupations. Approximately 3,000 trainees participated in this type of training during 1972.

On-the-job training in industries is provided in 134 shops in 25 activities such as wood, metal, textiles, printing, automotive repair and painting and finishing. Over 1,500 inmates are employed in the industrial operation.

The services and supplies sections offer a full range of on-the-job training activities in construction, maintenance and services. Some examples are carpentry, masonry, stationary engineering, agriculture, food preparation and housekeeping. Approximately 3,000 inmates are employed in this activity which provides them with training and assists materially in maintaining operations.

Twelve new shops for testing and guidance assessment or occupational therapy programs were established in reception and medical centres.

In 1970, the Industrial Training Branch, Ontario Department of Labour, initiated a pilot project in two occupations at Warkworth Institution of a new concept in industrial training. The concept is known as a "Block" or "Modular Training" system. The result was so successful that the Industrial Training Branch have now agreed to assist in developing this system in all federal institutions in Ontario. In the very near future it is planned to introduce the same or a revised version of this concept into all federal institutions.

Regional teams of Department of Manpower and Immigration, regularly evaluated occupational programs. Their reports aided the planning and development of new courses and adapting existing courses to skills in demand on the labour market. Canada Manpower is also assigning full-time employment counsellors at selected institutions to provide an integrated training, counselling, employment and advisory service to inmates.

## **Religion**

The Chaplaincy Service organized and sponsored a National Chapel Week in May 1972. The programs were well planned and the keynote was an expression of teamwork between the inmates and the community and staff. The objective of the Week was to focus on two areas: (a) the institution and (b) the community. As a result of this Week, the year has been a further development of multi-purpose programs of Christian Education. Before the Week, 4,000 inmate kits were prepared in Ottawa in both French and English, containing material from many churches.

A national federal and provincial Chaplaincy Conference was held in October 1972. Provincial Chaplains took part for the first time from Ontario, Manitoba and British Columbia, and senior representatives from the United Kingdom, the United States of America, and the Bahamas were also present.

A committee was appointed during the year for the purpose of compiling an Institutional Service Resource Book for all chaplains. The draft was approved at the National Chaplains' Conference last October and distributed not only to chaplains, but to senior chaplains of provincial institutions. The book contains both contemporary and traditional resource material. Reports received from chaplains in the field indicate that it has been of assistance in the compiling of suitable worship services.

In April 1972, a directive was sent to all institutions for the establishment, wherever possible, of Chaplaincy Centre, rather than two chapels as was the established tradition during past years. Progress has been made towards achieving this end. Recently new Chaplaincy Centres have been completed at Saskatchewan Penitentiary and Stony Mountain Institution.

Two Roman Catholic Nuns and one Church Army officer have been employed in the Ontario Region to support the Chaplains. Due to the success of the experiment, the positions have now become permanent. Their presence was particularly appreciated at the Prison for Women where they provided a valuable service by visiting inmates families and dependents in the area.

Eleven honorary coordinating chaplains were appointed during the year at Community Correctional Centres across the country. Their terms of reference are being worked out by on-the-job training. Their main role, however, is to act as coordinators between the client and the community by helping an inmate become adjusted in the community.

Four Roman Catholic and three Protestant summer interns were employed in the Atlantic, Quebec, Ontario, Prairie and Western Regions.

The annual introductory Pastoral Clinical Training Course was held at Springhill Institution. The course of six weeks included institutional and parish clergy, some of whom may be interested in joining the Service at a later date.

Eighteen Salvation Army Correctional Officers continued to give strong support to all chaplains working in the field, particularly in the area of social and welfare contacts.

The Interfaith Committee for the appointment of chaplains for the Penitentiary Service held regular meetings throughout the year to assist the Service in making appointments when vacancies occurred in major institutions.

The Chief of Chaplaincy Services was invited to attend the annual U.K. Chaplains' Conference held at Lincoln, where he presented a paper on "The Volunteer in Corrections" and participated in the various sessions.

## **Social Development**

A self-contained Life Skills course is being developed as a pilot project at Warkworth Institution. This program is essentially concerned with problem-solving behaviour and the management of personal affairs. It is intended to provide inmates with the needed skills to cope responsibly and effectively in society.

As a result of the increase in the number of community volunteer workers, the Directive on Community Relationship was revised to assign to such persons greater responsibility in the overall functioning of the Advisory Committee Program. The advisory committees will henceforth assist institutional directors and staff more in developing programs and activities contributing to the general well-being and rehabilitation of inmates. This will be done by encouraging more volunteer participation in programs, both inside and outside the institution.

Approximately 25,000 volunteers including 391 professional and community groups were involved in leisure-time activities in our institutions. A number of these are ex-inmates who, in consultation with institutional authorities, were responsible for organizing their own groups.

Temporary absences again increased by 100 per cent during the past year. A total of 48,657 leaves were granted (excluding Community Correctional Centres). Periods ranged from a few hours to 3 days for both rehabilitative or humanitarian reasons.

Selected inmates were invited to speak to local school, university and church groups, service clubs and other community groups on topics such as the use and abuse of drugs and inmate adjustment upon release.

Some of the inmates on day release work as volunteers in community welfare projects supervised by members of community groups.

Among the many groups which have regularly and consistently provided programs for inmates during leisure-time periods were: Alcoholics Anonymous, Jaycees, the Seven Steps Group, Arcad, Chaplains' Volunteers, Gavel Clubs, the Elizabeth Fry Society, the John Howard Society, 10 Plus and 5 Plus Clubs, Kairos and Cursillos Groups, Encounter Groups, Native Indian Sisterhood, Native Brotherhoods, Street Haven, Springboard, Operation Stabilize, the Circle Group, Upstart, Quarter Century, and Job Therapy Inc.

Selected female offenders continued, where possible, to take part in community activities.

Recreational activities also serve to assist inmates' re-entry into normal society. Examples of these are sports (baseball, basketball, soccer, hockey, badminton, table tennis, gymnastics, miniature golf, curling), drama, music and art.

Recreation is one of the best means of promoting community involvement and citizen participation. Sports clinics attended by outside participants were held. Inmates and staff shared in recreational, leadership-training activities with sponsoring communities. Inmates competed through intramural leagues and also against local teams in basketball, hockey, fastball, and other sports.

Of special interest is the demonstration project, currently in process of implementation at Warkworth Institution, whereby the Canadian Penitentiary Service is utilizing the skill and technical knowledge of Recreation Canada to develop a model program of structured, leisure-time activities. To this end, a full-time recreation specialist has been engaged, and is working directly with the Director and staff at Warkworth Institution. It is anticipated that within a year this model program will be fully developed and implemented in other major institutions.

As a result of the survey carried out by the Chief Librarian of the Ministry, re-organization and an extension of services of some of the major institution libraries have taken place. Liaison has been established with community public libraries and library schools of universities and community colleges, all of which have expressed interest and concern about correctional institution libraries and demonstrated willingness to assist with professional advice in the enrichment of the collections, and in the upgrading of library services so that they may more adequately support the aims of rehabilitation programs. In some institutions, inmates are also able to borrow books from public and university libraries.

## **CLASSIFICATION AND PSYCHOLOGICAL SERVICES**

Since these services were established as a separate directorate last year, the involvement of both Classification Officers and Psychologists has been increasing in the Canadian Penitentiary Service.

The institutional, regional and headquarters staff have been attempting to facilitate the effectiveness of these programs and to involve the Parole Service and volunteer organizations in the classification and treatment processes. Because of increasing demands, the directorate has recognized the need to increase the staff ratios, facilitate procedures, and supply more support staff.

The directorate within the Ottawa Headquarters has established its own organizational and staffing needs, and job descriptions and classification are in the final stages of preparation. Staffing of psychological staff has been more difficult than recruiting classification officers but 33 of 44 psychology positions are filled. With the close of the academic year, it is hoped that more of these positions will be filled.

Because of the major changes taking place in the role of staff, there has been an assessment of the procedures by which the Classification and Psychological staff are operating. There have been institutional, regional, and one national meeting to consider these needs, and the National Parole Service has participated in these meetings. Through continuation of such meetings, and the establishment of training courses and conferences, it is hoped that the efficiency of the staff will be increased. Also, to increase the overall efficiency of the division, support staff

needs are being established, computer techniques have been investigated, and particular needs of identifiable groups are undergoing assessment. Furthermore, particular institutional procedures, such as forfeiture of statutory remission, are being investigated for their treatment potential.

## **LIVING UNITS AND HUMAN RELATIONS**

This new directorate became operative this year. The objective of the Living Unit program is to provide inmates with an opportunity to learn social skills which will help their adjustment on release. The means used is intensified interaction between inmates and staff through frequent meetings designed to solve daily problems: these offer an opportunity for taking increased responsibility and for making realistic assessments of social situations. The interpersonal relationships that are developed between staff and inmates contribute to the changing perception by inmates of officers as helpers rather than as oppressors and reduce the hostility many inmates have toward authority.

The officers work as a team in a Living Unit of 70 to 100 inmates, and much of the authority previously held by senior institutional management is now delegated to the Living Unit team; for example, it can deal with minor disciplinary offences which previously required a formal appearance before the Institutional Disciplinary Board. There is also a change of attitude on the part of the staff as a result of a better understanding of the inmates and the fact that increased responsibility gives more meaning to their work. Communication between staff and inmates is facilitated, resulting in greater cooperation.

One essential requirement of the Living Unit program is adequately trained staff. Four hundred and twenty two officers from 17 institutions have been trained. The program now operates in all medium security institutions, the Regional Reception Centres of Quebec and Ontario and three correctional work camps. Implementation of the Living Unit program in maximum security institutions is awaiting complete training of all living unit officers required.

## **SPECIAL PROGRAMS**

This new unit was established this year in order to give more specialized institutional and community services to specifically identifiable groups of offenders, such as, natives, females, blacks and other ethnic groups, the young and the aged offenders, and soft-drug users. Emphasis has been placed on community involvement within the institution and a concerted effort made to reach out to local organizations such as native and black groups, women's groups and the more innovative self-help groups and to encourage them to bring programs into the institutions.

This year has been a heightened awareness of the rights of minority groups within institutions — a phenomenon which is being utilized in a positive manner to enhance self-image and to create a realistic rehabilitative tool.

## **MEDICAL SERVICES**

As a result of an interim report of the Advisory Board of Psychiatric Consultants, a Regional Medical Centre was opened in British Columbia in June of 1972. This Centre has a bed capacity of 138 and is staffed according to standards laid down by the Advisory Board. Extensive renovations are in progress in relation to the Regional Medical Centres in Quebec and Ontario. Recruitment of psychiatrists and other professional staff has been much more successful than in previous years.

A National Health Services Advisory Committee appointed by the Commissioner held its first meeting on May 10-11, 1973. Initial membership of this Committee consists of representatives from the Canadian Medical Association and senior members of the Penitentiary Medical Services. It is proposed to invite representatives from the College of General Practitioners, Canadian Nurses Association and the Canadian Dental Association to participate in the Committee. The Chairman of the Advisory Board of Psychiatric Consultants will also be a member.

The Nursing Advisory Committee continued its work and has now completed the development of an equivalency test and training program for Hospital Officers. Regional Nurses have been appointed in the Quebec, Ontario and Western regions to implement this training program and to undertake continuous in-service training of Hospital Officers. The Committee consists of representatives from the Canadian Nurses Association, Department of National Health and Welfare and Department of National Defence. The Committee's Chairman is the Nursing Advisory to the Director of Medical Services.

In August 1972 the Commissioner of Penitentiaries appointed a committee to advise him on the development of programs for the treatment and control of Sexual and Dangerous Sexual Offenders.

Senior Medical officers have been appointed in the Quebec, Ontario and British Columbia regions to coordinate the medical services in those regions as part of the continuous process of upgrading the medical services provided to inmates. Regional Medical Committees, somewhat similar in nature to the National Health Services Advisory Committee, will shortly be appointed in each of these regions.

## **SECURITY DIVISION**

This year saw the continuing development of headquarters security elements at Regions and at Ottawa. The concept of dynamic security stressed the need for a relationship of interdependence between dynamic and static security. Major developments and activities included:

- the appointment of an Assistant Director of Security at the national level;
- the appointments of Deputy Regional Directors (Security) at Western and Quebec regions;
- promulgation of policy directives on contingency planning, tool control and the use of force;
- introduction of a security survey check list;
- the addition of 181 correctional officers positions for distribution among maximum and medium security institutions;
- the first National Security Conference, held in the Quebec Region during April 1973;
- development of policy on security communications, escorts, types and use of restraint equipment, specifications and standards for armouries;
- the acquisition of 11 hand held metal detectors;
- establishment of formal liaison at the national level with agencies within the Ministry of the Solicitor General and other government departments;
- acceptance in principle of weapons training program developed in conjunction with the RCMP.

## **OPERATION SERVICES**

### **Organization and Administration Division**

Although the new Division has provided support to National Headquarters since its formation in 1972, its operations will be extended to the regional and institutional levels during the next fiscal year. It comprises five sections discharging responsibilities in planning coordination, directives management, records managements, sentence audit and office services.

Following a study made by Departmental Management Consulting Services of the paperwork pertaining to inmate records at Headquarters, Regions and institution, the records management section has undertaken to systematize and standardize the methods of recording inmate information. The system is called IDRIS (Inmate Document and Records Information System) and is based on two features of record keeping: forms and files. A further study will determine C.P.S. information requirements related to inmate programs, administration, etc.

Planning coordination also has initiated a statistics gathering system which will provide on the Temporary Leave of Absence program will service planners and decision makers, as a means to assist them in determining or amending program policies.

The establishment and maintenance of a formal written communications network for the dissemination of all policies across the Service, including preparation, review and promulgation of Commissioner's Directives and divisional instructions, and the revision of rules and regulations to meet the requirements of new inmate programs, are the primary responsibilities of this section. By the end of the year under review, 63 sections of the Penitentiary Service Regulations (1962) had already been amended or revoked.

The strength of the Canadian Penitentiary Service on March 31, 1973 was 4,788. With the creation of new institutions, the 1972-73 estimates provided for 5,317 man-years with 5,482 positions. During the year, 212 additional positions were added bringing the total position establishment to 5,694. The 212 positions were mainly for security and of these, 181 positions were custodial and granted to the major institutions. Twenty-four positions were for Classification Officers to complete the ratio of 1:50 in medium institutions. Seven positions were allocated for Living Unit Specialist Instructors to instruct officers in the Living Unit concept introduced in the medium institutions.

With the increase in establishment, recruiting was emphasized and by March 31, 1973 the actual strength was 5,300 employees. New Community Correctional Centres were opened in Halifax, Nova Scotia; Saint John, New Brunswick; Regina, Saskatchewan; Calgary and Edmonton, Alberta; and two minimum trailer camps were opened, one at Matsqui, B.C. and the other at Drumheller, Alberta.

The Establishment Review Committee visited twelve institutions during the fiscal year. Staff requirements were determined and 78 new positions in staff establishments were recommended and approved. Such recommendations were based upon the new programs for both security and rehabilitation. The Committee had to adjust many of its ratios for staff positions in order to meet the new programs and one important by-product of the work of the Committee was a set of standards for ratios of staff required in the various areas of work and rehabilitation in institutions. The Committee took part in the review of annual estimates to assist with the application of staff ratios where institutions varied in programs.

New directors were appointed at Millhaven, Collins Bay and Matsqui Institutions. At Headquarters, appointments of the Deputy Commissioner (Operational Services) and Deputy Commissioner (Inmate Programs) were made. In addition, new positions for Chief, Special Programs, and Chief, Social Development, were created and appointments made. A Directorate of Management Review was added to the Headquarters.

Decentralization of personnel records to all regions was completed and full scale personnel operations at Manitoba and Drumheller institutions with the appointment of personnel administrators.

Headquarters conducted 39 promotional competitions on a National basis and 51 local competitions to fill positions at senior levels in the Service.

During the summer of 1972 the Canadian Penitentiary Service employed 60 career-oriented summer students in institutions across Canada in such areas as Psychology, Classification, Education and Chaplaincy, as well as 97 non-career oriented students in support staff roles to existing staff in all phases of rehabilitation.

During the reporting year, 1,576 Service personnel attended courses at the three Correctional Staff Colleges. The types of courses conducted (with number of candidates in brackets) were as follows: Correctional Officer Induction (323), Correctional Officer Refresher No. 1 (114), Correctional Officer Refresher No. 2 (15), Correctional Officer Refresher No. 3 (8), Correctional Officer Grades 3/4 (6), Trades Personnel Induction (43), Basic Administration (33), Training Methodology (11), Living Unit Trainees (325), Penitentiary Service Classification Officers and Parole Service Officers Orientation Program (13), First Aid Instructors (12), Conference Leading Workshop (10), Interviewing for Managers (17), Finance for Supervisors (59), Finance for Managers (37), Effective Letters (21), Attitudinal Motivation for Managers (24), Interviewing Techniques (9), Fundamentals of Management (22), Classification and Compensation (24), Administrative Inquiries (46), Service Orientation (19), Pre-release Counselling Techniques (14), Introduction to Accident Prevention (117), Human Relations (44), Accident Reporting (13), Planning and Budgeting (5), Personnel Administration (16), Supervisors Workshop (15), Small Arms Training (64), and Physical Training (93).

Eighteen conferences and seminars were held at Correctional Staff Colleges during the year. They were: Security Conference, Classification Officers and Psychologists Conference, Organization and Administration Conferences, Psychologists Conference, Study Groups Conferences, Regional Directors Conferences, Regional Services Conference, Principles of Psychotherapy Seminar, Planning, Programming and Budgeting Systems Seminar, Personnel Administration Seminar.

During the year, 59 Service employees attended courses organized and conducted by the Public Service Commission. These courses included Management Development, Administrative Support Development, Public Enterprise, Organization Behaviour, Introduction to Management, Material Management, Personnel Administration (Generalist), Management by Objectives, Staff Relations, Introductory Classification and Compensation, Managing Computers, and Computer Concepts for Executives.

Ten officers attended the departmental university program. They were granted an allowance equivalent to full pay, plus tuition for university attendance to undertake various graduate and post-graduate studies. The out-service portion of the training program continues to expand with approximately 243 officers attending courses or undertaking training through correspondence or evening courses.

The Canadian Penitentiary Service has given special attention to bilingualism during the fiscal year 1972-73. Treasury Board authorized the addition of two positions as Assistant Advisors. One of the Assistants is located in Ottawa where she directs the Canadian Penitentiary Service program for French Language training across the country. The second Assistant is in charge of English language training and is located at Quebec Regional Headquarters.

Despite delays and difficulties, the number of registrations in language courses has more than doubled in the fiscal year 1972-73 going from 21 in 1971-72 to 49 this year.

The Canadian Penitentiary Service has also partly complied with the recommendations made by the Commissioner of Official Languages in his last report and is implementing the remaining recommendations. The section has also started a complete evaluation of language proficiency in institutions.

During the fiscal year 1972-73 there were 32 collective agreements in force between the Treasury Board and the Public Service Alliance of Canada, the Professional Institute of the Public Service of Canada and the International Brotherhood of Electrical Workers Local 2228. These agreements covered approximately 4,905 employees in the Canadian Penitentiary Service — 197 in the Scientific and Professional Category; 319 in the Administrative and Foreign Service Category; 279 in the Technical Category; 3,586 in the Operational Category and 524 in the Administrative Support Category.

The Commissioner of Penitentiaries, in his capacity as Deputy Head, dealt with 152 grievances at the fourth or final level, of which 31 were accepted and 121 were rejected.

Application of the Code of Discipline resulted in the recording of 76 offences.

During the fiscal year 1972-73 Treasury Board conducted a review of the performance of classification administration within the Canadian Penitentiary Service. As a result, the authority for classification of positions within the Service was delegated by Treasury Board to the Commissioner effective 1 April 1973. This authority is redelegated to the Chief, Classification and Compensation, through the Director of Personnel. To prepare for delegation, a classification training program for line managers was initiated to train them for participation in the classification process. A program for internal monitoring, reviewing and auditing of classification decisions was also established. Over 1,600 classification decisions were made during the fiscal year as a result of new positions being authorized and the restructuring of existing positions.

### **Financial Services Division**

During 1972-73 the program for improving stores inventory operations for operating and maintenance material was expanded into the major institutions located in the Maritime and Western Regions. This program was for the purpose of standardizing a stores operation which would permit the implementation of a Working Capital Advance which was approved for commencement in April 1, 1973.



A new approach to training inmates in food service operations was developed in the Western Region using outside agencies to lecture and give practical on-the-job-training during regular working hours and in the evenings. The inmates are very receptive to the opportunity offered and are showing keen interest in the program.

### **Electronics and Telecommunications**

The Electronics and Telecommunications section was formed November 1972 with the appointment of a Chief, Electronics and Telecommunications.

It is responsible for planning, procuring, installing and maintaining all communications and electronics systems in the Penitentiary Service. Major systems in use are:

Mobile radio base stations	20
Mobile radios	71
Portable radios	175
Radio paging systems	11
Private automatic telephone switchboards	22
Intercom, P.A., riot and fire alarm systems	22
Master antenna radio/TV systems	8
Telex terminals (leased)	13
Facsimile terminals (leased)	2
Metal detectors	22

New technology in electronic surveillance is being revised and investigated on a continual basis.

### **Works and Engineering**

Despite rising prices for labour and materials, expenditures were maintained at forecast levels; cost per square foot for maintaining facilities compared very favourably with averages for the previous five year period. Total expenditures for this activity were \$9,500,000.

Improvements in maintenance engineering provided inmates with skills which may be used upon release and the shared experience of officers and inmates in maintaining physical facilities provided a real sense of accomplishment and development of good work habits. The responsibilities of inmate activities were more clearly defined and progress was made to identify these responsibilities and relate to provincial standards for apprenticeship training.

There were 442 minor construction works administered by institutions during the year resulting in material expenditures of \$1,000,000.

### **Procurement and Stores**

Authority was granted, funds provided and planning completed for the introduction of a Working Capital Advance for operating and maintenance materials in the Material Management Program. Regional Stores undertook a complete classification of inventory and with the assistance of the Catalogue Section, Department of Supply and Services, assigned catalogue numbers to all stock items using the Canadian Government Cataloguing system.

A program was developed to reduce the total value of inventories through changes in procurement and stores procedures consistent with the needs of the Service to have adequate stocks on hand or readily available for operational needs.

Providing transport for the increased security patrol and changes in inmate programs resulted in a fleet increase of 6 per cent to 318 units. Operational mileage increased by 13 per cent to a total of 3 million. The accident rate at 1.2 was up from 1.12 for the previous year. One officer and one inmate suffered personal injury. Increased emphasis was placed on driver training and an analysis of accident reports was carried out to identify the causes and endeavour to reduce the increased accident rate.

Safety training was increased and substantial efforts made to meet the Treasury Board Target 75 Program. The total number of injuries was down by 1.11 per cent and the injuries per 100 man years decreased 12.43 per cent.

Institutional fire protection training and fire prevention programs were intensified, with special emphasis being placed on cell fires, which continue to be a serious problem. Continual physical improvements were made in compliance with recommendations included in fire protection engineering reports by the Dominion Fire Commissioner. Progress has also been made in meeting new standards for fire emergency organizations.

## **Industries Division**

The past year was one in which satisfactory progress was made. Both short and long range plans were completed for the development and operation of industrial activities in which inmate employment conditions will closely simulate the working disciplines and climate found in comparable commercial industries.

The main objective of industrial employment is the teaching of sound work habits and the training of machine operators to work under self-sustaining and profit-oriented production conditions.

Encouraging market prospects for new manufactured products were developed with Air Canada and the Canadian Broadcasting Corporation. Arrangements were also made for the repair of waiting room and other furnishings at Dorval Airport in industrial workshops.

Consideration was given to enlarging the size and scope of industrial activities in many of the institutions to provide realistic employment and training conditions for an increasing inmate population. In many of the institutions workshops are too heavily manned and overcrowded.

The total value of industrial production increased by approximately 6 per cent over the previous year, despite an abnormally high rate of transfers of inmates between institutions and great amount of interruption caused by disturbances and the absence of inmates from work on pass or to attend meetings and other activities arising out of other programs. Several times work had to be transferred to other institutions to maintain service to customers.

The pilot automobile repair and refinishing project at Leclerc successfully demonstrated the capability of Canadian Penitentiary Service to salvage and re-condition severely damaged government vehicles.

A new method of reporting industrial manufacturing progress was introduced and will be fully operative in the coming year.

New machinery and equipment valued at approximately \$275,000 was acquired during the year to replace old and redundant units and to provide additions where required to meet the needs of changing programs. This included the adoption and use of offset printing equipment in the print shops at Saskatchewan and Millhaven Institutions.

An outstanding achievement occurred at Warkworth Institution where the industrial program came very close to simulating commercial standards and where the value of production increased by over 300 per cent over past years.

The Management Consulting Services of the Solicitor General Secretariat conducted a study of the existing Industries operation in the Canadian Penitentiary Service with a view to suggesting an appropriate organization and structure for the Industries Division both at the National and Regional Headquarters. By the year end, the Consultants' report had been received and was being studied.

A committee examined the program of the farm annexes and the operation of the penitentiary farms and reported on their effectiveness.

## **Agricultural Services**

The agricultural program provided training for inmates in a variety of projects and supplied a large percentage of the food requirements of the institutions. The strenuous activities, the responsibility of operating the equipment, caring for crops and livestock with a minimum amount of supervision were instrumental in the development of a sense of co-operation, the ability to communicate and to achieve better work habits.

The Agricultural Services Officers attended conventions, field days and seminars. Information obtained was passed on to the inmates in the form of short courses in the basic principles and practices of livestock management, crops and greenhouse practices, milk and meat processing, operation and maintenance of equipment. The course work provided a better appreciation of the day to day operations and problems.

The facilities and herds were made available to large numbers of agricultural people, 4-H clubs, breed associations and farm organizations for livestock judging competitions, educational tours, etc. The equipment and personnel were used extensively in providing other services to the institution.

In spite of adverse weather conditions during the growing season, the yield of vegetable and crops was maintained at a satisfactory level.

## **Information Division**

Information is a new function within the Penitentiary Service. Its purposes and objectives are to try and improve internal communications with staff and inmates, and to carry out comprehensive information program to gain public understanding of C.P.S. policies and programs. A Staff Magazine called "Discussion" was initiated and successfully achieved its purpose of provoking discussion and exchange between all elements of the Service.

## **Management Review**

The Management Review Directorate became operational on February 1, 1973. It was formed by the transfer of the Operational Audit Branch of the Department of the Solicitor General to the Canadian Penitentiary Service. The Division has the responsibility of carrying out management reviews of C.P.S. policies and operations, and audits of financial transactions, personnel matters and institutions' security. In addition the Division continues to hold the responsibility to carry out Management Reviews for the National Parole Service.

The Division is staffed to carry out Management Reviews of the Headquarters of the Canadian Penitentiary Service and the National Parole Service as well as the field operations of both organizations on a 24-month cyclical basis.

During the past fiscal year the program included reviews of two Regional C.P.S. Headquarters, four institutions, one C.P.S. Headquarters Division, and 13 National Parole Service District Offices. Prior to its transfer to Canadian Penitentiary Service Headquarters, the Division carried out reviews of two Headquarters Branches of the Department of the Solicitor General.

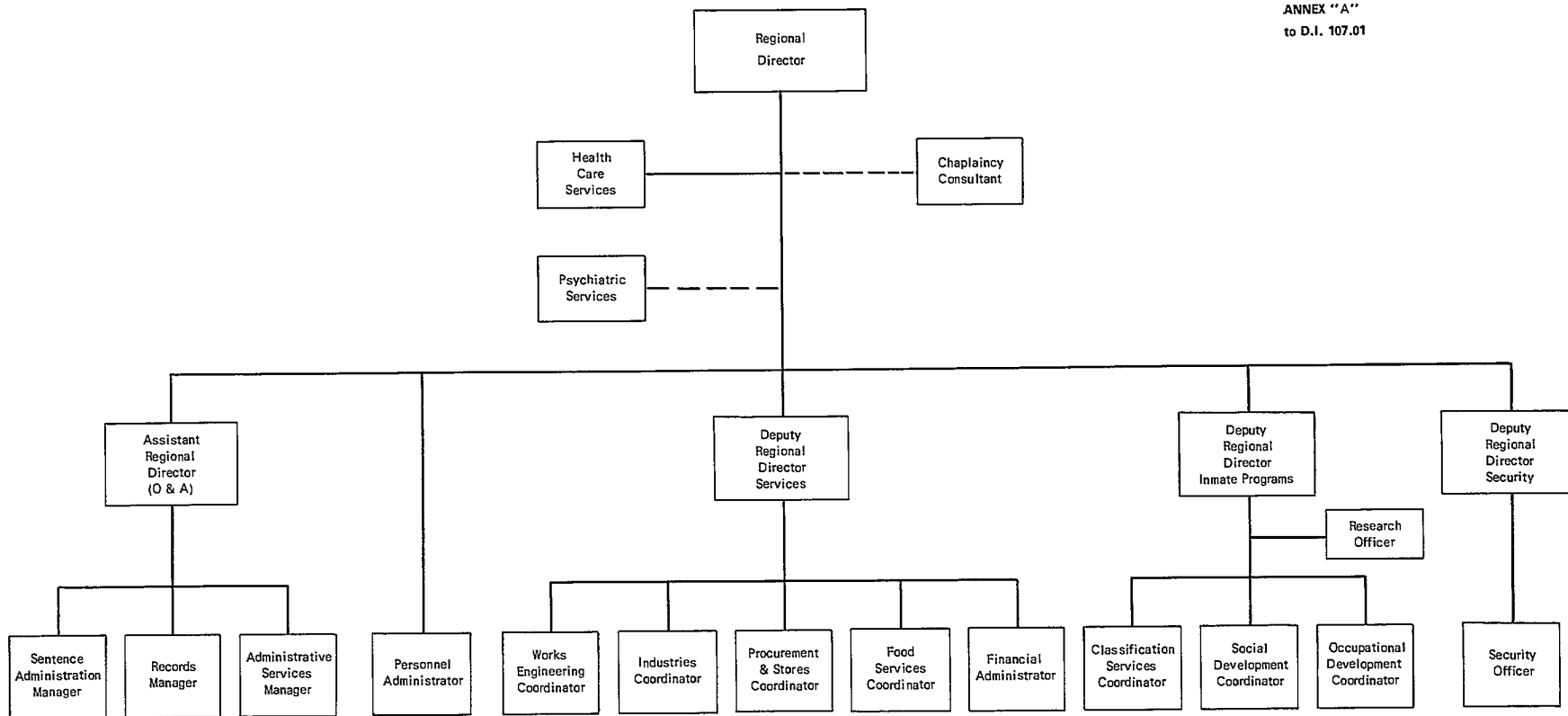
Regular review staff was augmented by seconded personnel from the National Parole Service who joined the review team on a rotational basis.

## **Secretariat Division**

The main component of the Secretariat organization is the Inmate Affairs Section, responsible to answer all enquiries and requests concerning inmates and originating from Members of Parliament or the Senate, inmates' families and friends or agencies and citizens interested in the welfare of inmates. It is estimated that more than 5,000 such enquiries or requests were dealt with during the period covered by this report. This section which handles correspondence in both English and French has been, in most cases, successful in providing not only the information required but in many instances in relieving the anxiety of the inmates' families and of the inmates themselves on problems related to their imprisonment.

REGIONAL HEADQUARTERS ORGANIZATION  
 QUEBEC, ONTARIO AND WESTERN REGIONS

ANNEX "A"  
 to D.I. 107.01



48

\* These positions are part-time only. The same would apply where a psychiatrist consultant is added on the Regional Headquarters Establishment.

\*\* N/A in Western Region.

\*\*\* In Western Region only.

MAY 16, 1973.

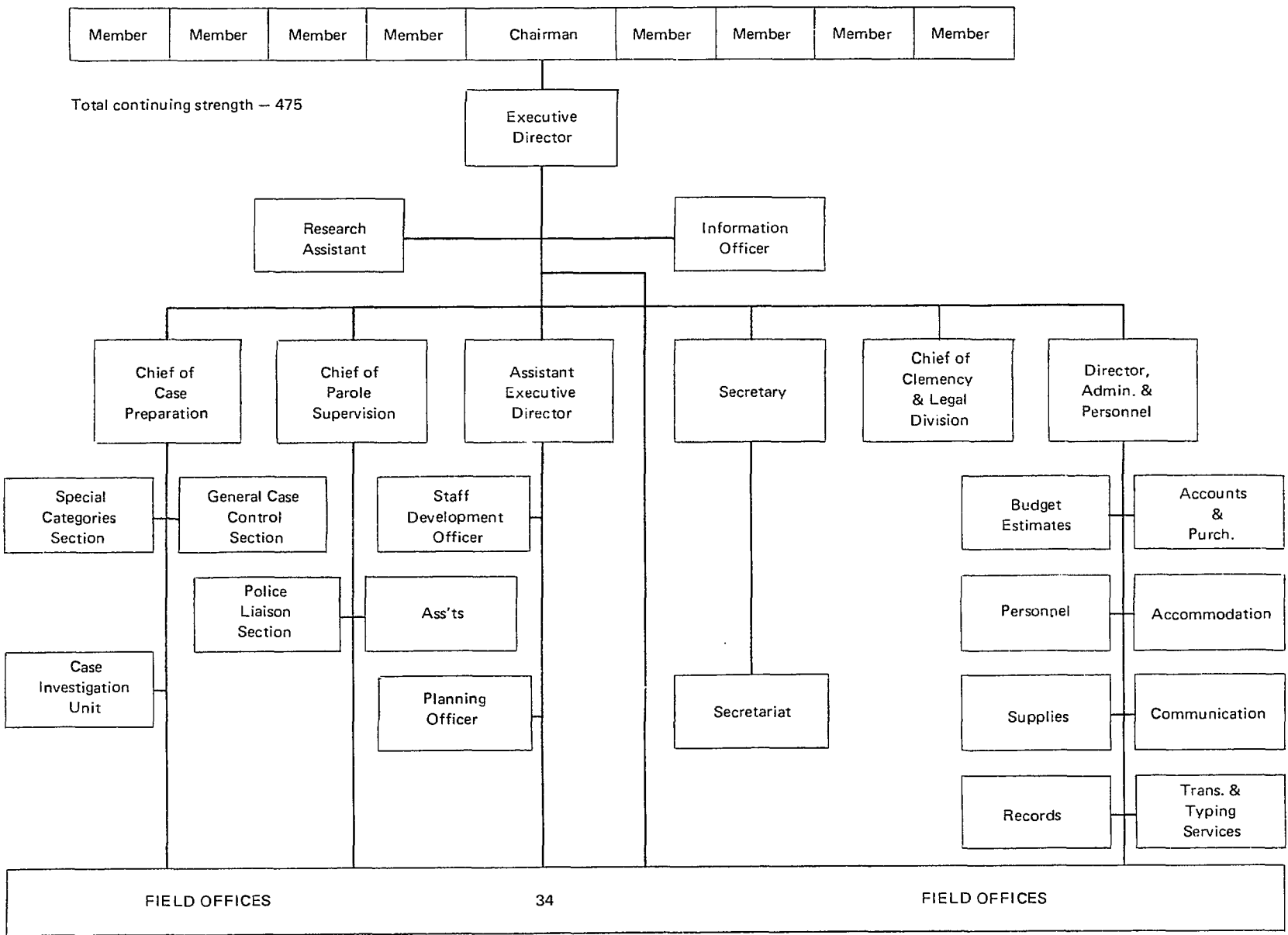
## Inmates on Register and in Temporary Detention March 31, 1973

Newfoundland . . . . .	10		
Dorchester Penitentiary . . . . .	467		
Dorchester Farm Annex . . . . .	76		
Springhill Institution . . . . .	384		
The Carleton Centre . . . . .	12		
The Parr Town Centre . . . . .	9		958
Regional Reception Centre (Que.) . . . . .	124		
Regional Medical Centre (Que.) . . . . .	156		
Laval Minimum Sec. Inst. . . . .	133		
Federal Training Centre . . . . .	370		
Leclerc Institution . . . . .	493		
Cowansville Institution . . . . .	429		
Correctional Development Centre . . . . .	41		
Archambault Institution . . . . .	414		
Ste. Anne des Plaines . . . . .	98		
St. Hubert Centre . . . . .	29		2,287
Regional Reception Centre (Ont.) . . . . .	120		
Regional Medical Centre (Ont.) . . . . .	126		
Kingston Services Centre . . . . .	54		
Millhaven Institution . . . . .	335		
Millhaven Minimum Sec. Inst. . . . .	53		
Joyceville Institution . . . . .	451		
Joyceville Farm Annex . . . . .	95		
Collins Bay Institution . . . . .	447		
Collins Bay Farm Annex . . . . .	83		
Landry Crossing C. C. . . . .	72		
Beaver Creek C. C. . . . .	90		
Specialized Institution (Female) . . . . .	136		
Warkworth Institution . . . . .	391		
Montgomery Centre . . . . .	18		2,471
Stony Mountain Institution . . . . .	455		
Stony Mountain Farm Annex . . . . .	81		
Osborne Centre . . . . .	14		
Saskatchewan Penitentiary . . . . .	502		
Saskatchewan Farm Annex . . . . .	60		
Oskana Centre . . . . .	9		
Drumheller Institution . . . . .	451		
Scarboro Centre . . . . .	13		
Grierson Centre . . . . .	42		1,627
British Columbia Penitentiary . . . . .	604		
William Head Institution . . . . .	137		
Matsqui Institution . . . . .	340		
Regional Medical Centre (Western) . . . . .	95		
Mountain Prison . . . . .	189		
Agassiz C. C. . . . .	85		
West Georgia Centre . . . . .	13		
Burrard Centre . . . . .	21		1,484
<b>Escapes</b>		<b>Males: 8,683</b>	
Escapes not recaptured, March 31, 1972	105	<b>Females: 140</b>	
Escapes during 1972-1973	<u>689</u>	<b>TOTAL:</b>	<b>8,827</b>
<b>TOTAL</b>	<b>794</b>		
Recaptured or in custody, March 31, 1973	658		
Not recaptured March 31, 1973	136		



## National Parole Board

## NATIONAL PAROLE BOARD – ORGANIZATION



52

## **Introduction**

The number of paroles granted was considerably reduced from the levels of past years. The Board continued to diversify and expand its programs, increased co-operation and co-ordination with the Canadian Penitentiary Service, and broadened its liaison with community agencies and organizations. Setting the scene for possible future changes in the next few years, a special task force began a study of the present system of releasing inmates from penitentiaries and the Senate Committee studying parole continued its overall review of the parole system.

## **Parole Granted**

Basically, the Board grants two types of paroles; full parole and day parole. Full parole means a parolee is in the community full-time under supervision and guidance until his sentence ends. Day parole allows an inmate, for a period of 15 days to a maximum of 3 months, to return part time to the community for such purposes as education or training.

The Board also grants parole when an inmate is being deported or volunteers to leave for another country. Normal eligibility rules apply in these cases.

In the past, as the Board became more fully aware of the extent to which parole was helping in the reformation of offenders, it gradually expanded its own resources and made greater use of others so that more offenders might be helped. This increased use of parole is fully apparent when comparing paroles granted over a number of years.

It should be noted however, that in making comparisons between this and past years, the Board's statistics have been readjusted after a review of its information system. The Board hopes to continue improving parole statistics so it will be in a better position to evaluate its policies and procedures.

In 1970-71, there was 8,052 applications and 5,259 full paroles granted, which was 65 per cent of the applications and the greatest number of full paroles granted in any one year. By 1971-72, the number of application increased again to 8,109 but that year the Board granted fewer full paroles; the number dropped to 4,714, which was 58 per cent of the applications.

Aside from the expansion of programs under other forms of release, the major reason for this drop in paroles granted was the rise in parole violations. In 1969-70 there were 837 violations, in 1970-71 violations increased to 1,345.

There are three factors which account partly for this increase: improvement in parole supervision and in police work, and the increase in the number of parolees, the latter which offers a greater number of possibilities for violations. At any point during that period there were approximately 5,000 people on parole and during the next 12 months after that point about 5,000 more inmates would be released. This means that about 10,000 people were on parole at times during that 12 month period. Nonetheless, even with the large number of parolees who did not violate parole, the Board became increasingly concerned over the number of violations.

Because of the number of violations and the increase in the number of inmates participating in day parole and temporary absence programs as well as those released on mandatory supervision, the Board decided to reduce the number of full paroles.

This policy continued throughout 1972-73, when there were 3,376 full paroles granted, which was 45 per cent of the 7,565 applications made to the Board. This was a decrease of 1,338 from the 4,714 full paroles granted in 1971-72 and a decrease in the percentage of paroles granted in that year when some 58 per cent of the 8,109 applications had been granted.

The Board also granted 90 paroles for deportation and voluntary departure, a decrease from 122 granted in 1971-72.

The reduction this year in the number of full paroles affected inmates in both provincial and federal institutions. Paroles were granted to 1,750 provincial inmates and 1,617 federal inmates, a decrease from 2,498 and 2,316 respectively from 1971-72.

Of the 8,158 inmates eligible this year for full parole, 4,021 were in federal institutions and of these 593 did not apply for parole though their cases were reviewed. Of those inmate who did apply, 1,662 or 41 per cent were granted parole. Cases of provincial inmates are not reviewed unless application is made. Applications were received from 3,488 provincial inmates and 1,806 or 52 per cent of them were granted parole.

While the number of full paroles decreased, day paroles showed a slight increase, up to 1,201 this year from 1,188 the previous year. Day parole is granted for periods of 15 days to three months for special rehabilitative purposes. A day parole is also a useful means of showing how an inmate acts when he is returned to the community for a short time, and this helps the Board to decide whether he should be granted full parole when the time comes to consider this.

As expected, there was a substantial increase in the number of inmates released on mandatory supervision. Mandatory supervision begins on release at the end of sentence and continues for the time taken off sentence by statutory and earned remission. No selection is made by the Board but, the same conditions of release apply to an inmate on mandatory supervision as one on parole. Following implementation of this provision in August, 1970, the first significant number of inmates released in this manner appeared in 1971-72 when 255 were released. In 1972-73, there were 1,084 inmates released on mandatory supervision.

Although the number of full paroles was reduced after 1971-72 it was not until 1972-73 that the effect of this reduction on violations was felt. In 1970-71 there were 1,345 violations of parole and in 1971-72 there were 1,515. By this year the number of violations dropped to 1,477. This drop was not immediate because the number of people on parole and violations in one year are not committed solely by those inmates released in that year. Some of them may have been on parole for a number of years.

In 1971-72 there were 24 violations by those on mandatory supervision. This year there were 248 violations.

### **Day Parole Eligibility**

During the year the Board decided that an inmate will not be eligible for day parole until he is within one year of eligibility for full parole. The Board also is considering a number of approaches to flexibility in the use of this type of release, especially for education or training.

### **Organization**

By the end of the year, the Board began its regionalization program and created one region — the Quebec region — to encompass all the offices in that province under one regional headquarters in Montreal. It is expected that by 1974-75 arrangements will have been completed so that the Board will have a total of five regional offices operating under full delegation of authority and responsibility. Within each region further decentralization is expected down to district office level.

### **Whipping**

In July an amendment to the Criminal Code abolished whipping as part of sentencing. Before this, the Board could revoke or suspend a sentence of whipping upon an application for review of a case. Applications dropped to six in 1969, two in 1970, and none in 1971.

### **Co-operation with the Canadian Penitentiary Service**

There was a continuation and an increase in the co-operation between the Board and the penitentiary service. At headquarters a joint committee of both agencies met regularly to discuss programs and improve liaison.

The assessment and selection of offenders by the parole service for specific penitentiaries which takes place immediately after sentencing began in Alberta in 1970. This year, post-sentence assessment was started in the Atlantic region and early in 1972 meetings were held in Saskatchewan to arrange for this selection and placement of offenders.

The parole service also provided a similar community assessment of inmates being considered by the CPS for temporary absence. This investigation includes contact with people in the community whom inmate would be visiting. The NPS looks at such things as stability of home environment and the attitudes of the community, including police, victim, and neighbors. These investigations or assessments are also helpful to the Board, if it later considers a parole application, because it has been involved with the offender at an earlier time in the sentence.

The parole service also become more heavily involved with the penitentiary service in the operation of Community Correctional Centres, such as the Grierson Centre at Edmonton, the Montgomery Centre at Toronto, and the Portsmouth Centre at Kingston.

The Portsmouth Centre is a good example of NPS—CPS co-operation. Established in June, 1972 as a joint venture it is primarily intended as a residence for inmates on day parole so they can make the difficult transition from an institution to the community. Administration, maintenance and security are the responsibility of the director of the Collins Bay Institution. An officer from the Kingston parole office directs the program and supervises the residents.

Through the program inmates are encouraged to develop a greater degree of personal responsibility not only for their own actions but for the actions of the whole group. As an example the residents decide on rules of conduct, make arrangements for purchase of food, and its preparation, and housekeeping.

Close co-operation with the penitentiary service and participation in penitentiary programs also were marked in the Quebec Region during the year, particularly at Granby, Laval, St-Jérôme, and Montréal.

The Granby office organized a day parole project that would enable a number of inmates of Cowansville to work in the apple harvesting operations in the area. Arrangements were made as well to place on day parole, on a rotating basis, small groups of Cowansville inmates who would be employed for periods of two months in small and medium industries in or near Granby. Parole officers regularly participated as advisers on resocialization in each of the living units at Cowansville Institution.

Parole officers from Laval increased their communication with correctional staff at the Federal Training Centre and Leclerc Institution. A group therapy program of 12 weeks duration was presented by two parole officers, there were regular briefings on parole presented to small groups of newly arrived inmates at both institutions, and parole officers consulted correctional staff frequently to obtain relevant information on inmates being considered for parole.

Because of its proximity to the Quebec Regional Reception Centre at Ste.-Anne-des-Plaines, the St. Jérôme office energetically involved itself in the activities of the institution, to the point that a parole officer was semi-permanently stationed there to achieve a better co-ordination and integration of programs. As a result of post-sentence community investigations being received at the St. Jérôme office, the parole officer on duty at the Reception Centre is able to provide useful information to meetings of the diagnostic and classification committee.

In day-to-day relationship with the penitentiary service parole staff attend inmate training boards, inmate committee meetings, and inmate-self help groups. They also meet with their penitentiary colleagues and in the Atlantic provinces established regular parole-penitentiary meetings of staff to discuss implementation of policy and co-ordination of activities. A similar committee was proposed for the Vancouver area was under consideration at the year's end.

### **Community Participation**

There are various resources to assist the offender in his rehabilitation and others that need closer scrutiny to see what potential exists; for instance various native peoples of Canada, ex-offenders, and volunteers.

In Toronto, for example, the parole service worked with ex-offender groups such as the Fortune Society, which assisted in finding jobs and accepted short term contracts for supervision. Other groups helping were Operation Springboard and Community Parole.

In its search for similar resources that are especially appropriate to the clientele, the Board also signed a contract with the Saskatchewan Freedom Group Society organized and run by ex-offenders.

The Board is eager to assist native people in reaching a greater understanding of their rights and obligations in Canadian society.

Parole staff and officials of the Native Counselling Services of Alberta discussed visits of parole officers to reserves with native counsellors to help gain better understanding of the meaning of parole.

In Saskatchewan the Board signed contracts with three Indian reserves to provide parole supervision. This arrangement came about after considerable preparation in the development of this important resource.

In Manitoba, the Manitoba Metis Federation and Manitoba Indian Brother met with parole service officials to discuss the needs of Native Clan Organization formed at the request of native inmates and the possibility of establishing a halfway house for native offenders. The Manitoba parole offices were also involved with programs for training of natives constables for the RCMP.

In Northern Ontario, the parole service co-operated with Canada Manpower and Indian Affairs and Northern Affairs Department to place Indian parolees in upgrading courses so that they might increase their employment potential in more areas of work.

A grant from the Canada Manpower Local Initiatives Program was given to assist a Windsor group of wives and families of offenders in prison or recently released from prison, through recreation, education, and family or individual counselling. In co-operation with the Windsor St. Leonard's Society the group undertook a survey to determine special housing problems and needs that face these families.

Another group in Windsor that previously benefited from a LIP grant, the Committee for the Orientation and Preparation for Employment (COPE) is continuing to play an important role with offenders and is likely to continue its work.

A similar group named the Self-Help Employment for Parolees (SHEP) conducted a self-help program that involved parolees in interim employment and skill training. They were in a six month apprenticeship, purchasing, reconditioning, and selling of small appliances. With aid of a federal grant a committee of parolees, parole officers and citizens, led by an ex-offender put the scheme into operation in October.

The participation of citizens in the rehabilitation of offenders remains an important part of the parole process. In Sudbury area, for example, non-professional volunteers accounted for more than 10 per cent of the supervision as a result of an intensive program to attract and train people in the community with a variety of backgrounds that can be effectively matched to those of parolees. Other parole offices across the country were either in the process of moving towards the use of volunteers or refining this approach to meet local conditions.

The Board was also involved with an unique day parole program. About 15 inmates from Warkworth Institution were placed in residence in Kitchener as an extension of a motor vehicle repair course at the institution. The parole service helped identify candidates for the course, which involved theory taught at a local community college and training in a service station owned by an oil company.

Another community residence in which the Board has a great deal of interest is the residence of the Prince George Activator Society. With a grant from the Canada Manpower Local Initiative Program it opened on May 31 in the centre of the city with facilities for 25 residents and the Board made extensive use of its services throughout the year.

At Quebec City, Granby, Montreal and the Chicoutimi and Rimouski districts of Quebec the Parole Service was actively engaged in the work of after-care agencies, residential centres for offenders, prisoners' aid societies, and workshops for ex-offenders.

The Board also continued its efforts to create better understanding and communication with the judiciary and the police by attending meetings, conducting seminars, or participating in training courses. In Calgary for example, plans were afoot to have Calgary police recruits spend some time in the local parole office as part of their orientation program.

At Montreal, a parole officer was assigned to the court of sessions of the peace as liaison and, thanks to the interest of the Chief Judge, provided with an office at the Palais de Justice. Advice was given to the officials of Bordeaux Prison on the establishment of a day parole program under sections 20 and 21 of the Probation Law. In this unique example of federal-provincial co-operation, officers of the National Parole Service are collaborating with Quebec corrections officers in administering a day parole program which will allow inmates of Bordeaux Prison to return daily to the community to work, attend school, or take trades training.

One of the more unusual aspects of community participation in corrections centered around a hockey game, in Truro, Nova Scotia. The local parole officers, the inmates and staff of Springhill Institution, members of the RCMP, and local citizens were all involved in a game between Springhill "Angels" and RCMP "Devils". The first game in 1971 was so well supported that a second game was held in March 1972. For the second year there was a sell-out crowd and the proceeds from the game again were contributed to the Truro Boys Club.

## **Employment**

The economic as well as the social rehabilitation of offenders continues to be successful. The Board discovered that in June 1972, about 77 per cent of those on supervision for the whole of that month were employed and earning an average wage of \$483, an increase of \$71 over the previous year. Total earnings for June were \$912,379 an increase of \$55,000 from the previous year. Offenders on mandatory supervision earned an average of \$347.

The Board believes that the results of the survey indicate that reintegration of former offenders into society through the work force is not only socially but economically beneficial.

The survey covered 2,367 inmates on parole compared with 2,663 in 1971. There were also 143 people on mandatory supervision in the survey. The parolees included 2,328 men and 39 women and they supported 2,205 dependents. About 19 per cent of the parolees were unemployed and about 3 per cent were on educational or vocational training.

## **Pardons**

The number of pardons granted under the Criminal Records Act rose again in 1972-73, as did the number of applications. The Board has responsibility under this Act for investigating applications and making recommendations on pardons. This year 821 applications were approved by the Governor in Council and 5 were denied. In another 98 instances, the Board's recommendation that pardon not be granted was accepted by the Council. Last year, 401 pardons were granted and 14 were denied.

In 1971-72 1,085 applications were made to the Board. This year the number increased to 2,212. By the end of March 1,947 were still under consideration before being sent to the Council for approval.

Generally, it takes about 10 months from the time the Board receives an application until the applicant receives the pardon document. This involves investigation by the RCMP, the Board's staff and a review by the Board itself. Towards the end of the year the Board began to devote more resources to its own process and is planning to inform the applicant as soon as pardon is granted. This would cut the waiting time by almost three weeks from the day the decision is made until the applicant actually receives his pardon document from the Registrar-Deputy General.

Fewer pardons were granted this year under the Royal Prerogative of Mercy; 23 compared with 43 last year. There were more denials though; 35 compared with 19 the previous year. This form of clemency covers ordinary pardon, free pardon, and remission for a fine, a forfeiture, or a penalty. The Board under its Act, makes recommendations for this clemency when asked to do so by the Solicitor General.

### **Parole Studies**

In June, Mr. Justice James Huggesson of the Quebec Superior Court was named chairman of a task force to look into the whole system of releasing inmates from penitentiaries. The task force studied the structure and procedures for temporary absences by the penitentiary service, day parole and full parole by the Board and remission at the end of sentence. In its review, the group discussed the system with provincial government representatives, members of the penitentiary and parole services, inmates, ex-inmates, police officials, judges, members of community groups, native peoples' organizations, and after-care agencies. They also visited the United Kingdom and the United States to discuss releases with officials in those countries.

It is expected that the task force report will form the basis for public discussion and supplement the study of the forthcoming report of the Standing Senate Committee on Legal and Constitutional Affairs, which began a study of the Canadian parole system in December 1971. The Senate's examination of the parole system continued this year and it is expected its report will be made by the end of 1973.

### **Appointments**

In November, the Governor in Council appointed three temporary Board members to act for members who were ill or were retiring. The three appointed were district representatives of the Board who later returned to their regular duties.

Two members of the Board retired, Roy McWilliam who had been appointed in 1969 and Georges Tremblay who had been appointed in 1965. Hugh Christie, director of operational audit for the Canadian International Development Agency, was appointed to the Board.

In February Lloyd Pisapio was appointed Executive Director succeeding Frank Miller who had been appointed Canadian Co-ordinator of the UN Congress on the Prevention of Crime and the Treatment of the Offender.

# NATIONAL PAROLE SERVICE – FIELD ORGANIZATION

