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annual report 1975-1976

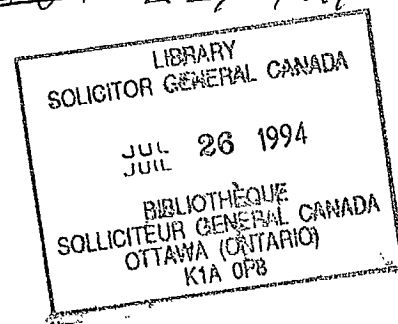
Secretariat
Royal Canadian Mounted Police
Canadian Penitentiary Service
National Parole Board



Solicitor General
Canada

Solliciteur général
Canada

~~R. C. LeBlanc~~



annual report 1975-1976

Secretariat
Royal Canadian Mounted Police
Canadian Penitentiary Service
National Parole Board

Produced by the Communication Division,
Ministry of the Solicitor General

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Solicitor General
of Canada

Solliciteur général
du Canada

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 annual report of the Ministry of the Solicitor General
for the fiscal year April 1, 1975 to March 31, 1976.

Respectfully submitted,

Francis Fox,

Francis Fox
Solicitor General of Canada

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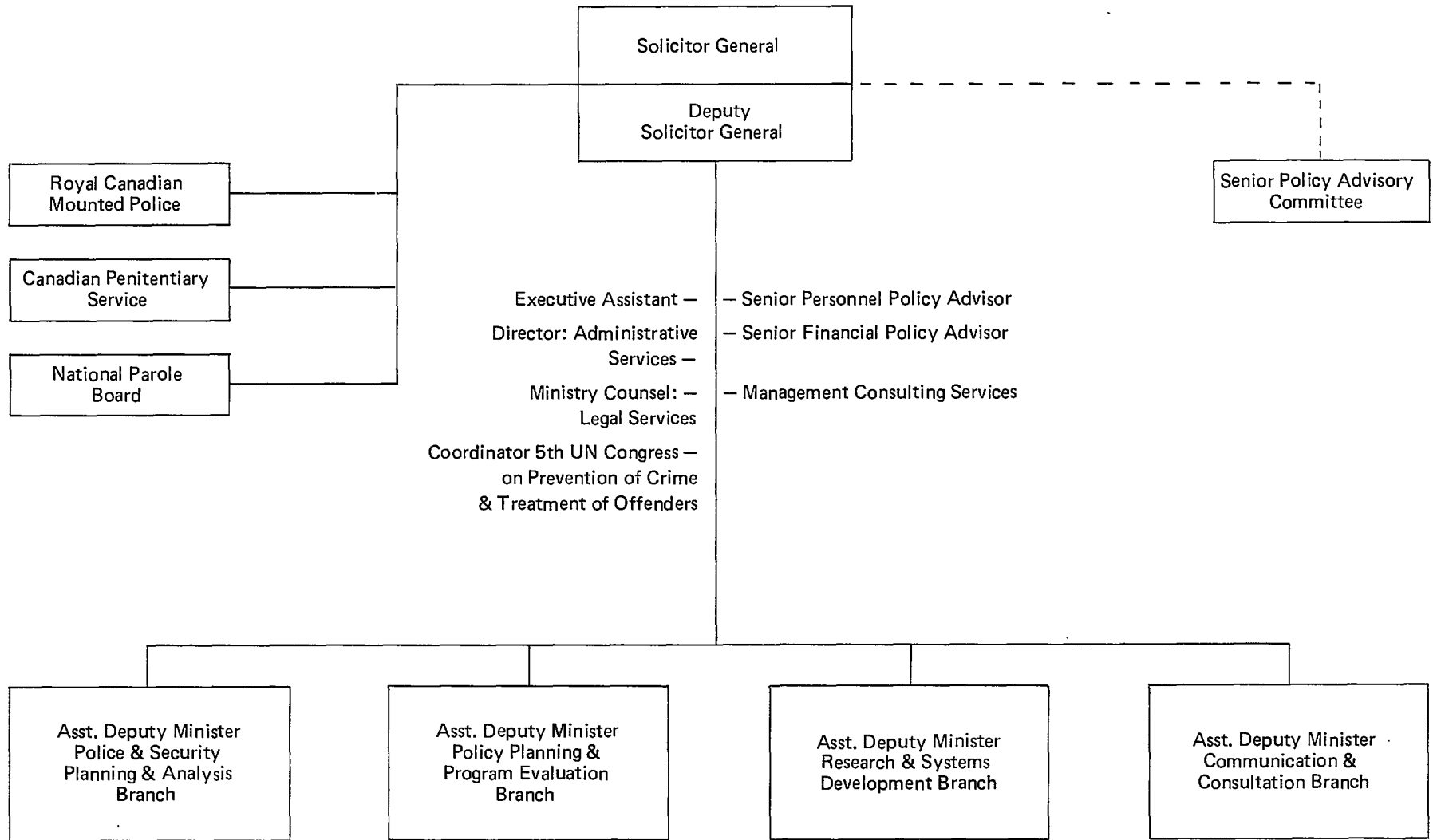
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Organization Chart – Secretariat of the Ministry of the Solicitor General



Secretariat

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

The development and co-ordination of Ministry policy is the responsibility of a Secretariat that reports to the Deputy Solicitor General, Mr. Roger Tassé, Q.C. It was established early in the 1973-74 fiscal year, replacing what had been known as departmental headquarters. The heads of the three agencies, who have responsibility for administration and programs in their areas, report directly to the Solicitor General.

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

The Secretariat has branches responsible for policy planning and program evaluation, police and security planning and analysis, research and systems development, and communication and consultation. Each of the four branches is headed by an assistant deputy minister.

Policy Planning and Program Evaluation Branch

The Policy Planning and Program Evaluation Branch promotes and supports the development of the overall policy direction of the Ministry. In fulfilling this role, the branch conducts two functions: policy planning and evaluation.

Policy planning takes in such activities as the identification, priority establishment, and analysis of policy issues; and the development of policy proposals. Under the general direction of the Ministry's Senior Policy Advisory Committee, the branch assumes either a project leader or coordinating role, or a supportive role for specific policy issues. Depending upon the extent of the policy issue, the branch coordinates the development of policies with agencies within the Ministry, with other federal government departments, and with provincial governments.

In carrying out the complementary function of evaluation, the branch seeks an understanding of the potential effect of policy developments and the degree of achievement of policy implementation. Evaluation activities include the refinement of Ministry long-term and short-term objectives, strategies and goals; the identification of specific policy objectives and indicators of results; and the assessment of the effectiveness of existing and new policy initiatives that are being implemented to determine the extent to which they are meeting their planned objectives.

The following is a list of major projects undertaken by the branch in 1975-76:

- The branch coordinated the nation-wide consultations on proposals for new legislation to replace the Juvenile Delinquents Act. These proposals were prepared by a Ministry Committee chaired by the Deputy Solicitor General and were made public in the form of a report "Young Persons in Conflict with the Law" on September 23, 1975. Staff members of the branch served on this committee and prepared the report. This report was used as the basis for consultation with the provinces including law enforcement agencies, judges, and organizations and groups in the private sector that are directly involved in the juvenile justice process. This consultation phase is expected to be completed by June, 1976. The next phase will involve assessment of the reactions to the proposals and alternatives advanced, and to formulate recommendations for government policy regarding new legislation.

- The branch coordinated the work of a Ministry task force to develop the role and organization structure of a new Federal Corrections Agency to be responsible for all the operational responsibilities of the federal government in the correctional field. The task force undertook a fundamental review of the bases and assumptions of federal correctional philosophy. Emerging from this review will be a proposed role and a set of basic principles which will be expected to have significant organizational and operational implications for the new Federal Corrections Agency. The task force will also propose a basic organization structure which will most likely fit this role.
- The branch was also engaged in two joint federal-provincial task forces which reviewed long-term objectives in corrections and the respective federal and provincial governments' roles in corrections. These task forces were established following the May 1975 Federal-Provincial Conference of Ministers responsible for corrections at which provincial ministers expressed the view that the current division of responsibility has created a duplication of facilities, resources and services, resulting in a loss of economy, lack of consistency and gaps of services. The branch coordinated the work of a joint review group with representatives from several of the provinces to carry out this review. British Columbia, however, requested bilateral discussions with the Ministry of the Solicitor General to identify the implications of a unified or joint corrections system within the Province of British Columbia. The branch co-chaired a joint Federal — B.C. task force of officials to carry out this study. Both joint review groups had been requested to complete their tasks by April 30, 1976. The results of these reviews will be presented for discussion at the next meeting of the Continuing Committee of Deputy Ministers responsible for corrections and, subsequently, to the next Federal-Provincial Conference of Ministers.
- The branch chaired a ministry committee to identify the range of possible measures and alternatives to afford a greater measure of protection against violent crime. The branch coordinated with the federal Department of Justice the preparation of proposed federal government measures to deal with this policy issue.

- The branch developed a proposed policy statement on the issue of child abuse. This statement, along with supporting material, has been presented to the Standing Committee on Health, Welfare and Social Services. This standing committee has been requested to study and report back to the House of Commons its recommendations in respect to appropriate measures for the prevention, identification and treatment of child abuse and neglect, and for such other ancillary measures which the Committee may consider desirable.
- The branch chaired a working group on policy planning and evaluation which was established in February, 1976. Its tasks are to review the status of Ministry priority policy issues, to identify criteria for identifying priority policy issues, to develop strategies for dealing with selected policy issues, to identify short-term objectives and goals, to identify indicators of policy effectiveness, to develop an evaluation process for new policy initiatives, and to develop and refine long-term Ministry objectives. The initial focus of this committee will be to prepare a framework and supporting material to assist the Minister, the Senior Policy Advisory Committee and senior management to establish Ministry policy direction and priorities and to establish short-term Ministry objectives and goals.
- The branch served on an internal ministry committee to examine the federal role in law enforcement in response to such issues as the police role in urban centres, increase in sophisticated crime, rapidly escalating costs of law enforcement, and pressure for improved productivity. The branch is represented on several ongoing ministry committees including the Senior Policy Advisory Committee, Ministry Research Strategy Committee, Research Projects Committee, Consultation Centre Projects Committee, and Ministry Committee on Natives and the Law. The branch is also represented on the Interdepartmental Committee on Family Court Pilot Projects.

Research and Systems Development Branch

The Research and Systems Development Branch has the objective of implementing a nationally oriented program to meet increasing demands for systematic knowledge and understanding to guide the development of Criminal Justice legislation, policy and operations.

The branch has three main elements providing direct client services: the Research Division, Information Systems and Statistics Directorates, and the Library.

The major clients of the branch are the Canadian Penitentiary Service, National Parole Board, National Parole Service, Royal Canadian Mounted Police, and other branches of the Secretariat. At the same time it is taking steps to broaden its service function to include cooperative efforts with other components of the criminal justice system.

Research Division

The overall objective of the Research Division is to support the development of improved strategies to reduce the total social and economic costs of criminal activity and the criminal justice system in Canada by furthering understanding of the phenomena of crime, related public concerns, and the effectiveness of the criminal justice system. It works very closely with the Ministry agencies and Secretariat branches and cooperates with other criminal justice components at the federal, provincial, and municipal levels in achieving this goal. A funding program has been developed, permitting expanded contractual and intra-mural research, contributions to criminological research centres, and the publication of research results.

The Research Division, being oriented toward practical applied research, seeks to fulfill its role through the support, coordination and execution of research. It communicates its research needs to the research community through the annual "Guide: Research Program," which addresses two levels of priorities. The current year's high priorities have been in the areas of violent crime and the dangerous offender, public attitudes, diversion and selection and training of correctional staff. Thus, the division has contributed to the debates on capital punishment and planning of gun control legislation by contracting for research and providing advice in these two areas. The Research Division was also active in advising on other aspects of the Peace and Security Program.

The division is now organized with three directorates. During 1975/76, a number of highly qualified research officers were recruited and the process to provide additional suitable professional and support staff is continuing.

The Directorate of Research Planning and Liaison maintains liaison and ensures a high degree of coordination and cooperation with the division's clients, particularly with other federal, provincial and municipal governments and the private sector. To

initiate this process the Directorate organized a workshop on "Human Science Research on Crime and Criminal Justice," held in May, 1975 which brought together federal and provincial government research staff to discuss areas of mutual interest. It prepares the Research Guide, ensuring that client interests are reflected in the Ministry's research program and that the results of research are made available to policy makers at all levels of jurisdiction through a planned and coordinated program of diffusion of research knowledge. This program has been facilitated by the development this year of a research publications policy complemented by a paper on publication procedures and standards. As a consequence, in 1976 the division will be launching a new series of research publications designed to reflect high standards of research supported under contract or undertaken by the division and to ensure the timely dissemination of research findings and implications particularly to potential users within the criminal justice system.

The main role of the Research Resources Directorate is to carry out the internal research of the division, but it is also responsible for ensuring that the results of research done elsewhere in Canada or in other countries are communicated to potential users, particularly within the Ministry, and for providing advice on research and for promoting growth in the development of criminological research manpower.

The Directorate began to take shape this year with the arrival of three new researchers who, like the other researchers in the Directorate, will be dividing their time fairly equally between advisory services and actual research.

This year the Directorate carried on a major research project studying the decisions of the National Parole Board. This research is designed to analyze the criteria used by the Board members in making their decisions and may help to make this process even more equitable and effective.

Another researcher worked in close cooperation with the group responsible for consultation on the Report on Young Persons in Conflict with the Law, and the revision of the Juvenile Delinquents Act. Among other things, he has been responsible for preparing research projects in this field.

In another connection, the development of research manpower in the field of criminology has been promoted by making contributions to three major University Criminology Research Centres — those of Montreal, Toronto and Simon Fraser.

The Research Programs Directorate is responsible for the development of contracted socio-criminological

research. In this, it is primarily concerned with the design, evaluation, critique and specific applicability of that research to the Ministry's goals and objectives. The Directorate is organizationally designed to provide evaluation and assessment capabilities in five areas:

- causes and prevention
- law enforcement
- public attitudes and diversion
- correctional services
- Canadian criminal justice system management.

Research staff in each of these areas act as project coordinators, monitoring research progress and, subsequently, evaluating the final report for its immediate and long-term impact on the research needs of users. Ultimately, they facilitate the translation of research findings into practice by advising and assisting criminal justice agencies in the application of research results.

During 1975-76, the Ministry approved forty-six research projects to be undertaken by universities, research consultant firms and private individuals, and continued to support work on fifteen other projects commenced in earlier years. This research effort amounts to the expenditure of approximately 650 thousand dollars on large and small scale empirical studies and state-of-the-art reviews in all five functional areas described above. Some of the major research projects awarded contracts were the following:

"Sondage des attitudes du Public Canadien en matière de politique criminelle."

Y. Brillon, International Centre for Comparative Criminology, (I.C.C.C.) University of Montreal

"Ottawa Volunteer Program"

D. Andrews

C. Farmer (Carleton University)

Ontario Ministry of Correctional Services

"Fear of Failure and Anxiety in Federal Day Parolees"

J. Check

J. Klein

University of Calgary, Department of Sociology

"A Twelve Hour Day: its impact on a Police Organizational System"

J.B. Cunningham

School of Public Administration

University of Victoria

"Police Attitudes and Their Relationship to Behaviour"

D. Dutton

University of British Columbia

"A Study on the Operation and Relative Effectiveness of Community-Based Residential Centres"

R. Hann, et al

Decision Dynamics Corp., Toronto

"Police Information and Use of Information – Stage II"

R. Hann, et al

Decision Dynamics Corp., Toronto

"Classification of Offenders for Diversion"

C.H. Jayewardene

Department of Criminology, University of Ottawa

"Evaluation de Boscoville"

M. Leblanc, et al

University of Montreal (GRIJ)

"Evaluation of Boys Farm"

M. Leblanc, et al.

University of Montreal, (GRIJ)

"Social Services Role of the Police: domestic disputes and intervention"

B. Levens

United Way of Greater Vancouver

"Studies on the Prediction of Violent Behaviour: a developmental project"

V. Quinsey

Mental Health Centre, Penetanguishene, Ontario

"Policing in Canada: a bibliography"

C. Shearing and J. Lynch

Centre of Criminology, University of Toronto

"The Contract Security Industry in Ontario: a study of users, agencies and employees"

C. Shearing

Centre of Criminology, University of Toronto

"Parole Guidelines Project"

J. Nuffield, et al.

(Intra-mural project)

Information Systems and Statistics Division

New developments and initiatives, arising over this last year, have resulted in a reorganization of two of the divisions within the branch, to form a single Information Systems and Statistics Division. The new division provides for an expansion of the roles of the previously existing Statistics Division and the Management Information Systems Division. Certain effectively operational functions and services previously performed by the Management Information Systems Division have been transferred to the new Federal Corrections Agency.

The basic objectives of the new division are two-fold. It will continue to provide professional and technical services to the Minister and the Secretariat, in the field of information and statistics, and secondly it will assist in the promotion of better information and statistics for, and by, all components of the criminal justice system.

To achieve its objectives, the operations of the division will be oriented towards exerting influence in the overall development of Canadian criminal justice information and statistics, particularly in the development of informational and statistical policy, and to meet the increasing demands within the Ministry, for systematic quantitative knowledge to assist in the development of criminal justice legislation, policy, and program evaluation.

The operations of the division are seen as:

- advisory in the provision of statistical support, professional expertise, and interpretation to other divisions and branches within the Secretariat, and to cross-jurisdictional task forces, external consultants and other outside organizations;
- analytical in the conduct of statistical studies to support policy, legislative or administrative decision-making, or to respond to specific statistical needs identified by the Minister and the Secretariat Executive;
- analytical also, in the conduct of continuing studies and surveys providing serial statistics for consumption by the criminal justice community and for general publication;
- conceptual in the identification of future policy areas that will require a quantitative base for decision-making, and coordinating efforts to satisfy these needs;
- evaluative and liaison in the monitoring and assimilation of statistics and information available on crime and the administration of justice, to assess the validity and reliability of alternative sources; and
- promotional in contributing to statistical policy development towards increasing the scope, the validity and usefulness of statistics and information within any and all components of the Canadian criminal justice system.

Basic to the operations described, will be the necessity to promote an environment of liaison and cooperation within the criminal justice community, particularly with Statistics Canada and other federal departments, and with provincial and municipal agencies involved in the development of criminal justice statistical and information systems.

Overall coordination is striven for by a three-tier committee structure. The continuing Federal-Provincial Advisory Committee on Judicial Information and Statistics is the primary inter-jurisdictional form for reviewing alternatives, identifying priorities, and for an exchange of information among jurisdictions involved in developing systems for collection and dissemination of statistics and information. The work of three task forces of this committee, on Data Element Dictionary, Present Statistics and Future Data Generation, and Identifiers, has contributed significantly to the development of better information and statistics in the criminal justice community. The division has made strong input to these task forces, within the federal domain, the Inter-Departmental Committee on Judicial Statistics offers similar opportunities for dialogue at the Assistant Deputy Minister level, with representation from the branch, Statistics Canada, the Department of Justice, the Law Reform Commission, and Treasury Board. Third, the Statistics and Information Strategy Committee, with intra-Ministry representation, is being developed as a vehicle for coordinating Ministry policies and requirements with regard to information and statistics.

During the year, the division provided support to the Manitoba Criminal Justice Information Systems Project, the British Columbia Family Court's Project, and the Nova Scotia Information Systems Project. Significant publications included: "Statistical Handbook: Selected Aspects of Criminal Justice;" "Questions and Answers Relating to the Capital Punishment Issues;" and "Statistics Relating to the Gun Control Question;" which were tabled in the Houses of Parliament.

Ministry Library

The Ministry Library provides services and resources to all staff of the Ministry located in Ottawa, and in the regional offices of the National Parole Board, the Canadian Penitentiary and Parole Services and the Regional Consultation centres.

Library resources include a collection of over 13,000 books as well as numerous pamphlet and bibliography files dealing with the subjects of Crime, Law Enforcement, Corrections and related matters; the Library also maintains subscriptions to over 200 journal titles. Library services include: interlibrary loans, indexing of articles and abstracts, reference and bibliographic services, and provides also a current-awareness service in the dissemination of over 2,000 abstracts per year, received from the U.S. National Council on Crime and Delinquency and the U.S. Department of Justice.

In 1975, a reference coordinator position was assigned to the Library, to initiate a small pilot project regarding the development of a Canadian criminal justice reference centre. In connection with this project, the Library has obtained the computer tapes of the entire data base of the U.S. National Criminal Justice Reference Service.

During the pilot project, the reference coordinator will be able to answer requests for information from within the Ministry in a more systematic and effective manner than the Library has been able to do in the past.

At the end of 1976, the pilot project will be evaluated in order to determine future directions for a Canadian criminal justice reference centre.

The Ministry Library, together with the Ontario Ministry of Corrections, are uniting and expanding their catalogues on volunteer information to fill an urgent need and as an interim measure in the event that funding for an information centre on volunteerism in Corrections may be established with the possibility of a link-up with the Canadian Criminal Justice Reference Centre at a later stage in its development.

Police and Security Planning and Analysis Branch

This branch, which consists of four divisions, monitors and analyzes internal security information on international terrorism, collective violence, and social unrest which is potentially violent. It is increasingly involved in the development of police policy.

Security Information Analysis Division

This division's primary responsibility is to monitor and analyze internal security information from various sources to provide the Ministry with a continuous appreciation of the internal security situation in Canada. The division coordinates the preparation of a weekly internal security situation report on behalf of the Security Advisory Committee. The division also participates in the Ministry workshop on objectives and priorities.

Contingency Plans Division

This division was formed in January 1976 to fulfill Ministry responsibilities in the area of public order and internal security consistent with the "lead" Ministry concept.

One of the division's major concerns since its establishment was the coordination of planning and direction of a multi-jurisdictional exercise to test plans, procedures and communication and consultation mechanisms, to ensure public safety and security during the Summer 1976 Olympics.

The division has also been occupied with development of a Ministry contingency plan model and individual plans designed for reaction to a variety of crisis producing situations.

Security Policy Division

This division is responsible for the review and updating of policy related to:

- protection of classified information;
- personnel security;
- physical security;
- technical security (e.g., EDP facilities, telecommunications and electronic equipment);
- protection of designated persons.

Over the past year this division was involved in projects related to private policing, standards for security equipment, standards for security guards, the Human Rights Act and Criminal Law Amendments (Bill C 83).

On behalf of the Solicitor General, the division implemented and administered the operational requirements of the "Protection of Privacy Act" (Sect. 178.1-178.23 CCC).

Crime Prevention and Law Enforcement Division

This division is actively involved in establishing working relationships with police forces and agencies, police training and educational institutions, and in participating in innovative programs in policing and crime prevention in an effort to document changes and developments in policing. Division members participated in studies related to the role of the federal government in the criminal justice system.

A working relationship continues between the staff of this division and the Canadian Association of Chiefs of Police.

The steering committee responsible for the development and implementation of projects and programs in preventive policing under the peace and security measures is chaired and staffed by this division.

Division members have been actively involved in the consultation process in developing changes in RCMP policing contracts.

Communication and Consultation Branch

Communication Division

In 1975/76, the Communication Division concentrated its energies on planning and effecting the Special Communication Unit on Peace and Security. The Unit, created by Order in Council, was chaired by the Assistant Deputy Minister, Communication and Consultation, and was jointly sponsored by the Solicitor General of Canada and the Minister of Justice.

The Special Communication Unit included four major areas: (1) Operations (including an Inquiries Centre equipped to work around the clock); (2) Public Relations; (3) Audio-Visual; and, (4) National Liaison.

The Unit was responsible for publicizing the government's Peace and Security Program — a program aimed at preventing violent crime through a series of measures to amend the criminal law and improving the administration of criminal justice. To this end, the government proposed various changes — abolition of capital punishment, stricter gun controls, new sentencing provisions for convicted murderers and measures to facilitate police investigation of crime.

On Tuesday, February 24, 1976, the Peace and Security Program was tabled in Parliament. The Honourable Warren Allmand, then Solicitor General of Canada, and the Honourable Ron Basford, Minister of Justice, tabled the two bills on Peace and Security, Bills C-83 and C-84, and launched the program by holding a national Press Conference.

Within an hour of tabling the proposed legislation, an information kit, produced by the Special Communication Unit, was being distributed coast to coast to the mass media and to hundreds of special interest groups. The media coverage on that day and in the following weeks was, according to observers, unprecedented in scope and generally positive in content.

The Director, meanwhile, worked closely with the Solicitor General arranging speaking engagements and accompanying him across Canada to provide follow-up information on the Peace and Security Program.

Although the Special Communication Unit will operate well into the 1976/77 fiscal year, the Communication Division had other responsibilities as well. These included the monthly publication of the magazine *Liaison*, which has a readership of approximately 9,000. The computerized mailing system was updated and made more versatile and the Communication Division as a whole published a variety of reports for other branches within the Ministry.

Consultation Centre

The Consultation Centre endeavours, through the processes of consultation and discretionary application of resources, to initiate, support and participate in efforts aimed at improving the general appropriateness of the Canadian criminal justice system, reducing the dysfunctional effects of fragmentation, and promoting community participation in achieving the aims of criminal justice.

In the pursuit of these objectives, the Consultation Centre has established regional offices in the Atlantic Provinces (Moncton, N.B.); Quebec (Montreal); Ontario (Toronto); the Prairies, including the Northwest Territories (Saskatoon, Sask.); and British Columbia and the Yukon (Vancouver). As the only regionalized division of the Secretariat, the Regional Consultants represent the whole of the Secretariat within their respective regions.

As an agent for change, focusing on innovation and experimentation, the Consultation Centre has in the recent past supported major reviews of the operation of various provincial justice systems and has initiated or encouraged studies, conferences, seminars and workshops for the purpose of increasing understanding of criminal justice problems and to aid in the planning of innovative approaches to the provision or extension of criminal justice services. It also maintains a general overview of federal-provincial relations including the organization of Ministerial meetings, meetings of the Continuing Committee of Deputy Ministers of Corrections, and the Joint Regional Committees of senior planning officials in each region of Canada. In cooperation with private organizations, the Centre acts as a resource for community groups and individuals by facilitating communication between communities and Law Enforcement Agencies, the judiciary, and Corrections, and by encouraging community interest and participation in resolving criminal justice problems.

A major responsibility of the Consultation Centre is the development of demonstration projects to exemplify the validity of new or alternative approaches to persistent problems, to develop resources to fill gaps in the existing system, and to encourage joint efforts in diminishing duplication and redundancy of services. During 1975/76, the Consultation Centre provided resources for some 35 demonstration projects in various parts of Canada. The projects generally fall into the categories of crime prevention, law enforcement, diversion, native peoples, alternative sentencing options, probation, specialized residential and aftercare services, manpower planning and training, and justice system planning.

Continuing a traditional emphasis in the field of crime prevention among youth, the Consultation Centre during 1975/76 provided consultative and financial resources to the joint review of "Young Persons in Conflict with the Law" and was responsible for organizing a series of community workshops across Canada to discuss the proposed legislation. A high priority was placed on promoting acceptance and experimentation with an agreed-upon Canadian concept of formal diversion. Another priority area was

"native peoples in conflict with the law," where efforts were concentrated on implementing recommendations from the Conference on Native Peoples in the Criminal Justice System held in Edmonton in February, 1975. In the context of the government's Peace and Security Program, the Centre accepted major responsibilities in the area of preventive policing and police-community relations, as well as assisting in the development of programs aimed at promoting responsible firearms use and ownership in Canada.

A task force on the Role of the Private Sector in Criminal Justice was established during the year to examine and make recommendations regarding the provision of public and private criminal justice services. With an Executive Secretary working out of the Consultation Centre, the Task Force will engage in extensive consultation with local work groups representing the private sector as well as the different levels of government before compiling their report.

Management Consulting Service

The Management Consulting Service provides assistance to the Secretariat and to the Agencies of the Ministry of the Solicitor General in identifying management problems and developing appropriate solutions.

During the year studies covered a wide range of activities. Of major importance was the development of a new inmate pay system for the Canadian Penitentiary Service which constituted a radical departure from the prevailing philosophy on inmate remuneration and which is now being considered for implementation. A study of operations of the Clemency Division of the National Parole Board resulted in a re-organization of the division, the design of new procedures and a significant increase in the rate of processing applications for pardon.

The Management Consulting Service continued to play an active role in the implementation of decentralization and delegation to Regional offices of the Canadian Penitentiary Service. Towards the end of the period, the process was being extended to include Canadian Penitentiary Service institutions in all regions.

Other projects included a survey of the Administrative Services Division of the Ministry Secretariat, a review of the Ministry research committee system, and organization analyses of such functions as regional health services and regional staff training in the Canadian Penitentiary Service.

Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders

The Fifth United Nations Congress on the Prevention of Crime and the Treatment of Offenders was scheduled to be held in Toronto from the 1st to the 12th of September, 1975. Canada had agreed to be host.

This commitment came about in response to an indication that the United Nations desired to hold the Fifth Congress in the western hemisphere. Canada made the formal invitation at the fourth congress in Kyoto, Japan, August, 1970. The congress is a forum for the exchange of ideas, and had as its theme, "Crime Prevention and Control — The Challenge of the Last Quarter."

The Ministry of the Solicitor General was designated by Cabinet to carry out federal government responsibilities for hosting the congress and the federal government responsibilities for Canadian official participation at the congress.

The cost and execution of the project was shared with the Province of Ontario.

A Canadian coordinator for the congress was appointed, on a part-time basis, in August, 1971, and commenced full-time work in November, 1972.

The Solicitor General of Canada convened a National Advisory Committee in January, 1973 with representation from provinces and national non-governmental organizations and that meeting was attended by United Nations Secretariat officials. A Canadian organizing committee, representative of several government departments involved, was established and met in June, 1973 and in January, 1974.

On July 19, 1975, the Secretary of State for External Affairs sought the cooperation of the Secretary-General of the United Nations, in obtaining a postponement of the congress. On July 30, 1975, the United Nations Committee on Conferences decided not to accede to Canada's request for a postponement, but rather, decided to hold the congress in Geneva, Switzerland, on the dates already scheduled.

The congress took place in Geneva, September 1, to September 12, 1975. The Solicitor General of Canada headed Canada's delegation, which numbered fourteen. The Parliamentary Assistant to the Minister of Justice was Deputy Head of the Delegation. Three members of the delegation were nominated by the provinces,

(British Columbia, Manitoba and Quebec). Three other members of the delegation were nominated by non-governmental organizations. The remainder were federal public servants.

In general, the delegation was satisfied that Canadian interests were advanced during the course of the congress. The delegation entered into no firm commitments, since this was neither required nor expected of a congress of this nature. Nevertheless, there was international agreement on a variety of subjects on which Canada was interested. These included such areas as extradition, international exchange of parole supervision, international code of ethics in police, and in the prohibition of torture.

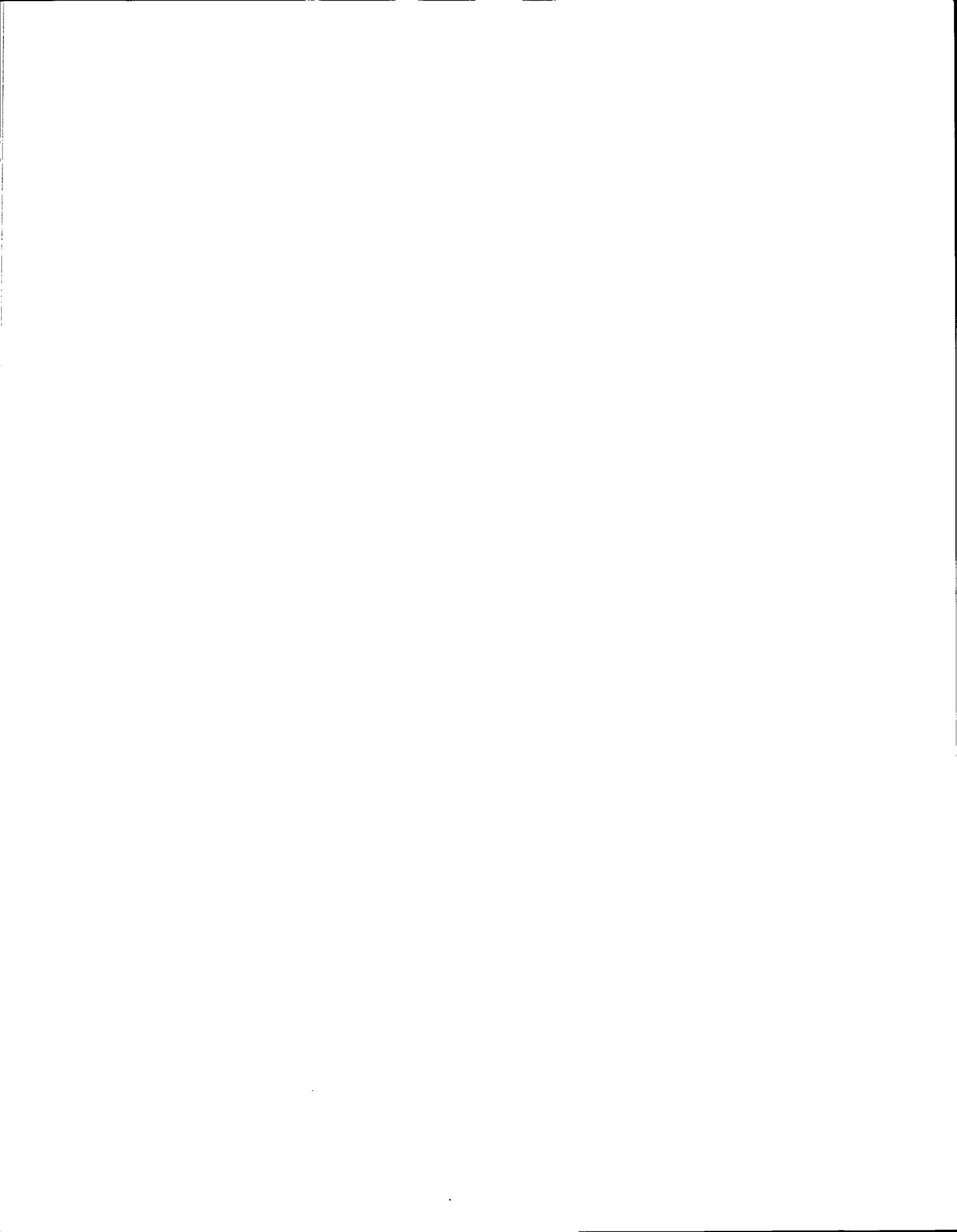
The delegation felt it fared well with its substantive initiatives. It is obvious, however, that in the field on which there is a United Nations Congress only once every five years, progress is slow. Further, it is obvious that given the great differences of legal background detailed agreement between all members of the United Nations Congress on special issues was virtually impossible to achieve. As a consequence, the conference conclusions are expressed in very general terms. To many delegations, the chief importance of our presence at the conference was conveyed in the text of the speeches which our delegates made. There were also many references to Canadian advances in criminology, and in particular, the reports of our Federal Law Reform Commission. Members of Canadian non-governmental organizations made a considerable contribution through their representatives during the official sessions, as well as in the ancillary programs.

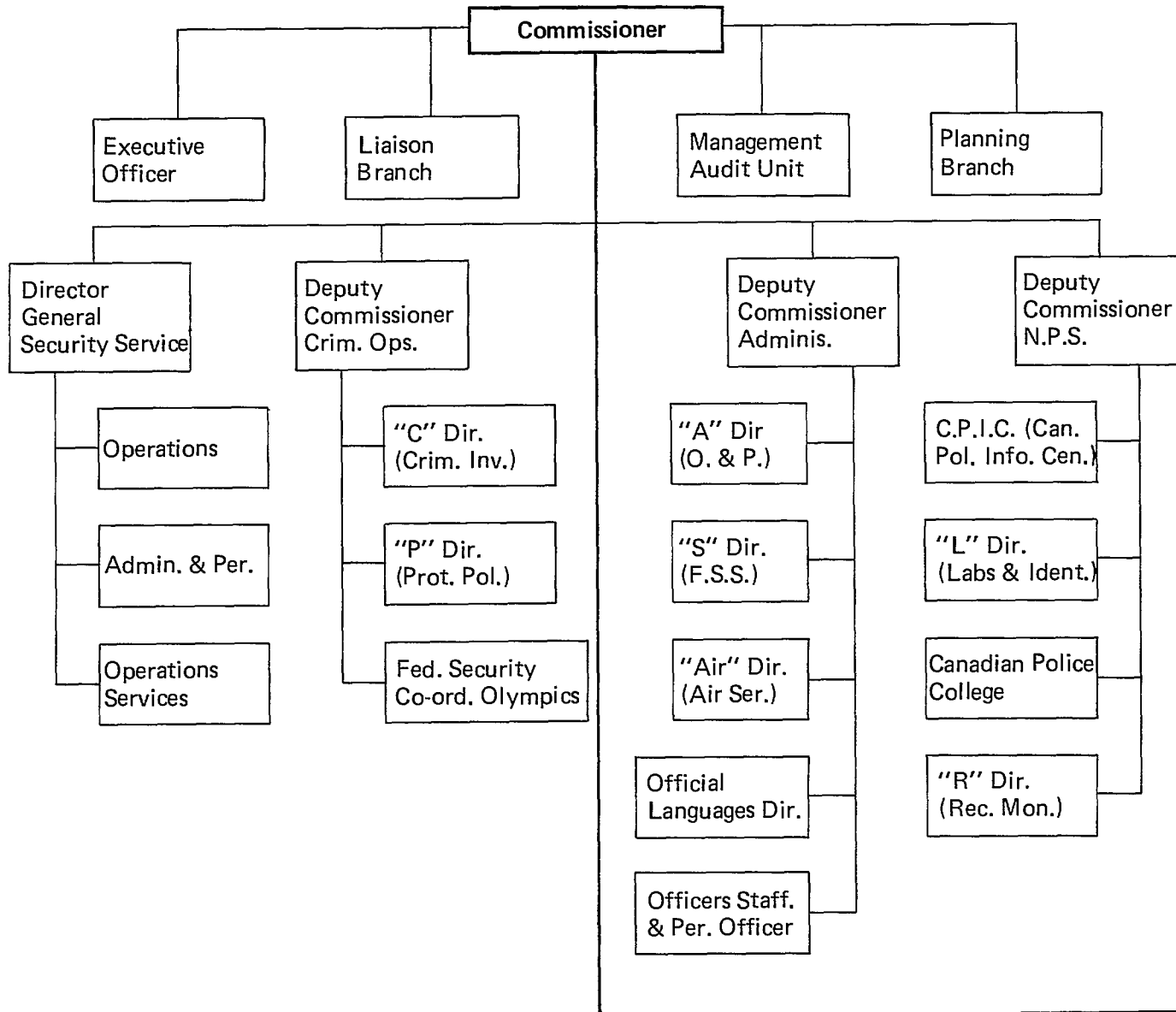
Canada assisted the United Nations in preparation for the congress by the secondment of one Canadian, for a period of two years, and two others, for periods of six months each. Nineteen members of the Canadian Coordinating Unit Staff went to Geneva at the time of the congress, and assisted the United Nations Conference Service Staff in the organization and administration of the congress itself. Canada provided briefcases and other materials that had been prepared for the congress in Toronto.

During the closing plenary session, the Assistant Secretary-General of the United Nations, in her concluding remarks, thanked Canada for the considerable assistance in the preparation for, and in the administration of, the congress.

Canada was originally responsible for organizing and financing all aspects of the event, over and above those that would have been the responsibility of the United

Nations, if the congress had been held at the United Nations Headquarters. The total program budget covering the three fiscal years 1973-76, was \$1,710,000. The greater portion of this money had already been expended at the time of the change in venue. Current estimates show a surplus of \$700,000 is to be expected.





"A" Ottawa	"B" St. John's	"C" Montreal	"D" Winnipeg	"E" Victoria	"F" Regina	"G" Yellowknife	"H" Halifax	"J" Fredericton
"K" Edmonton	"L" Charlottetown	"M" Whitehorse	"O" Toronto	"P" Lower Mainland, B.C.	"N" Ottawa (Training)	"HQ" Ottawa	RCMP Academy at "Depot" Regina (Trng.)	

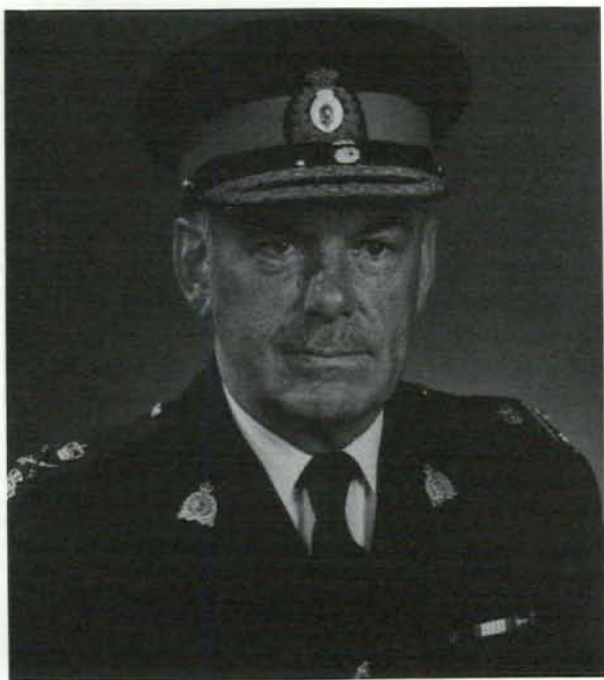
Royal Canadian Mounted Police

This year's report reflects some of the reorganization taking place within the RCMP, all with a view to improving our service to the Canadian public as well as to members within the Force itself.

A continuing emphasis has been placed on the need for good communication over the past year and while we are making excellent progress, it will continue to be a priority objective in the future. This was perhaps most obvious with the establishment of the new Official Languages Directorate and the Native Policing Branch. Both are progressive steps, the former toward fulfilling the objectives of the Official Languages Act and the latter to provide a more coordinated approach to native policing.

The "S" Directorate submission outlines the progress being made in the Force-wide building program. One project worthy of note is the new Canada Police College at "N" Division, which will service not only members of the RCMP but all Canadian police forces as a National Police Service.

Throughout the world the escalation of crime continues to be one of society's major problems. The RCMP, in full cooperation with all other police agencies in Canada, is committed to keep crime in check and to reverse the trend of increased criminal behaviour.



M. J. Nadon, Commissioner

Organization

The Royal Canadian Mounted Police is organized under authority of the RCMP 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. Headquarters of the Force is in Ottawa.

There are 14 operational divisions, alphabetically designated, with a headquarters for each located in provincial or territorial capitals, except for "C," which is in Montreal, "A" in Ottawa, and "P" in Vancouver.

The operational divisions have 38 sub-divisions and 686 detachments. Air and marine services within the Force support the operational divisions as do the two training divisions, "N" and "RCMP Academy" at Depot, in Rockcliffe, Ontario, and Regina, Saskatchewan, respectively.

Jurisdiction

Laws made by, or under the authority of, the federal government, are enforced by the Royal Canadian Mounted Police in all provinces and territories of Canada.

The enforcement of the Criminal Code of Canada, and the administration of justice within the provinces, are the responsibility of the provincial governments. The RCMP enforces criminal and provincial laws within all provinces, except Ontario and Quebec. In addition, the RCMP, under contract, provides its policing services to 176 municipalities throughout Canada.

The Yukon and Northwest Territories are policed exclusively by the RCMP where police jurisdiction over criminal offences, federal statutes and territorial ordinances has been assigned to the Force.

Contract Policing

The Force continues to emphasize both the proactive (prevention) and reactive (enforcement) approaches to crime control. The general philosophy of the Force in areas of commitment to crime prevention, as opposed to enforcement, was not fully realized during the year under review. This is attributable to several factors, including an increase in crime generally, which in turn required more investigational time than anticipated.

While crime prevention and the development of good police community relations are responsibilities shared by all members, coordinators have been appointed within divisions, and small crime prevention units have been organized at larger detachments to assist members in the development of programs and strategies. General and specific crime prevention programs were instituted to reduce opportunities for criminal behaviour. Public support and actual involvement are strongly encouraged.

In an effort to fully utilize existing manpower and resources, we have furthered our implementation of the Prevention-oriented Policing System, which incorporates a measure of crime prevention. We have also sanctioned other methods of policing, such as "Residential Policing," whereby members reside within the town or village they are actually policing and away from the existing detachment in that locality. This affords a good opportunity to "get back to the people."

We continue to strive for better relations with minority groups, particularly Indian and Eskimo communities. A native Policing Branch was established at "HQ" Ottawa at the beginning of 1976 and Native Policing Coordinators have been appointed in contract provinces.

In recognition of specific violent-type crimes, we have upgraded our tactical role by training members to meet the current and expected level of crime within Canada.

Ensuring the safe and expeditious movement of people and goods along our nation's highways remains a high priority. Consequently, we have increased our liaison with the many agencies that make up the highway transportation system. This liaison has identified new methods and resources to assist us in developing countermeasures to reduce the traffic collision rate.

During 1975 there were 1,602 fatal motor vehicle accidents resulting in 1,975 deaths. Personal injury collisions totalled 25,771 with 37,970 persons injured.

The number of reported property damage accidents was 123,294. As a comparison, during 1974 there were 1,728 fatal motor vehicle accidents resulting in 2,249 deaths. Personal injury collisions totalled 24,736 with the number of persons injured 36,920. Reported property damage accidents numbered 105,950.



Motor Vehicle Check

Commercial Crime Branch

The Commercial Crime Branch strives to maintain public confidence in the Canadian business and financial community by controlling commercial crimes. This is accomplished through the effective enforcement and application of sanctions and by suppression of the manufacture and distribution of counterfeit money and tokens of value within Canada.

The Commercial Crime Branch centres on business-oriented crimes; frauds where the Government of Canada is the victim; and on the corruption of public officials. The offences relate to rights of property, fraudulent transactions respecting corporate frauds, tax frauds, computer crimes, bankruptcies, fraudulent securities and other promotions and counterfeiting.

These investigations normally begin after the fact; however, on numerous occasions intervention at an early stage prevented fraudulent schemes from running their course. In 1975, the Commercial Crime Branch investigated frauds valued at \$244,285,319. They were instrumental in recoveries approximating \$11,499,646 along with court fines totalling \$723,080.

The recoveries and preventive aspects are reflected in business and corporate income tax collected by the provinces in Canada. Losses would otherwise be written off as bad debts.

Fraud and corruption do nothing to enhance Canada's position in the world marketplace where an advancing economy requires a stable commercial community to instill public and investor confidence.

At Headquarters Ottawa, the branch monitors the activities of 22 Commercial Crime sections located in most major Canadian centres. It also provides guidance, assistance and liaison on the national and international scene with foreign enforcement agencies, and with various commissions and departments of the Canadian federal and provincial governments.

The highly specialized and complicated nature of organized and white collar crime demands the continued assignment of large numbers of highly specialized senior personnel over extended periods. Continued improvement of analysts is encouraged through university and other specialized training programs. Commercial Crime sections are staffed with personnel who, as well as being peace officers, have obtained varying levels of education and experience in such disciplines as law, accounting, commerce, and business administration.

Significant commercial crimes, by their very nature, consist of a continuity of acts touching a large number of people. It is indeed rare when such a crime is carried out within the bounds of a single jurisdiction. The travelling "white collar" criminal takes full advantage of the conflict of laws and the multiplicity of jurisdictions to mask the perpetration of his scheme. Modern travel has provided the "white collar" criminal with unprecedented mobility.

International fraud, trafficking in stolen securities and stock market manipulations are existing phenomena today. A way of improving communications and enhancing our enforcement position must be found to combat the new dimension of trans-national crime. International cooperation in law enforcement, particularly in the area of fraudulent activities, is a necessity if we are to succeed in our attempt to stabilize, if not eliminate, multi-jurisdictional "white collar" and organized criminal activities.

At the end of 1975, approximately \$27,500,000 worth of stolen or missing securities remained outstanding in Canada.

The branch also maintains specialized counterfeit sections in Vancouver, Ottawa and Montreal, which are engaged in the detection and prevention of counterfeiting activities in Canada. A marked increase in counterfeit gold coins has been noticed and very recently counterfeit Olympic coins have been discovered.

Year	Commercial Crime Branch		
	New Investigations	Carry-over Files	Prosecutions
1972	1,325	831	667
1973	2,063	1,231	931
1974	2,948	1,905	1,159
1975	4,901	2,382	1,549

Year	Counterfeit Notes Seized in Canada			
	Canadian		American	
	Negotiated		Non-negotiated	
	Units	\$ Value	Units	\$ Value
1972	2,334	27,428	2,824	29,795
1973	43,443	590,269	53,346	557,279
1974	14,414	656,159	3,183	268,765
1975	9,345	527,882	16,281	584,757
1972	3,151	43,674	33,617	659,561
1973	2,037	58,325	20,108	713,660
1974	2,277	44,920	722	21,100
1975	2,435	53,263	113,902	1,509,940

National Crime Intelligence Branch

The criminal intelligence function of the Force is dedicated to combatting organized crime. NCIB Sections are located at strategic points throughout Canada. In addition, 43 major Canadian municipal police forces and the provincial police of Ontario and Quebec have units engaged in this field. All activities are welded together by 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, in which police resources are pooled in an area, and concentrated on a specific organized crime subject or situation.

In each case, NCIB investigators, along with their counterparts from local police departments, examine organized crime situations in their respective regions. The view here is to target on these problem areas and take appropriate action against them. This approach to organized crime problems is becoming more and more popular and experience shows this to be a most effective line of attack when properly structured and controlled.

The success of criminal intelligence operations depends largely on the accurate analysis of the intelligence developed in the first instance. To accomplish this, considerable emphasis has been placed on the training and placement of personnel across the country to undertake the specialized work of intelligence analysts.

Special "I" Branch

This branch is responsible for issuing licences to companies and individuals to possess, sell or manufacture electromagnetic, acoustic, mechanical, or other devices as defined in the Protection of Privacy Act. This is all carried out on behalf of the Commissioner of the Force who, under the Act, has been designated Registrar.

Members of Special "I" Branch also perform authorized technical installations. In 1975 there were 679 authorizations obtained by the Force, which resulted in 1,519 installations being carried out. Of the total authorizations, 508 were on behalf of the federal Solicitor General and 171 were on behalf of the provincial Attorneys/Solicitors General.

Polygraph examinations, of which 1,105 were conducted in 1975, are carried out by highly trained personnel who administer the polygraph program.

A Voice Identification Unit was established in 1975 and one member is currently participating in a two-year voiceprint analyst program. Once training is completed, this member will be qualified to present spectrographic voice identification evidence to the courts. This type of expertise, previously used as an investigative aid, was accepted recently by the Manitoba Courts as evidence in a bomb threat case.

Drug Enforcement Branch

The prime objective of the Drug Enforcement Branch of the Royal Canadian Mounted Police is to control and reduce the availability of illicit drugs in Canada.

During recent years, priorities have been established in the drug enforcement field whereby greater emphasis has been placed on the quality of the "target" or investigation, rather than merely amassing large numbers of minor arrests. This is reflected in a comparison of the number of persons charged for illegal importation of drugs in 1974 and 1975. In 1975 there were 248 persons charged with illegal importation compared with 150 in 1974, an increase of 65%.

Suppressing the illegal trafficking and use of heroin continues to be our top priority. Canada still supports a heroin addict population of approximately 16,000

to 20,000. The cost to Canadian society, in terms of lost productivity, welfare payments and other community losses, is staggering. Most of the monies used to purchase illicit drugs comes from the commission of crimes. The following is an approximated cost figure for a Canadian addict:

16,000 to 20,000 addicts using two capsules per day at \$35.00 per capsule equals \$1,120,000.00 to \$1,400,000.00 per day, or \$406,800,000.00 to \$511,000,000.00 per year

The illicit use of heroin by Canadian youth continues to increase and is a major cause for concern. There are few large urban centres that are not infected with heroin abuse. Furthermore, recently we have seen the illicit use of heroin spread to several smaller centres with such a rapid growth trend as to suggest a possible substantial increase in our addict population in the near future.

The detection of illicit laboratories has become a major area of investigation for the Drug Enforcement Branch of the Royal Canadian Mounted Police. These illicit laboratories easily produce such well known drugs as methamphetamine (speed) and MDA. This illicit chemical production in Canada has caused us to become a "source" country as well as a "victim" country. In other words, at one time we could say that all illicit drugs used in Canada were imported and we were victims of others; however, the formation of these illicit laboratories now causes others to look upon us as one of the sources of their problem. In the past two and a half years, 20 illicit laboratories have been located and seized in Canada. A conservative estimate placed a value of 18 million dollars on the illicit drugs seized when these laboratories were located. Of course, the manhours spent on these investigations are enormous and it is estimated that an average of 75 to 100,000 manhours are needed to complete one illicit laboratory investigation.

The abuse of cannabis, cocaine, controlled and restricted drugs continues in Canada. Cannabis is still the most widespread illicit drug used in Canada. Also, the use of cocaine continues its upward spiral from almost non-availability in 1971, when two ounces were seized, to the seizure of over 100 pounds in 1974, and 42 pounds in 1975.

The continued cooperation of the various municipal and provincial police forces across Canada has allowed the RCMP to place their emphasis on major importers and traffickers. A good liaison, essential to the continued flow of intelligence, has been maintained with foreign drug enforcement agencies. This

cooperation has proved very beneficial in the fight against drug abuse in Canada and has resulted in the arrest of international and national drug traffickers. Over the past year, investigators from such countries as the U.S.A., Great Britain, and Holland, have come to Canada to testify in court cases and in return members of the Force have travelled to such countries as India successfully concluding major drug cases in Canada.



Heroin smuggled in packages of Chinese Tea 20 pounds seized — street value \$500,000

Customs and Excise Branch

Customs Act

During the fiscal year 1975/76, there were 4,097 seizures under the Customs Act with a value for duty in the amount of \$5,952,601.74; an increase of \$3,237,693.74 from the previous year. A total of 1,324 vehicles and 253 vessels were placed under seizure.

Excise Act

During the fiscal year 1975/76, a total of 143 stills and part stills were seized, three of which were column type stills.

Interpol

The International Criminal Police Organization — Interpol — was founded in 1923 and is now composed of 122 member countries. The aims of the organization are: a) to ensure and promote the widest possible mutual assistance among all criminal police authorities within the limits of the laws existing in the different countries and in the spirit of the "Universal

Declaration of Human Rights;" and b) to establish and develop all institutions likely to contribute effectively to the prevention and suppression of ordinary law crimes.

Interpol is strictly a Criminal Police Organization and no information of national security is made available to foreign countries.

A National Central Bureau is established in each country to represent all accredited police agencies of that country. Canada joined the organization in 1949, and the RCMP was designated to operate the Canadian National Central Bureau which is located within the Ottawa Headquarters. RCMP Commissioner W.L. Higgitt (retired) is the current president.

The organization's general secretariat is located at Saint Cloud, France, and has a staff of approximately 200 including fifteen police officers from other countries (including Canada) seconded to the organization's headquarters.

Interpol provides the tools, communication and information to enable the police to do a better job in fighting international crime. The mechanism for member countries to exchange information and channel investigative requests is through their respective national central bureaus. In addition to enabling the police to request specific criminal investigations, the organization offers the enforcement community the ability to disseminate criminal intelligence on a world-wide basis.

The Canadian National Central Bureau of Interpol, for the period of April 1, 1975, to March 31, 1976, has coordinated over 7,000 investigations abroad on behalf of Canadian police departments. This bureau has also coordinated over 5,500 investigations in Canada on behalf of foreign police departments.

Cooperation from Canadian and foreign police forces has been excellent.

Immigration and Passport Section

The Immigration and Passport Section is responsible for enforcing the Immigration Act and Regulations by independently investigating offences that can be tried in criminal court. In addition, the section is also responsible for the investigation of offences under the Canadian Citizenship Act and for the investigation of frauds as defined in the Criminal Code relating to Canadian passports.

Illegal immigration continues to be of concern and the number of offenders being detected continues to increase. Major investigations included an investigation in Montreal into the selling of counterfeit immigration documents by an ex-immigration officer. He was convicted and sentenced to one year in jail and a fine of \$5,000.00.

Immigration and Passport Section Persons Tried by Criminal Courts			
	Immigration Act plus related Criminal Code offences	Citizenship Act plus related Criminal Code offences	Total
1972	546	36	582
1973	443	32	475
1974	939	60	999
1975	1,131	71	1,202

Migratory Birds Convention Act/Canada Shipping Act

As of December 31, 1975, the Migratory Birds/Canada Shipping Act Sections consisted of 49 members across Canada, who in conjunction with field personnel, expended 78,175 manhours towards enforcement of the Migratory Birds Convention Act, as well as related Wildlife Statutes. A total of 704 cases were registered under the M.B.C. Act and related Wildlife Acts and 1,686 charges were registered. Assistance was also rendered by Force members to other government agencies in 3,583 cases.

Racetracks

Twenty-seven members of the RCMP were employed at parimutuel tracks to assist Agriculture Canada in collecting federal tax levy on \$1,019,290,444 wagered.

A Ministerial decision, which will allow for the complete withdrawal of the RCMP from racetrack supervision, is in process. The present role of the Force in this respect will be assumed totally by Agriculture Canada employees.

Police Service Dog Teams

During the fiscal year 1975/76, sixty PSD teams, acting as a support service, were deployed. Assistance was rendered to investigators in tracking or searching for criminals, lost or stolen items, illicit alcohol, controlled drugs or narcotics and missing persons.

Nine PSD teams formed part of existing control systems at ports of entry assisting, primarily, the Ministry of Transport and the Department of National Revenue. These teams were used in detecting narcotics or restricted drugs, or responding to situations where explosives were suspected to be present.

Criminal Code offences (RCMP Jurisdiction) Including C.C. Traffic — Calendar Years

	Reported	Actual	Cleared
1972	337,262	299,253	153,457
1973	394,707	353,507	167,752
1974	429,514	386,690	183,086
1975	465,401	421,725	205,308

Crime Trends (All Offences) Calendar Years

Offences	1974	1975	Percent Increase
Person	31,629	33,261	5.2
Property	164,249	201,747	22.8
C.C. Traffic	61,562	69,761	13.3
Total C.C.	386,690	421,725	9.1
*Drugs	30,509	27,399	- 10.2
Federal (Other)	34,624	37,155	7.3
Provincial	150,713	159,012	5.5
Municipal	7,876	7,507	- 4.7
Total Offences	610,412	652,798	6.9

*The decrease in drug offences recorded was due to a shift in emphasis from street enforcement to major trafficking (i.e., quality versus quantity). It should be noted that drug-related offences are still of great concern in Canada.

Airport Policing Branch

This branch plans and coordinates the role of the RCMP in the National Airport Policing and Security Program. Airport detachments operate at 10 international and 20 domestic airports, under a cost recovery arrangement with the Ministry of Transport. These detachments are staffed by special constables, constables, N.C.O.s and officers of the Force. A total of 555 special constables and 82 other ranks were on staff as of March 31, 1976.

In early 1975, Treasury Board ministers directed that an interdepartmental committee, with representation from the Ministry of Transport, the RCMP and Treasury Board Secretariat, review the resources committed to the program. The findings of this committee has meant a 24 percent reduction of RCMP man years, from 810 to 616, and studies are continuing to determine how further savings in resources can be realized.

There were no hijackings in Canada during the 1975/76 fiscal year.

Physical Protection Branch

Personal Security Section

The function of this section, within Headquarters, Ottawa, is to plan and coordinate matters of security concerning the Governor General, the Prime Minister, federal cabinet ministers and senior government officials. The section also plans and coordinates

security arrangements for all foreign dignitaries, including all foreign heads of state or government, and the Royal Family visiting Canada. The security afforded to foreign embassy personnel and property in Canada is also coordinated through this section.

Over 332,000 man hours were spent by the Force on personal security in 1975/76.

Special Operations Branch

Branch members coordinate the implementation of personal and physical security requirements for national and international major events and conferences in Canada.

The following are examples of events that required the attention of this branch:

- First Federal/Provincial Ministers Conference — Ottawa, April, 1975;
- International Satellite Committee Organization Meeting — Montreal, April, 1975;
- Special Joint Committee Green Paper on Immigration — various sittings across Canada May/June, 1975;
- Thirteenth Pacific Science Conference — Vancouver, August, 1975;
- Arctic Games — Schefferville, March, 1976.

Protection of Property and Information Branch

As a result of an examination of the security philosophies being developed by "P" Directorate, the Electronic Data Processing (EDP) Security and Protection of Property Branches amalgamated on February 10, 1976, to form the Protection of Property and Information Branch. The purpose of the amalgamation was to enable the directorate to better fulfill its protective security role by bringing together resources of a common nature to increase the efficiency and quality of work performed.

EDP Security

The duties carried out by the EDP Security Section are directed towards assisting other governmental EDP facilities to reach their optimum security status. This is accomplished, in part, through the operation of Security Evaluation and Inspection Teams (SEIT). These teams inspect EDP facilities processing classified information within the government, as well as the private sector. Recommendations are made to correct any security deficiencies.

The section also provides an EDP security consulting service, security awareness training, and updated technical information to federal government departments.

In the period April 1, 1975 — March 31, 1976, the section had 33 preliminary meetings/consultations which resulted in 13 consultations and 10 full surveys. (These surveys involved 21 installations.)

Counter-Surveillance Inspections

The Technical Inspection Coordination Unit, with assistance from the Departments of External Affairs and National Defence, conducted 65 electronic sweeps for federal government departments. One of the sweeps resulted in the discovery of an eavesdropping device in Winnipeg, which was investigated by the unit. At the time of this report, three charges are before the court in conjunction with this case.

Protection of Property

Thirteen sections, located across Canada, provide a comprehensive physical security protection consulting service and educational and advisory assistance to government and certain private sector agencies.

In conjunction with Emergency Planning — Canada and provincial emergency coordinators, advice and assistance in planning for anticipated or conceivable emergency situations or peacetime disasters is available to government, and to other police forces and the private sector, as required.

The section prepares, maintains, coordinates, tests and evaluates planning relating to civil police responsibilities involved in internal security, as well as many other areas requiring attention in national emergency situations. An auxiliary police program is maintained within five provinces to provide trained police resource personnel in emergency situations.

Canadian Bomb Data Centre

The Canadian Bomb Data Centre is the national repository for data on incidents involving improvised explosive/incendiary devices (IEDs) and thefts of hazardous material. The centre provides accredited law enforcement and government security agencies with technical, tactical and statistical information and also provides advisory services to combat the IED threat.

Eight disposal units have been established throughout the country to provide technical explosive disposal assistance to criminal investigators. Planning continues towards establishing six additional units.

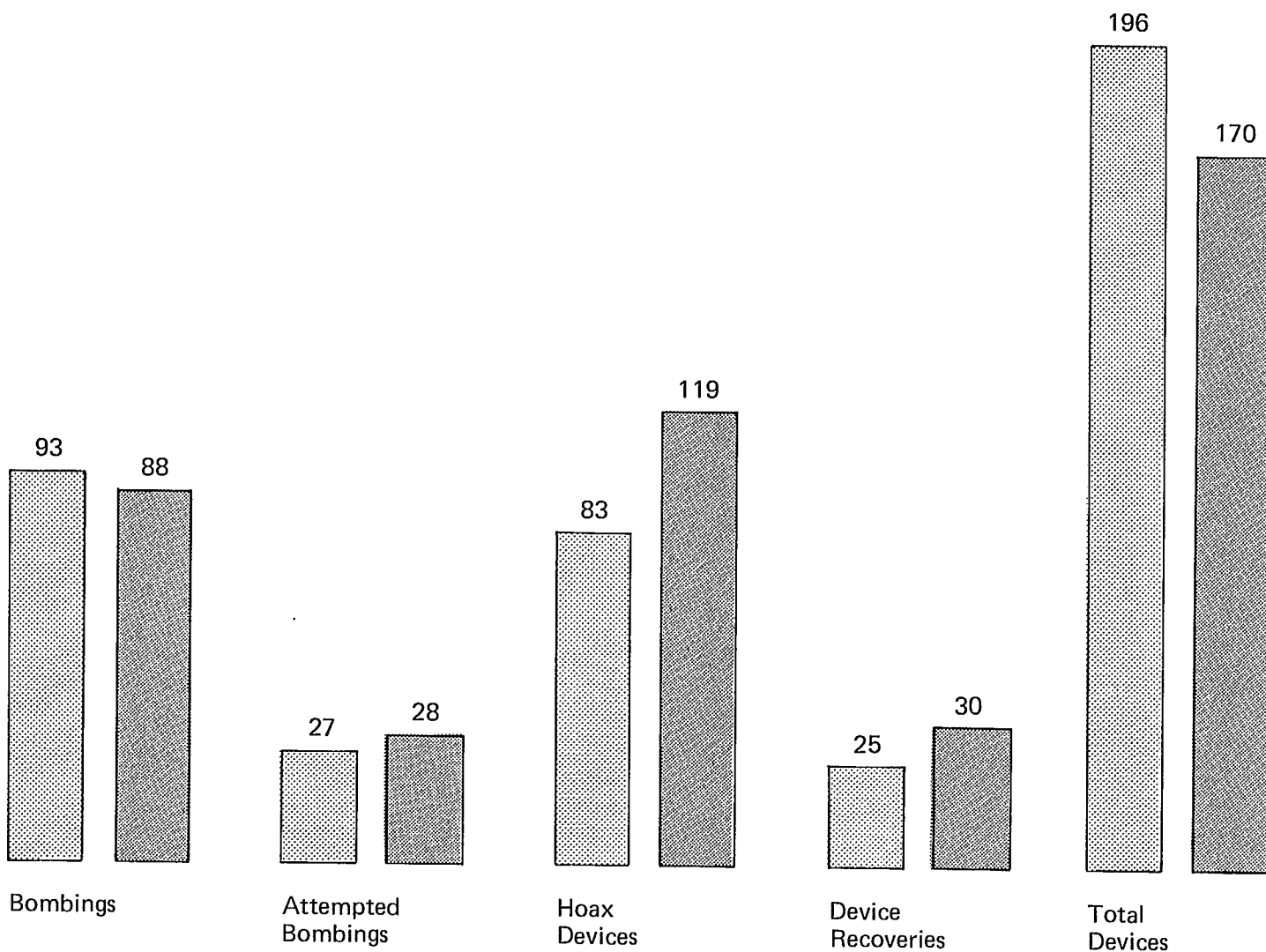
The following chart shows a comparison of bomb incidents in Canada for the calendar year 1974 and 1975.

BOMB INCIDENT COMPARISON

1974 - 1975

1974

1975



Security Systems Branch

Security Equipment Section

This section's technically qualified personnel maintain existing security equipment and test and evaluate commercial mechanical security products for government use. Research continues to develop new mechanical security equipment for the storage of classified material and high value items in federal government custody.

Consulting and Electronics Section

The Electronic Unit of this section, with its engineering and technical staff, tests, evaluates and researches intrusion detection systems, security oriented electro-mechanical control systems, and devices for use within the government service. This unit designs, installs and maintains electronic protective systems for Force-occupied premises and provides technical advice on systems for use in government buildings.

The Technical Consultant segment of this section consists of personnel with engineering, drafting, and technological skills and is responsible for ensuring that adequate physical security measures are implemented in all federal government buildings. They assist departmental security officers and DPW project engineers to ensure that security is incorporated into new building designs, as well as into existing buildings being renovated.

"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 law enforcement and penal agencies, and to the criminal courts of Canada.

Crime Detection Laboratories

The crime detection laboratories provide technical and scientific assistance to all law enforcement agencies in Canada. This assistance is provided from strategically located regional laboratories at Vancouver, Edmonton, Regina, Winnipeg, Ottawa and Sackville. The staff of the laboratories conduct the forensic examination of physical evidence and present "expert" evidence to the criminal courts of Canada in the fields of chemistry, toxicology, serology, alcohol, hair and fibre identification, document examination, firearms and tool mark identification, and counterfeiting.



A forensic scientist conducting a chemical distillation procedure

Science and Technology Advisory Group (S.T.A.G.)

The S.T.A.G. sector of "L" Directorate consists of senior personnel from the various scientific and technical disciplines within our laboratory and identification services. S.T.A.G. is responsible for the training, establishing methods of analysis and standards of performance for laboratory personnel, and some identification services through research and development projects. Assistance, through advice and consulting services, is also rendered to other RCMP directorates and departments outside of the Force. A liaison is maintained with national and international "forensic institutions" in the conduct of research and development projects. There is also a certain involvement in the evaluation of police equipment for general usage in the law enforcement field; e.g., breath testing (for alcohol) instrumentation, body armor, firearms and ammunition. There is also a facility for the coordination of all research and development activities within the RCMP.

**Crime Detection Laboratory
Examination and Court Attendances**

Type of Examination	1974/75		1975/76	
	Exam.	Court	Exam.	Court
Non-human blood, meat, hair identification	210	62	189	39
Fire debris examination	304	15	376	50
Ballistics and range calculations	134	52	202	77
Blood analysis for ethyl alcohol	2,915	245	2,932	371
Human blood identification and grouping	727	356	861	370
Blood analysis for drugs, chemicals and gases	658	19	807	40
Breathalyzer cases	4	822		1,128
Bullet and cartridge case examinations	541	198	618	248
Blood analysis for carbon monoxide	271	3	244	9
Charred documents decipherment	6	1	9	7
Cloth and fibre exam	372	166	485	162
Cosmetic analysis	5	4	4	2
Counterfeit and currency examination	4,701	66	3,528	75
Poisoned animal examination	45		77	
Drug analysis and identification	548	58	472	46
Document examination for alterations	36	7	53	16
Firearms examination for mechanical assessment	512	212	561	292
Gasoline and oil analysis for foreign matter	48	1	62	
Glass analysis	89	51	106	39
Human hair examination and comparison	587	211	674	255
Headlight lens and filament examination	52	12	77	15
Human substance identification	65	29	72	24
Handwriting and handwriting examination	2,240	241	2,652	361
Ink examination and comparison	24	5	31	3
Liquors, brews, mash, analysis	96	18	96	14
Matches, match folders exam and comparison	39	8	31	3
Metal analysis and comparison	64	11	55	5
Cannabis examination and identification	3,755	51	4,018	83
Vehicle paint analysis and comparison	685	147	1,062	161
Paper, writing instrument exam and comparison	37	3	40	12
Petroleum, products analysis and comparison	99	14	121	23
Physical matching and comparison	344	183	354	227
Plant and botanical examination	3	1	29	4
Propellant powder residue examination	149	85	163	80
Safe or vault ballast examination	31	15	37	10
Semen and spermatozoa examination	515	232	627	260
Serial number restoration	157	28	172	28
Shotgun, shells and shot examination	108	30	160	62
Soil analysis and comparison	40	10	41	7
Paint analysis and comparison	113	41	154	33
Stain analysis	29	10	19	5
Tampered mail examination	18		44	
Time of weapon firing estimation	9	5	15	
Tire examination	21	5	25	6
Toolmark examination and comparison	206	52	238	48
Post-mortem exhibits analysis	642	18	843	35
Foods, feeds etc. analysis	52	2	42	4
Typewriting examination and comparison	72	15	87	17
Unknown substance identification	500	36	573	48
Unsolved cases firearms examination	148	8	138	2
Urine analysis for ethyl alcohol	426	25	399	42
Urine analysis for drugs and chemicals	214	6	255	8
Weapon identification	128	14	168	26
Wood and wood products identification	17	4	11	6
Wounds and contusions examination	72	29	68	34
Impressions, comparison and matching	70	20	55	7
Printing and graphic arts exam and comparison	48	14	48	20
Concrete, cement and building products exam	19	8	23	9
Foreign matter (contaminants) recognition and examination	79	4	93	15
Cheque protector impressions exam & comparison	24	2	12	7

Crime Detection Laboratory

Examination and Court Attendances (Concluded)

Type of Examination	1974/75		1975/76	
	Exam.	Court	Exam.	Court
Security equipment examination	6	2	2	1
Visible, indented and obliterated markings exam.	73	14	70	15
X-ray inspection of parcels, containers, etc	8		19	1
Explosive material identification	54	14	58	6
Explosive devices examination	24	7	17	5
Total examinations	24,288		25,577	
Total court attendances		4,027		5,011



A field identification officer conducting a vehicle examination

Identification Services

Identification Services is a central repository for a broad range of 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. The facilities are available to all police departments and penal institutions throughout Canada on a 24-hour, seven days a week basis.

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

Identification Services

	1974/75	1975/76
Fingerprint Section		
Fingerprints received	375,573	479,225
Fingerprints identified	95,580	171,941
Single fingerprints placed in collection	11,055	15,942
* These represent fingerprint identifications made at "L" Directorate headquarters and do not include the large number of identifications made at field sections across Canada	* 20	* 38
Criminal History Files		
Criminal records forwarded to legitimate users: e.g., police forces, etc.	577,271	700,058
Civil fingerprints processed	183,799	179,093
Visa fingerprints processed	14,398	15,630
New fingerprint section files opened	89,976	99,225
National Police Services Information Centre **		
Computer entries		
Vehicles		2,910
Persons		2,214
Property		38,626
Computer enquiries		
Vehicles		168,227
Persons		73,524
Property		91,347
Information provided		273,100
** Statistics revised with the advent of CPIC		
Firearms Registration Section		
Total firearms registered	621,195	649,028
New registrations	19,626	29,115
Re-registrations	32,623	31,425
Fraudulent Cheque Section		
New authors filed	4,770	5,453
Questioned exhibits received	10,977	13,090
Face value of exhibits received	2,533,706	3,256,890

Identification Services

Motion Picture Section

- 1 — 50 minute film (colour sound) "Line Up"
- 1 — 20 minute film (colour sound) "Police Service Dogs"
- 1 — 11 minute tape slide production "Video Communications"
- 1 — 5 minute tape slide production "Standardization"
- 1 — 30 minute sound production in English and French

Canadian Police Information Centre

The Canadian Police Information Centre performs three functions:

- a) a computerized operational information system administered by the RCMP on behalf of all law enforcement agencies in Canada;
- b) those services necessary to the maintenance of existing telecommunications facilities in the RCMP and the upgrading or development of new telecommunications systems; and
- c) a repository for RCMP administrative files (Data Centre).

The following categories of information are placed on the CPIC computer system through terminal devices in Canadian police offices. Once on the system, any police agency making a query with adequate descriptors will receive a response within 90 seconds or less of a record fitting those descriptors or, if non exists, a "no record" reply.

Vehicle file:	Records on stolen, abandoned and crime vehicles, stolen and missing licence plates.
Persons file:	Wanted and missing persons, parolees and charged persons (indictable offences).
Property file:	Stolen articles, securities and firearms that are identifiable by serial number.
Boat and motor file:	Records on stolen, abandoned boats and motors.
Criminal records file:	Synopses of records of persons charged with criminal offences. Consists of names, physical description, current status, date of first and last entry, and the general types of offences recorded.

The Criminal Records file was released to the on-line system in July, 1975.

The Boats and Motors file was released to the on-line system in June, 1975.

The initial phase of the Remote Key Entry System was installed in October, 1975. This system, when complete, will make all Data Centre applications accessible to the administrative staff of RCMP divisions. The planned approach will permit divisions to maintain and manipulate their own data base as part of a central stored and managed Force-wide data base. By January, 1978, this system will be expanded to serve all divisions and sub-divisions in Canada.

A need for a Computerized Olympic Immigration Lookout System (COILS) was identified to allow for a screening process of undesirable aliens during the Olympics. The Force undertook to do this on behalf of the Department of Manpower and Immigration. The system was put into operation in November, 1975. It is anticipated that this capability will be terminated at the conclusion of the 1976 Olympics.

The following is a statistical report of the files on the system.

	March 31/75	March 31/76
Vehicle File:		
Number of records	131,449	169,222
Average trans. per week	110,686	125,373
Average enquiries per week	102,893	114,547
Persons File:		
Number of records	436,329	594,169
Average trans. per week	168,249	199,533
Average enquiries per week	133,830	154,224
Property File:		
Number of records	62,346	261,358
Average trans. per week	8,408	13,760
Average enquiries per week	4,169	8,561
Boats and Motors File:		
Number of records	—	6,113
Average trans. per week	—	450
Average enquiries per week	—	254
Criminal Records File:		
Number of active records	—	1,115,802
Average trans. per week	—	58,547
Average enquiries per week	—	46,526

A total of 155 terminals were connected to the system during 1975/76, bringing the total number of terminals on the system to 868. A breakdown of the figures as of March 31, 1976 follows:

British Columbia	105
Alberta	62
Saskatchewan	76
Manitoba	49
Ontario	284
Quebec	9
New Brunswick	30
Nova Scotia	35
Prince Edward Island	5
Newfoundland	19
N.W.T.	2
RCMP "HQ"	65
CPIC Testing, Training and Control	93
CRPQ	2
Yukon	2
FBI	1
Immigration	29
TOTAL	868

The Telecommunications Branch of CPIC is responsible for providing the RCMP's communications needs not covered by the CPIC computer system. These include the provision, maintenance and operation of all portable, mobile and fixed radio systems; provision of Telex, facsimiles, telephone services, inter-office communication equipment and cypher systems; and the planning, engineering and development of new communications facilities for the RCMP throughout Canada.

To meet the goals of the new communications policy and performance criteria that were established, several objectives were determined and satisfied during the current year. There was an expansion this year in the mobile repeater program with 40 new repeaters being engineered, procured and installed. The Lower Fraser Valley Communications System, a new computer-aided dispatch system, which was contracted for in 1974, is nearing completion and is scheduled to be in full operation in June, 1976. Four other improved radio systems in three different provinces were contracted for in 1975 and are expected to be completed in the Spring of 1976. Over 1,000 portable radios were purchased this past year as part of the development program to provide all police officers with portable radio equipment while on patrol.

The major types and quantities of telecommunications equipment in use as of December 13, 1975 were as follows:

Control stations	57
Detachment stations	746
Repeater stations	234
Radio equipped vehicles	4,377
Portable radio units	2,750
Private wire teleprinter installations	35
Rented teleprinter installations	110
Facsimile installations	17
Airport installations	30

"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, 1976 was 17,801.

Training and Development Branch

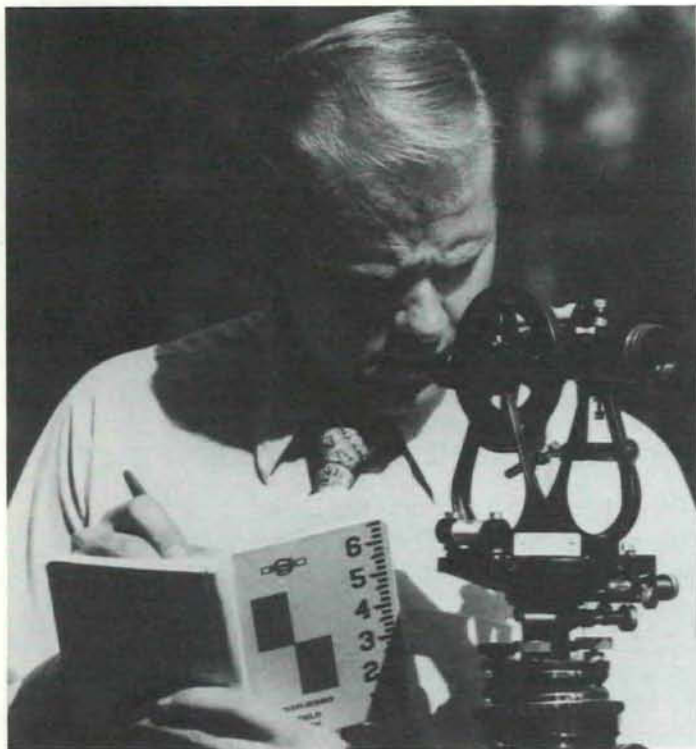
There were 832 new members inducted into basic recruit training during the 1975/76 fiscal year. This represents a total of 26 troops (24 male and 2 female) entering the Force's training program. Additionally, 94 special constables were inducted into a basic training program with eventual postings to international and domestic airports, National Crime Intelligence Service and Indian reserves. Of the 94 special constables trained, 31 were of native origin with 16 graduates posted to "F" Division (Saskatchewan), 12 to "K" Division (Alberta) and 3 to "E" Division (British Columbia).

In-service training at the divisional level continued to cover operational matters, management and other specialized fields.

Centralized courses of a specialized nature were offered to ensure that members of the Force are proficiently trained to cope with serious crime involving commercial fraud and other areas of the Criminal Code; also, enforcement of the Narcotic Control and Food and Drugs Act. Training in the communications and electronics field has increased to keep pace with the technological changes and advancements.

There were 115 members of the Force attending universities and technical colleges full time this year with 42 graduates in Spring convocation exercises. In addition to this, approximately 1,000 members and Force employees enrolled in evening and correspondence courses.

The Training and Development Branch continues to effect research in the development of new course training standards and in up-grading those already established, where the need is identified.



Specialized training in the use of a transit

Staffing and Personnel Branch

A reorganization and realignment of duties has taken place within the Staffing and Personnel Branch of the Force and part of this change is reflected in the new name which includes the word Personnel. This more accurately describes the duties of the Branch and its two major functions; the "staffing" of positions including the recruiting of new applicants and the posting of members within the Force; and the corresponding responsibility of a "personnel" officer. In the Divisions, the staffing and personnel officers no longer fill an advisory role, instead, they are now responsible for all matters dealing with Recruiting, Personnel and Staffing. At "HQ" Division, the Branch is in the process of being organized into three Sections as follows:

Personnel Management Section — coordinates all matters dealing with civilian and regular members as it relates to succession planning, service problems, transfers and promotions.

Policy, Planning and Evaluation Section — develops and coordinates systems to forecast the human resources needs of the Force; a program to audit the division staffing and personnel functions; a performance evaluation program; research policy concerning staffing and personnel branch operations; the organization of the Commissioner's Promotion Boards.

Recruiting Section — coordinates the hiring of all recruits for employment as members of the Force, ensuring that all personnel requirements are continually met.

Improvements in the procedures for evaluating the performance of our personnel include research on the utility of the diagnostic forced-choice approach to evaluation. During 1976/77, this system will be phased into the constable population, commencing with those employed on general duties, followed by other unique but homogeneous constable groups. This system increases the objectivity of performance comparisons and provides impartial feedback on a member's individual and personal strengths, as well as those behavioural areas where desired improvement is indicated.

Division staffing and personnel officers must report on the morale of members within their Divisions at least twice a year. Hopefully, this will improve morale somewhat and identify problem areas at the outset.

The total authorized establishment of members of the Force on March 31, 1976 was 14,853. A total of 848 members (constables) were engaged; 41 ex-members were re-engaged (35 constables and six civilian members), 200 civilian members were engaged (110 male and 90 female), and 224 special constables were engaged (192 male and 32 female). One hundred and twelve (112) females (excluding civilian members) were engaged; of these, 77 constables were single, 3 were married and 21 special constables were single, 11 married. Of the members engaged, 488 were married (235 constables, 140 special constables and 113 civilian members). At the end of the fiscal year, we had 580 (454 constables, 68 special constables and 58 civilian members) successfully processed applicants on the Force's waiting list.

Staff Relations Branch

The Staff Relations Branch came into being June 1, 1975, and is a product of amalgamation and reorganization. Prior to this we had a Communications Officer, responsible for the Division representative system, and a Staff Relations Section, responsible for things such as internal awards, long service medals and the suggestion award program. After amalgamation, the combined unit became the Staff Relations Branch and the Communications Officer was appointed officer in charge of that branch.

The Staff Relations Branch is now responsible for the following activities:

Division Staff Relations Representatives:

These are elected representatives who sat collectively with their commanding officers and

Commissioner Nadon in April and November, 1975. Many topics were discussed and a good rapport developed with increased understanding being gained between themselves and senior management.

These discussions provided the necessary forum and catalyst to bring about several desirable changes:

- new grievance and appeal procedures;
- long term disability insurance;
- amendments to relocation directives;
- kit and clothing modifications; and
- individual overtime modifications.

Appeals and Grievances:

Between 1 June 75 and 31 March 76, a total of 78 grievances (51 appeals against recommendation for discharge and 14 appeals against disciplinary action) were processed.

Internal Commendations:

For the 1975/76 fiscal year seven members of the RCMP received the Commissioner's Commendation for bravery or outstanding devotion to duty.

- Constable G.B. Calder - "E" Division
- Constable R.D. Noye - "E" Division
- Corporal J.B. Lemay - "C" Division
- Constable W.A. Bergquist - "G" Division
- Corporal G.B. Delwisch - "E" Division
- Civilian member L.C. Van Der Velden - "HQ" Division
- Sergeant P.J. Dunleavy - "HQ" Division

Long Service Awards:

There were 253 Long Service Medals (20 years service), 123 Bronze Clasps (25 years service), 9 Silver Clasps (30 years service), and 14 Gold Clasps (35 years service) awarded in the last fiscal year.

Suggestion Award Program:

Suggestion awards totalled 174 with 20 individuals receiving awards totalling \$4,760. The adopted suggestions represented a saving of \$65,793.81.

Internal Staff Relations Newsletter:

The "Pony Express" was developed during the fiscal year 1975/76 and the first issue was published in February, 1976. Designed as a means of providing lateral communication among members of the Force, it presents articles in an informal manner. A vehicle is now available where members can ask questions to which a reply is given. Those questions and replies, which have national significance, are printed for the information of all members.

Circulation is approximately 1,800 and the "Pony Express" is published on a monthly basis.

"Air" Directorate

The RCMP has 23 aircraft posted at 17 different locations across Canada. One new aircraft, a Twin Otter DHC6, was placed in service during this year at Thompson, Manitoba, replacing a single engine Otter. The fleet of aircraft includes 7 twin Otters, 6 single Otters, 4 piston Beavers, 2 turbo Beavers, 1 King Air, 1 Grumman Goose, 1 Bell 212, and 1 Bell 206 helicopter. All aircraft are used in support of the operational policeman in his law enforcement commitments throughout Canada.

During 1975/76 these aircraft flew a total of 16,826 flight hours covering 2,282,871 patrol miles.

Establishment of the Force as of March 31, 1976

	HQ	A	B	C	D	E	F	G	H	J	K	L	M	N	O	P	1975-76	
																	Dpt	Total
Commissioner	1																	1
Deputy Commissioner	3																	3
Assistant Commissioner	8	1		1	1	1	1				1			1	1	1		16
Chief Superintendents	14	3	1	1	1	2	1	1	2	1	2	1		1	5	0	1	33
Superintendents	40	1	4	6	4	13	5	1	2	4	6	0	1	1	5	5	2	100
Inspectors	99	10	6	25	12	19	13	5	8	7	20	1	1	4	18	22	4	274
Total officers	165	15	11	33	18	35	20	7	12	12	29	2	2	6	25	28	7	427
Staff Sergeants	189	27	24	41	42	75	45	13	30	22	76	8	3	6	46	67	7	721
Sergeants	327	57	51	92	83	157	100	9	55	55	137	15	8	18	92	106	17	1,379
Corporals	319	126	107	198	183	347	207	48	115	91	294	21	24	9	187	260	89	2,625
Constables	233	243	291	383	520	1,007	614	80	322	269	877	66	32	36	321	847	305	6,446
Total uniform	1,233	468	484	747	846	1,621	986	157	534	449	1,413	112	69	75	671	1,308	425	11,598
Special Constables (109)	124	184	53	322	65	94	64	29	35	24	128	1	13	55	260	102	0	1,553
Civilian members	967	29	17	116	47	89	58	12	36	19	89	8	6	15	69	112	13	1,702
Total members	2,324	681	554	1,085	958	1,804	1,108	198	605	492	1,630	121	88	145	1,000	1,532	438	14,853
Public servants	1,144	81	58	190	120	249	139	26	80	88	224	19	9	60	150	137	174	2,948
Total	3,468	762	612	1,275	1,078	2,053	1,247	224	685	580	1,854	140	97	205	1,150	1,659	612	17,801

"S" Directorate

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

Motor Transport

The Force's motor vehicle fleet consists of 4,514 units; 3,953 are passenger cars and station wagons, 360 trucks, and 140 snowmobiles. The remainder are miscellaneous type vehicles and tractors. There were 1,866 replacements to the fleet in 1975/76.

In keeping with the recommended guidelines on the conservation of energy, the Force is maintaining its program on the purchase of compact and sub-compact vehicles for duties where pursuit is not a requirement.

The Force is also giving strong consideration to a greater utilization of the intermediate and compact vehicles, but this is dependent on the car manufacturers developing a suitable police package whereby the use of these vehicles could be expanded in our police operation.

Water Transport

The Force operates 13 patrol vessels ranging in length from 28' to 75', with 11 on the Pacific Coast and 2 in Newfoundland, along with 311 smaller inland water transport vessels equipped with outboard or inboard motors, trailers and related equipment.

Accommodation

The following new accommodation was provided during 1975/76:

Division Headquarters: — Lower Mainland District — Vancouver
— "A" Division — Ottawa
— Olympic accommodation — Montreal

Detachments — Wabowden, Man.
— Consul, Sask.
— Elk Point, Alta.
— Wetaskiwin, Alta., city/rural
— St. Albert, Alta., city/rural
— Pincher Creek, Alta., city/rural
— Grande Centre, Alta., city/rural
— Orillia, Ont.
— Belleville, Ont.
— Hamilton, Ont.

Miscellaneous

Cells patrol cabins — Greenwater, Sask.
— Sandy Bay Outpost, Sask.
— Wabasca/Desmarais, Alta.
— Arctic Red River, NWT
— Fort Simpson, NWT
— Clyde River, NWT
— Cape Dorset, NWT

Workshops, warehouses, garages — Fort Good Hope, NWT
— Clyde River, NWT

Telecommunications shelters — Highvale, Alta.
— Iddesleigh, Alta.
— Retlaw, Alta.
— Max Lake, Man.
— Spear Hill, Man.
— Minitonas Hill, Man.
— Spruce Home, Sask.
— Greenwater, Sask.
— Hudson Bay, Sask.
— Doucetteville, N.S.

— Purchased 29 double wide trailers for married quarters in isolated, remote and rural areas.

— Married housing provided:
Single units — 6 Gander, Nfld.
Duplexes — 1 Wabowden, Man.
— 1 Fort McMurray, Alta.

"R" Directorate

This directorate is responsible for:

Records Management

This section carries out the records management function at "HQ" Division and sets the policy for storage, retrieval and destruction of records throughout the Force, observing the guidelines laid down by the Dominion Archivist. It provides mail and messenger service at Headquarters and is responsible for the policy for this service throughout the Force.

Directives Section

This section sets the policy and is responsible for the Force's directives, manuals and bulletins systems. It establishes the organization, format and writing style involved in the aforementioned systems, and by review and control ensures that uniformity in this communication area is maintained.

In addition to the section located at RCMP Headquarters in Ottawa, there are sixteen division reviewers, one located in each division across Canada. Division reviewers are responsible for the review and control of all directives issued by division and sub-division headquarters.

New Manual

A total revision of the Force's **Operational Manual** was begun in 1975 and completion is scheduled for July, 1976. This is the first major revision since 1948, although the manual has been subjected to massive minor revisions. By way of comparison, the old manual consisted of 160 sheets (9" x 7") and was unilingual English written in the passive voice, whereas the new manual will total 400 sheets (11" x 8½"), will be bilingual, and will use the "actor-action" sequence. Flow charts have been used wherever possible in the new manual. Special introductory training sessions have been conducted to acquaint members across Canada with the style, organization and format used in the new manual.

Forms and Graphics

As the policy centre for the reporting and forms systems of the Force, this section continues to play a major role in the management of our information systems. The cost of these systems is growing every year.

The need for increased economy and effectiveness prompted the program to accelerate activities in the areas of forms standardization, graphical display of management reports, and both structured and non-structured reporting systems.

With regionalization close at hand, a procedural/technical manual was initiated to guide the regions and their divisions in the realizing of cost benefits at those levels.

The Graphics Unit played a primary role during 1975 in creating a standard Force identity through its paperwork systems.

Library Service

The Library Service is responsible for the central library at "HQ" Division, for library service policy throughout the Force, and acts as a central purchasing authority for commercially published material.

The Library is also developing a union catalogue for Force-held material. It now has an effective reference capacity and is heavily involved in bibliographic compilation. Library material is available to members and employees of the Force anywhere in Canada on a direct loan basis, and to other agencies through the normal inter-library loan program.

Official Languages Directorate

On September 1, 1975, the Official Languages Directorate was created. An officer reporting directly to the Commissioner was appointed director. He is charged with and has been given the necessary authority for the centralized planning, implementation, coordination and monitoring of a unified program to be developed to meet the requirements of the Official Languages Act throughout the RCMP.

This Directorate was formed from a small nucleus of personnel already dedicated to official languages activities. These activities must of necessity continue at a slow pace until needed additional resources, anticipated for the 1977/78 fiscal year, are obtained. A degree of progress has, nevertheless, been made and the following paragraphs cover some aspects of our general plans and our present situation and/or intentions.

Francophone Participation

The need for greater Francophone participation in the Federal Public Service has been recognized and is fully supported. Our objective is to reach, through increased recruitment, at least 14 percent Francophone representation among our members by 1978 and of at least 16 percent by 1981.

Recruit Training in French

The formation of a parallel system of basic recruit training at the "Depot" Division Training Academy in Regina, Saskatchewan is being pursued. Our goal is to commence this program at the end of 1976 or early in 1977.

Professional Development Courses in French

The Canadian Police College at "N" Division in Ottawa now provides the following courses in both official languages:

- Counterfeit Investigation and Techniques;
- Drug Investigational Techniques;
- Identification Training and Techniques.

It is expected our Senior Police Administration Course (S.P.A.C.) and Instructional Techniques Course will also be presented in both official languages before the end of 1976.

Linguistic Identification and Language Training Plans

It is anticipated that a review and updating of the Force's linguistic identification of positions plan will be completed in mid 1976 along with a language training plan indicating incumbents of bilingual positions who should be scheduled to take continuous language training in the fiscal year commencing April 1, 1977. It is expected that about 180 people will attend this training each year.

A program of continuous language training for a group of up to 12 middle-management officers and/or officer candidates will also commence in 1976.

Units Working in French

Contingent on the availability of resources, it is our intent to designate some of our responsibility centres in the national capital area as units working in French. Their principal goals will be to:

- promote the use of French;
- establish a receptive climate for unilingual Francophones by facilitating their working in French;
- increase and improve the use of French, particularly among bilingual Anglophones.

Work Instruments

A reservoir of approximately 5½ million words needing translation has been identified. This will place a considerable strain on available translation resources. As an interim measure, optimum priorities for translation will be established among items in this reservoir.

Language of Work

Our primary objective is to increase the use of French between units in the national capital region and those in the province of Quebec. Our instrument will be the priority designation of bilingual positions involved in communications between the two areas.

Another, but longer term goal, is the gradual extension of the practice for employees to communicate in the official language of their choice within bilingual areas of the country as defined in Treasury Board Circular 1973-88.

"Communications within and between units in the national capital region and the province of Quebec may now be made in the official language of the employee's choice. In the province of Quebec ("C" Division in Montreal), French is the language of work. There are, however, sufficient bilingual personnel in the province to ensure bilingual service to the public. Measures are also being taken to expand gradually the internal communication in both official languages to other Force units. For example, our personnel in New Brunswick may now submit reports on internal personnel matters in either French or English. This practice will be extended by degrees to include all internal communications."

In summary, the upcoming years should see the Official Languages Directorate taking steps to:

- broaden the French-speaking base of the Force;
- provide recruit training in French;
- increase the number of advanced training courses offered in French;
- increase the use of French as a language of communication between units in the national capital region and those in Quebec;
- develop a comprehensive policy statement on bilingualism;
- obtain suitable language training for our personnel.

Northern Work

"G" Division

This division is responsible for policing the Northwest Territories and acts as a federal and territorial force under contract with the Territorial Government. Major policing objectives include the prevention of crime and maintenance of law and order through the enforcement of federal statutes and territorial ordinances.

"G" Division, with its headquarters located in Yellowknife, is made up of three sub-divisions: Yellowknife, Inuvik and Frobisher Bay, and has a total of 32 detachments. "Air" detachments are also located at Yellowknife, Inuvik and Frobisher Bay and provide vital support services to police operations. As of March 31, 1975, the strength of the division was 157 regular members, 29 special constables, 12 civilian members and 26 public servants.

Statistically, crime increased in practically all categories during the past year, with alcohol identified as the main contributing factor. This remains the single largest social problem throughout the north today. Comparative Criminal Code statistics are as follows:

	1974/75	1975/76	
Serious Criminal Code	137	145	(+5%)
Murder (and attempts)	17	7	(- 142%)
Sexual offences	96	107	(+11%)
Robberies	24	29	(+18%)
Other Criminal Code	8,416	8,894	(+6%)
Assaults	1,895	1,954	(+4%)
Break and enter	943	1,082	(+13%)
Thefts on M.V.	446	412	(-8%)
Theft over \$200.	318	329	(+4%)
Theft under \$200.	1,723	1,803	(+5%)
Frauds	286	336	(+15%)
Others	2,805	2,978	(+6%)

We continue to promote police-community relations by organizing preventive policing programs and providing leadership to young people in communities

to help them become more involved in community affairs. There has been a continued emphasis placed on the recruitment of natives, both as members of the Force and as Public Service employees.

Remote settlements, having no established detachment, are being provided with rotational police services as the need arises. We anticipate a gradual expansion of this service.

Economic development in the north continues to be a major factor related to police work, and ongoing explorations for petroleum products and mineral resources continues to create activity. We visualize manpower increases as well as an expansion of facilities to meet future policing requirements.

"M" Division

Since July 1, 1974, the entire Yukon Territory, three small areas of northern British Columbia, and a small parcel of the southwestern portion of the Northwest Territories have been policed by "M" Division of the RCMP.

This vast area came into prominence with the discovery of gold in the Klondike River area in 1896. To this day, the Yukon economy has relied heavily on the extraction of vital minerals from the earth.

The Alaska or Alcan Highway is the main lifeline between the State of Alaska and the lower States. Thousands of persons and vehicles utilize this highway annually to transport produce, materials, tourists, adventure seekers, and wanderers into and through the Yukon. This increased traffic flow creates the necessity for additional police service.

Construction of the new RCMP divisional headquarters at Whitehorse began during 1975, and completion is expected in late summer or early fall of 1976. In addition to "M" Division Headquarters, this building will house Whitehorse Detachment and most of the divisional administration and operational support disciplines.

The summer detachment of Beaver Creek on the Yukon - Alaska border became a permanent detachment effective April 1, 1975. The single remaining summer detachment at Carcross will become a permanent detachment April 1, 1977, with the anticipated completion of the Skagway-Carcross highway.

Construction of the Akaska pipeline has added considerably to the flow of traffic on the Alaska Highway, and consequently the rise in criminal activity has been noted. Comparative crime statistics over the last three fiscal years bear this out.

Construction of the Alaska pipeline is expected to peak sometime in 1977 and this division will no doubt feel the overflow effect. Increases in all areas of policing are expected during the next fiscal year.

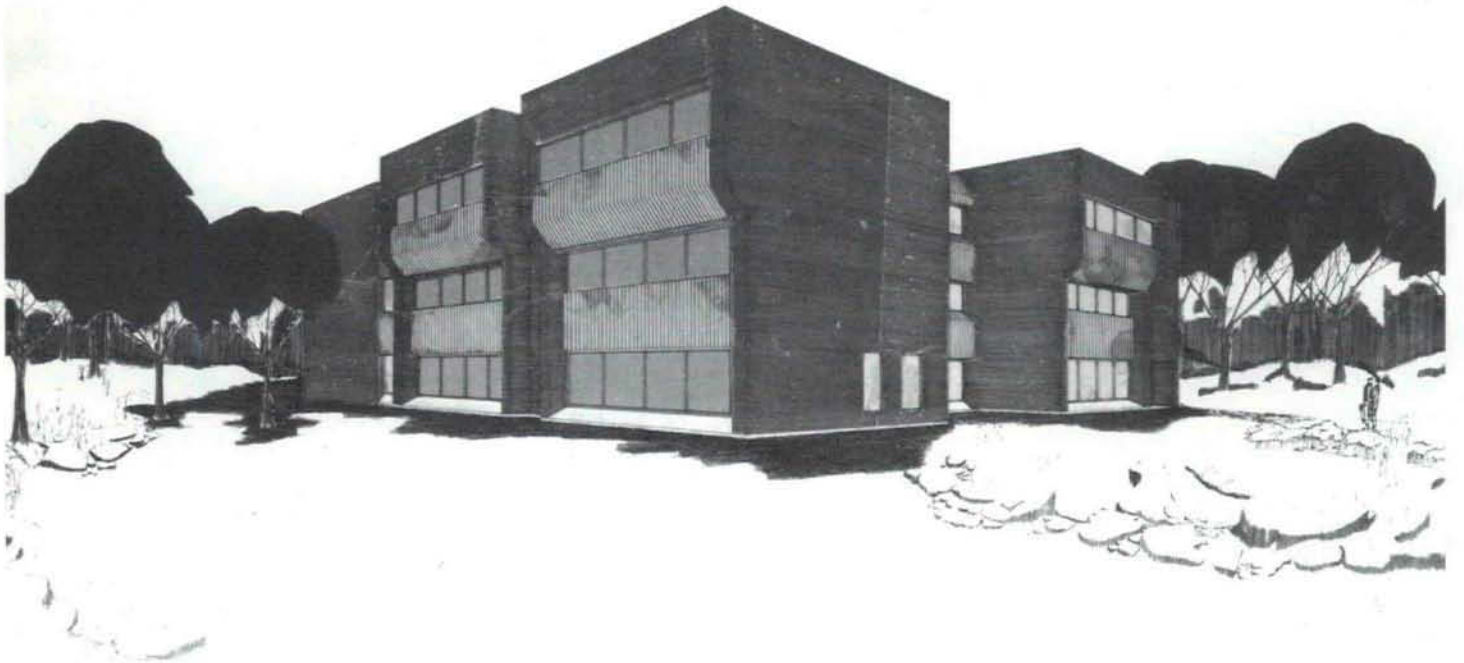
	1973/74	1974/75	1975/76	Percent
Serious Criminal Code	2,009	2,203	2,276	+ 3.3
Other Criminal Code	1,985	2,088	2,251	+ 7.8
Federal statutes	420	413	325	-21.3
Territorial ordinances	3,012	2,928	3,592	+22.6
Criminal Code traffic	567	585	664	+13.5
Territorial traffic	1,269	2,508	1,765	-29.6
TOTAL	9,622	10,725	10,813	+1.38
Motor vehicle accidents	816	1,129	1,139	+ .88

The Canadian Police College

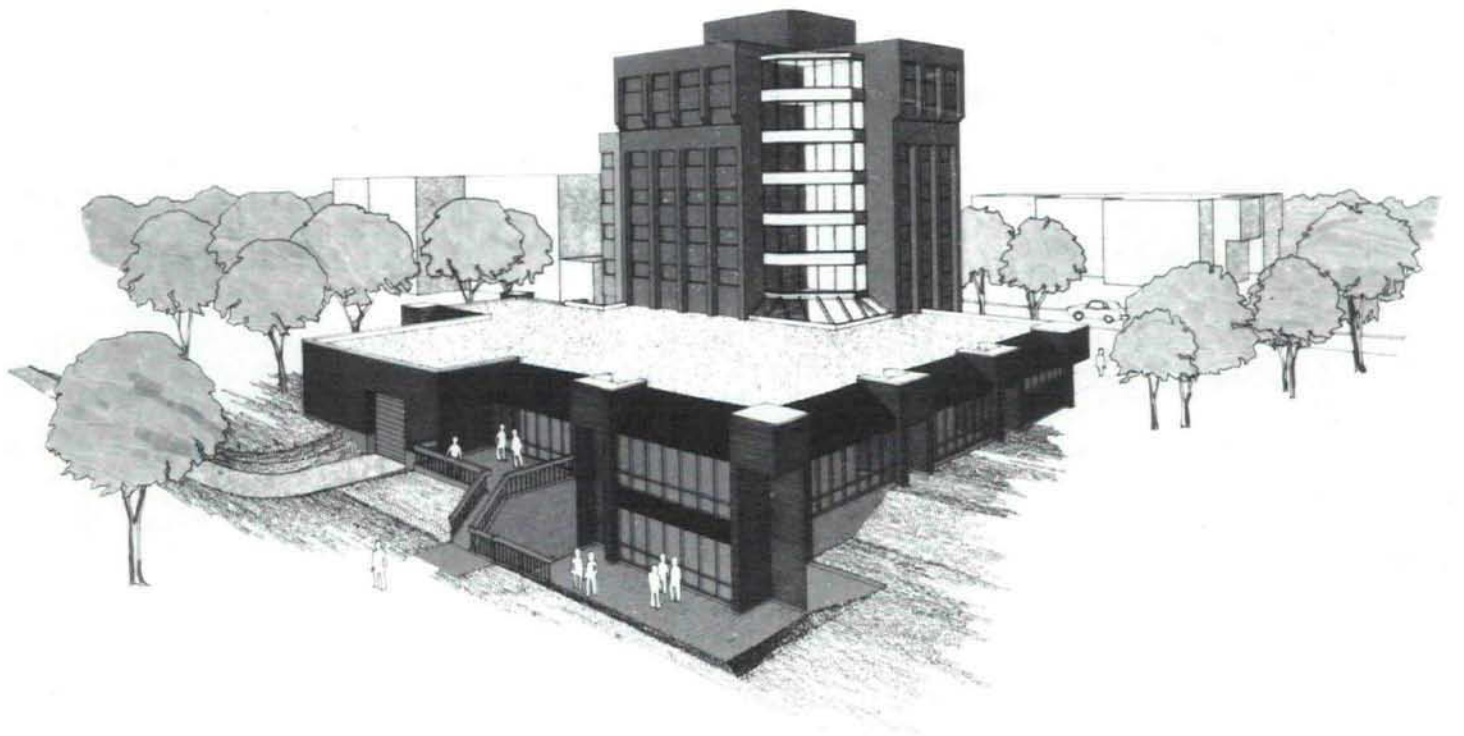
The mission of the Canadian Police College is "to effect or stimulate, within Canadian federal, provincial and municipal law enforcement agencies, improved individual and organizational effectiveness and growth through the planning, development and implementation of specialized and/or managerial training, development and educational programs, and the provision of related research information and advisory services."

An advisory committee made up of a representative from each province, the federal Ministry of the Solicitor General and the Canadian Association of Chiefs of Police, advise the Commissioner of the Royal Canadian Mounted Police on matters of policy, planning and priorities. The Advisory Committee will hopefully become a means whereby closely coordinated federal and provincial approaches to training, along with the establishment of police selection and training standards, may be accomplished.

To achieve these aims, the college has expanded into newer and better facilities which include a new academic building and a new 121-room residence tower, dining hall and a swimming pool. The college will develop the capability of providing police departments with advisory and research services in matters of selection, manpower development and training. A repository of related research material will also be expanded for easy access by all police forces.



Perspective Academic and Administration Building



Perspective Residence Tower and Dining Hall

Equitation Branch

The 1975 Musical Ride performed on 66 occasions in 24 locations before an estimated total attendance of 327,000 persons. All but two of these locations were in Canada, with the main emphasis on smaller communities in the province of Saskatchewan. In addition, the Ride participated in numerous parades while on tour and paid visits to several children's hospitals and senior citizen homes.

The 1976 Musical Ride travelled to California in December, 1975 and participated in the Tournament of Roses Parade in Pasadena, Canada Days celebrations in Disneyland, and the half-time show at the East-West Benefit Shrine Game in San Francisco. The sponsorship of this California visit was undertaken by the Department of External Affairs, forming part of a Canadian salute to the U.S. Bicentennial.

In addition to the Musical Ride, members of the equitation staff and training classes participated in 12 parades, 16 ambassadorial escorts and performed the mounted arms display before an estimated 6,000 persons. Horses and sleighs were provided on five occasions for functions at Government House in addition to providing a unique mode of transportation for visitors at the Commissioner's levée at "N" Division on New Year's day.

Nine performances of the Musical Ride were covered by TV and several radio and TV interviews were attended by members during the tour.

An estimated 50,000 persons of all ages and areas of Canada, and in fact the world, visited the stables and ceremonial tack room facilities in Ottawa.

Thirty-six members of the Force received basic equitation training and all members of the staff undertook a one-week course in advanced equitation at the instructional level.

Remount detachment, at Pakenham, Ontario, provided eleven foals who, after training and maturity, will take their place in the equitation program of the Force and gain the affection of children and adults alike in a continuing public relations program.

The Band

The band provides musical entertainment as an integral part of the Force's Crime Prevention and Community Relations program, which was designed specifically to support the Force's Law Enforcement program involving divisional personnel. The musical tours carried out by the band contribute significantly to the image of the Force and to Canada at home and abroad. Increased interaction between the public and our

Force increases an awareness of police problems and stimulates interest in the area of recruiting. Lastly, the band and its performances promote a feeling of pride and esprit de corps among members of the Force.

In support of these objectives, two major tours were undertaken during the 1975/76 fiscal year. The first covered the major centres of the lower British Columbia mainland, Vancouver Island, and concluded in Calgary. The second covered numerous locations in Nova Scotia and Prince Edward Island, and included a performance at the opening of the new RCMP Headquarters Division building in Halifax in October. In addition, the band travelled to many communities around Ottawa, had its fourth appearance at the Forum in Ontario Place in August, and travelled to Washington for the special American Bicentennial Cultural Show sponsored by the Department of External Affairs. In November, a privately sponsored concert was presented in Portland, Maine. The year concluded with another successful three-concert winter series at the National Arts Centre in Ottawa.

In September, the band participated in the production of a television film for the German Television Company, providing both visual exposure of the Force and featuring (Canadian) flavoured music for European exposure.

In addition to the full concerts and presentations, brass, reed, and other instrumental ensembles together with the vocalist, entertained at senior citizens' homes, hospitals, school music clinics, and police social functions.

The National Prayer Breakfast and Order of Canada presentations at Rideau Hall were also part of the ensemble programming. When not on tour, the band incorporates instructional concerts for school children of all ages into the daily routine at its quarters. During the winter months, much needed construction was carried out on the band building.

The highlight of the year, according to band members, was the Centennial celebration concert at the National Arts Centre which commemorated the setting up of the first RCMP band at Swan River, Manitoba, in 1876. For this occasion, the regular winter series concert was transformed into a historical sketch through music of some of the early bands in such western settlements as Swan River, Banff, Dawson City, and Regina.

During 1975/76 band programming included 77 concerts, 1 regimental dinner, 8 dances, 4 musical rides, 25 ensembles, for a total of 155 engagements.

The RCMP Centennial Museum

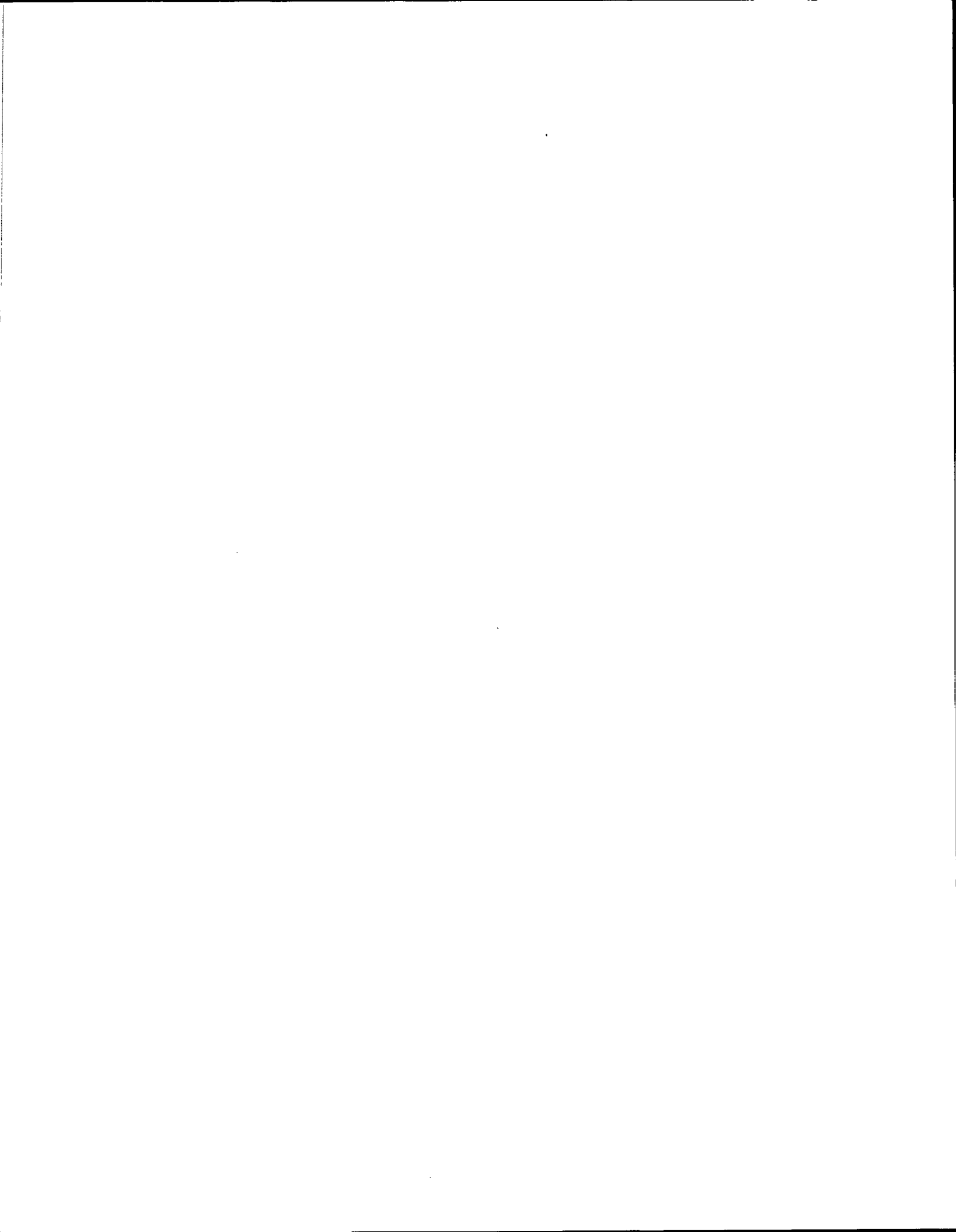
Since the official opening of the new RCMP museum at Regina, Saskatchewan, on July 4, 1973, over 350,000 visitors have viewed the artifacts on display. Worth over six million dollars, these exhibits are housed and displayed within the 25,000 square feet of the new museum.

Two full-time professional staff members, not only operate the museum, but also provide lectures on history to recruits at the RCMP "Academy" at Depot Division. Controlled environmental storage and display facilities make it one of the most advanced buildings of its type in the world.

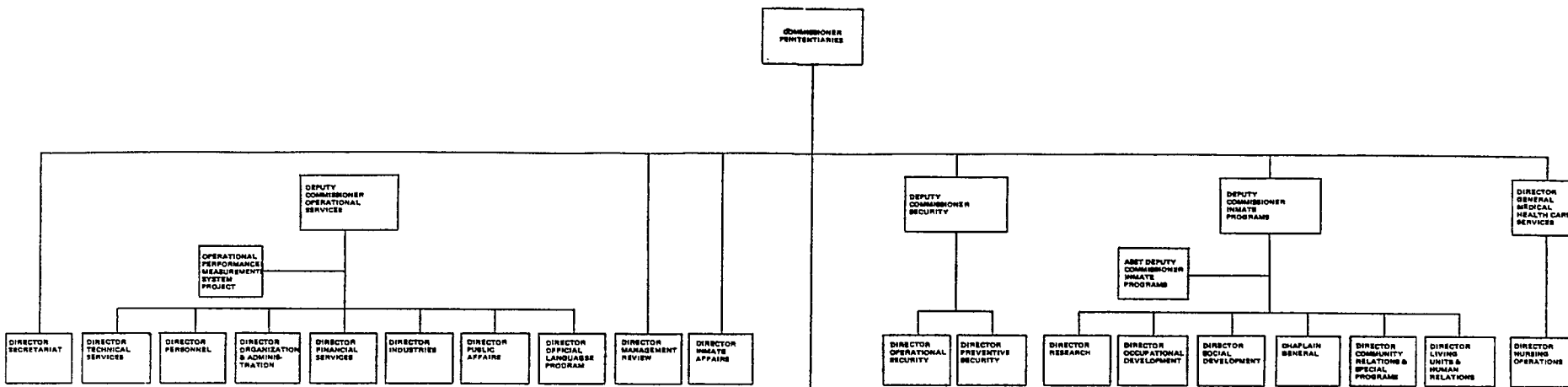
In the past year, artifacts have continued to be added to the main viewing area and there are now over 1,850 on display.

A temporary display program was established in the museum foyer during the winter months to attract visitors during this normally quiet period. This proved to be popular and will be continued next winter. Plans for the immediate future call for more displays designed to encourage visitor participation.

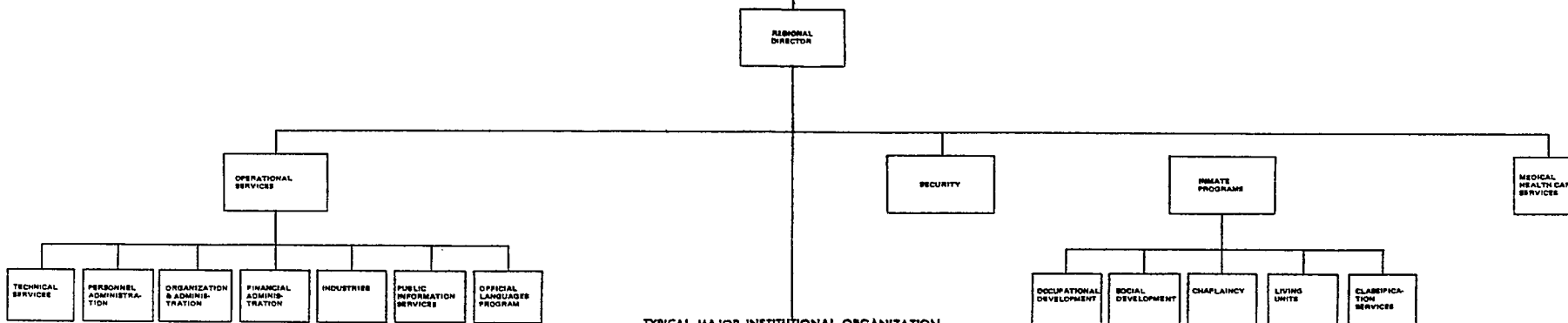
From June 1st to September 15th, the museum is open 8 am to 9 pm. The remainder of the year, except Christmas day, the museum is open 8 am to 5 pm.



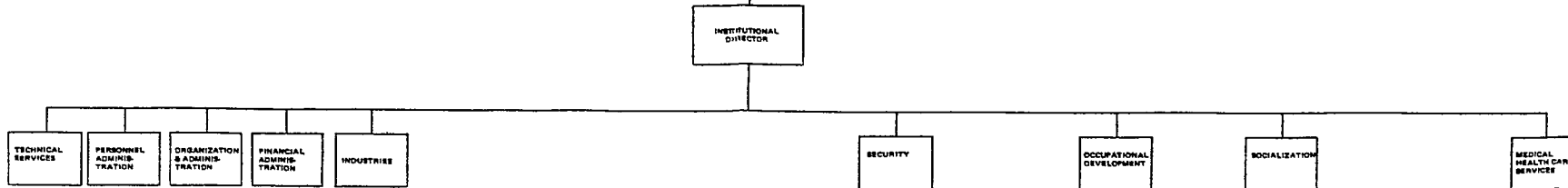
CANADIAN PENITENTIARY SERVICE



TYPICAL REGIONAL HEADQUARTERS ORGANIZATION



TYPICAL MAJOR INSTITUTIONAL ORGANIZATION



Canadian Penitentiary Service

Introduction

Commissioner André Therrien reports another year, 1975/76, of change in correctional procedures in the continuing work of decentralization to the regions, and of merging toward a proposed new Federal Corrections Agency.

In preparation for the planned integration of the Canadian Penitentiary Service and the National Parole Service, the Executive Director of the National Parole Service was placed in a direct reporting relationship to the Commissioner of Penitentiaries and no longer reports to the Chairman of the National Parole Board for operational and administrative purposes. Arrangements were finalized for the integration of the administrative machinery of the two services, with the penitentiary service assuming responsibility for provision of administrative service. The Executive Director of the National Parole Service continued to serve as a member of the Ministry task force studying the role and organization of the proposed Federal Corrections Agency.

The Commissioner created a new Directorate of Inmate Affairs, responsible for processing correspondence and inquiries relating to the affairs of inmates, including inmate grievance presentations, which require CPS investigation and response. The directorate reports directly to the Commissioner, who appointed a Director of Inmate Affairs, assisted by two analysts.

Robert Diguier moved from Deputy Commissioner, Security, to Deputy Commissioner, Operational Services. In November, 1975, William Westlake was appointed Deputy Commissioner of Security. A construction program and project-control system were implemented to facilitate construction by determining user requirements, making a realistic assessment of capabilities for carrying out work during the fiscal year, evaluating need, providing funding, and identifying each major step between inception and completion of the project.

Due to reluctance of local groups to support siting of new institutions, a cooperative community/CPS program of information was developed to encourage public acceptance of institutions in urban areas.

A staff college for the Atlantic Region was acquired in December, 1975, for training new employees in the Maritimes. This gives the service five staff training colleges, one in each region: Pacific, Prairies, Ontario, Quebec, and Atlantic.

The staff colleges were engaged in cooperative activities with other corrections and law-enforcement agencies, and collaborated in courses given at the colleges by provincial agencies of the National Advisory Network and the RCMP.

The 37½ hour work week for correctional officers was introduced in October, 1975, creating a need for additional staff.

A study of laundry services was conducted to provide a cost-benefit analysis of regional laundry operations compared to alternatives to determine the type of service appropriate for new institutions.

The report of the Study Group on Dissociation was tabled and 14 of the recommendations approved. A standardized reporting system for inmates in dissociation is being prepared and will improve monitoring the use of dissociation in all institutions.

"Let's Talk/Entre Nous," a monthly, staff news tabloid, originated from Public Affairs division, and "Discussion" entered its fourth year as a magazine of opinion and research.

Commissioner's Office

Management Review

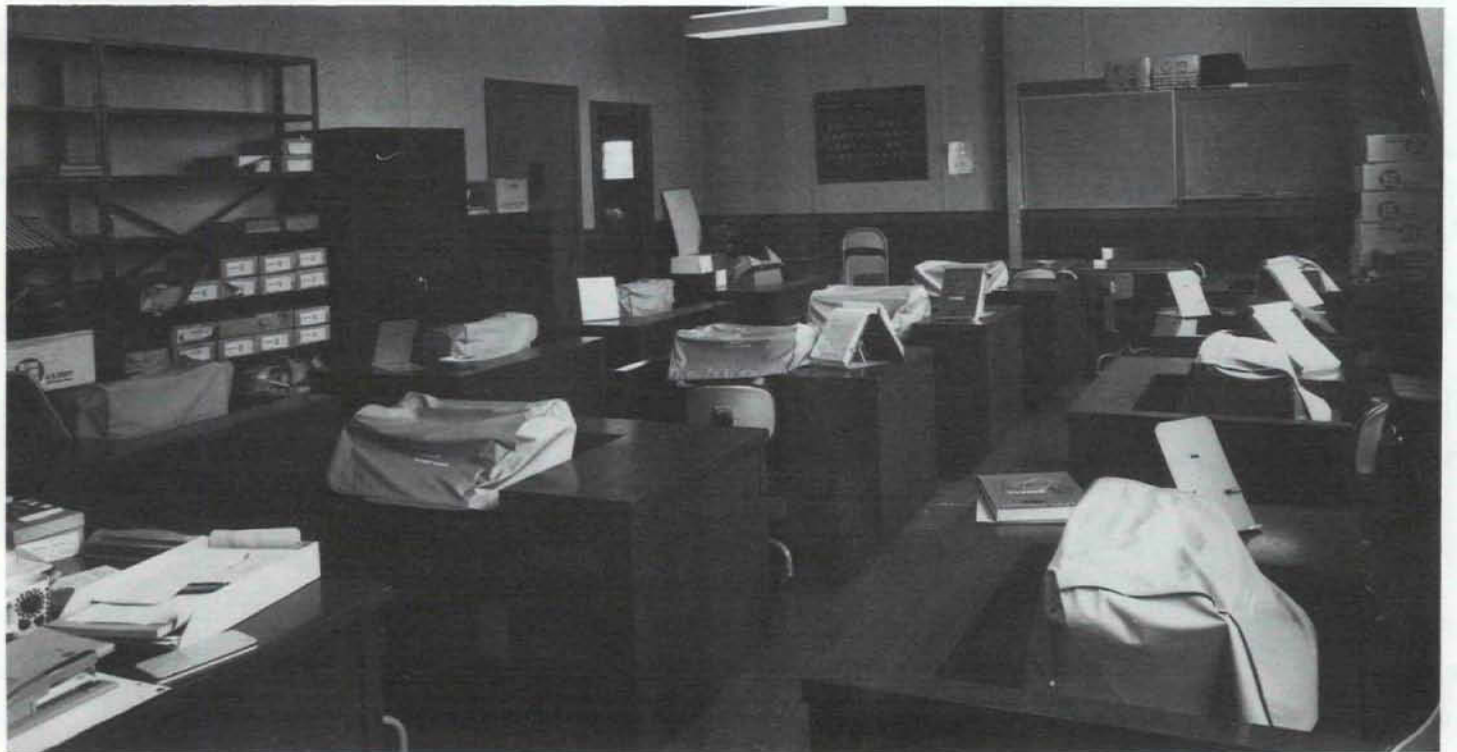
The directorate carries out management reviews of CPS and NPS policies and operations on a 24 month cyclical basis, and audits financial transactions, personnel matters and institutions' security on a 36 month cycle. Significant progress was made in the past year in the development of financial audit programs as all financial audits are now performed by directorate staff. Prior to April 1, 1975, these audits were contracted out to the Audit Services Bureau of the Department of Supply and Services.

During the past fiscal year the General Management Review Program covered two regional reception centres, three regional psychiatric centres, 13 other CPS institutions, and two NPS district offices. The financial review program for the same period included 11 regular financial reviews of CPS institutions and regions as well as five special financial reviews: four for CPS, and one for NPS.

The directorate's resources were used during the year on an organizational study of CPS/NPS operational information service requirements, and one member of the directorate staff has a continuing full-time involvement in the development and implementation of the operational performance measurement system pilot project.



Industrial Shop at Dorchester Penitentiary, N.B., where inmate shoes are made.



Female offenders across Canada, sentenced to federal terms of imprisonment, are housed in one institution, the Prison for Women, Kingston, Ontario. Vocational training includes typing.

Regular review staff was augmented by seconded operational personnel from CPS/NPS who joined the review team on a rotational basis. These special assignments are designed as part of a career development plan for officers so identified.

Inmate Affairs

The fiscal year indicated Inmate Grievance procedures were well accepted by the inmate population. The following is a summary of grievance presentations:

1st Level (Institutions Directors)	1,713
2nd Level (Regional Directors)	596
3rd Level (Commissioner)	366
1st Level (By Regions)	
Ontario	674
Quebec	415
Prairies	323
Pacific	229
Atlantic	<u>72</u>
	1,713
Grievances Upheld	
1st Level	325
2nd Level	49
3rd Level	<u>5</u>
	379
Main Areas of Grievance	
Complaints concerning:	
Staff members	249
Health services	152
Transfers with regions	115
Disciplinary procedures	101
Food services	97
Inmate personal property	72
Temporary Absence Program	55
Visits	41

Letters of complaint from inmates addressed to the Solicitor General, the Commissioner, Members of Parliament, and others far exceeded complaints submitted through the inmate grievance procedures. Many inmates were communicating a single complaint to three or four different sources, receiving as many different replies to the same complaint. This type of correspondence was processed through a section of the Secretariat, which was separate from the inmate grievance administration. It was obvious the processing of inmate complaints was being duplicated and, in many cases, triplicated.

In March, 1976, the Commissioner created a new Directorate of Inmate Affairs which will be responsible for processing all correspondence and inquiries relating to the affairs of inmates, including formal inmate grievance presentations, and which require CPS investigation and response. The directorate reports directly to the Commissioner, who appointed a Director of Inmate Affairs, assisted by two analysts.

Inmate Programs Branch

At a time when public attention and focus is on economic restraints and violent offenders, money and resources must be found for programs such as education, counselling, creative recreation, employment, and parole.

Over 90 percent of penitentiary inmates are there for crimes unrelated to violence. They are basically the socially inadequate, poor, uneducated, and deprived; the same people who, if on the street, would require the resources of other federal and provincial government programs. Because of these factors, these inmates should have equal access to these resources.

The development of new institutions and increased security greatly assist in the administration of the sentence imposed by the courts. However, if the total objective of the service is to be achieved, programs must play an increasingly significant role in controlling, assessing, and humanizing a deprived, difficult group of citizens who will inevitably return to the community.

Even while incarcerated, federal inmates have demonstrated, with the support of our dedicated staff, they can contribute to society in economic, social, and cultural endeavors. Such opportunities greatly enhance the likelihood of their successful return as responsible, productive citizens.

Some of the more significant developments of the past year are indicated in the following divisional reports.

Social Development

Social development seeks to facilitate a process through which inmates create for themselves opportunities for personal growth and development through social, cultural, and recreational endeavors.

The provision of resource materials, and expertise from the community, has enabled greater inmate participation in planning, organizing, and operating a range of developmental experiences.

Social development has always relied heavily on citizen volunteer activities to provide programs and to bridge the gap between institution and community. In the past year, staff development courses have been offered, especially for the supervision and training of volunteers. These courses have been designed to enable social development staff to maximize valuable experiences with the community, and assist in the development of mutually beneficial relationships between inmates and volunteers. At the same time, citizens' advisory committees have played an increasingly important role in establishing and maintaining liaison with the community.

This past year the citizens' advisory committee at Springhill Institution, Nova Scotia, identified a need for companionship for residents of the nearby Sunset Home for the retarded and psychiatrically disabled. Inmates are now involved in visiting and corresponding with Sunset residents, with members of the citizens' advisory committee serving as liaison between the two groups.

The area of life-skills training received considerable attention in social development this past year. The first National Workshop on Life Skills was held in Ottawa in February, 1976, with coaches from across Canada participating in information-sharing sessions and the formulation of policy recommendations. Shortly after, 16 Canadian Penitentiary Service employees in the Ontario Region were trained as life-skills coaches at the Staff College and have returned to their respective institutions to lead skill-development sessions.

Along with the appointment of a Chief, Physical Education Programs, at national headquarters, there has been a marked increase in the number of professional staff at the institutional level. Sixty percent of all staff in this department now have teaching qualifications. Among others, new programs have been initiated to test and maintain physical fitness levels.

Developments in the arts and crafts area have been enhanced by the increase in professional teaching staff. With the appointment of a Chief, Social and Cultural Programs, new uses have been developed for community resources.

Institutional libraries have expanded to become resource centres with improved physical facilities in many areas, and a more systematic approach to information gathering.

Contacts with the community have been broadened in the visiting and correspondence area. Family days and group visits have been organized in several institutions through collaboration among inmates, living unit, and visiting and correspondence staff.

In January, 1976, the Insider Show from Warkworth went on the air for the first time on CJBO Radio, Belleville. Following wide acclaim, the show is now scheduled on a monthly basis, with inmates involved in half-hour presentations directed primarily at public education about the institution with input from various groups, including Alcoholics Anonymous, Native Brotherhood, and various volunteer organizations. Springhill Institution has had a similar weekly radio program for some time.

Living Units and Human Relations Division

The living unit program has been extended to all medium and minimum security institutions except two. This rapid expansion has necessitated operational guidelines to take into account the special characteristics of the various institutions.

A meeting of some directors of minimum security institutions was held and a recommendation made that the organizational structure of farm annexes be applied to other minimum security facilities except community correctional centres. There would be a Coordinator of Inmate Programs responsible for all program activities and security in each institution. Restrictions in manpower have made the implementation of the recommendation very difficult as minimum security institutions have a small staff establishment. Ste-Annes-Plaines, Québec, was the first minimum security institution to establish this position, through the conversion of another position.

A conference of regional and headquarters staff responsible for the living unit program was held in January to outline a model which would assist the managers of medium security institutions in developing and implementing the program. Guidelines were drafted which, while allowing flexibility, will ensure basic uniformity in applying the essential elements of the program. This model also will assist management in its evaluation of the program.

Now completed is the major undertaking of providing basic specialized training to the large number of living unit officers of newly designated institutions. Attention will focus now on providing them with more advanced training. It is intended that such training be decentralized, using training facilities available close to the institutions, such as community colleges and other specialized resources.

Due to the development of the living units and other programs, those responsible for supervision of the classification department have had to give increased time to administrative and operational aspects, resulting in less attention to development and performance of staff. The principle of providing the supervisor with an associate was approved to remedy this serious deficiency, but shortage of man years is delaying the implementation of this proposal, although some institutions have been able to convert a position for that purpose.

At the regional level, the movement of inmates between institutions and regions has consumed increasing amounts of the time of the coordinator of classification, and less attention was given to program development. An assistant coordinator position has been established in two regions, and similar positions

are planned for the others. The great majority of the 60 psychological service positions in institutions are now filled, providing improved services to the inmate population. Some psychologists have acceded to senior management positions during the year.

The report of the Study Group on Dissociation, chaired by Dr. J. Vantour of Carleton University, has now been tabled and 14 of the recommendations have already been approved. Staff of this division participated actively in the study and will be monitoring developments. A standardized reporting system for inmates in dissociation is being prepared, with the assistance of another division, and this will improve monitoring the use of dissociation in all institutions, and will increase the effectiveness of staff intervention by providing easy access to information relevant to the case of every dissociated inmate. The study group did not find present regulations were abusive or inappropriate, but application, in some instances, could be improved. The new reporting system is intended to bring about such improvement.

A special study is in progress toward the establishment of a modified Mutual Agreement Programming, developed in the United States, in which the inmate participates directly in the elaboration of the program he will follow during his sentence.

With the coming of the Federal Corrections Agency there is a need to define the role and career development of classification and parole officers, and a joint CPS/NPS committee is working on these aspects.

Occupational Development

Basic premise of the occupational development division is to help the inmate serve his term of imprisonment with some personal gain; to give worthwhile tasks, learning and work, providing vehicles for personal growth, attitude change, improvement in self concept, and where successful reintegration is enhanced. Improvement of services to inmates and the community proceeded during the year with the appointment of assistant directors of occupational development in all major institutions.

Quality education programs, ranging from literacy to university graduation, are offered in all regions through penitentiary staff teachers and by contractual arrangements with universities, colleges, departments of education for the provinces, and private educational institutions. Most inmates in Canada now have access to the same educational future as the community citizen.

University level courses are offered at major institutions in every region and during this year, one student inmate graduated with a Bachelor of Arts degree.

Other former inmates who completed first and second year in the institutions, and later were released, proceeded to university to continue their studies. The division is aware of many former offenders who now are students with a future before them.

Vocational education also is offered in every major institution and many hundreds of inmates are training in designated and non-designated trades. Penitentiary vocational training schools are well equipped to meet provincial standards. A variety of courses are offered, over 100 in operation at any one time. In one institution, modular houses are made for Indian reserves for welfare cases. These houses are equal to, if not better than, houses available in the commercial market, costing in excess of \$20,000. In another institution, vocational trainees go out to an Indian reserve to build houses. In most institutions vocational trainees go, under escort, to work on community projects, repairing senior citizen homes, painting children's homes, and similar projects, providing training for inmates, and giving a chance to contribute to society.

There is good cooperation from other government departments. The division has used the services of Canada Manpower, Department of Indian Affairs and Northern Development, and other agencies.

The division also coordinates an extensive on-the-job training program in every institution. In one institution almost all the food services are part of a joint arrangement between institutional services and occupational development, certification in chef training being awarded through a community college.

In the Pacific and Atlantic Regions training is given in logging and bush work. In most projects the inmates are involved in work for wages, and pay for their room and board while incarcerated. The majority of these inmates also contribute to the support of their families. In the Atlantic Region, an arrangement was concluded with the Scott Paper Company for work for wages in the Apple River area, where a forestry camp has been established, scheduled to open in the summer of 1975. The intention is to provide training for 20 to 30 inmates in primary forest harvesting, machine operation (including heavy equipment), supervision, fire suppression, and silviculture (planting and thinning), and follow-up training with a production program. Inmates will be paid by the Scott Paper Company during training and production with a view to their employment in the company upon release from prison. Proposals for a definite corporate formation are being considered to teach inmates responsibility and self-respect via participation in

decision-making. In 1975/76 there were, across Canada, 5,400 inmates participating in similar training projects as well as in academic upgrading programs and technical studies.

Community Relations and Special Programs

Within the last year, Community Relations and Special Programs has been heavily involved with two major studies of inmates classified as special groups.

The first was the National Advisory Committee on the Female Offender to study the needs of the female offender and to report to the Commissioner of Penitentiaries and to the Executive Director, National Parole Service. The Committee's report has been submitted and is being reviewed by senior management.

The second project, on native employment, was conducted under the following guidelines:

- develop the rationale and the plan for a native employment program within the Canadian Penitentiary Service and National Parole Service;
- initiate discussions within the regions of Canadian Penitentiary Service and National Parole Service, in particular, the Pacific and Prairie Regions, for a comprehensive examination of program needs for native offenders who come within the jurisdiction of the Ministry of the Solicitor General. Make recommendations to meet these needs; identify gaps in services to native offenders, and outline how these might be rectified;
- liaise with the National Advisory Council on Natives to solicit their help and expertise, and use their communication network for sharing feedback of information;
- prepare a final report to include a summary of program needs and projected service delivery as well as identification of native manpower resources necessary to mount these programs.

This report also has been submitted. With the increased focus on native programming, this study should have significance for native employment in CPS/NPS.

The Solicitor General and the Minister of Justice shared in funding a survey of Native Brotherhood groups, across Canada. The Solicitor General and the Minister of Justice were interested in the reaction of these groups to current programs, and the need for new or modified programs. The study was carried out by the Canadian Association in Support of Native Peoples between July and September, 1975. It provided a comprehensive portrait of the development of such groups, their similarities and differences, and valuable

feedback on the reactions of the groups to the Edmonton Conference on Natives and the Criminal Justice System, held February, 1975, and its follow up.

The Canadian Penitentiary Service has promoted the development of native liaison programs for those institutions with a concentration of native inmates. These programs, which incorporate para-professional counselling, sponsorship for releases, liaison with the native communities, and referral to appropriate social services, serve native inmates and the institutional administration in providing special services to a minority group with identifiable special program needs. These programs have been expanded considerably during 1975/76, with increasing emphasis on involving the native communities in institutional programs and post-release planning.

Many recent publications concerning native involvement in the criminal justice system have stressed the abuse of alcohol as a precipitating factor in criminal offences. These offences often involve physical harm to persons and are of major concern. The Canadian Penitentiary Service has initiated a unique program in the Prairies Region, where the bulk of native inmates is located. The NECHI (Cree word for brotherhood) Institute on Alcohol and Drug Education of Alberta was contracted to provide a demonstration project in two major institutions, whereby three groups of 24 selected, native inmates would be provided with three weeks of intensive training to counter alcohol and drug abuse. The NECHI Institute has established a solid reputation in Alberta as the result of their success in training members of Indian reserves in starting up their own alcohol and drug-abuse programs. The program centres on the emphasis of traditional native customs and beliefs, and the alien presence of alcohol and other modern drugs in traditional practices. Preliminary feedback indicates the native inmate graduates are enthusiastic about this program and are utilizing their knowledge to assist other native inmates with alcohol-related problems. This program will be closely examined with emphasis on post-release adjustment.

In addition to the major undertakings listed above, there has been a continuing effort to adhere to the spirit and principles of the Edmonton conference in meeting the special program needs of native inmates.

As International Women's Year came to a close, Community Relations and Special Programs was pleased to see the creation of the position of Equal Opportunities for Women Coordinator for CPS/NPS, as well as the provision of additional funds to enhance the development of Elizabeth Fry Societies throughout Canada and subsequently, increased services for females transferred under the federal/provincial exchange of services agreements.

Chaplaincy

Throughout the year the spiritual needs of inmates and staff have been met by chaplains at all institutions. The chaplaincy team of 83 full-time, part-time, visiting, and coordinating chaplains, plus three nuns, have continued to apply themselves in the development of programs, meeting challenge and change with adaptability, and uniting in all areas where possible to provide an ecumenical and team approach to ministry.

Conferences included:

- Regional Chaplains' Conference in Montreal prior to the National Conference;
- National Chaplains' Conference in Montreal. Invited to participate were members of the Canadian Correctional Chaplains' Association. Seventy-five chaplains were present.
- The first North American Senior Chaplains' Conference was held in Windsor, Ontario, in December. Seven Canadian and seven American chaplains attended.
- Regional conferences for chaplains were held in the five regions.
- The Annual Clinical Pastoral Education Course was held at Springhill Institution for chaplains and community clergy during May and June.

A report on Chaplaincy and Volunteerism was prepared by the Regional Chaplain for Ontario. This was issued and discussed at the National Chaplains' Conference last November. In connection with the report, 2,000 volunteer kits were distributed to chaplains in the field, for use when speaking at churches and other meetings for the recruitment of volunteers.

The division has continued to receive excellent support from the Salvation Army plus a large body of volunteers who continue to participate in chaplaincy programs on a weekly or monthly basis.

Tours of duty were undertaken in all regions by the Chaplain General and the Staff Training Chaplain.

The Chaplain General was invited to give a paper at the American Correctional Chaplains' Conference on the subject of Ecumenical Programming which was held in Louisville, Kentucky, U.S.A.

Colleges and seminaries across the country were contacted by letter. Sixty-two letters were sent to denominations and colleges. Fifty-three replies were received containing twenty-one invitations to give an address in chapel or to the faculty and student body, followed by questions. Chaplains across the country dealt with all requests.

The Chief of Chaplaincy Training has designed and negotiated training contracts with clinical training institutes and university departments on a regional basis.

A comprehensive model for chaplaincy training is being developed, aspects of which are in effect. Included is a course for training chapel volunteers. There is growing interest among all volunteers in the program.

A resource library of cassettes and video tapes is being developed at National Headquarters.

Communication was further developed with chaplains of provincial jurisdictions, and with senior chaplains in other countries, with considerable exchange of views with counterparts in the United States.

Plans were developed for establishing full-time community chaplains which will be a new thrust for chaplaincy in the coming years.

The Inter-Faith Committee met at regular intervals, assisting in recruitment in an advisory capacity, and meeting with all chaplains at the National Conference.

Medical and Health Care Services Branch

Their tasks completed, the Advisory Board of Psychiatric Consultants and the National Health Services Advisory Committee were dissolved in November, 1975. The task of implementing the recommendations of the Advisory Board continues. Work began during the present fiscal year on the Regional Psychiatric Centre in Saskatchewan; planning for the Ontario Centre is well advanced, and discussions regarding the Maritime Centre have been under way for some months. The liaison committee, appointed as a result of the affiliation agreement with Queen's University, has played a major role in the program planning for the Ontario Centre.

The second report of the National Health Services Advisory Committee, submitted to the Commissioner of Penitentiaries during the latter part of the fiscal year, is being prepared for publication. It contains some 76 recommendations affecting the organization of the Medical Services Branch and standards of care, professional practice, and recruitment.

The conference on the Legal and Ethical Aspects of Health Care of Prisoners was held in November, 1975. Under the chairmanship of the late Dr. J. Deutsch, some 50 participants from a variety of disciplines evolved recommendations as guidelines for the conduct of health professionals in the Canadian Penitentiary Service.

Branch Administration

Building programming, a relatively new pre-construction technique, has been introduced into the penitentiary service, bringing branch administration into major planning activities as members of regional steering committees charged with the detailed planning and construction management for all new institutions over five years. During this period, two new psychiatric hospital centres will be constructed. The first is in Ontario, tentatively scheduled to be completed in 1979; the second in the Atlantic Region, with opening scheduled for 1980. These institutions will be designed and built as psychiatric hospitals but will be maximum security institutions within the penitentiary system. Various medical and health care committees, as prime users of the facility, have been made responsible for the detailed planning and coordination of the new centres.

The Department of National Health and Welfare, Health Facilities Design section, has agreed to assist various CPS branches at National Headquarters, and regional steering committees in a special advisory capacity on a consultant basis. Health Facilities Design Consultants now act as advisors to regional steering committees, bringing their architectural and engineering expertise into the planning and development of these new psychiatric centres.

Nursing Operations

The nursing service has made professional progress during the past year with a continued increase in the number of registered nurses in health care centres and regional psychiatric centres.

The senior nursing positions in the regions were staffed. The organizational structure, philosophy and objectives for the division were established, and the development of definitive standards of nursing and health care delivery was begun.

Management training for registered nurses in administrative and supervisory positions in health care centres and psychiatric centres was launched and will be continued until all registered nurses in such positions have recognized management preparation.

The enrolment of some health care officers in schools of nursing to qualify them as registered nurses has continued and is showing positive results.

In-service educational activities accelerated as needs became apparent. This area will require considerably more attention as the standards of nursing service are established.

All health care centres and regional psychiatric centres have now been visited by the Director, Nursing Operations.

Operational Services Branch

The year 1975/76 was one of drastic change for the Operational Services Branch. In view of the impending merger of the National Parole Service and the Canadian Penitentiary Service the functions of the Operational Services Branch were geared to serve both organizations. Concurrently, the major decentralization program and delegation of authority to regional headquarters were undertaken.

Financial services, following recommendations from Treasury Board, developed and introduced a new, improved financial reporting system. They decentralized services to regions, and undertook delivery of services to the National Parole Service.

A number of operational functions of technical services were transferred to the regions during the year. Responsible for the planning and construction of new facilities, the division developed a cooperative community/CPS program of information to advance public acceptance of institutions in urban areas.

The Canadian Penitentiary Service was given classification and staffing delegation in January, 1975. Personnel services immediately undertook to implement this delegation and established procedures, trained personnel, and increased its staffing capability during the year. Personnel services were also offered to the National Parole Service, and delegation to regions was completed. Administration services, Public Affairs and Official Languages division also undertook to serve National Parole Service and Canadian Penitentiary Service, and the functions were decentralized.

For Industries Division the year was one of operational reorganization and long-range programming for the introduction of the Cabinet-approved training program for inmates. A pilot project involving commercially simulated working conditions is to be introduced at Joyceville Institution, scheduled for operation during the summer of 1976.

A new Deputy Commissioner Operational Services was appointed in November, 1975.

Organization and Administration

Changes occurred in 1975/76 to modify the function of the division. The major ones included the addition of a Claims Administration section, and the transfer out of the Planning Coordination and Inmate Statistical Information units. Plans were initiated to provide administrative services to the National Parole Service.

Administration and Legal Affairs

During the fiscal year \$29,769.18 in compensation was offered to inmates and ex-inmates who had incurred a physical disability as a result of an accident which had

occurred while they were performing their assigned duties in a federal institution. For the most part, payment was made on an ex-gratia basis, with the required approval of Treasury Board, where the Crown could not be held liable for the injury.

Directives Management

Extensive planning for improved service to the organization occurred during the fiscal year. Foundations are being laid for extending the scope of the directives management concept to apply to the whole of the policy communication network to improve the directives system for use with greater ease and effectiveness.

The work of analyzing, writing and publishing directives at National Headquarters continues to strengthen the foundations for an expanded directives management program. A total of 246 pages of Commissioner's directives, divisional instructions and National Headquarters instructions were published. Twenty-three Commissioner's directives were revoked. Two new divisional instructions were published, sixteen were extensively revised or amended, and eight were revoked. Seven new National Headquarters instructions were published.

Significant progress has been made toward issuing all national directives in both official languages.

Office Services

As the co-ordinating point between the Department of Public Works and the consulting designers, we had to compile lists of authorized staff and to plan for as far as 1979/80, with a view to regroup people from the present six different buildings. Plans were finally approved and the relocation and accommodation program should be finalized in a near future.

Inmates on Register and in Temporary Detention March 31, 1976

Region	Total	Sub-Total
Maritimes		
Newfoundland	22	
Dorchester Institution	312	
Westmorland Institution	77	
Springhill Institution	378	
Carlton Centre	13	
Parr Town Centre	14	
Dungarvon Forestry Camp	19	<u>835</u>
Quebec		
Regional Reception Centre	183	
Regional Psychiatric Centre	112	
Montée St. François Institution	147	
Federal Training Centre	393	

Leclerc Institution	503	
Cowansville Institution	438	
Laval Institution	291	
Archambault Institution	407	
Ste. Anne des Plaines	103	
St. Hubert Centre	38	<u>2,615</u>

Ontario		
Regional Reception Centre	275	
Regional Psychiatric Centre	116	
Millhaven Institution	269	
Bath Institution	52	
Joyceville Institution	456	
Pittsburgh Institution	32	
Collins Bay Institution	402	
Frontenac Institution	85	
Portsmouth Centre	15	
Beaver Creek Correctional Camp	42	
Landry Crossing Correctional Camp	36	
Prison for Women	121	
Warkworth Institution	385	
Montgomery Centre	18	<u>2,353</u>

Prairies		
Stony Mountain Institution	445	
Rockwood Institution	77	
Osborne Centre	25	
Saskatchewan Penitentiary	519	
Saskatchewan Farm Annex	52	
Oskana Centre	17	
Drumheller Institution	427	
Drumheller Trailer Camp	30	
Scarboro Centre	18	
Altadore Centre	15	
Grierson Centre	43	
Bowden Institution	98	<u>1,766</u>

Pacific		
Regional Reception Centre	105	
British Columbia Institution	344	
William Head Institution	164	
Matsqui Institution	332	
Matsqui Trailer Camp	20	
Regional Psychiatric Centre	97	
Mountain Prison	192	
Agassiz Correctional Camp	61	
Ferndale Forestry Camp	49	
Burrard Centre	17	
Pandora Centre	24	
Robson Centre	20	<u>1,425</u>

Final Total:	8,994
Males:	8,873
Females:	121

*Not included in these figures are the 28 females and the 15 males in provincial institutions who are retained on the register count in the Quebec Region.

Escapes — Fiscal Year April 1, 1975 to March 31, 1976

Inmates not recaptured as of March 31, 1975	116
Inmates in other custody as of March 31, 1975	<u>31</u>
	<u>147</u>

Escapes	45	
Walkaways	90	
Failure to return from Temporary Absence (TA)	170	
Failure to return from TA with escort	<u>33</u>	
		<u>338</u>
		485
Less:		
Inmates recaptured as of March 31, 1976	294	
Inmates in other custody as of March 31, 1976	<u>48</u>	
		<u>342</u>
Inmates not recaptured as of March 31, 1976		<u>143</u>

Temporary Absence 1975/1976

The total number of approved temporary absence permits for the fiscal year 1975/1976 was 46,637 (excluding Community Correctional Centres).

Failures on Temporary Absence for the fiscal year 1975/1976 were 203. This is a success rate in excess of 99.5 percent.

Sentence Administration

Court judgements affected the Sentence Administration program and necessitated a review of inmate sentences and, in many cases, advanced inmates' release dates.

A new policy on inmate personal property was approved in principle, for implementation in the near future.

One National Regional Chief Sentence Administration workshop was held during the fiscal year.

The procedures by which the agreements on federal/provincial exchange of inmates are effected are undergoing review for improvement of controls in the payment to provincial governments.

Various meetings were held with NPS to establish the best working relationship between NPS and CPS.

Regions were inspected by the Chief and Senior Sentence Administrator to audit the efficiency and effectiveness of the operation.

Operational Systems Improvement Unit

The Operational Systems Improvement unit conducted studies relating to the control of inmates' personal property; issue and control of office stationery, supplies and equipment; and developing an improved system for reporting inmates' lawful and unlawful absences from federal institutions. The unit continued to be responsible for follow-up action on all reports originated by the Management Review directorate, ensuring all reported observations are satisfactorily acted upon when the report is received, and that the Commissioner is kept informed on the progress of actions taken.

Forms Management

The Forms Management unit continued to strive for standardization all CPS documents. A continuous program of reviewing all existing documents has resulted in 94 new forms being introduced, 125 forms eliminated, 40 existing forms revised, and the analysis completed for 40 new projects.

Records Management

Six hundred and thirty-one cubic feet of records were transferred to Public Archives records centres, and 245 cubic feet of records were scheduled for destruction, resulting in saving 435 square feet of office space.

Personnel

The authorized establishment for 1975/76 was 8,075. During the year 708 persons were recruited, bringing the full-time staff to 7,548, March 31, 1976. During this period term employees within the service were reduced to 339.

The year-end figures are:

Ottawa	36	Quebec	47	Prairie	48
Atlantic	19	Ontario	126	Pacific	63

The service had 742 women in full-time employment and during the fiscal year 564 additional women were employed, bringing the number of women in the service to 1,307.

During the year 156 national recruiting competitions were completed while 1,292 competitions were held at the regional level. Staffing of vacant positions averaged 59 per month.

In accordance with Treasury Board policy, position classification authority was delegated September 12, 1975, to the Deputy Commissioners, Director General Medical and Health Care Services, Executive Director, National Parole Service, and regional directors in penitentiary and parole services. Training in position classification techniques was provided to 111 managers. During the year some 3,725 classification decisions were made for penitentiary and parole service positions.

The 37½ hour work week for correctional officers was introduced in October, 1975, creating a need for additional staff.

A staff college for the Atlantic Region was acquired in December, 1975 for training new employees in the Maritimes. This gives the service five staff training colleges, one in each region.

Canadian Penitentiary Service Staff Colleges in 1975/76 conducted 94 courses for 2,346 personnel, including correctional officer induction for new

recruits, refresher courses for experienced security and trade officers, supervisory development, crisis intervention, life skills, training methodology, riot control, management and interviewing techniques, living unit officer training, inmate program management, defensive driving, patterns of behavior, and group interaction. Eight conferences were accommodated.

Interdepartmental courses, predominantly in management development and personnel administration, were attended by 84 penitentiary personnel.

The Staff Colleges were actively engaged in cooperative activities with other corrections and law-enforcement agencies, and collaborated in the conduct of courses on their premises with provincial member agencies of the National Advisory Network and with the RCMP. The Edmonton Staff College, which conducted courses of a security nature in its initial year of operation, expanded its program in 1975/76 to include management, supervisory and training methodology courses, and seminars.

Thirty-two Canadian Penitentiary Service candidates and seven National Parole Service candidates attended senior officer courses in Ottawa, conducted by the Public Service Commission.

In addition, three employees of the penitentiary service attended full-time university programs during the 1975/76 academic year for the completion of their degree, and six nursing officers attended full-time community college nursing programs to attain a Registered Nurse's (RN) diploma.

A large number of training activities of a less formal nature were also underway in the year 1975/76. The rash of hostage-takings prompted the Security Branch to prepare and present a short training seminar for all staff who come in contact with inmates. As of April 1, 1976, well over 50 percent of penitentiary service personnel had been trained, and the program is scheduled for completion by early summer.

Most institutions periodically shut down for a week or so to revamp procedures and train personnel. Specialized training in the use of new equipment, such as metal detectors, goes on constantly.

Official Languages Program

The fiscal year 1975/76 was marked by the extension of the regional network of the Official Languages program, and the creation of a section of linguistic and cultural development at National Headquarters.

Canadian Penitentiary Service Statistics on Bilingual Positions

March 1976

	Total Establishment	No. of Bilingual Positions	% Bilingual positions v. National Establishment	% Bilingual positions v. regional Establishment	% Regional Bilingual Positions v. Total Bilingual positions	Bilingual Vacant positions	% on Total Bilingual Positions	% on Regional Bilingual Positions	Bilingual Incumbents in Bilingual positions	% on total Bilingual positions	% on Regional Bilingual positions	Unilingual Incumbents in Bilingual positions	% on National Bilingual positions	% on Regional Bilingual positions
National Capital	343	258	3.2	75.0	33.5	43	5.6	16.7	158	20.5	61.2	57	7.4	22.1
Atlantic	712	53	0.6	7.4	6.9	10	1.3	18.8	35	4.5	66.0	8	1.1	15.1
Québec	2200	369	4.6	16.8	48.0	58	7.5	15.7	280	36.4	75.9	31	4.0	8.4
Ontario	2071	39	.5	1.9	5.1	9	1.2	23.1	20	2.6	51.3	10	1.3	25.6
Prairies	1312	19	.2	1.4	2.5	5	0.6	26.3	9	1.2	47.4	5	0.7	26.3
Pacific	1470	31	.4	2.1	4.0	4	0.5	12.9	9	1.2	29.0	18	2.3	58.1
Totals	8,108	769	9.5	—	100.0	129	16.8	—	511	66.4	—	129	16.8	—

During the fiscal year over 19,250 actions were processed through the Official Languages information system. This system also provided the Personnel Division, managers at Headquarters and Regions, and Regional Official Languages Officers with available personnel management reports extracted from the information system.

A review of the identification in the Province of Quebec ordered by Treasury Board, has produced a substantial increase of bilingual positions. Due to the complexity of the consultations with the employees' unions, the figures are not reflected in the table attached but will be shown for the next fiscal year. In other regions, where no such review was decided, bilingual positions have increased very slightly, remaining in the regional percentage.

During the same period 113 employees followed continuous language training, of which 34 from CPS and two from NPS reached the necessary level of linguistic competency. Two employees abandoned training and one was withdrawn. Fifty-five members of CPS and eight employees of NPS are still on training, while the waiting list carries seven names from CPS and three from NPS.

Of 56 graduates from the language schools at National Headquarters, 38 partake regularly in the activities of the linguistic development section. This section conducts departmental sessions on conversation, writing, cultural fields, provides help in special training, text revision, and is currently involved in terminology and glossary.

Financial Services

The year 1975/76 saw new emphasis on the increased role for financial management, including reorganization, staff training, systems and procedures work, and greater decentralization of financial services.

Three new sections were created to replace the existing Financial Services division: Financial Planning and Analysis, Financial Services, and Financial Systems. The internal audit functions were transferred to the Management Review division. New financial positions were created to cover cost accounting, financial training, systems design, and provision of financial advice to headquarters' managers. A new Director, Financial Services, was appointed.

Financial services were provided to National Parole Service on a centralized basis.

Recommendations of an organization study to strengthen the financial management functions of CPS/NPS, including increased decentralization to the regions and institutions, were accepted in principle by regional directors, institutional directors, and National

Parole Service officials. These recommendations are gradually being implemented. Regional Administrators, Finance, were appointed for the Atlantic and Prairie Regions, each with a small support staff.

Two-day financial workshops for staff training were sponsored by the Financial Systems section and Regional Finance in all regions, and in Ottawa. The Financial Planning and Analysis section visited various regions explaining the program forecast and estimates process. Financial training was also provided at one senior management course in Ottawa and to a conference of assistant directors for the organization and administration function held in Montreal.

A new system of bilingual financial manuals was introduced, and included one manual containing guidance on financial responsibilities especially for managers.

The financial coding structure was redesigned in preparation for 1976/77 and the length of the coding block was reduced by one third.

Financial reports for CPS/NPS managers have been redesigned in bilingual format for 1976/77.

Studies were conducted of alternative methods of handling inmate trust fund accounts, and of the use of electronic accounting machines and mini-computers.

Technical Services

The Technical Services division was reorganized to emphasize the three main areas of responsibilities: Facilities Planning and Properties, Architecture and Engineering, Material Management and Services.

A number of operational functions performed at Headquarters were transferred to regions in keeping with the planned decentralization program and the new role of the reorganized division.

The Facilities Planning and Properties section was formed to meet the urgent need for new construction, and to develop and regularize the interface between building design and user requirements. The steering committee concept was developed to bring all Headquarters and regional resources into a cooperative atmosphere to develop new facilities.

A construction program and project control system were implemented to facilitate construction by determining user requirements, making a realistic assessment of capabilities of carrying out the work during the fiscal year, evaluating need, providing funding, and identifying each major step between inception and completion of the project.

Due to reluctance of local groups to support the siting of new institutions, a cooperative community/CPS program of information was developed to advance public acceptance of institutions in urban areas.

The Works and Engineering section was phased out to coincide with decentralization of operations and maintenance activities in the regions. The new model resulted in the formation of a team of professional engineers and architects whose main thrust is the provision of a professional consulting service to other divisions and regions as well as liaison between CPS and Public Works Canada in the design and construction of utilities and buildings.

On a national scene the operating expenditures for Works and Engineering were approximately \$17.5 million compared to last year's figure of \$13.7 million, due to increased labour, material, and energy costs.

In light of the national study of electronics and telecommunications applications performed by the Applications Consulting Division of the Government Telecommunications Agency, and to provide a unified, integrated approach to the entry of the service into the electronics era, Technical Services commenced a review of the requirements of the user branches within the penitentiary service. Comprehensive feasibility studies, and concepts such as "life-cycle" costing, form the basis for introduction of sophisticated electronic aids into daily operation of the Service.

A complete review of the maintenance and operations phase of the electronics activity commenced. The prime objective is to increase the cost effectiveness of the user of electronics and telecommunications in the penitentiary service. A program was established to refurbish electronics in all existing institutions and equip new institutions. Dollar value of these two programs is forecast at \$10,000,000 and \$35,000,000 respectively, for the current five-year program.

Committed to Treasury Board for a 20% reduction in injury frequency rate, the CPS five-year accident-prevention program, Safety Target 75, ended with a 22.8% reduction.

Improvements were made in fire protection and safety facilities programs generally, with particular emphasis on automatic fire protection systems, education and training, first-aid, defensive driving, and off-the-job safety.

Decentralization of fire and safety responsibilities to regional headquarters was progressively instituted, leaving CPS Central Headquarters primarily with a policy making, monitoring and advisory role.

The motor vehicle fleet expanded from 406 to 478 vehicles, with a total mileage of approximately 4,000,000 miles. Total running costs were approximately \$480,000.

Fifty-five motor vehicle accidents, involving Crown employees, were reported.

The Material Management and Services Section was developed to coordinate the services of material management, food services and institutional services. Material management made progress in the program to modernize the inventory control system with the installation of computing equipment at Regional Stores, Ontario. Continued progress was made in the program to catalogue all material in stock under the Canadian Numbering System which will permit further mechanization in other areas.

Increased costs in food services were due to the steady increase in the price of food during the year. The kitchen produced 11,428,845 meals at a cost of 61½ cents per meal for food. Ration packs were developed and are being kept on hand for emergencies. Renovations were carried out in a number of kitchens to overcome existing sanitary and hygiene problems.

A study of laundry services was conducted to provide a cost-benefit analysis of present regional laundry operations compared to alternatives to determine the type of service most appropriate for new institutions.

The program to introduce a one-for-one clothing exchange commenced at some institutions, resulting in considerable savings and satisfaction to inmates and staff.

Industries

The past year was one of operational planning, reorganization and activity revision, preparing for the introduction of socio-economically oriented industrial employment and training.

This embraced over-all planning of a pilot project to be organized, operated and evaluated at Joyceville Institution, Ontario; penetrating examination and rescheduling of prison routines and ancillary activities; preparation of the pilot plant designed for high-volume production of metal furniture; and the planning of support activities and processes through which inmates will be employed and paid hourly rates for their labour, under commercially simulated working conditions. This pilot project should be in operation about August 1, 1976.

Market-development activities were conducted in several departments and agencies with concentrated efforts being applied in the Post Office, and Supply and Services Departments.



Collins Bay Institution, Ontario, medium security. Main entrance.



British Columbia Penitentiary, New Westminster. Driveway to main entrance. A maximum security institution, it has been in the forefront of publicity in 1975-76 on hostage-taking and an investigation into dissociation of inmates.

While considerable time and much negotiation was required to establish methods and procedures, by year-end it could be foreseen that arrangements would soon be finalized toward establishing long-term, adequate, stable and continuing market outlets to fully support the Canadian Penitentiary Service industrial program.

Significant progress was made in production planning, scheduling and control of existing industrial activities. Most institutions in Ontario and Quebec Regions were given heavy assignments in the production of large quantities of equipment and furnishings, to be delivered by firmly established dates. By the deadline date, 94% of all such orders, valued at approximately \$1½ million, had been delivered. In the process of overseeing this accomplishment a viable production reporting, scheduling and control system was developed and implemented.

Changing the character of industrial shop operation from small jobbing shops to medium and high-volume production factories, and reducing the product lines to concentrate on large orders for limited types of products, initiated in the previous year, were aggressively pursued. These changes in program emphasis were reasonably successful in enhancing the inmate employment training programs in industrial workshops in the Ontario and Quebec Regions. During the past year these concepts were extended to the Prairie and Pacific Regions and good progress was made in implementing these changes in Stony Mountain and Saskatchewan Penitentiaries.

With the object of enhancing and supporting market-development activities, particularly the industrial pilot project, redesign of the Canadian Government modular shelving was undertaken and completed with reasonable success. This was done on the understanding that CPS will be the sole source of their redesigned modular shelving in federal government departments.

Industries division officials actively participated in development of industrial programs being installed in institutions at Mission, B.C. and Bowden, Alberta, and in the enlargement of the industrial program for the Laval Maximum Institution, Quebec. They also actively participated in planning and shaping industrial programs to be installed in new institutions at Agassiz, B.C., Edmonton, Alta., Dorchester, N.B., and the Correctional Development Centre in Quebec. Industries division officials also actively participated in the employment of Assistant Directors Industry for Drumheller, Bowden, Mission, British Columbia, Saskatchewan, and Archambault Institutions; Supervisors of Production for Mission and

Archambault Institutions; Regional Chiefs, Production for Ontario and Quebec Regions; Product Design and Market Research Officer for National Headquarters.

Other developments include the formulation of plans for positive monetary incentive systems in the area of remunerating inmates for industrial employment; a 4 percent increase in gross industrial production; the close out of the St. Vincent de Paul farm in the fall of 1975; the formulation of plans for the official decentralization and delegation of authority and responsibility for program implementation and operation from National to Regional Headquarters, and the finalization of arrangements for the establishment of an Advisory Committee to the Commissioner, on Industries.

For the second consecutive year Saskatchewan Penitentiary led the service in gross annual production with a total production value of \$413,855.

Work stoppages, caused by several minor disturbances and a prolonged inmate strike in a maximum-security institution, made it impossible to complete all industrial delivery commitments on time; however, thanks to the dedication and efforts of industrial staff and inmates in institutions to which work was transferred, almost all goods on order were delivered by the end of the fiscal year.

All regions and institutions, with the exception of Quebec, report insufficient inmates were made available for efficient manning and operation of industrial workshops.

The Public Affairs Division

In 1975-1976 the Public Affairs Division organized itself, filled the remaining managerial vacancies, identified its policies more clearly and set up administrative and control mechanisms in the sectors for which it has responsibility. Its three sections, Publications, Public Relations — the principal role of which is to maintain relations with the press — and Audio-visual, have begun to function as distinct units while working closely with administrators in the Division's regional offices in order to provide the National Parole Service and the Canadian Penitentiary Service with all the support and exposure they require in dealing with the various public groups.

The Publications Section began publication of *Let's Talk (Entre Nous)*, a monthly newsletter for staff in both Services which discusses training, changes in policies and guidelines, new inmate programs, senior appointments, trade union news and other topics of interest to them. The role of another new publication, the quarterly review entitled *The Social Developer (L'Animateur social)* is to provide a channel of

information and communication between the Social Development and Community Resources Divisions on the one hand and volunteers and citizens groups on the other. The quarterly publication *Discussion*, while retaining its usual format, has developed in a new direction and will become a forum for opinions on various aspects of the policies and programs of our Services and an outlet for professionals and/or those working in the field of penology to express their views on subjects of common interest.

The Publications Section has been preparing a set of folders and brochures on about twenty subjects, and by the autumn of 1976 the material should be ready.

The Audio-visual Section has created a large and impressive display illustrating the life of penitentiary inmates for use at seminars, symposiums and national and regional conferences. Portable exhibits have been prepared to enable regional administrators to answer the increasing number of enquiries, particularly by social groups and university and high-school students. Other examples of the Section's work are the many videotapes prepared for the staff and the general public, film production in conjunction with the National Film Board, setting up a national service of recording radio and television programs on penitentiary life for the public, and the establishment of a directory of audio-visual documentation and materials which are available throughout the country. This list and the catalogue to be issued soon will make it easier to plan activities and to standardize and make more efficient use of existing and future equipment.

Greater emphasis will be placed on production of slide shows and short films in order to assist the Public Relations Section especially in its program of providing support for the introduction of new institutions.

The Public Relations Section has only recently started operation after setting up the machinery for coordinating its programs. Distribution lists of written and audio-visual material were prepared with the various public groups concerned in mind, and files were compiled on all major subjects in order to respond more effectively to the rapidly increasing number of enquiries. Public relations programs were developed in order to win support in communities chosen as locations for new institutions; information brochures were prepared in order to promote greater understanding of the penitentiary system by students and members of professional associations and specialized groups; and various activities, including regular meetings with the authorities of both Services, have been planned with a view to providing a more effective information service to journalists and radio and television reporters.

In view of the proposed amalgamation of the two Services to form the Federal Corrections Agency, the new tools used by the Division and regional administrators to disseminate information, the intensive institution construction program and the major amendments to the Criminal Code, the Public Affairs Division will have a major role to play in the coming years.

Agricultural Services

The agricultural program continued to provide constructive employment and training for inmates in a variety of agricultural pursuits. All institutional agricultural projects simulate comparable commercial activities, and provide employment conditions in which inmates learn good work habits and develop personal responsibilities for care and treatment of livestock, crops and equipment which might help in finding employment after release.

Despite adverse weather and growing conditions, livestock products, field crops and vegetable production continued to rise. This is chiefly due to increased use of modern scientific treatment and the latest soil and herd management techniques.

The ever increasing cost of milk, vegetables, eggs, and meat continued to create maximum demand for farm produce and increased incentives to develop maximum productive output. Notwithstanding skyrocketing costs of fertilizer, seed grains, livestock feeds, fuel for equipment operation and other basic agricultural requirements, from the cost-benefit standpoint, agricultural activities continued to be quite viable and the value of farm produce continued to rise satisfactorily during the year.

As of December, 1974, Mr. S.M. Donaldson retired after many years' service as Chief, Agricultural Services. Effective September, 1975, Mr. F.R. Wetmore reported for duty in this position. Mr. Wetmore formerly served as an Agricultural Officer in the Plant Protection Division of Agriculture Canada and on the field service staff of H.J. Heinz Co. of Canada Ltd.

During the later part of November, 1975 the farm at Montée St. François Institution, Quebec, ceased to operate. The dairy herd was disposed of at public auction, and the farm machinery, with the exception of a number of tractors, mowers and soil-preparation machines to be used as grounds equipment in the Quebec Region, were transferred to the Frontenac Institution at Collins Bay, and Pittsburg Institution at Joyceville, Ontario. The transfer was accomplished efficiently by personnel of these institutions.

The farms continued to enhance good public relations by allowing student groups, breed associations, and

various farm and community groups to visit the facilities. The equipment and personnel were used extensively in providing other services including road maintenance and snow removal.

Security Branch

Installation of new security devices and the recruitment of additional security personnel augmented the operation of the Security Branch within the 1975/76 fiscal year. As in 1974, the number of escapees from federal penal institutions declined during 1975 from 83 to 62. These figures include inmates who not only escaped from a federal institution but also those who escaped while under security escort outside the institution proper. Hostage-taking incidents increased dramatically during 1975. During the five-year period, 1970/75, incidents increased from a low total of 5 in 1970 to a high total of eleven in 1975. In an effort to reduce, if not eliminate such incidents, policy guidelines for managing hostage-taking incidents were developed and implemented. Large-scale workshops and training seminars were held for key security personnel, and in addition a special 7½ hour training program was developed and presented to staff at all levels in major institutions. The course, though short in duration, is designed to provide the potential hostage with a basic understanding of the dynamics of hostage-taking offences.

Staffing models for security personnel at the regional and institutional levels were standardized, and with the advent of the 37½ hour week, additional security personnel resources were provided to all major institutions.

Establishment of the Atlantic Region Security Branch was initiated and is expected to be completed during the fiscal year 1976/77. Operational and Preventive Security Officers along with the required support staff were allocated to the Ontario, Quebec, Prairie and Pacific Regions to complete the staffing organization.

In the continuing effort to improve the overall security programs and procedures, special electronic equipment and other security hardware were introduced to support staff in the performance of their duties within and outside the institutions. Contraband screening procedures involving major modifications to some institutional entrances were initiated as another security check of all persons entering the institutions.

After many months of planning, which included consultation with field personnel, agreement was reached on the design of a new uniform for security staff. The new tailored uniform has been designed to meet the unique needs of our Security Officers and at the same time provide them with a distinctive and identifiable uniform which they may wear with pride

and satisfaction. Present plans call for the new uniform to be phased in over a period of two to three years beginning with the introduction of the uniform in the Atlantic Region as well as the Prison for Women in Ontario during the current fiscal year.

In addition to meeting the ever-increasing needs and demands of the Canadian Penitentiary Service, the Preventive Security Division was expanded to provide equal service including personnel identification and clearances to the National Parole Service.

Operational Security

Again there has been a decline from the previous year in the number of escapes. In 1972 there were 186; in 1973 there were 115; in 1974 there were 83; and in 1975 there were 62. The years referred to are calendar years, and the figures represent reductions of 38% from 1972 to 1973; 28% from 1973 to 1974; and 25% from 1974 to 1975. The number of escapes include those who escaped from an institution and escapes occurring during an activity in which an inmate was under escort. The above inmate escapes occurred during 48 escape incidents.

Hostage-taking incidents from 1970 are tabulated because of their significance as a societal phenomenon.

Year	No. of Hostage Incidents	No. of Inmates Involved	No. of Hostages Taken	No. of Hostages -- Injured (1) -- Killed (2)
1970	5	19	5	(1) - 1
1971	4	many	10	nil
1972	3	10	4	(1) - 1
1973	5	16	9	nil
1974	nil	—	—	—
1975	11	13	39	(1) - 3 (2) - 1

Through the process of on-going security surveys, and management review, improvements to the physical security aspects of all institutions are continually under review, and changes are made where necessary.

In 1975/76, a start was made toward improving total security organization by standardizing regional and institutional organizations through additional staff to meet the increased work load.

Establishing the Atlantic Region Security Branch was begun and will be completed in fiscal years 1976/1977.

Vacant security positions in other regions were staffed to round out the regional organizations by the provision of operational and preventive security programs officers, and other support staff.

At the institutional level of major institutions a start was made to provide investigative and intelligence support to the Assistant Directors' Security.

In 1975/76, because of the implementation of the 37½ hour work week for all correctional staff, institutional establishments were augmented by additional staff to effect the shortened work week.

The seeking out and proofing continues of electronic and other security hardware to be used as support elements for security staff. Continuously changing technology and institutional requirements required contact with many varying agencies.

The installation and putting into use of contraband screening procedures continues; precise equipment operating environments have required the implementation of major modifications to institutional entrance facilities, and necessitated the disruption, to a degree, of institutional routines and procedures.

A new uniform for security officers was selected through the involvement of the user field personnel consulted in their working milieu, followed by a representative committee of field personnel making the final choice from designs offered. The uniformed staff will be completely re-equipped within the next two years.

Surveys, management reviews and changes in legislation required updating of directives and operating guidelines, particularly necessitated by events or institutional incidents and outside influence. The hostage-taking phenomenon has required policy development for incident management, facilitated by participation of key security staff at internationally sponsored and in-house workshops and seminars. Security staff are actively participating in committees to look into the effects of dissociation and segregation, inmates' personal property, and various release programs, to assist in the development of Service policy.

Benefits derived from staff deployment in accordance with the team concept resulted in action to implement the concept in the remaining maximum security institutions.

Pilot projects in the use of security dogs were started at two medium security institutions. Patrol dogs have been used at maximum security institutions; however, it was necessary to determine to what extent security at medium security institutions would be enhanced by the use of dogs. In addition, a comprehensive survey of the use of dogs in maximum security institutions was carried out and a report submitted.

Preventive Security

The year was eventful, challenging, demanding, successful, and on occasion, frustrating and disappointing. Resources were strained yet all challenges were met.

Consideration for the implementation of the Federal Corrections Agency concept tempered all activities. It was necessary to redeploy resources, reassess and assign priorities to respond cost-effectively to crisis situations. The Preventive Security division represented the branch actively on a number of continuing committees: The Joint National Committee of the Canadian Association of Chiefs of Police and the Federal Correctional Services; the Solicitor General's Task Force on Alternatives to Capital Punishment; the Solicitor General's Task Force/Continuing Committee on the "Peace and Security Package;" The Committee on Identification of Dangerous Offenders; The National Advisory Network's Committee on Crisis Intervention — Hostage Situations; The Commissioner's Committee studying the requirement and implementation for special institutional facilities to contain convicted murderers and dangerous offenders.

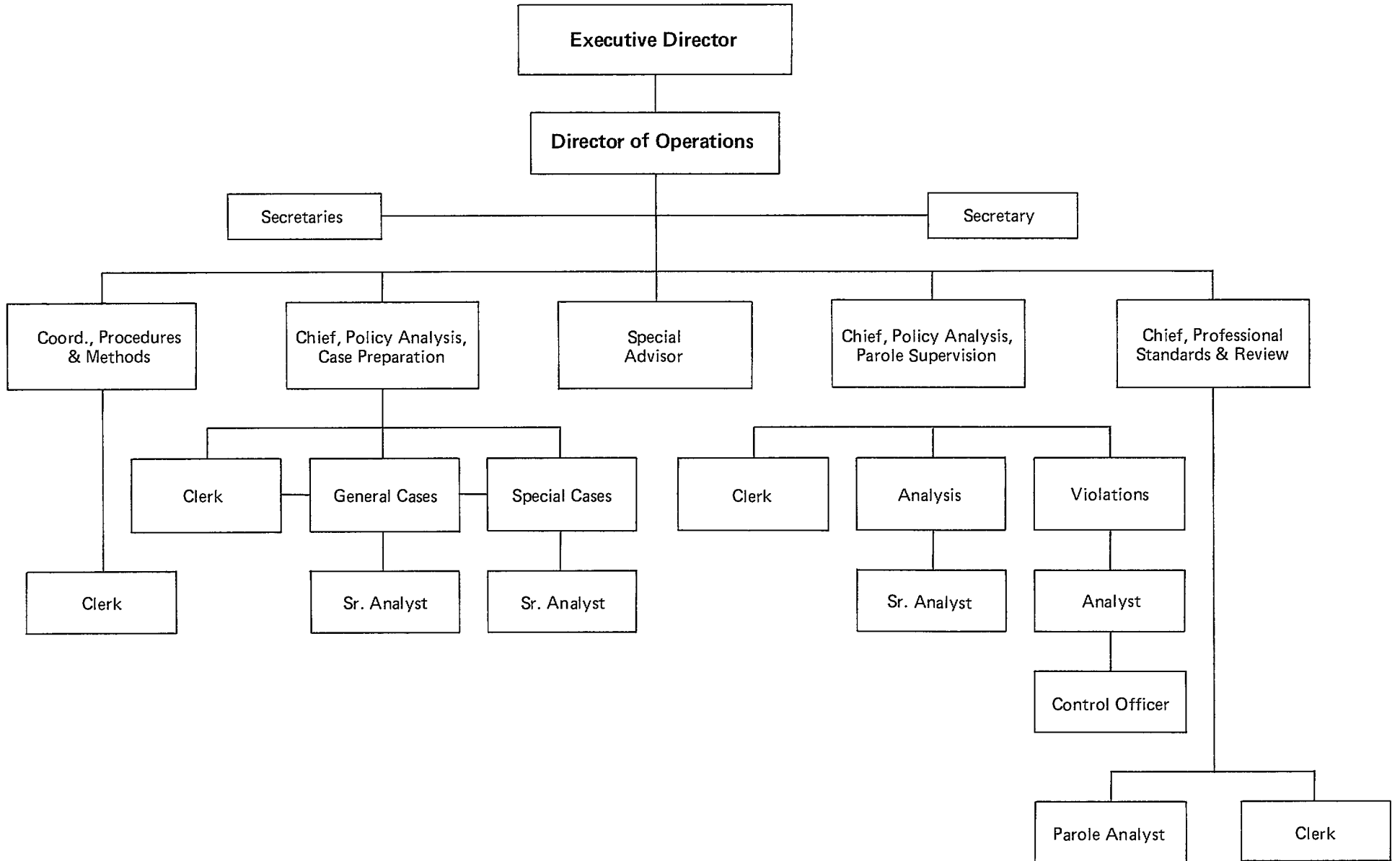
Effective December, 1975, in anticipation of the FCA, Preventive Security undertook internal security functions for the National Parole Service, and personnel identification on behalf of the National Parole Board and the Ministry Secretariat. Manpower resources allocated the NPS in part for the security function were not reassigned with the functions, and it will be necessary to readjust program forecasts.

Summaries were prepared during the year on Criminon; Narconon; the Prisoners' Union movements; suicide and self-mutilation phenomena; prison riots and disturbances; the pre-incident indicators of suicides, self-mutilations, riots and disturbances; the identification of dangerous offenders; profile of hostage taker; labour difficulties; organized crime and its involvement in the Canadian penal system; guidelines for the prevention of hostage taking and reduction of the adverse effects of such incidents.

Investigations conducted and reviewed during the year served to re-emphasize the need for an impartial, highly trained, investigative capability. In spite of personnel shortages, staff development and training continued to advance. Essential short courses attended during the year included RCMP Departmental Security Officers' Course; RCMP Personnel Security Clearance Course; Canadian Armed Forces Identification Bureau Field Identification Technician's Course; FBI National Academy's Hostage Situation and SWAT Course, and a CPS/National Advisory Network Crisis Intervention — Hostage Situation Seminar.

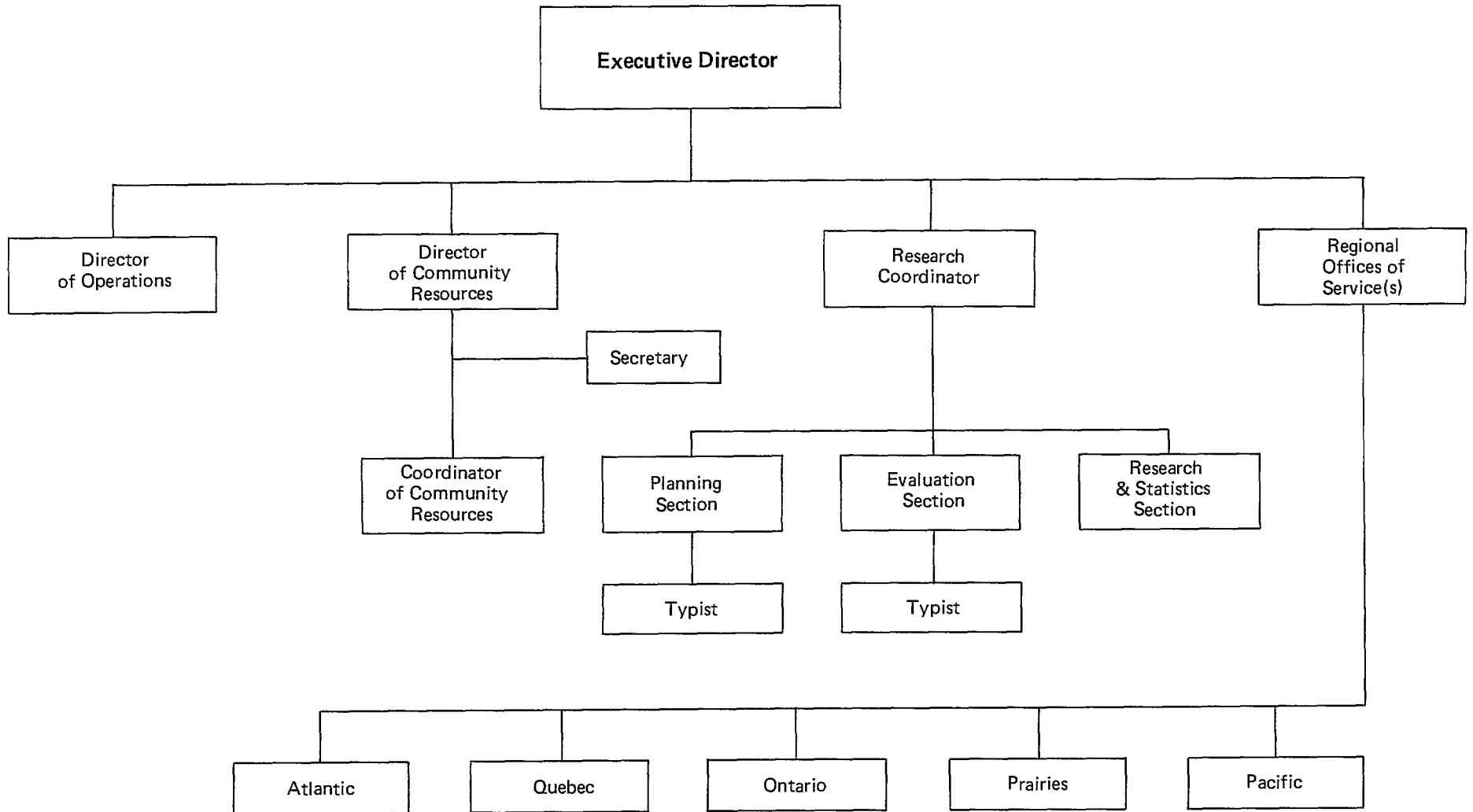
NATIONAL PAROLE SERVICE

Commissioner of Penitentiaries



NATIONAL PAROLE SERVICE

Commissioner of Penitentiaries



National Parole Service

During the last ten years, because of a significant increase in the use of parole, the development of major day parole programs, and the introduction of mandatory supervision for most of the inmates in federal institutions who are not released on parole, the National Parole Service has grown from a small, compact organization to an organization with 40 district offices across Canada. The service now has a staff of close to 800, including Ottawa Headquarters. Recognizing there will never be the manpower and money necessary to provide all services which some critics regard as essential, the National Parole Service embarked on a major, managerial reorganization in late 1974 to ensure effective, efficient utilization of available resources. First phase of this program was the development of five regional headquarters and the delegation to them of operational management responsibility. The second phase was the reorganization of Ottawa Headquarters into three divisions, Operations, Community Resources, Research & Planning, and a Staff Training and Development section. Most of the reorganization was completed in 1975/76 but some new positions in regional headquarters remained to be filled at the year's end.

The Operations Division in Ottawa has responsibility for policy analysis in both case preparation and parole supervision, and plays a leadership role in scrutinizing parole programs and practices generally. It also is developing a quality-control system to monitor the service being provided by the Parole Service across Canada, identify problems, and assist in the design of staff training programs required to improve the standards and quality of service. Leadership in this activity will be given to a new (and small) Quality Control and Procedures Review section which will audit the quality of services provided, identify incipient and actual problems, and assist in the design of staff training programs required to correct them. In 1975 the positions of Chief, Policy Analysis, in Case Preparation and Parole Supervision were filled, and the Operations Division is now able to provide guidance to the regions and district offices throughout Canada.

The Community Resources Division is responsible, first, for the development, coordination and monitoring of policies related to the utilization of community resources for paroled inmates and, secondly, for the establishment of an effective mechanism of consultation and communication between the Parole Service and other components of the criminal justice system such as the courts, police, after-care agencies, and provincial governments and agencies. The following major activities were undertaken in 1975/76:

- Contractual agreements were made with 47 private agencies, six provincial departments and two territorial governments for the provision of parole supervision services to parolees, at a cost of \$1,444,817;
- Contracts were entered into with 70 community-based residential centres or half-way houses for inmates released from correctional institutions on parole, or temporary absence, at a cost of \$1,617,310;
- A fund was established for community projects that contribute to the re-entry into society of the paroled inmate and to serve the needs of special groups;
- Many meetings and contacts were arranged with after-care organizations, the police, the courts, native organizations, provincial and territorial governments;
- The division sponsored a study on the staff training needs of community-based residential centres, and conducted a survey of the need for new community-based facilities across Canada.

The Research and Planning division is responsible for providing data and statistics on parole activities to evaluate programs, advising upon the allocation of resources throughout the service, and proposing modifications to existing programs or new programs designed to achieve the goals of the Parole Service. The following data give a picture of the activities of the Parole Service in 1975/76.

Selected Activity Indicators

	1973/74	1974/75	1975/76
Cases Under Supervision			
As at End of Period			
Day Parole	622	788	686
Full Parole	3,708	3,723	3,389
Mandatory Supervision	1,229	1,707	1,695
Total	5,559	6,218	5,770
Direct Supervision	3,578	4,245	4,290
Indirect Supervision	1,981	1,973	1,480
Activity Indicators			
During Period			
Number of visits to Insts.	13,012	15,652	19,168
Interviews with Inmates	29,302	32,106	39,139
Community Assessments			
Completed: a) by staff	7,521	8,010	9,135
b) by agencies	3,490	3,187	2,916
Case Submissions	15,022	16,505	19,713
Panel Hearings	1,484	4,846	5,263

The Staff Training and Development division had the following achievements during the year:

- A new policy statement on staff training and development was submitted to management and approved in November. It reflects the current trend towards the decentralization and regionalization of Parole Service operations. Regional management was given authority to administer training programs for their staffs within approved budgets;
- Ottawa Headquarters, responsible for training policies development, coordinated the budgetary requirements and established a monitoring and evaluation program to identify future needs;
- A study of the Parole Service identified the need for induction and orientation training for newly employed staff, developmental training, and management training;
- A survey was made with the assistance of the Public Service Commission of educational and training resources available;
- In collaboration with the penitentiary service, seminars covering current correctional and criminal justice issues were held for management and supervisory staff in Ottawa;
- A total of 15 educational leaves were authorized by the Executive Director and Regional Directors for the academic year 1975/1976. All leaves were granted to enable employees to study at the Masters level in Criminology, Social Work or Public Administration;
- Staff Training and Development committees were established in each region and the larger district offices;
- Parole Officer Conferences were organized in each region with the assistance of the Staff Training and Development staff;
- The Quebec Region, assisted by the Public Service Commission, conducted three week long sessions on Community Intervention;
- The Prairie and Pacific Regions, in collaboration with the penitentiary service, conducted joint inmate classification and parole officer courses;
- The Ontario and Atlantic Regions also conducted a variety of training programs.

In preparation for the planned integration of the Canadian Penitentiary Service and the National Parole Service, the Executive Director of the Parole Service was placed in a direct reporting relationship to the Commissioner of Penitentiaries and no longer reports to the Chairman of the Parole Board for operational and administrative purposes. Arrangements were also finalized during the year for the integration of the administrative machinery of the two services, with the

penitentiary service assuming responsibility for the provision of administrative services. The Executive Director continued to serve as a member of the Ministry Task Force studying the role and the organization of a proposed new Federal Corrections Agency.

National Parole Board

Introduction

The year 1975/76 was an exciting one for the Board. The pace of change reported in previous annual reports continued unabated and even accelerated in some areas. There were new appointments to the Board. The review of philosophy, policies, and procedures continued and three major committees came into full time operation to develop new approaches in these spheres. Necessity for this internal alteration was based in part on the anticipated effects from the peace and security legislation package placed before Parliament in mid-winter. Preparation for the consequences of these proposed amendments to the Parole Act meant an increased workload for the Board and its staff to develop relevant procedures. During the year, the Board intensified its community relations programs, including the publication of a report of the National Joint Committee of the Police and Correctional Services, and a handbook on parole which was distributed to federal inmates through the Canadian Penitentiary Service.

Appointments

Claude Bouchard — a member of the Board for seven years — was appointed as Vice-Chairman to replace André Therrien, who became Commissioner of the Canadian Penitentiary Service in early 1975. Mr. Bouchard's position on the Board was filled by Maurice Charbonneau, who had been Senior Legal Advisor, Legal Services, Scientific and Social Sector in the Ministry of Justice.

Mary Louise Lynch, the remaining member appointed when the Board was created in 1959, retired. Mary Casey, admissions officer, and a lecturer at the Dalhousie Law School, was appointed to the Board to fill the vacancy.

Hector Leroux, executive secretary of the Board, retired at the end of December. He had worked with the Board since June, 1966. An appointment to fill that vacancy is expected to be made early in the coming year.

Authority

The Board is made up of 19 members; nine of whom are located at headquarters in Ottawa and two each in the five regions. Regional headquarters are at Vancouver (British Columbia Region), Saskatoon (Prairie Region), Kingston (Ontario Region), Montreal (Quebec Region) and Moncton (Maritimes Region).

One of the members is appointed chairman and another vice-chairman. The chairman is the chief executive officer of the Board which, in addition to the 19 members, employs a staff of 234 people at headquarters and in the regions.

The Board, by virtue of the Parole Act, has exclusive jurisdiction and absolute discretion to grant, deny or revoke parole.

There are two types of parole in Canada; full or regular parole and day parole.

Full parole is generally granted during the middle third of an inmate's sentence and will remain in effect until the expiration of the full term of the sentence imposed by the court or until the parole is violated.

Day parole, on the other hand, is usually granted before the inmate is eligible or ready for full parole. This type of conditional release requires the inmate to return to the institution, or to a special centre in the community, periodically during the parole, usually every night. It is generally granted to an inmate to enable him to further his education or training or to take part in special projects such as harvesting or some other community service.

Releases

Full Parole

In 1975/76, the Board reviewed 6,761 applications for full parole and granted 2,603 of these; 1,180 to federal inmates and 1,423 to provincial inmates.

	1973-1974		1974-1975		1975-1976	
		%		%		%
Applications Federal	3,922	100	3,606	100	3,716	100
Granted	1,230	31	1,575	44	1,180	32
Denied	1,612	41	1,129	31	1,366	37
Deferred	1,080	28	902	25	1,170	31
Applications Provincial	3,332	100	2,933	100	3,045	100
Granted	1,629	49	1,597	55	1,423	47
Denied	1,655	50	1,299	44	1,599	52
Deferred	48	1	37	1	23	1
Total Applications	7,254	100	6,539	100	6,761	100
Total Granted	2,859	39	3,172	49	2,603	38
Total Denied	3,267	45	2,428	37	2,965	44
Total Deferred	1,128	16	939	14	1,193	18

The 2,603 full paroles granted during the year resulted in only 2,416 inmates being at liberty in Canada during the period; the remaining 187 were either paroles granted for deportation or voluntary departure, or were second paroles granted to some inmates whose first parole had been terminated. This number, plus

those already on parole from previous years, meant that there were 6,139 inmates at liberty for part or all of the year. Of these 6,139 parolees, some 55 percent or 3,389 people, were still on parole at the end of the year. The other 2,150 completed their paroles during the year; 72 percent of them did so successfully, 10 percent had their release revoked by the Board, and 18 percent forfeited their parole for being convicted of a new offence.

Day Parole

Day parole applications amounted to 3,799 and 2,152 releases were made. Some 2,850 federal inmates requested day parole and 1,568 were given releases. From provincial institutions 949 inmates applied and 584 were granted day parole.

	1973-1974		1974-1975		1975-1976	
		%		%		%
Applications Federal	2,796	100	3,050	100	2,850	100
Granted	1,351	48	1,709	56	1,568	55
Applications Provincial	1,036	100	1,030	100	949	100
Granted	722	70	668	65	584	62
Total Applications	3,832	100	4,080	100	3,799	100
Total Granted	2,073	54	2,377	58	2,152	57

At the beginning of the year there were some 788 other inmates on day parole, bringing the total at liberty during the year to 2,940. Of this number, 2,254 successfully completed their period of release or had the release terminated successfully by completion of a project or a course before the anticipated date. Early termination may occur because of violations of conditions of release, or through forfeiture because of conviction for a crime committed while on day parole. Some 63 people or three percent of the 2,254 inmates who completed day parole during the year forfeited the release and returned to prison.

No statistics are available to differentiate between termination for revocation or successful completion of the release. Because of a court interpretation of the present legislation, the Board can no longer revoke day paroles, only terminate them. That change in procedure occurred in mid-year and other means of accounting were not installed because, under proposed legislation now before the House, the system will be changed again.

Mandatory Supervision

Persons released from federal institutions 60 days or more before the end of their sentences because of statutory and earned remission, granted by law, are subject to mandatory supervision. This supervision continues until the expiration of the full term of the sentence imposed by the court or until it is violated.

This type of release is not a discretionary act made by the Board; it is required by law. However, persons released on mandatory supervision must observe the same conditions as if on parole and the same sanctions apply to those who breach these conditions.

Mandatory Supervision		
1973/74	1974/75	1975/76
1,960	2,521	2,382

At the beginning of 1975/76, some 1,707 inmates released in this manner were already under supervision in the community. During the year another 2,382 were released for a total of 4,089 at liberty during the year. Of this number, 41 percent or 1,695 people were still under mandatory supervision at the year's end, while the other 2,394 people were no longer under supervision. Of those who finished their period of supervision, 56 percent did so successfully, 16 percent had their release revoked by the Board, and 28 percent had the release forfeited because of a conviction for a new offence.

Pardons

In Canada there are two types of pardon; one granted under the royal prerogative of mercy and the other under the Criminal Records Act.

Historically, the royal prerogative of mercy has been a rare act of mercy vested in the Crown, used very sparingly and only in very unusual circumstances.

However, since the Criminal Records Act was passed in 1970, the National Parole Board has been involved in an approach to pardons which is broader than is the case under the royal prerogative of mercy. The purpose of a pardon under the act is to remove any apparent and unjust consequences that continue to harm a person, especially if the person has long since been rehabilitated.

Normally, anyone wishing to be pardoned for an offence should apply under the Criminal Records Act, which is administered directly by the National Parole Board. Additionally, under the Parole Act, the Board is responsible for any inquiries requested by the Solicitor General concerning the royal prerogative of mercy.

During the year, 1,106 pardons were granted by the Governor-in-Council under the Criminal Records Act after recommendation by the Board. There were 45 denials of pardon and 16 pardons previously granted were revoked. Some 4,823 applications were received during the year. Because it takes between eight and 10 months to complete the process, many of these applications will be dealt with in the coming year.

A majority of all applications are from people with summary or minor convictions carrying sentences of less than six months, or fines. Such cases do not require as prolonged an investigation as those of a more serious nature. At the end of March a Ministry management consulting team was reviewing the procedures involved with a view to streamlining them and reducing the time needed for investigation.

Since the Criminal Records Act is a federal statute, it follows that any pardon granted under the act will concern conviction for offences under federal statutes only, and the provisions for keeping records separate and undisclosed will not apply to provincial or municipal jurisdiction or to any business or industry.

Board Committees

In the last few years, as the Board has grown and decentralized, the process of formulating policy and procedures has become increasingly difficult.

Therefore, three major committees were created to study and recommend policy and procedure. These groups deal with policy and planning, special projects, and internal review of Board decisions.

Because the largest complement of Board members is based in Ottawa, most of the committee membership is drawn from the headquarters (Ottawa) division of the Board. Since the full Board meets only on a quarterly basis, the committees allow for much quicker responses to urgent situations. Decisions made by the committees are discussed with and confirmed by all Board members.

Policy and Planning Committee

The policy and planning committee discusses parole eligibility, parole hearings, suspension of parole, and procedural safeguards. This year it laid the ground work for a number of procedural changes, some of which reflect the proposed legislative amendments contained in the peace and security package.

Special Projects Committee

The special projects committee deals with projects that allow groups of inmates to undertake specific short-term projects, during which time the group either returns to the institution periodically or lives at the project site. During the year, inmates from the Springhill institution took part in a program conducted for Canada Manpower by the adult vocational education division of the province of Nova Scotia. Inmates previously had taken courses in the institution, but this was the first time they had actually taken part in the on-the-job portion of the program. Working in an industrial setting allowed the training to be evaluated, and identified the areas that need reinforcing.

On another project in the Maritimes, inmates were trained to drive straight trucks and tractor trailers in order to certify them for employment in that occupation. Inmates were also trained in forest harvesting, fire fighting, and equipment maintenance by the Scott Paper Company in the Apple River area of Nova Scotia. The work was done in areas severely infected by spruce budworm. To combat the damage done by this insect, trees were harvested to deprive the insect of its food. The work not only provided valuable training and experience for the inmates themselves, but made available the difficult-to-obtain manpower to carry out such salvaging efforts.

In British Columbia, a project to thin the forest and plant trees for the provincial forestry services was very successful. The inmates obtained the contract for the work themselves and fulfilled it in a responsible manner. The workers lived at the site under supervision, and retained full control over all aspects of the job. The project not only allowed the Board to observe the inmates in a non-institutional setting, it also permitted the supervisory staff to have a greater involvement with the inmates. The Board was evaluating these and other projects at the end of the year and was considering similar ones for the coming year.

Internal Review Committee

In the last year the Board began a program of re-examination of its decisions in regard to certain cases. Such a review would become very much a part of the Board's function under the proposed peace and security legislation. Upon application by the inmate, the internal review committee re-examines cases where parole was denied or revoked or where mandatory supervision was revoked. The committee confirms or modifies decisions of the Board or returns cases to the Board for review. Such action is designed to ensure uniformity in decision-making as well as fair and consistent practices in the Board's procedures.

After an adverse decision, an inmate has 30 days in which to apply for a re-examination of his application. Reasons for reviews include errors in law or new and significant evidence not available at the time of the original hearing.

Police-Board Relationships

The national committee set up in 1973 under the auspices of the Canadian Association of Chiefs of Police and the federal correctional services established a series of regional committees to improve communications and increase consultation between the police and organizations working within the criminal justice system. It published a report, "The Police Role in the Correctional System", which was widely distributed in Canada and to agencies and universities in the United

States and Europe. The committee hoped thereby to elicit opinions and learn of research in police-corrections cooperation. Some recommendations made by these committees resulted in the implementation of new policy and procedures concerning suspension which clarifies Board policy and ensures close communication between the Board, the parole service and the police agencies when the question of suspension arises.

Peace and Security Legislation

Changes to the parole system were proposed in the peace and security legislative package introduced to Parliament in February. These measures are designed to provide increased protection to the general public and place increased emphasis on individual and community responsibility.

Briefly, the proposed changes would extend the time to be served by certain murderers before they become eligible for any form of parole consideration, from the present minimum of 10 years to a minimum of 25 years, with the possibility of a review by a superior court after 15 years. Other murderers would have to serve between 10 and 25 years as indicated by the sentencing court, instead of between 10 and 20 years as is the case today.

Any life sentence, which would carry a stipulation that more than 10 years would have to be served before full parole eligibility, could be appealed to the Court of Appeal. The Crown would also appeal for an increase in the period to be served before eligibility, if this was less than 25 years.

Eligibility for offenders convicted of certain types of offences involving violence, who also have a history of violent crimes, would become eligible only after they served one-half of the sentence or after seven years, whichever would come first. All other offenders would have to serve one-third of the sentence or seven years before becoming eligible for consideration as is now the case. Under the regulations of the proposed amended act, the National Parole Board would no longer be able to grant full parole — generally known as parole by exception — before the eligibility date in special circumstances, as it can now under its present regulations.

Today, in accordance with the Criminal Code, the Board is required to review cases of habitual criminals or dangerous sexual offenders once a year. Under the new legislation, it would review the cases of such people — to be known as dangerous offenders — within three years of sentencing and thereafter at least once every two years. Such reviews are necessary because these types of sentences have no ending dates and no fixed dates for parole eligibility.

In processing applications for parole by inmates serving life sentences for murder or indeterminate sentences as dangerous offenders, two representatives of the local community will participate in the hearings and exercise the full voting privileges of regular members, if the new proposals are accepted.

Additionally, the Board will be enlarged to 26 members from the current 19. This will permit a more detailed review of each case and will provide the manpower to cope with additional duties to be undertaken by the Board such as the proposed transfer from the Canadian Penitentiary Service of the responsibility for the administration of temporary absences. This transfer would allow a better coordination of all releases.

Some procedural safeguards for parole applicants based on concepts of natural justice will be incorporated into the regulations. This will include the right to a hearing on application for parole for inmates in federal institutions, the right to reasons in negative decisions, and the provision of internal review of negative decisions. Some of these safeguards, such as giving reasons for adverse decisions, panel hearings, and internal review are already in effect though not required by law. Regulations would be created to allow the Board, under certain circumstances, to recredit, totally or partially, remission which the inmate lost as a result of revocation of his release. Under existing legislation, when a parolee violates parole he must re-serve the time he spent at liberty. Under the proposed regulations, this period would be considered as time served successfully. Forfeiture of release for conviction of an indictable offence, for which a person might be sentenced to two years or more, would be abolished, leaving the Board to decide whether the parolee should be returned to prison.

Since August, 1970, inmates released from federal institutions 60 days or more before the end of their sentences, because of statutory and earned remission of some of their term, have been subject to mandatory supervision, with the same conditions and sanctions as parolees. The new legislation would give any such inmate the option of remaining in prison to serve out the rest of his sentence.

If the proposals are accepted, the National Parole Service, which has provided case preparation and supervision services to the Board, would join with the Canadian Penitentiary Service to form a new federal corrections agency. Personnel and financial services of NPS are already administered by CPS and the executive director of the parole service now reports to the commissioner of penitentiaries. The Board has

developed a scenario suggesting the way in which the Board should work with the parole and penitentiary services and the remaining steps to be taken for integration.

The parole service also began a major re-organization to improve the use of its manpower. This coincided with the increasing use by the Board of day parole as a test before full parole. With the Board assuming responsibility for the temporary absence program, the parole service would play a larger role in this type of release, which is often the first one in the rehabilitation program. This role would include more detailed case study before any release, community reports while on release, and supervision reports during and after release. The service would also conduct more intensive investigations of reputed parole and mandatory supervision violations and develop programs for dealing with offenders with a record of dangerous conduct who are released from prison.

Conclusion

The Board continued to examine some of the fundamental issues facing it, re-evaluating existing objections and forming new ones. Foremost among its concerns were the protection of the public against violence by parolees or inmates released under mandatory supervision; the reduction of the number of offenders who return to crime; the humanization of the parole system to be more in line with contemporary standards of morality, and a more accurate prediction of the degree of risk to the public in releasing any particular inmate.

Underlying these deliberations were two concepts: the offender should accept responsibility for the offence and that he should be provided with certain minimal rights. These, the Board feels, should be clearly enunciated both for the general public and the offender.

The Board remains concerned about the small degree of public understanding of the parole system and public participation in it. It would like to see greater community participation in the system with increased social control and social solutions to the problems of the offender; returning some of the responsibility to the community where the situation began. Therefore, the Board will look increasingly to the various segments of community as resources for rehabilitation and consider the individual offender as someone responsible for his own criminal behavior. The task of rehabilitation, the Board believes, should be shared by various other agencies, people in the community, and by the individual himself.

The peace and security package will, in some form, likely become law within the coming year and the Board's resources will be directed towards preparation for this event. The Board will continue its cooperation and coordination with components of the criminal justice system within and outside the Ministry. It will continue to direct its efforts towards improving measures to ensure protection of the public against any increase in violent crime. And it will also devote more effort to its public education program so that Canadians might be more aware of what is involved in the rehabilitation of offenders and what their role should be in that process.