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ANNUAL REPORT 1976-1977

Secretariat

Royal Canadian Mounted Police

National Parole Board

Canadian Penitentiary Service



**Solicitor General
Canada**

**Solliciteur général
Canada**

ANNUAL REPORT 1976-1977

**Secretariat
Royal Canadian Mounted Police
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**Solicitor General
Canada**

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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, 1976 to
March 31, 1977.

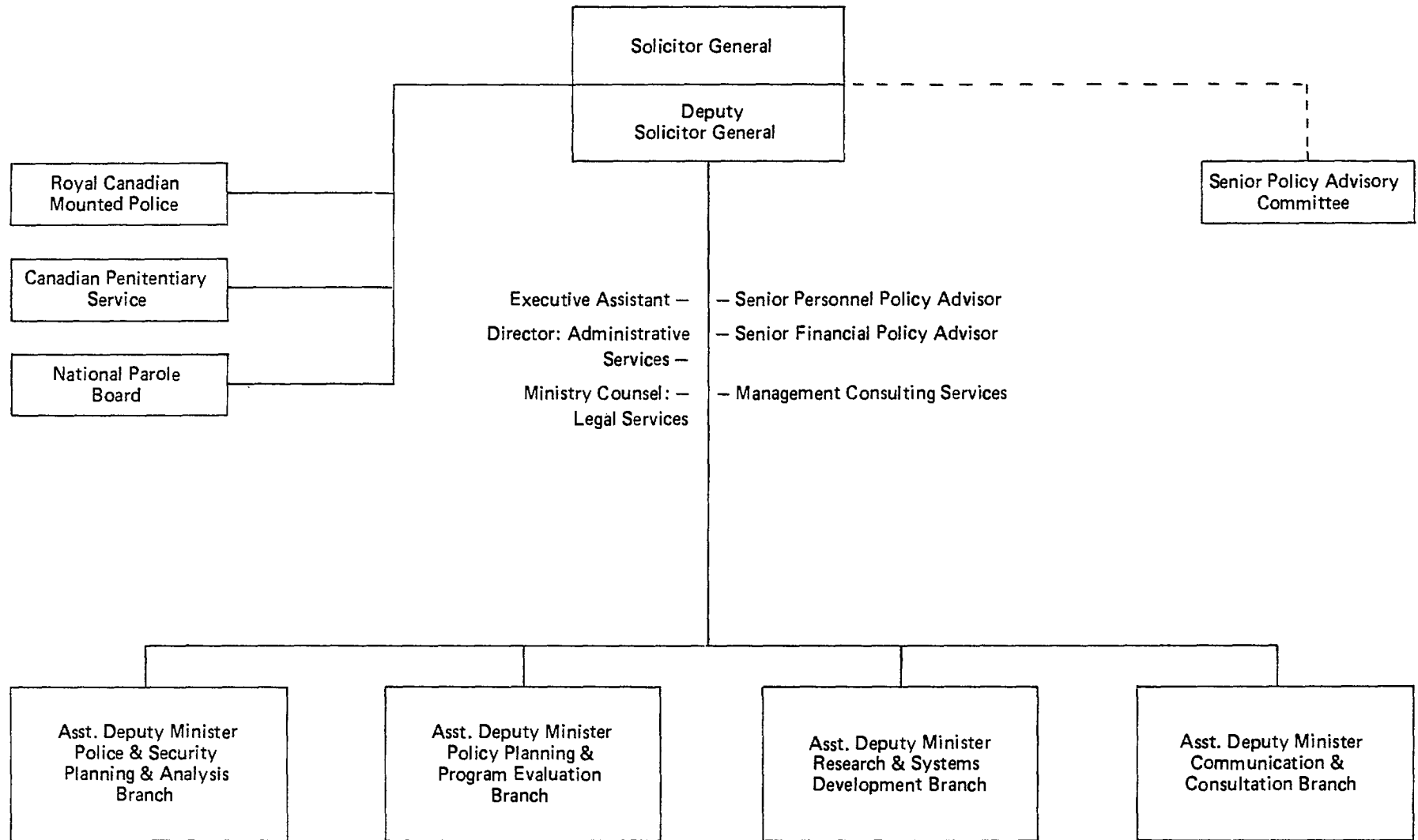
Respectfully submitted,

Jean-Jacques Blais
Solicitor General of Canada

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Organization Chart – Secretariat of the Ministry of the Solicitor General



SECRETARIAT

The 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. 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 under the direction of an Assistant Deputy Minister.

POLICY PLANNING AND PROGRAM EVALUATION BRANCH

The Policy Planning and Program Evaluation Branch promotes and supports the development of the over-all policy direction of the Ministry.

Policy planning takes in such activities as the identification, priority establishment, and analysis of policy issues, and the development of policy proposals. The branch co-ordinates the development of policies with agencies within the Ministry, with other federal government departments, and with provincial governments.

In performing 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.

The following is a list of major projects undertaken by the branch in 1976/77:

- The branch co-ordinated the nationwide consultations on proposals for new legislation to replace the Juvenile Delinquents Act which were held following the publication of the Solicitor General's Committee Report on Young Persons in Conflict with the Law, in September of 1975. This led to the formulation of revised recommendations for government policy regarding new legislation which were released in March of 1977, in the publication Highlights of the Proposed New Legislation for Young Offenders.

- The branch presided over a Ministry Committee on Law Reform, created to develop a co-ordinated response to those reports of the federal Law Reform Commission which dealt with criminal law. To date, these included Our Criminal Law, Sentencing and Dispositions and Mental Disorder. Members of the branch began a nationwide consultation process with the Department of Justice on these three papers. A number of issues were identified for early legislation, or program development, or both.

- The branch presided over a Working Group on Ministry Objectives and Priorities (representing all the agencies of the Ministry) which was established in February, 1976. Under the direction of the Senior Policy Advisory Committee (SPAC), the working group organized Ministry workshops in June and October, 1976, and in March, 1977. The Solicitor General, the Deputy Solicitor General, and the three Agency heads (and in October, the Deputy Commissioners and Assistant Deputy Ministers) participated in these workshops to refine Ministry objectives and identify Ministry projects and concerns. The working group is testing a Ministry planning and evaluation process which could support the Senior Policy Advisory Committee's efforts to develop an over-all policy direction for the Ministry.

- The Evaluation Division began the development of a four-stage policy evaluation process. The phases of the process consist of identification of the issue; development of terms of reference for the proposed evaluation; design of alternate models; and the actual evaluation. All stages are carried out jointly with the concerned Ministry components, and decisions about whether a policy issue should progress from stage to stage are made by SPAC. The process was started for the gun control program and five other parts of Bill C-84 (An Act to Amend the Criminal Code in Relation to the Punishment for Murder and Certain Other Serious Offences) and proposed legislation to amend the Criminal Code, the Customs Tariff, the Parole Act, the Penitentiary Act and the Prisons and Reformatory Act.

- The branch was engaged in two joint federal/provincial task forces to review long-term objectives in corrections and respective federal and provincial governments' roles in corrections. These task forces were established following the May 1975 Federal/Provincial Conference of Ministers who expressed the view that the current division created a duplication of facilities, resources, and services, resulting in a lack of economy, lack of consistency, and gaps in services.

- The branch co-ordinated the work of a Ministry task force to develop the role and organizational 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 completed a fundamental review of the bases and assumptions of federal correctional philosophy.

Further, the Solicitor General has given his general support to the principles contained in the Task Force's paper on the role of a Canadian Corrections Service (proposed title for the federal corrections agency).

- The branch is represented on several continuing Ministry committees, including the Senior Policy Advisory Committee, Ministry Research Strategy Committee, Research Projects Committee, Consultation Centre Projects Committee, Ministry Committee on Natives and the Law, Ministry Committee on Crime Prevention and Ministry Committee on Diversion. The branch is also represented on the Interdepartmental Committee on Family Court Pilot Projects, the Interdepartmental Committee on Evaluation of Legal Aid Programs to Inmates, the Informal Interdepartmental Committee on Evaluation, and the Joint Justice/Solicitor General Committee on Criminal Justice.

POLICE AND SECURITY PLANNING AND ANALYSIS BRANCH

General

During the period under review, the four divisions of the Police and Security Planning and Analysis Branch, in accordance with the Branch's responsibilities for monitoring, analysis and dissemination of internal security information, contingency planning, and co-ordination and development of police and security policy devoted their attention and resources to:

- a) furtherance of existing programs and commitments; and
- b) development of initiatives in a variety of new areas.

Security Information Analysis Division (SIAD)

To complement the weekly internal security situation reports, this Division undertook co-ordination of production and dissemination of special security assessments.

Contingency Plans Development Division

This Division was deeply involved in Ministry planning and other activities relating to security of the 1976 Olympics (during the Olympics, the Police and Security Planning and Analysis Branch operated on a 24-hour basis). In order to fulfill the Ministry's "lead department" responsibilities in the handling of internal security-related crises, the Division reviewed and revised existing response plans and procedures and developed new ones as required.

The Division was also involved in continuing interdepartmental and inter-governmental consultation aimed at development of co-ordinated plans and procedures in response to crisis-producing situations.

Security Policy Division

In fulfilling its role relating to security policy development, this Division was involved in a number of major projects including:

- review of security policy
- formulation of security guards' policy
- determination of classification levels and occupational groups for departmental security officers
- examination of and recommendations respecting Part IV of the proposed Human Rights Legislation
- access to government information.

The Division also continued to implement and administer on behalf of the Solicitor General the operational requirements of the Protection of Privacy Act (Sect. 178.1 - 178.23 Canadian Criminal Code).

Crime Prevention and Law Enforcement Division

During fiscal year 1976/77, this Division was involved in a variety of projects and committees related to such diverse subjects as:

- Implementation of Peace and Security Preventive Policing programs
- R.C.M.P. Provincial and Municipal Policing Agreements
- The federal role in law enforcement
- Implementation of Marin Commission recommendations
- Co-ordination within the Ministry of new drug legislation
- National Harbours Policing Program
- Continuing participation in development of police training methods and programs.

COMMUNICATION AND CONSULTATION BRANCH

Communication Division

The Communication Division explains the Ministry's function, objectives and activities to those within the Criminal Justice System and the public at large and serves the information and communication needs of the Solicitor General in the exercise of his constitutional responsibility.

In broader terms the aim of the Communication Division is to establish a public relations program to meet the needs of the Ministry and:

- to respond positively to the needs of the media when information is required regarding the activities of the Ministry;
- to produce Ministry research publications, news releases and other special reports for various branches of the Ministry.

A monthly magazine for the Criminal Justice System, Liaison, remains a major project of the Division. It has a growing circulation which is now over 10,000. The division also maintains a computerized mailing list of over 10,000 entries which is available on request to all Ministry components.

In the 1976/77 fiscal year the Division was also responsible for the Special Communication Unit on the Criminal Code Amendments which made up the Peace and Security program. The Unit, sponsored jointly by the Solicitor General of Canada and the Minister of Justice, and under the direction of the Assistant Deputy Minister, Communication and Consultation, was responsible for publicizing the new legislative proposals. These proposals called for changes to the existing Criminal Code to combat violent crime and included the abolition of capital punishment, stricter gun control, new sentencing provisions affecting convicted murderers, the custody and release of inmates, and measures to help police in the investigation of organized crime.

The Unit, through its inquiry centre, audio-visual and public relations staff continued, after adoption by Parliament of Bill C-84 abolishing the death penalty on July 14, 1976, to disseminate material and information on the remaining measures in the program. Public interest in the proposals to abolish the death penalty and adopt a measure of gun control kept the Unit fully extended publishing explanatory material on the proposed legislation, and answering more than 30,000 letters to the Solicitor General and the Minister of Justice.

Consultation Centre

The Consultation Centre endeavours, through the process 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 detrimental 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, New Brunswick); Quebec (Montreal); Ontario (Toronto); the Prairies, including the Northwest Territories (Saskatoon, Saskatchewan); and British Columbia including the Yukon Territory (Vancouver, B.C.). 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, 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 to increase understanding of criminal justice problems and help in the planning of innovative approaches to provide or extend criminal justice services. Inherent in the Consultation Centre's activities is federal/provincial relations, collaboration and joint planning. The federal/provincial relations activity includes the organization of Ministerial meetings of the Continuing Committee of Deputy Ministers of Corrections, and the Joint Regional Committees of federal and provincial senior planning officials in each region of Canada. In co-operation with private organizations, the Centre acts as a resource for community groups and individuals. It facilitates 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 1976/77, the Consultation Centre provided resources for 36 demonstration projects in various parts of Canada. The projects generally fall into the categories of preventive policing, diversion, Native peoples, alternative sentencing options, manpower planning and training, and justice system planning.

A high priority was placed on promoting acceptance and experimentation with the concept of formal diversion.

The Task Force on the Role of the Private Sector in Criminal Justice, begun in the previous year, completed its work in 1976/77 and will be submitting its report to the federal and provincial governments early next year.

RESEARCH DIVISION

Research Division

The broad role of the Ministry's Research Division is to initiate, promote, and co-ordinate research to enable the Ministry to provide advice, and influence the development of strategies to reduce the social and economic costs of crime in Canada. A financing program has been developed to expand contractual and internal research, contributions to criminological research centres, and the publication and dissemination of research results.

Ministry priorities are communicated to the research community through the annual Guide: Research Program, and through research strategies outlining the conceptual framework underlying the program for research in specific areas. The latest Guide, covering the period 1976 and 1977, highlighted the following high-priority areas: victimization, preventive policing, public attitudes, diversion, gun control, research on violent offenders, long-term incarceration, correctional manpower and the penitentiary construction program.

During 1976, a major effort was made to continue the co-operation with the Federal Ministry of Justice in research where joint interest exists. The Director of Research Programs is now represented on the Justice Department's Law Reform Fund Committee and official observers from the Department of Justice have been added to the Research Strategy and Research Projects Committees within this Ministry.

The Division is now composed of three directorates: Planning and Liaison, Research Resources, and Research Programs.

The Research Planning and Liaison Directorate maintains liaison and ensures co-ordination and co-operation with the Division's clients, particularly with other federal, provincial and municipal governments and with the private sector. It co-ordinates planning and preparation of the priorities described in the Guide: Research Program. As it is responsible for the diffusion of research knowledge, it ensures that research findings are both widely available and effectively presented to those concerned, whether in the Criminal Justice System or in the private sector.

The Directorate has also been developing a new research publication program. In September, 1977, the first set of research reports will be published:

Hann, R., Deterrence and the Death Penalty

Stanley, P., Crime Prevention through Environmental Design

Wasson, D., A Review of the Literature Pertaining to Community-Based Preventive Policing

It is expected that the next set of research reports will be published by the late fall, 1977.

The Research Resources Directorate performs the internal research of the Division and ensures that the results of such research are communicated to potential users, particularly within the Ministry. The Directorate is also responsible for promoting growth in the development of criminological research and manpower.

The Parole Guidelines Project, begun last year, is nearing completion. This research is designed to analyze the criteria used by the National Parole Board members in making their decisions.

In addition to assisting in the preparation of the Young Offenders legislation and related materials, the Directorate engaged in several research projects on juvenile justice.

A review of the legislation on dangerous and mentally-disordered offenders, and its application in several foreign countries, was also undertaken.

The Research Programs Directorate is responsible for the development and management of contracted human science research. In this it is primarily concerned with the design, evaluation, and specific applicability of that research to the Ministry's objectives, policies and programs. The Directorate is organizationally structured to provide research and evaluation capabilities in four areas:

- Causes and Prevention
- Law Enforcement
- Corrections
- Public Attitudes and the Criminal Justice System.

Research staff in each of these areas act as project co-ordinators, monitoring research progress and, subsequently, evaluate 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 1976/77, the Ministry approved 34 research projects to be undertaken by universities and research consultant firms, and continued supporting work on 28 other projects started in earlier years. This research effort requires the expenditure of approximately \$1,582,113.00 on large- and small-scale empirical studies and state-of-the-art reviews in the areas described above.

Examples of specific projects undertaken during this fiscal year include the following:

"Victimization Studies"

Special Surveys Co-ordination Branch, Statistics Canada.

"Police Management Information Systems Study"

R. Hann, T. Zaharchuk, R. Royiwsy, Decision Dynamics Ltd.

"Effects of Extended Incarceration"

Bryan McKay, University of Ottawa, Centre of Criminology.

"National Survey on Attitudes of Canadians towards Criminal Justice Policies"

Yves Brillon, ICCC, University of Montreal.

"Police Discretion with Juvenile Offenders"

A. Doob, Centre of Criminology, University of Toronto.

Over the last year, the Research Programs Directorate has worked towards the implementation of the high-priority areas of the Ministry Research Program.

1. Victimization

Methodological studies for victimization surveys are under way.

2. Police Prescriptive Packages

Some contracts have been completed and others are continuing in relation to "team policing", "crisis intervention/handling", "police management information systems" and "police community relations".

3. Public Attitudes

A design (phase 1) for a national survey on Canadian Attitudes to Canadian Criminal Justice Policies has been developed.

A continuing project assessing the public's reactions to the establishment of a Community Residential Centre in Newfoundland, and a project is planned to study attitudes towards the role of the police.

4. Gun Control

A number of research studies have been designed to provide evaluative information for the proposed legislation.

5. Correctional Research

To develop a sound program of research in this area, extensive reviews of the literature have been undertaken. The Division is now at the point of either developing or completing strategies for research and/or starting to implement some empirical research.

For example, a strategy for research is being developed with the Canadian Penitentiary Service on hostage-taking and prison disturbances; an international conference will be held in June, 1977, on Aspects of Long-Term Incarceration; work is in progress to review the state of knowledge in the area of correctional manpower.

6. Diversion

Recently-completed research includes a review of the literature on juvenile diversion and will be published in the near future, and a report on the classification of adult offenders for diversion has been received.

7. Other Priority Research Areas

Other contract studies under way or about to be initiated include research on environmental design for crime prevention, the training and development of correctional staff, the classification of inmates and parolees, community residential facilities and special offender populations.

INFORMATION SYSTEMS & STATISTICS DIVISION

The Information Systems and Statistics Division consists of a small group of specialists in the fields of criminal justice, statistics policy development, quantitative methods, statistical inference and analysis, and information systems. The objectives of this Division are two-fold. The first is to provide professional and technical services to the Minister, the Secretariat

Executive, and the Ministry Agencies; and the second, to promote better information and statistics in the Canadian Criminal Justice System.

In order to achieve these two objectives, the activities of the Division are directed first, towards meeting the increasing demands within the Ministry for systematic quantitative knowledge. This knowledge is needed to assist in the development of criminal justice policy, legislation, and program evaluation. Second, the Division's strong involvement in statistical policy development in criminal justice, as well as in the broader area of social statistics, is the vehicle through which it achieves its promotional role.

The Division is committed to promoting an environment of liaison and co-operation within the criminal justice community, i.e., with other federal departments, provincial, municipal and other agencies involved in the development of criminal justice statistics and information systems.

Within the federal domain, the Inter-Departmental Committee on Judicial Statistics offers opportunities for dialogue with senior representation from the Ministry's Research and Systems Development Branch, the Department of Justice, the Law Reform Commission, Treasury Board and Statistics Canada.

The Division has also addressed itself to issues of priority in the development of policy in the wider area of federal social statistics. An example of the Division's contribution to this area is the paper entitled "A Ministry Position for the Planning Conference on Social Statistics", which was presented at the Planning Conference on Social Statistics held in November, 1976, and which has had wide circulation in the criminal justice community. During the year, the Division also provided support to the Criminal Justice Information Systems Project of the Manitoba Government.

MINISTRY LIBRARY

Library resources include a collection of more than 13,000 books as well as numerous pamphlet and bibliography files dealing with Crime, Law Enforcement, Corrections and related matters; the Library also maintains subscriptions to more than 200 significant journal titles. Library services include: acquisitions, inter-library loans, cataloguing of books and articles and the indexing of abstracts, as well as reference services. The Library also provides a current-awareness service in the dissemination of acquisition lists, content sheets of periodicals received, and of more than 2,000 abstracts per year, of international criminological literature of all kinds received from the U.S. National Council on Crime and Delinquency and the U.S. Department of Justice.

In 1976/77, use of Library services increased steadily. The demand for Reference Service increased more than 100% over the previous year. The Library continues to assist, with the Research Division, in the development of the Reference Centre concept, and played a major role in 1976/77 in the implementation of this Centre.

Through links with the National Library of Canada, Library Reference Service was expanded to include computerized current-awareness and literature-searching services on demand, on a cost-recovery basis. The Library will expand its resources to include a micro-film/fiche reader-printer, giving the Library the capability of retaining valuable materials until now not feasible because of space restrictions.

In the area of Technical Services, the Acquisitions system was reviewed, and revised accordingly, with resultant improvement in efficiency. The Library's Periodical Article Subject Indexes are now being given full cataloguing, along with monographs, so that librarians and users will be able to retrieve all material on a given subject from one central card catalogue. Work has begun on the re-organization and cataloguing of the Statistics and Annual Reports Collections; specialized tools have been purchased in order to improve the quality of the cataloguing of French language materials.

The Ministry Library Advisory continued to play an active role, together with the Provinces of Ontario and Manitoba, in the development of a National Information Centre on Volunteerism in Corrections which resulted in the publication of a Bibliography, and the compilation of a Directory of Sources of Information on Volunteerism in Corrections. The Ministry Library Advisor also assisted the Canadian Penitentiary Service in devising a plan for the indexing of the Commissioners' Directives, pursuant to a recommendation of the Correctional Investigator contained in the Report of Inquiry, Millhaven Incident, 3 November, 1975. Library services to the Regional Offices of the Ministry have continued to expand as the regional staff increases.

MANAGEMENT CONSULTING SERVICE

The role of the Management Consulting Service is to provide assistance to the Ministry Secretariat and Agencies in solving administrative, operational and organizational problems and in introducing improvements in these areas.

As in previous years, in addition to undertaking full scale studies and providing ad hoc advice, the Management Consulting Service also provided assistance in the implementation of previously completed studies.

The Management Consulting Service also played an important role in the activities of the Task Force on Penitentiary Industries through the provision of staff and advice based on many years experience with the correctional environment. Similarly, help was provided to the Implementation Assistance Group of the new unified federal correctional agency in the planning of various organizational components.

ROYAL CANADIAN MOUNTED POLICE

Changes continue to occur within the Force. Some are brought about by re-organization, some result from new legislation and others are introduced to meet new challenges or demands.

Many years of planning become a reality on November 10, 1976 with the official opening of the Canadian Police College complex at "N" Division, Rockcliffe, Ontario.

After fifty-six years association with the Department of Agriculture, on January 1, 1977, the Force discontinued its role of racetrack supervision.

While it is not reflected elsewhere in this report, 1976 saw the fruition of many years planning as the Force's security role in the Habitat Conference, the Royal Visit and the XXIst Olympiad was successfully concluded.

At "Habitat", the United Nations Conference on Human Settlements, held at Vancouver, British Columbia from May 31 to June 11, the RCMP assumed responsibility for providing security for visiting V.I.P.s and supervising private guard agencies at the conference sites. An RCMP Press Liaison unit kept the various media aware of changes in events and V.I.P. itineraries.

The Games of the XXIst Olympiad held at Montreal, Quebec, between July 17 and August 1, 1976 were among the largest ever held, and approximately 10,000 participants from 90 countries competed in 21 disciplines before a global audience estimated at in excess of one billion.

An event of great international significance, it presented many challenges to security officials. Events at the 1972 summer Olympics in Munich proved that the Games are an attractive and vulnerable target for terrorist action. Security precautions more far-reaching and sophisticated than ever before required in Canada were necessary to prevent or deter any incidents of such tragic impact and consequence. It required the involvement of many various police departments (federal, provincial and municipal) and branches of the armed forces.

The Royal Family's visit presented additional security problems. In providing security for the Queen, many aspects such as the traditions and pageantry surrounding the monarch had to be considered and a delicate balance between security precautions and the availability of the Queen to her subjects had to be achieved.

In addition to her official appearance at the Games, she performed many non-Olympic functions. Security, because of jurisdictional aspects, was integrated with other local forces.

The combined Olympic security force numbered 14,478. Of this, 9,088 were Armed Forces personnel. The remainder were from the Provincial Police Forces of Quebec and Ontario, municipal departments and the RCMP.

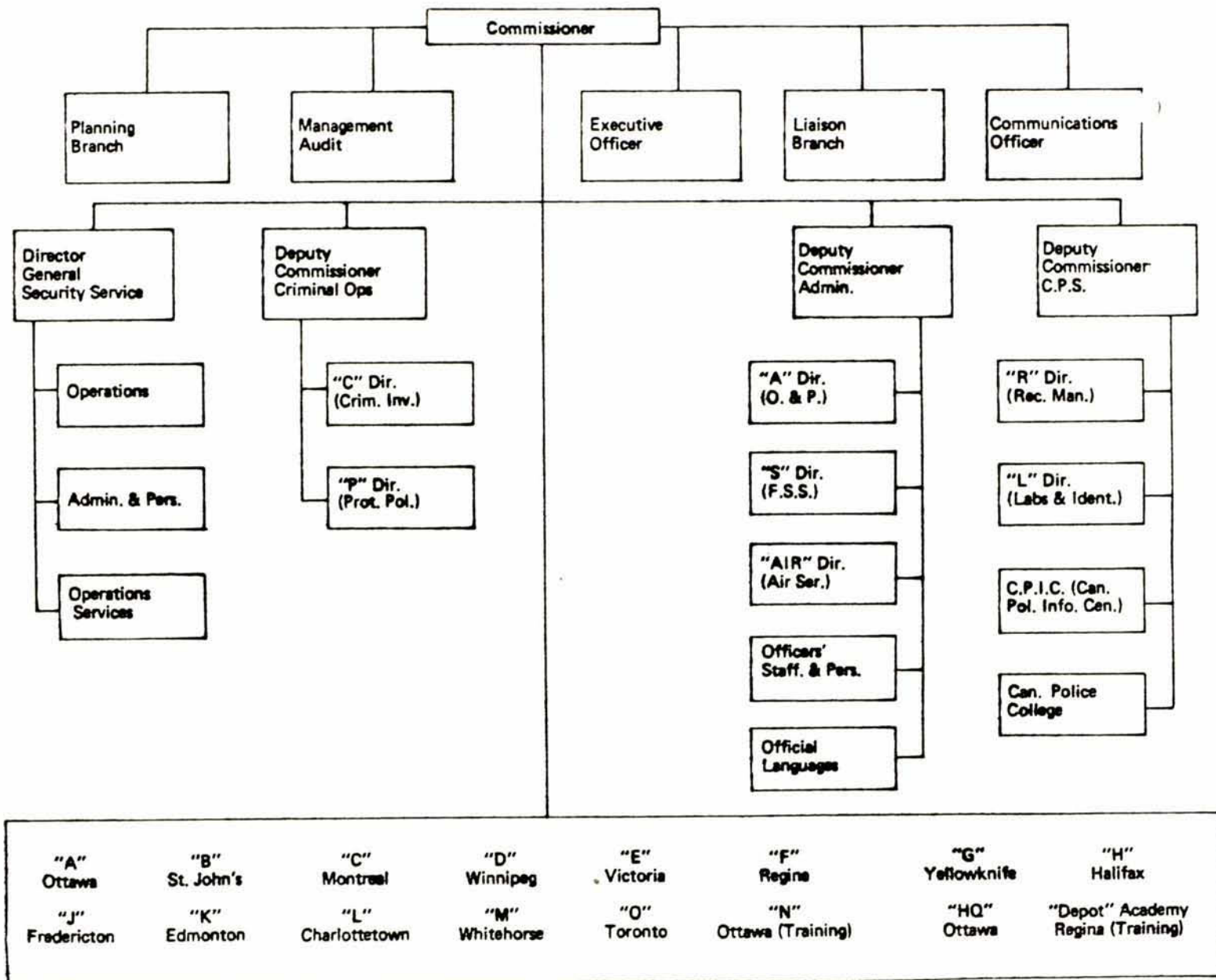
During the period immediately preceding the Games and throughout the two-week Games period, 1,376 RCMP members were employed at various sites and numerous other personnel were involved in support categories.

In a continuing effort to provide the best possible law enforcement service to the public, the past year has seen the installation of new telecommunications equipment in several contract areas, the acquisition of additional operational and housing facilities and increased air services for operational divisions.

The Native Policing Branch was formed in 1976. Now, seventy-five native Special Constables are engaged in law enforcement duties and recruiting is under way to hire an additional fifty-six. The program is providing an effective means of improving police services in Native communities.

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 RCMP is in Ottawa.

There are 13 operational divisions, alphabetically designated, with a headquarters for each located in provincial or territorial capitals, except for "C", which is in Montreal, and "A" in Ottawa.

The operational divisions have 41 sub-divisions and 690 detachments. Air and Marine Services within the Force support the operational divisions as do the two training divisions: "N" at Rockcliffe, Ontario and the RCMP Academy at "Depot", Regina, Saskatchewan.

Jurisdiction

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

Enforcement of the Criminal Code of Canada and administration of justice within the provinces is the responsibility of the provincial governments and, with the exception of Ontario and Quebec which have their own provincial police forces, the RCMP, under contract, assists the provinces to meet that responsibility. Moreover, as a federal police organization, the RCMP is present in all provinces, including Ontario and Quebec, to enforce those federal statutes for which, as the law enforcement arm of the federal government, it has a policing responsibility.

The RCMP through special contract agreements also provides policing services to towns and municipalities throughout Canada. One hundred and ninety-two such contracts are currently in effect. Additionally, the Yukon and Northwest Territories are policed exclusively by the RCMP where police jurisdiction over criminal offences, federal statutes and territorial ordinances have been assigned to the Force.

"C" DIRECTORATE

CONTRACT POLICING BRANCH

There are three Sections within this Branch whose primary concerns are those areas in Canada where the RCMP are contracted to provide policing services.

(1) Detachment Policing

During 1976, the Force entered into five-year contracts to provide a Provincial policing service to the Yukon, Northwest Territories and all the provinces of Canada except Ontario and Quebec.

Simultaneously, five-year contracts were initiated with 192 communities across Canada to provide Municipal policing services. All contracts are due to expire in 1981.

(2) Crime Prevention

The Force strives continually to place equal emphasis on prevention and enforcement. Considerable progress has been made developing preventive programs to meet specific crime problems of particular communities and, on a broader scale, to encourage public-police participation in identifying and resolving community problems before they lead to criminal activity. Programs such as Neighbourhood Watch, Operation Identification, Lock It and Pocket the Key, Security Check Systems and seminars on Protection of Business Premises have been instituted by many Detachments. Numerous other crime prevention and community relations programs are also in operation.

The Ministry of the Solicitor General, Provincial Governments and Police Commissions are assisting in crime prevention by providing research assistance and funds. During 1976, the Force participated in the Ministry's Summer Student Employment and Activities Program (SSEAP). Fifty-six students were hired as Special Constables to work with regular members on a variety of crime prevention and

and general policing projects. The Program was very successful in the eyes of both students and Force members.

(3) Traffic Services

Ensuring that people and goods move safely and quickly along our nation's highways remains a high priority. Consequently, we have increased our liaison with the many agencies that regulate and/or maintain the highway transportation system.

Statistically, during 1976, there were 1,609 fatal motor vehicles collisions resulting in 1,998 deaths. Personal injury collisions totalled 25,378 with 37,831 persons injured. The number of reported property damage crashes was 114,917. By comparison, during 1975 there were 1,602 fatal collisions resulting in 1,975 deaths. Personal injury collisions totalled 25,771 with 37,970 persons injured. Reported property damage crashes numbered 123,294. These were in RCMP jurisdiction only. No Canadian figures for estimating economic loss from these collisions exist. However, the U.S. Department of Transportation, National Highway Traffic Safety Administration has determined, based on 1975 U.S. traffic collision statistics, that economic loss for a fatality is \$278,175; a personal injury accident \$3,185 (average); and a property damage crash \$520. Applying these factors to crash statistics in RCMP jurisdiction for both 1975 and 1976, the socio-economic losses may be estimated as follow:

1975

Deaths	1,975 x \$278,175	\$549,895,625
Personal Injury	37,970 x \$ 3,185	120,904,450
Property Damage	123,294 x \$ 520	<u>64,112,880</u>
	1975 TOTAL	\$734,912,955

1976

Deaths	1,998 x \$278,175	\$544,793,650
Personal Injury	37,821 x \$ 3,185	120,459,885
Property Damage	114,917 x \$ 520	<u>59,766,840</u>
	1976 TOTAL	\$725,020,375

COMMERCIAL CRIME BRANCH

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 market manipulations are modern phenomena. International co-operation in law enforcement, particularly in the area of fraudulent activities, is a necessity if we are to succeed in our attempt to minimize, if not eliminate, multi-jurisdictional "white collar" and organized criminal activities.

The Commercial Crime Branch strives to:

- maintain public confidence in the Canadian business and financial community by controlling commercial crimes through effective enforcement and application of sanctions;
- maintain public confidence through investigation of corrupt and fraudulent activity both within and against all executive and administrative levels of government; and
- suppress the manufacture and distribution within Canada of counterfeit money, tokens of value and federally-issued negotiable instruments.

The Commercial Crime Branch, Headquarters, Ottawa, monitors the activities of 26 Commercial Crime Sections located in most major Canadian centres. It also provides guidance, assistance and liaison on the international scene with foreign enforcement agencies, and on the national scene with various commissions and departments of the Canadian federal and provincial governments.

"White collar" crime and organized crime demand the assignment of large numbers of highly-specialized senior personnel over extended periods. Investigations focus on business-oriented crimes, frauds where the Government of Canada is the victim, and on the corruption of public officials. Offences relate to property rights, fraudulent transactions respecting corporations, tax frauds, computer crimes, bankruptcies, fraudulent securities and other promotions, and counterfeiting.

<u>YEAR</u>	<u>NEW INVESTIGATIONS</u>	<u>CARRY-OVER FILES</u>	<u>PROSECUTIONS</u>
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
1976	5,156	2,813	2,500

These investigations normally begin after the fact. On numerous occasions, however, intervention at any early stage prevented fraudulent schemes from running their course. Recoveries and preventive aspects are reflected in provincial business and corporate income tax collected. Losses would otherwise be written off as bad debts. During 1976, frauds valued at \$359,714,201 were investigated, approximately \$21,822,031 was recovered and court fines totalled \$1,055,055. At the end of 1976, approximately \$80,000,000 worth of stolen or missing securities remained outstanding.

The Commercial Crime Branch also has specialized personnel in Vancouver, Ottawa and Montreal who are engaged in the detection and prevention of counterfeiting activities. The presence of counterfeit gold coins has increased in Canada since 1969. Their circulation, however, decreased during 1976 and this decrease can be attributed, no doubt, to the departure from Canada of a major counterfeit gold coin trafficker.

COUNTERFEIT NOTES SEIZED IN CANADA
CANADIAN

	<u>NEGOTIATED</u>		<u>NON-NEGOTIATED</u>	
	<u>UNITS</u>	<u>\$ VALUE</u>	<u>UNITS</u>	<u>\$ VALUE</u>
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
1976	3,002	134,395	3,336	43,630

AMERICAN

	<u>NEGOTIATED</u>		<u>NON-NEGOTIATED</u>	
	<u>UNITS</u>	<u>\$ VALUE</u>	<u>UNITS</u>	<u>\$ VALUE</u>
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
1976	2,875	68,455	229,297	7,067,600

NATIONAL CRIME INTELLIGENCE BRANCH

The Force's Criminal Intelligence Branch is dedicated to combating organized crime. N.C.I.B. sections are located at strategic points throughout Canada. In addition, 44 major Canadian municipal police forces as well as Ontario and Quebec provincial police have units engaged in this field. All activities are welded together by "Criminal Intelligence Service Canada", a multi-force organization.

In each case under investigation, N.C.I.B. investigators, along with their counterparts from local police departments, examine organized crime situations in their respective regions and concentrate on problem areas. This approach to organized crime is becoming more popular and experience shows that it is a most effective line of attack.

SPECIAL "I" BRANCH

Special "I" Branch provides aid to RCMP investigations through electronic surveillance of subjects considered difficult to apprehend using conventional methods of detection.

In compliance with Section 178.22 Part IV.1 C.C., Privacy Act reporting is on a calendar year basis.

Interception of private communications continued to be a very effective tool in 1976. Special "I" Branch personnel were responsible for making 1,794 technical installations under 663 authorizations issued by Canadian Judges. Of this total, 509 authorizations were received on behalf of the Solicitor General of Canada, and 154 on behalf of Attorneys-General of ten provinces. During the past year, resulting from authorizations obtained on behalf of the Solicitor General of Canada, 1,062 persons were charged. This figure is expected to increase significantly as currently active 1976 authorizations are concluded.

Special "I" Branch is also responsible for the RCMP Polygraph Program. It is designed to provide a criminal investigative aid to RCMP investigators throughout Canada. In 1976, RCMP polygraphists conducted 1,289 polygraph examinations. Of these, approximately 60% indicated truthfulness, 25% were considered to be "untruthful" and 15% indefinite or incomplete. The majority of persons whose tests did not indicate truthfulness were found to be responsible for the offences of which they were suspected.

DRUG ENFORCEMENT BRANCH

The prime objective of the RCMP Drug Enforcement Branch is to control and reduce the availability of illicit drugs in Canada.

In recent years, priorities have been established in the drug enforcement field that place greater emphasis on the quality of the "target" or investigation, rather than merely amassing large numbers of minor arrests.

Suppressing the illegal traffic and use of heroin continues to be our top priority. Canada supports approximately 16-20,000 heroin addicts. Most of the monies used to purchase illicit drugs comes from the commission of crimes. The following is an approximated cost figure for the Canadian heroin addict population:

16,000 to 20,000 addicts using two capsules per day
at \$35 per capsule equals:
\$1,120,000 to \$1,400,000 per day, or \$406,800,000
to \$511,000,000 per year.

The detection of clandestine laboratories in Canada has recently become a major area of investigation for the Drug Enforcement Branch. These laboratories manufacture such drugs as methamphetamine (Speed), M.D.A. and P.C.P., and this illicit chemical production has made us a "source" as well as a "victim" country. In other words, at one time all illicit drugs were imported and Canada was the victim of other countries; now, however, other countries look upon Canada as a drug source.

Abuse of cannabis, cocaine, controlled and restricted drugs continues, however 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 56 grams were seized, to the seizure of over 40 kilograms in 1974, 19.04 kilograms in 1975 and 25.48 kilograms in 1976.

The continued co-operation 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, is maintained with foreign drug enforcement agencies.

CUSTOMS AND EXCISE BRANCH

Customs Act

During the fiscal year 1976/77, a dedicated effort was launched against criminal frauds relating to Customs offences and several major cases are currently under investigation. Under the Customs Act, 3,222 seizures were made with a value for duty amounting to \$4,680,612.37. A total of 937 vehicles and 169 vessels were placed under seizure.

A joint RCMP/Customs Computerized Intelligence Program is maintained at Ottawa to gather, correlate and disseminate intelligence to field offices to aid in enforcing the Customs Act.

Excise Act

During the fiscal year 1976/77, a total of 79 complete and partial stills were seized, three of which were of the commercial type.

INTERPOL

The International Criminal Police Organization -- Interpol -- was founded in 1923 and Canada became a member country in 1949. The Royal Canadian Mounted Police administers the National Central Bureau of Interpol for Canada from RCMP Headquarters in Ottawa.

Interpol's structure and operation is governed by a "Constitution and General Regulations" consisting of 60 articles. Articles 2 and 3 describe the aims and limitations respectively as follow:

Article 2

a) To ensure and promote the widest possible mutual assistance between 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."

b) To establish and develop all institutions likely to contribute effectively to the prevention and suppression of ordinary law crimes.

Article 3

It is strictly forbidden for the Organization to undertake any intervention or activities of a political, military, religious or racial character.

I.C.P.O. - Interpol activities are directed and co-ordinated by the following components:

- 1) General Assembly
- 2) Executive Committee
- 3) General Secretariat
- 4) National Central Bureaus.

The Organization's General Secretariat, located at Saint-Cloud, France, is comprised of the Secretary General, professional policemen, and technical and administrative staff -- a total of approximately 200 employees.

Interpol provides a means whereby member countries' police forces can co-ordinate and centralize their efforts in the prevention and suppression of crime. Investigative requests received from Canadian police forces are channelled through the Canadian Central Bureau of Interpol. Each request is analysed and evaluated to ensure that it complies with the Interpol Constitution. This policy is also strictly adhered to when dealing with requests from foreign police authorities.

The Organization sponsors conferences and meetings, both regional and continental, which strengthen ties of mutual co-operation and provides police officers opportunities to discuss particular regional crime problems.

During 1976/77, Royal Canadian Mounted Police members participated in the following Interpol conferences and symposia:

- 1) General Assembly Session, Accra, Ghana, October 14-20, 1976.
- 2) International Symposium on Crime Prediction Methods and Research, Interpol Headquarters, May 10-11, 1976.
- 3) Drug Conference, Thailand, July 12-16, 1976.
- 4) 4th International Symposium for Heads of Police, Interpol Headquarters, September 14-16, 1976.
- 5) International Symposium on Ways of Identifying Persons and Handling Evidence, Interpol Headquarters, November 29 - December 2, 1976.
- 6) Counterfeit Currency Conference, Madrid, March 8-11, 1977.

From April 1, 1976, to March 31, 1977, the National Central Bureau of Interpol for Canada has co-ordinated 13,000 investigations on behalf of Canadian and foreign police departments. Their seriousness varies from murder investigations to locating a person who fails to keep in touch with his family while travelling abroad.

Immigration and Passport Section

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

Illegal immigration continues to be a concern and the number of detected offenders continues to increase. In the past year, the courts disposed of 1,835 charges. Of this number, 1,779 were charges under the Immigration Act. (By comparison, 1,202 charges were disposed of in 1975/76 and 999 in 1974/75.)

Migratory Birds Convention Act/Canada Shipping Act

As of December 31, 1976, the Migratory Birds/Canada Shipping Act Sections consisted of 55 members across Canada, who, in conjunction with field personnel, expended 93,440 man-hours towards enforcement of the Migratory Birds Convention Act and related Wildlife Statutes. A total of 1,052 cases were registered under the M.B.C. Act and 1,480 cases under related Wildlife Acts. Force members also rendered assistance to other government agencies in 4,095 cases.

Racetracks

During 1976, 27 members of the RCMP were employed as pari-mutuel tracks to assist Agriculture Canada in collecting Federal Tax Levy on \$1,123,213,348. wagered.

On January 1, 1977, after 56 years, the RCMP withdrew from its role of racetrack supervision. These duties have now been assumed entirely by Agriculture Canada employees.

Police Service Dog Teams

As a support service, the 62 P.S.D. teams deployed during the past fiscal year worked 4,659 cases. Three hundred and twenty-four cases involved tracking and searching for missing persons and 2,177 tracking and searching for criminals. The teams also worked a total of 902 narcotic cases. Searches for articles, explosives and illicit alcohol accounted for the remainder.

NATIVE POLICING BRANCH

The Native Policing Branch was created in 1976 to assist in improving police services in native communities under Force jurisdiction. The Indian Special Constable Program has been an effective means of involving natives in this objective. Seventy-five native Special Constables are employed throughout Canada and active recruiting is under way to fill 56 additional positions.

The need for sensitized training for Force members was recognized by Training and Development Branch as a result of extensive consultations with native organizations on the Federal Advisory Council and other native people across Canada. Accordingly, a Cross Cultural Training Course was introduced into the syllabus at the Regina Academy during November, 1976. This training is now being extended beyond the recruit level and will be included in Division In-Service Training Courses.

"P" DIRECTORATE

V.I.P. SECURITY BRANCH

Personal Security Section

This Section, located at Headquarters, Ottawa, plans and co-ordinates security matters dealing with the Governor General, the Prime Minister, Federal Cabinet Ministers and Senior Government Officials. The Section also arranges security for all Foreign Dignitaries, Heads of State or Government, and the Royal Family when in Canada, as well as co-ordinating foreign embassy property and personnel security.

Special Operations Section

Personal and physical security requirements for national and international major events and conferences in Canada are co-ordinated by this section.

The following events required the attention of this section:

- Habitat - U.N. Conference on Human Settlements
Vancouver, B.C. - May/June 1976
- 1976 Olympiad for the physically disabled
Etobicoke, Ontario - August 1976

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

YEAR	REPORTED	ACTUAL	CLEARED
1973	394,707	353,507	167,752
1974	429,514	386,690	183,086
1975	465,401	421,725	205,508
1976	477,627	428,968	219,266

CRIME TRENDS (ALL OFFENCES)

CALENDAR YEARS

OFFENCES	1975	1976	% INCREASE
Person	33,261	33,432	.5
Property	201,747	204,648	1.4
C.C. Traffic	69,761	69,457	- .4
Total C.C.	421,725	429,580	1.9
Drugs	27,399	31,437	14.7
Federal (Other)	37,155	42,523	14.4
Provincial	159,012	168,174	5.8
Municipal	7,507	8,711	16.0
Total Offences	652,798	682,951	4.6

- Canada Cup (Hockey) - September 1976
Ottawa, Montreal, Quebec City, Toronto, Winnipeg
- Commission of enquiry into bilingual air traffic services
in Quebec - February 1977 - Montreal
- Soviet Exposition - March 1977 - Vancouver, B.C.

SECURITY ENGINEERING BRANCH

Security Equipment Section

Staffed by technically qualified personnel, this section maintains existing security equipment and tests and evaluates mechanical security products available on the market to determine their suitability for government use.

Consulting and Electronics Section

The Electronic Security Systems unit of this section, with its engineering and technical staff, carries out testing, evaluation, research and development of intrusion detection systems, security oriented electro-mechanical access control systems and devices used in government service. This unit designs, installs and maintains electronic protective systems for Force-occupied premises and provides technical advice on systems used in government buildings.

The Security Research and Consulting unit has a technical staff experienced in structural and architectural engineering and other technological skills in the area of physical security of buildings. This unit provides expert consultative services to Departmental Security Officers and DPW project engineers to ensure security requirements are incorporated not only into new building design but also major renovation plans for existing buildings.

SECURITY SYSTEMS BRANCH

The Security Systems Branch was established during a "P" Directorate re-organization in February 1976.

Thirteen Security Systems sections across Canada provide comprehensive consulting services in physical, personnel, and technical security areas as well as police contingency planning. Furthermore, these sections provide educational and advisory assistance to all levels of government and to selected private sector agencies.

Teams inspect and provide recommendations to correct security deficiencies both in government and private EDP facilities that process government information. Security Evaluation and Inspection Teams (SEIT) completed five EDP security surveys, five evaluations and nine consulting projects during the April 1, 1976 - March 31, 1977 period. In co-operation with Emergency Planning Canada and provincial emergency agencies, Security Systems Branch provides assistance to all levels of government, other police forces and certain private sector agencies in planning for emergency or crisis situations of a civil or national nature. This assistance consists of reviewing security policies, preparing guidelines, and co-ordinating and testing plans for civil police action.

The Branch also monitors an Auxiliary Police Program maintained in five provinces to provide trained police resource personnel in emergencies.

In addition, the Branch co-ordinates and audits the Peacetime and Wartime Vital Points Program.

The Counter Technical Intrusions unit, with assistance from the Departments of External Affairs and National Defence, conducted 78 electronic sweeps in this period, involving 2,532 man-hours. No eavesdropping devices were discovered. There are indications the unit will receive an increased number of requests from those provinces where the RCMP has provincial contracts.

The implications of the Canadian Human Rights Act (Bill C-25), as they pertain to RCMP information systems, are reviewed within Security Systems Branch. In light of this legislation, the nucleus of a "Privacy Secretariat" has been formed to study policy and procedures required, and to formulate Force input at various stages of the Bill's development.

The former Canadian Bomb Data Centre has been restructured and expanded. Now designated the Explosive Disposal Technology Unit, it conducts the Force's Explosive Disposal Unit (EDU) program. It is also the national repository for data on incidents involving improvised explosive/incendiary devices (IEDs) and thefts of explosives and other hazardous materials.

The following chart provides Canadian bomb incident comparisons for the year 1974, 1975 and 1976.

Through a Professional Development Co-ordinator, the Branch provides specialized EDP security training for government personnel, and participates in security training in areas other than EDP.

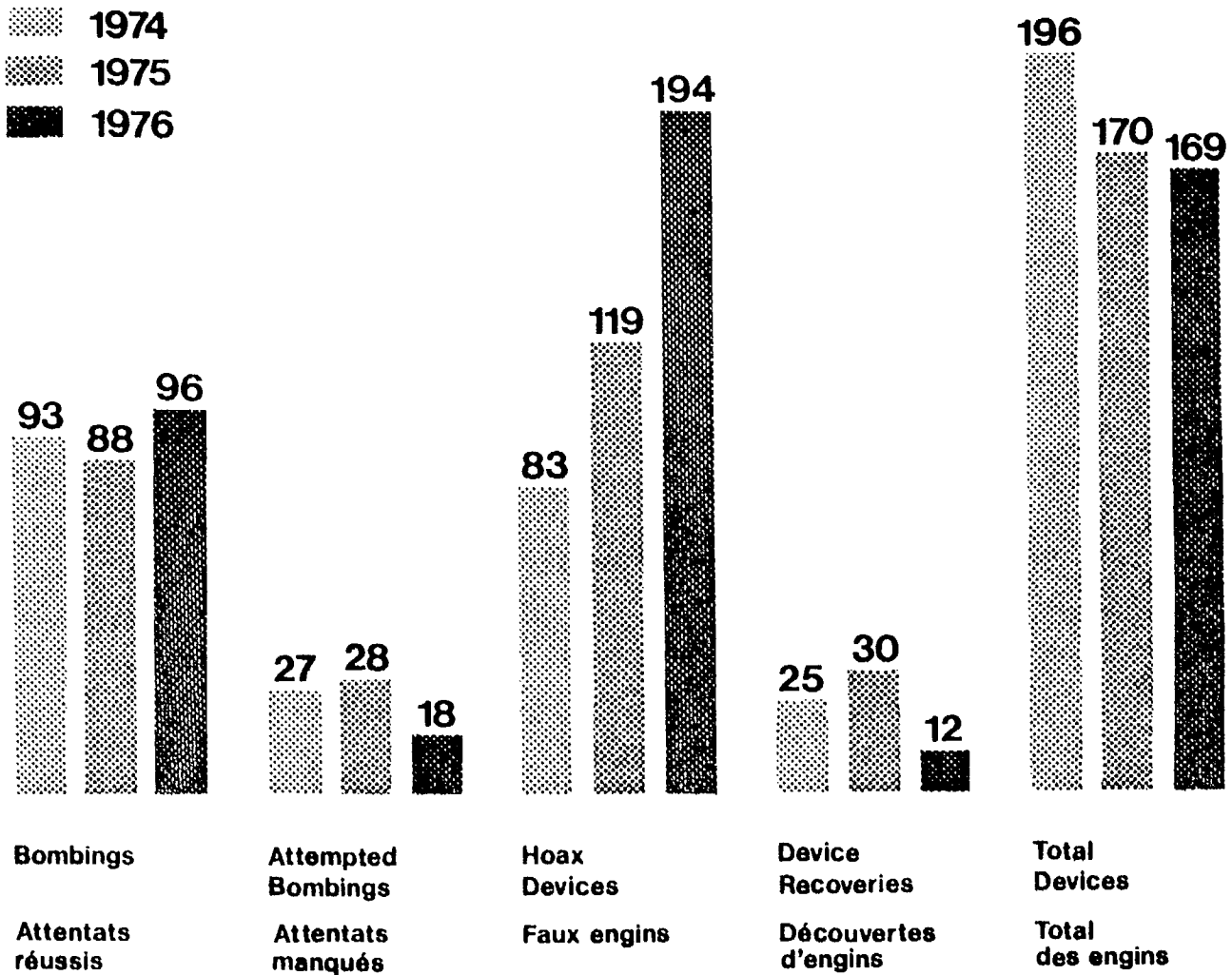
AIRPORT POLICING BRANCH

This Branch continues to plan and co-ordinate the RCMP participation in the National Airport Policing and Security Program with the Ministry of Transport. In 1976, Airport Detachments operated at ten International and 20 Domestic Airports, staffed by Special Constables, N.C.O.'s and Officers of the Force. These man-power resources were augmented by the Canadian Corps of Commissionaires.

Early in 1976, as in 1975, as a result of reduced hijacking, terrorist attack and bomb threat situations in North America, and in keeping with Government financial restraints, a further review of resources was conducted by an Interdepartmental Committee. Ministry of Transport, RCMP and Treasury Board representatives recommended a 34% reduction in RCMP man-years (from 616 to 439), closing eight Domestic Airport Detachments and reducing staff at those remaining.

bomb | comparaison incident | des incidents comparaison | à la bombe

1974-1976



RCMP Airport Detachments basically perform a preventive policing function and statistics indicate the program is working. Detachments handled 129 bomb threats, located 47 firearms and 1,154 imitation firearms. They also investigated 600 incidents involving breaches of security. Enforcement of Airport Traffic Regulations led to 3,000 prosecutions and 10,500 traffic tickets issued. Other offences and warrants executed totalled 3,000 during the fiscal year 1976/77.

CANADIAN POLICE SERVICES

"L" DIRECTORATE

This Directorate, consisting of Crime Detection Laboratories and Identification Services, provides scientific and technical assistance, criminal information and identification data as a Canadian Police Service to all Canadian police departments, authorized law enforcement bodies, penal agencies and criminal courts.

Crime Detection Laboratories

Strategically located at Vancouver, Edmonton, Regina, Winnipeg, Ottawa, and Sackville, the Crime Detection Laboratories provide technical and scientific assistance to all law enforcement agencies and criminal courts in Canada.

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

The S.T.A.G. sector of "L" Directorate consists of senior personnel from various scientific and technical disciplines within our Laboratory and Identification Services. S.T.A.G. is responsible for training of personnel, establishing methods of analysis and standards of performance for the Laboratories, and some of the Identification Services, through research and development projects.

CRIME DETECTION LABORATORY
NUMBER OF LABORATORY REPORTS ISSUED
ACCORDING TO OFFENCE

<u>Type of Offence</u>	<u>1975/76</u>	<u>1976/77</u>
Murder and Attempt	905	1,102
Suicide and Attempt	267	301
Sudden Death and Coroners Act	2,523	3,078
Sexual Offences	1,018	1,030
General Assaults	217	174
Impaired and Drunken Driving	690	887
Fail to Remain at Accident and Hit and Run	958	1,027
Forgery and Uttering	720	1,046
Counterfeiting	3,528	2,476
Break, Enter and Theft, and Armed Robbery	748	799
Arson	333	516
Customs and Excise	36	45
Narcotic Control Act	4,416	8,263
Food and Drug Act	110	123
Games Acts (Provincial)	149	222
Liquor Acts (Provincial)	38	46
Others and Unknown	4,792	5,385
TOTAL	21,448	26,520
Total number of Court Attendances:	5,011	6,137

Identification Services

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

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

	<u>1975/76</u>	<u>1976/77</u>
<u>Fingerprint Section</u>		
Fingerprints received	479,225	453,063
Fingerprints identified	171,941	186,651
Single fingerprints placed in collection	15,942	10,357
Scenes of Crime impressions identified through Ottawa search	39	42
Scenes of Crime identifications made at field sections across Canada		7,657
<u>Criminal History Files</u>		
Criminal records forwarded to legitimate users	700,058	714,032
Civil fingerprints processed	179,093	159,652
Visa fingerprints processed	15,630	21,889
New fingerprint section files opened	99,225	111,381
<u>National Police Services Information Centre</u>		
<u>Computer Entries</u>		
Vehicles	2,910	2,675
Persons	2,214	2,174
Property	38,626	26,583
<u>Computer Enquiries</u>		
Vehicles	168,227	148,540
Persons	73,524	86,631
Property	14,692	32,424
Information provided	273,100	291,054
<u>Firearms Registration Section</u>		
Total firearms registered	649,028	679,654
New registrations	29,115	34,342
Re-registrations	31,425	46,635
	<u>1975/76</u>	<u>1976/77</u>
<u>Fraudulent Cheque Section</u>		
New authors files	5,453	5,932
Questioned exhibits received	13,090	12,756
Face value of exhibits received	\$3,256,890	\$3,411,611.50

Audio Visual Section

Film "The First Year" completed.

12 videotape case studies and 67 videotape copies produced

4 slide shows and 1 training film produced for various Sections of the Force.

CANADIAN POLICE INFORMATION CENTRE

The Canadian Police Information Centre provides:

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

From remote CPIC computer terminals, located in Canadian police offices, any police agency making a query with adequate descriptors will receive as a response within 90 seconds or less: either a record fitting those descriptors or, if none exists, a "No Record" reply.

Information may be recorded in or requested from:

- Vehicle file: Records on stolen, abandoned and crime vehicles, stolen or missing licence plates.
- Persons file: Wanted and missing persons; charged persons (indictable offences); and parolees.
- Property file: Stolen articles, securities and firearms that are identifiable by serial numbers.
- Boat and motor file: Records on stolen or abandoned boats and motors, or both.

Criminal records file: Criminal records synopsis consisting of names, physical description, current status, date of first and last entry, and the general types of offences recorded.

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

The Computerized Olympic Immigration Lookout System (COILS) was terminated on August 19, 1976, at the conclusion of the 1976 Olympics.

The following is a statistical report on the CPIC files:

	<u>March 31/76</u>	<u>March 31/77</u>
Vehicle File:		
Number of records	169,222	185,147
Average transactions per week	125,373	177,296
Average enquiries per week	114,547	162,202
Persons File:		
Number of records	594,169	609,525
Average transactions per week	199,533	292,088
Average enquiries per week	154,224	229,025
Property File:		
Number of records	261,358	339,895
Average transactions per week	13,760	20,548
Average enquiries per week	8,561	12,459
Boat and Motor File:		
Number of records	6,113	8,820
Average transactions per week	450	459
Average enquiries per week	254	298

	<u>March 31/76</u>	<u>March 31/77</u>
Criminal Records File:		
Number of active records	1,115,802	1,094,939
Average transactions per week	58,547	107,454
Average enquiries per week	46,526	90,658

During 1976/77, there were 57 terminals installed, however, due to relocations the net growth was nine. This brings the total number of terminals in the system to 877. A breakdown of figures as of March 31, 1977, follows:

British Columbia	118
Alberta	78
Saskatchewan	77
Manitoba	51
Ontario	288
Quebec	9
New Brunswick	31
Nova Scotia	37
Prince Edward Island	5
Newfoundland	23
N.W.T.	2
RCMP "HQ"	67
CPIC Testing, Training & Control	86
CRPQ	2
Yukon	2
F.B.I.	1
Total	<u>877</u>

TELECOMMUNICATIONS BRANCH

The Telecommunications Branch is responsible for satisfying the RCMP's communication needs exclusive of the CPIC Computer System. This Branch

plans, engineers and develops new communications facilities and upgrades existing Force-wide facilities. They are responsible for the provision, maintenance and operation of all the variously configured and complex radio systems as well as the provision of teleprinters, facsimile, telephones, inter-office communications and cypher equipment.

In addition to providing communication facilities and services which satisfy the Force's normal growth, the following significant projects were commenced or completed during the fiscal year.

- A comprehensive Closed Circuit Television Security System was designed, contracted and installed at Parliament Hill.
- Complete mobile communication systems were developed, contracted and installed in Western Newfoundland, Peace River, North Battleford and Prince Albert districts.
- A system modernization and replacement program (Phase II) commenced, resulting in the design, contracting and installation of complete systems in Lethbridge, Alberta and Swift Current, Saskatchewan. This program involves complete replacement of both operationally and technically obsolete user equipment, e.g. mobile, portable and fixed radio equipment, plus system hardware, e.g. radio repeaters and control facilities.
- After two years of study and negotiation with the Yukon Territorial Government, the RCMP entered into an agreement to lease Territorial Government radio system facilities thereby providing the Force with Territory-wide mobile communications.
- Upgrading and modernizing (1st phase) radio communications on a province-wide basis in Manitoba, Saskatchewan and New Brunswick.

THE CANADIAN POLICE COLLEGE

The Canadian Police College (CPC) objective 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 consisting of a representative from each province, the Ministry of the Solicitor General and the Canadian Association of Chiefs of Police, advises the Commissioner on matters of policy, planning and priorities. The Advisory Committee is a means of achieving co-ordinated approaches to training and personnel standards.

New facilities were officially opened on November 10, 1976. These include: an academic building housing a lecture theatre with a seating capacity of 100; a 121 room residence tower and dining hall; and, an indoor swimming pool. Cataloguing of related research material continues in the expanded library facilities. This repository of information is available to all police forces. During 1976, 1,568 candidates attended the variety of courses offered by the College.

"R" DIRECTORATE

This Directorate's responsibility is to ensure that operational policemen involved in Federal, Provincial and Municipal law enforcement duties and all administrative personnel are provided with the information tools that will enable them to carry out their duties in the most expedient manner. Areas of responsibility are:

Directives Section

Operational Manual - The revised Operational Manual, introduced in last year's Report, was taken into official use on August 1, 1976.

Subsidiary Manuals - It has become apparent that the basic Administration Manual contains too much information used only by specialists. Property management and financial matters are two such areas.

To remedy this situation, subsidiary manuals are being prepared for issue only to those offices requiring the information. This will save in excess of 2,000 units Force-wide from time-consuming Administration Manual maintenance. More than 100 sheets (printed both sides) dealing with Property Management have been removed from the Administration Manual. A special project team is now producing a Financial Management Manual, which will allow for substantial deletions from the Administration Manual.

Training - Directives Analysis and Design courses were conducted in past year. These courses give practical Directives experience to personnel from every Division and "Headquarters" policy centres. In addition to basic style and format, matrix and flow-charting are covered by the four-day course.

Word Processing - This section utilizes the Xerox 800 Word Processing equipment. Results have been excellent, justifying the unit's future expansion.

Bilingual Writing Unit - Instead of translating directives, as is presently the case, a Bilingual Writing unit is planned. This unit, consisting of Force employees familiar with the Force's terms and style, would write the French version of directives. This will ensure that Francophone members are provided with directives which are clearly understood.

Reports, Forms and Graphics Management - As the policy centre for the Force's reporting and forms system, this section is now taking on a more active role in the creation, revision, use and elimination of the Force's

Information Systems. Special emphasis is placed in depressing costs while increasing effectiveness of the various RCMP information systems. Work continues towards producing a manual (or procedures guide) which will help all levels of the Force reduce this cost.

The Graphics unit has continued to expand its standardization program to develop a total visual identity theme for the Force.

Reports, Forms and Graphics Management has provided assistance in identifying the need, resources and program necessary to create a Centre for Information Management.

Resource personnel have contributed to the co-ordination of a Force Metric program.

Records Management - This Branch sets Force-wide policy for maintenance, storage, retrieval and disposition of records under the Dominion Archivist's guidelines. It is directly responsible for records management at RCMP "Headquarters" in Ottawa. In addition, there are Records Management Sections in 16 divisional headquarters across Canada. The Force's records are decentralized and many key records are maintained at the Detachment level.

The Branch's Micrographics unit is actively engaged in expanding the Force's microminiaturization program thereby promoting more effective, efficient handling of records.

Library Service - The Library Service is responsible for the "Headquarters" Division Resource Library, library service policy throughout the Force, and acts as a central purchasing authority for commercially-published material. The Library is 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 Force personnel anywhere in Canada on a direct loan basis. Other agencies may obtain material through the normal inter-library loan program. Dormant Records Section and the Library are converting valuable older documents to microfiche for use within the Force. These documents include RCMP Annual Reports from 1873 through 1973.

"A" DIRECTORATE

This Directorate plans and directs Force policies and programs relating to personnel organization and management. The total establishment of the Force on March 31, 1977, was 18,198.

TRAINING AND DEVELOPMENT BRANCH

There were 440 new members inducted into basic recruit training during the 1976/77 fiscal year. This represents a total of 13 troops (10 male, 1 female and 2 integrated) entering the Force's training program. Also included were 14 members on the Conversion Training (Special Constable to regular member) and 36 on the Modified Police Training (outside ex-police officers to regular members) programs. Additionally, 43 special constables were inducted into a Basic Recruit Training program with eventual posting to National Crime Intelligence Service, Protective Duties and Indian Reserves. Twenty-two of the forty-three were of Native origin, with five graduates posted to "F" Division (Saskatchewan), six to "D" Division (Manitoba), three to "K" Division (Alberta), one to "M" Division (Yukon territory), and six to "E" Division (British Columbia).

Centralized courses of a specialized nature are offered to ensure that Force members are trained to cope proficiently with serious commercial crime, Food and Drugs Act, Narcotic Control and Criminal Code offences. Training in communications and electronics has been increased to keep pace with technological changes and advancements. Research continues into developing and up-grading course training standards.

This year, 107 members of the Force attended universities and technical colleges full time. There were 56 graduates in Spring convocation exercises. Approximately 1,027 members and employees enrolled in evening and correspondence courses.

ORGANIZATION, ANALYSIS AND DEVELOPMENT BRANCH

Organization, Analysis and Development Branch provides a management consulting service to all Divisions and Directorates in the RCMP. At this time, it is directly involved in developing organization plans and reviewing current organizational structures at all levels on a Force-wide basis.

STAFFING AND PERSONNEL BRANCH

The following three sections make up the Staffing and Personnel Branch.

Personnel Management Section - co-ordinates all matters dealing with regular and civilian members as they relate to succession planning, service problems, transfers, promotions and the university training program (Force-sponsored).

Policy, Planning and Evaluation Section - develops and co-ordinates: systems to forecast the human resources needs of the Force; a performance evaluation program; research policy concerning Staffing and Personnel Branch operations; and monitors the Division Transfer/Promotion Boards.

Recruiting Section - co-ordinates engaging recruits for employment commensurate to manpower requirements. During the past several months the Force has been reviewing and researching recruiting techniques and standards used for many years. The minimum education level has been raised to Grade XII or equivalent. In the near future, a new concept deleting any reference to minimum height and maximum age will be adopted. The main purpose in removing these restrictions is to take a closer look at applicants possessing other outstanding qualifications but who, under the old system, would have been disqualified.

The following provides a statistical picture of recruiting achievements during the past fiscal year. The Force's total authorized establishment as of March 31, 1977, was 18,198. A total of 740 new members were engaged and 29 ex-members were re-engaged. The re-engagements consisted of 27 regular constables (23 married males and 4 single males), one married male special constable and one married female civilian member. A breakdown of the 740 members engaged follows:

	<u>Regular Constables</u>	<u>Special Constables</u>	<u>Civilian Members</u>
Single males	266	30	29
Single females	48	9	63
Married males	124	57	78
Married females	<u>2</u>	<u>4</u>	<u>30</u>
	440	100	200

STAFF RELATIONS BRANCH

On January 7, 1977, the Commissioner approved the reinstatement of an Internal Communications Officer position, responsible for the Division Staff Relations Representative system. As Staff Relations Branch remains in "A" Directorate and the Internal Communications Officer reports directly to the Commissioner, reinstatement of this position has resulted in a re-organization and re-alignment of duties within the Branch.

Staff Relations Branch is now responsible for the following activities:

Appeals and Grievances:

Between 1 April 1976 and 31 March 1977, a total of 112 grievances, 24 appeals against recommendation for discharge and 17 appeals against disciplinary action were processed.

ESTABLISHMENT OF THE FORCE AS OF 31 MAR 77

DIVISIONS	HQ	A	B	C	D	E	F	G	H	J	K	L	M	N	O	P	DPT	TOTAL
COMMISSIONER	1																	1
D/COMM'R	3					1												4
A/COMM'R	10	1		1	1		1				1				1			16
C/SUPT.	15	2	1	2	1	2	1	1	1	1	1	1	1	1	2	1	1	35
SUPT.	47	3	4	10	4	11	5	1	3	4	7			1	6	6	2	114
INSPECTORS	94	17	7	33	14	19	14	5	9	7	32	1	2	5	25	23	4	311
TOTAL OFFICERS	170	23	12	46	20	33	21	7	13	12	41	2	3	7	34	30	7	481
S/SGT.	182	25	29	51	44	74	48	14	30	26	74	5	3	7	39	80	7	738
SGTS.	311	64	46	117	95	145	104	11	57	58	140	14	10	29	94	135	18	1448
CORPORALS	254	133	108	242	168	306	226	58	119	94	308	22	28	10	191	328	90	2685
CONSTABLES	250	177	317	297	529	1035	611	85	334	276	871	66	35	35	302	919	300	6439
TOTAL UNIFORM	1167	422	512	753	856	1593	1010	175	553	466	1434	109	79	88	660	1492	422	11791
S/CONSTABLE	74	219	41	355	49	44	64	27	30	21	142	1	14	56	222	150		1509
CIVILIAN MEM.	950	30	19	122	45	72	61	12	35	26	98	9	6	16	82	141	11	1735
TOTAL MEMBERS	2191	671	572	1230	950	1709	1135	214	618	513	1674	119	99	160	964	1783	433	15035
PUBLIC SERV	1198	85	65	211	144	238	153	27	86	94	236	19	10	74	159	185	179	3163
T O T A L	3389	756	637	1441	1094	1947	1288	241	704	607	1910	138	109	234	1123	1968	612	18198

Internal Commendations:

For the 1976/77 fiscal year, seven RCMP members and one civilian received the Commissioner's Commendation for bravery or outstanding devotion to duty.

Cst. B.R. Weismiller	"E" Division
A/Cst. C.G. Toller	"E" Division
Cst. N. R. Strain	"P" Division
Cst. J.A. Henderson	"P" Division
Mr. F.R. Reber	"P" Division
Asst. Commr. J.R.R. Quintal	"HQ" Division
C/Supt. J.N.G.R. Marcoux	"C" Division
Supt. I.W. Taylor	"HQ" Division

Long Service Awards:

There were 341 Long Service Medals (20 years service), 254 Bronze Clasps (25 years service), 27 Silver Clasps (30 years service), and eight Gold Clasps (35 years service) awarded in the last fiscal year.

Suggestion Award Program:

There were 222 suggestion awards with 26 individuals receiving a total of \$3,385.00. The adopted suggestions represented a \$29,225.26 saving.

Internal Staff Relations Newsletter:

Known as the "Pony Express", this means of internal communication is working very well and, judging from the response, has been quite popular. It is published monthly and has a circulation of approximately 3,000.

"AIR" DIRECTORATE

The Royal Canadian Mounted Police operates 27 aircraft, posted at 20 strategic locations across Canada. Five new aircraft were placed in service during 1976/77; one Beechcraft Super King Air 200 at Victoria, B.C.; one Bell 206B Jet Ranger at Comox, B.C.; one Bell 206B Jet Ranger Helicopter

at Fort McMurray, Alberta; one Bell 206L Long Ranger Helicopter at Corner Brook, Newfoundland; and, one DeHavilland DHC-6 Twin Otter to replace a single engine Otter at Prince Albert, Saskatchewan.

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

- 8 DHC6 Twin Otters
- 5 DHC3 Otters
- 4 DHC2 Beavers
- 2 DHC2 MK3 Turbo Beavers
- 1 King Air A-90
- 1 King Air 200
- 1 Grumman Goose G21A
- 1 Bell 212
- 3 Bell 206B Jet Rangers
- 1 Bell 206L Long Ranger

During 1976/77, these aircraft flew a total of 19,631 flight hours covering 2,610,118 patrol miles supporting operational policemen and their law enforcement commitments throughout Canada.

OFFICIAL LANGUAGES DIRECTORATE

The Official Languages Directorate's responsibility is to meet the requirement of the Official Languages Act throughout the RCMP. Staffing difficulties notwithstanding, modest progress has been and continues to be made as outlined in the following paragraphs.

Linguistic Identification and Language Training Plans

Due to a Government review of existing policy and practices in its bilingual program, the Force's linguistic identification of positions plan was not ratified during 1976/77. Nevertheless, members were selected and scheduled for language training during the year, based on a tentative plan.

At the end of the fiscal year, 58 members were attending language training courses. This included eleven middle-management officers. They will complete language training and be replaced by a new group in August, 1977. The results so far are encouraging and we intend to continue this program which will fill a bilingual void at middle/senior management levels.

A total of 73 man-years were used in replacing members and public servants on language training.

Recruit Training in French

Basic training conducted in French for Francophone recruits will start in October, 1977 at our Training Academy, "Depot" Division.

Future Goals

The Official Languages Directorate shall continue to pursue the following goals:

- To expand services to the public in the two official languages;
- To broaden the Force's French-speaking base through increased Francophone participation;
- To increase the number of advanced training courses offered in French;
- To enable a greater number of employees to work in the official language of their choice;
- To develop and implement comprehensive but realistic programs and projects relative to the official languages;
- To continue to provide suitable language training for our personnel;
- To promote National Unity.

"S" DIRECTORATE

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

Motor Transport

The Force's 1976/77 motor vehicle fleet totalled 4,874 units. Of this number, approximately 3,900 are passenger cars and station wagons. Seventeen hundred and twenty vehicles were replaced during the fiscal year.

There is a continuing study to evaluate compact cars as operational police vehicles and during 1976/77, approximately 150 compact cars equipped with a police performance package were purchased.

Water Transport

The Force operates 13 patrol vessels ranging from 28 to 75 feet in length. Eleven operate along the Pacific coast and two on the Newfoundland coast. The Force also operated 307 smaller inland water transport vessels equipped with either outboard or inboard motors and related equipment.

Accommodation

The following additional buildings and facilities were provided during 1976/7 :

- | | |
|----------------------------|--|
| Division Headquarters | - "M" Division, Whitehorse, Y.T. -
Headquarters Building. |
| | - "N" Division, Ottawa, Ontario -
Canadian Police College Complex. |
| | - "Depot" Division Training Academy,
Regina, Saskatchewan - Barrack
accommodation complex. |
| Sub/Division Headquarters: | - Prince Albert, Saskatchewan |
| Detachments: | - Bell Island, Nfld. |
| | - Grandview, Man. |
| | - McCreary, Man. |
| | - Thompson (Air), Man. |

- Dease Lake, B.C.
 - Alert Bay, B.C.
 - Vanderhoof, B.C.
 - Chase, B.C.
 - Boston Bar, B.C.
 - Fillmore, Sask.
 - St. Quentin, N.B.
 - Valleyview, Alta.
 - Fort Chipewyan, Alta.
 - Sherwood Park, Alta.
 - Fort McMurray, Alta.
 - Fort McMurray (Air), Alta.
 - Grande Prairie, Alta.
 - Nanaimo, B.C.
 - Mackenzie, B.C.
 - Torquay, Sask.
 - Fort Simpson, N.W.T.
 - Hay River, N.W.T.
-
- Telecommunications repeater shelters were completed at twenty sites in Newfoundland, Manitoba, Saskatchewan and Alberta.

 - Married quarters provided:
 - Kelsey Bay, B.C.
 - seven double-wide mobile homes at Frobisher Bay, N.W.T.
 - twenty-nine double-wide mobile homes installed at various isolated, remote or rural points in six provinces and territories.

NORTHERN WORK

"G" DIVISION

"G" Division is responsible for policing the Northwest Territories and acts as a federal and territorial force under contract with the Territorial Government.

"G" Division, with Headquarters located in Yellowknife, comprises Yellowknife, Inuvik and Frobisher Bay Sub/Divisions and has a total of 35 detachments. Air detachments, providing vital support service to operational units, are located at Sub/Division Headquarters. As of March 31, 1977, the Division's establishment was 241.

Statistically, crime decreased in practically all categories during the past year. Alcohol, still the largest social problem in the North, is identified as the main contributing factor in the commission of crimes. Liquor-related problems resulted in attempts at prohibition in Frobisher Bay and Rae. Similar restrictions are being considered at other smaller communities. In addition to strict prohibition enforcement, there is a radio and television campaign to educate people on alcohol abuse. Comparative statistics are as follows:

	<u>1975/76</u>	<u>1976/77</u>
Serious Criminal Code	143	137
Murder	7	8
Sex Offences	107	84
Robberies	29	45
Other Criminal Code	8,894	7,725
Assaults	1,954	1,659
Break & Enter	1,082	1,105
Theft of Motor Vehicle	412	384
Theft Over \$200	329	313
Theft Under \$200	1,803	1,496
Fraud	336	227
Other	2,978	2,541
Drug		
Total cases	182	296
Cannabis	162	276

During the fiscal year, new detachments were opened at Fort Franklin, Snowdrift and Nanisivik. Responsibility was also assumed for policing the Belcher Islands. The Rotational Police Services system (for the policing of remote settlements) is well established and having good results. More adequately equipped patrol cabins enable members to police remote settlements on a more regular basis.

A new detachment building was constructed at Fort Simpson. Hay River Detachment is in temporary quarters until a permanent building can be constructed to replace the one destroyed by fire in 1976. Seven double-wide trailers were set up at Frobisher Bay to house additional married personnel. Additional housing units were also installed at Rankin Inlet and Fort Franklin.

"M" DIVISION

On September 17, 1976, the Honourable Warren Allmand, newly-appointed Minister for the Department of Indian Affairs and Northern Development, officially opened the new "M" Division/Detachment Complex at Whitehorse, Yukon.

Divisional administration, Whitehorse Detachment, and operational support groups, with the exception of the Air Detachment, will be accommodated in the new complex.

With the completion of the Skagway-Carcross Highway scheduled for the summer of 1977, a permanent detachment was opened at Carcross, Yukon, on September 1, 1976.

With the appointment of a Crime Prevention/Police Community Relations Coordinator in late 1976, the RCMP role in this field has taken a new impetus. Additional emphasis has been placed on the recruitment of Natives and it is anticipated that in the near future most detachments in the Yukon will have a Native S/Cst. active in police duties.

Telecommunication facilities are continually being updated. In 1974, mobile radio telephones were installed in all Force-owned vehicles outside of Whitehorse. In the spring of 1976, the Force converted to the Yukon Territorial Government VHF/FM Mountain Top Repeater Communications System. This system, in conjunction with mobile telephones, gives complete communications throughout the Yukon, with the exception of Old Crow. Old Crow will be included in this system by late 1977.

Comparative crime statistics of the fiscal year 1975/76 are as follows:

"M" Division

Comparison Figures for Fiscal Years 1975/76 and 1976/77

	<u>ACTUAL</u>	
	<u>1975/76</u>	<u>1976/77</u>
Serious Criminal Code	1,971	1,726
Other Criminal Code	2,040	1,829
Federal Statutes	300	449
Territorial Ordinances	3,530	2,985
Criminal Code Traffic	659	596
Territorial Traffic	1,759	1,995
Total	<u>10,259</u>	<u>9,580</u>
Motor Vehicle Accidents	1,139	1,068

EQUITATION BRANCH

The 1976 Musical Ride performed on 109 occasions at 30 locations in Canada and the U.S.A., before an estimated total attendance of 814,700. One hundred of these locations were in Canada, with emphasis on smaller communities in the Atlantic provinces. In addition, members of the Ride participated in 28 parades, 33 radio and television interviews, 40 press interviews and 25 official receptions. Ride members also visited children's and veterans' hospitals as well as senior citizens' homes.

In addition to the Musical Ride, members of the Equitation staff and Training Courses participated in 13 ambassadorial escorts and performed the Mounted Arms Display before an estimated 8,000 persons. Horses and sleigh were provided on three occasions for functions at Government House. They also offered a unique mode of transportation for visitors to the Commissioner's New Year's Levee at "N" Division.

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

ROYAL CANADIAN MOUNTED POLICE BAND

The first Force band was formed in 1876 in the Swan River Valley region of what is now Manitoba. To celebrate its 100th anniversary, during 1976 the band returned to Swan River to recall its inception and share the anniversary with local residents at a concert held at the Regional High School.

Major tours were conducted in Southern Ontario, Northern British Columbia, Manitoba, the Yukon Territory and New Brunswick, with additional performances in Quebec and Saskatchewan. The band travelled approximately 37,000 miles and performed in over 90 communities.

The RCMP band and the choral group "V'là l'bon Vent" put on two joint performances in Quebec City's Grand Theatre. Both performances played to a very appreciative full house. This was a truly national presentation featuring music of both founding cultures and other ethnic groups.

The band was televised on three occasions this year. These performances were in Mississauga, Ontario, New Brunswick and on the national CBC Network. On the latter occasion, the RCMP Brass Quintet was featured on the program "Meeting Place".

When not on tour, the band continues a very active program of visiting schools, shut-ins, senior citizens' homes and hospitals, performing for

visitors to "N" Division and holding clinics and workshops for young musicians. There are also annual commitments with the Order of Canada at Government House and in-service functions. The successful N.A.C. winter concert series, now in its 8th season, concluded the year's activities.

The RCMP band contributes significantly to the Force's public relations program, supports division personnel in their Crime Prevention and Community Relations activities, stimulates recruiting and promotes pride and esprit de corps among all members.

During 1976/77, the RCMP band completed its first year under its newly-appointed Director of Music, Kenneth R. Moore -- a year which, all in all, proved to be one of the busiest and most successful on record.

THE RCMP CENTENNIAL MUSEUM

Improving and updating the Museum display areas has continued during 1976 with the addition of a number of new displays and public participation exhibits including fixed stereoviewers to view some of the Museum's collection of 1879 three dimensional photographs. The flashing lights on the Force-owned Harley Davidson Motorcycle and the recording of the Force's Regimental March, both operated by timed push buttons, have become extremely popular with our visitors.

Collecting artifacts continues to be of prime importance. There were 119 donations accepted resulting in 2,364 artifacts being added to the collection. Included among these, and of special note, were the uniform and adornments of a member of the "R.N.W.M.P. "A" Squadron Cavalry Draft" who served in France and Belgium during the First World War. Also donated were important contributions relating to the early years of Marine and Air Divisions.

Three temporary displays were held in the foyer. The first related to the photographic work of Sgt. George Brinkworth between 1904 and 1924. A special Christmas display, while using traditional exhibits such as Force Christmas cards through the years, also included photographs of traffic

accidents and displays of early breathalyzer units and radar recorders to point out the tragic aspects which can accompany the holiday season. To end the winter session, paintings and carvings from the collection were displayed.

Visitor interest and attendance continued to grow with 118,719 visitors entering the display area during the fiscal year 1976/77. If current trends continue, this figure will be easily exceeded in the forthcoming year.

NATIONAL PAROLE BOARD

Introduction

For the National Parole Board, the year 1976/77 was marked by continued change, including procedural modifications owing to the abolition of capital punishment in July. Staff mobility characterized the year as did the continued evolution toward greater regionalization.

The review of philosophy, policies, and procedures continued under the auspices of the Policy and Planning Committee, the Special Projects Committee and the Internal Review Committee. The review of procedures was undertaken by the Clemency Division which re-organized its system of investigating and processing pardon applications. The Board also continued to intensify its community relations program including the publication of a handbook on parole for federal inmates as well as three other booklets on the Board's activities.

Appointments

This year there was considerable staff mobility. William Mussell Jr., - a member of the Board for the past two years - was appointed senior Board member for British Columbia and the Yukon Territory. Kyle Stevenson was transferred from the Ottawa region to the B.C. and Yukon region, having served as a Board member in Ottawa for the past seven years. Both appointments reflect the Board's decentralization policy, which began in 1974 with the creation of regional divisions of the Board. The policy is intended to increase the Board's contact with the community and to improve the parole decision-making process.

In October, Marc J. Gallant of Moncton was appointed for a five-year term to the Board's Atlantic region to fill the vacancy created by the resignation of Judge Gaétan Bertrand in May.

The former district director for the National Parole Service in Kingston, Mac Stienburg, was appointed as temporary member of the Board's Ontario region in November. He replaced Donald Wall who was transferred to headquarters when former Board member Hugh Christie died suddenly in August.

The announcement that former Atlantic regional secretary John Nugent had been appointed regional secretary for the Ontario region was made in November. After serving as a Board member for a year and a half, J.P. Maurice Charbonneau resigned in January to become the director of legal services, Department of Communications for the Department of Justice.

Early in the year, Jean-Paul Gilbert - a member for four years - was appointed senior member for the Quebec region. Dr. Justin Ciale, a professor of criminology at the University of Ottawa, was re-appointed to the Board for two years as a temporary substitute member.

Gilles Depratto and Louise St. Martin were appointed temporary Board members from June 1 to September 30. Since 1974, Mr. Depratto has been Director, Policy Planning and Evaluation in Ottawa. Mrs. St. Martin is the Regional Co-ordinator of classification services for National Parole Service in Quebec. She also teaches criminology at the Collège d'enseignement général et professionnel, Ahuntsic, Québec, and served as a temporary Board member in Ottawa during the summer of 1975.

The former Director of Prisons for Quebec, Roger Labelle, was appointed Executive Secretary in June to fill the vacancy left by Hector Leroux who retired the previous December. Gordon Parry was appointed Chief of Clemency in June, after serving as Special Assistant to Board Chairman William Outerbridge. Bernard Cormier, Deputy Director of Information and Public Relations with the Department of Consumer and Corporate Affairs, was named Director of Communications in June.

Board members and staff were shocked to learn of the accidental death of Hugh Christie on August 22. After a long career in corrections, Mr. Christie joined the Board in 1973 and served as Chairman on the Special Projects

Committee. He was a former warden of Oakalla Correctional Institution in B.C. and had been with the Canadian International Development Agency from 1963 until 1973 in a wide variety of positions including assignments with the United Nations in Thailand and Nigeria.

Authority

The Parole Board is made up of 19 members; seven of whom are located at headquarters in Ottawa. Two each are located in the Atlantic, Ontario and Prairie region and three in the Quebec and Pacific regions. One Board member is appointed chairman and serves as its chief executive officer. He is assisted by the vice-chairman. In addition to Board members there are 211 full-time employees at headquarters and in the five regions.

The revision of the Board's voting structure during the year is a reflection of its continuing policy of internal re-evaluation. Since January 1, 1977, two votes are required to grant parole to inmates serving a sentence of less than five years and for temporary absences, reserved decisions, and parole denials. Three votes are necessary to grant parole to someone serving a term of between five and ten years. For an inmate serving ten years or more, five votes are needed, while the minimum number of votes required to grant parole to inmates serving a minimum sentence of life imprisonment for murder or for preventive detention, is seven. In all cases except murder, a simple majority is required for release. For murderers, five out of seven votes must be positive.

In cases where the votes are split, other members are asked to vote.

Parole Statistics

The Board grants two types of parole: full parole and day parole.

Full parole is generally granted after the inmate has served one- to two-thirds of his sentence and he remains on parole until the end of this sentence unless he is returned to prison for violation of the conditions of parole.

Day parole is usually granted before the inmate is eligible for full parole, and is possible after he has served six months of his term. It, too, is a form of conditional release but the parolee must return regularly to the institution or special community residence, usually every evening. Day parole is granted to an inmate to enable him to continue his education or training or to take part in special projects such as harvesting or some community service.

Full Parole

In 1976/77, 7,164 applications for full parole were received by the Board and of these, 2,480 were granted; 1,177 to federal inmates and 1,303 to provincial inmates.

	1974/75		1975/76		1976/77	
		%		%		%
Applications Federal	3,606	100	3,716	100	3,959	100
Granted	1,575	44	1,180	32	1,177	30
Denied	1,129	31	1,366	37	1,458	37
Deferred	902	25	1,170	31	1,326	33
Applications Provincial	2,933	100	3,045	100	3,205	100
Granted	1,507	55	1,423	47	1,303	41
Denied	1,299	44	1,599	52	1,862	58
Deferred	37	1	23	1	40	1
Total Applications	6,539	100	6,761	100	7,164	100
Total Granted	3,172	49	2,603	38	2,480	35
Total Denied	2,428	37	2,965	44	3,320	46
Total Deferred	939	14	1,193	18	1,364	19

Of the 2,480 full paroles granted during the year, 2,295 inmates were at liberty in Canada; the remaining 185 were either paroles granted for deportation or voluntary departure from the country, or were second paroles granted to

some inmates whose first paroles had been terminated. When the number of those still on parole who were released in previous years are added to those released during the period under review, it results in a total of 5,684 inmates being at liberty during the year. Fifty-six per cent, or 3,158, were still on parole at the end of the year. Of the remaining 2,526, 72 per cent successfully completed their paroles during the year, 14 per cent had their releases revoked by the Board, and 14 per cent forfeited their parole when they were convicted of new offences.

Day Parole

Of the total 3,616 day parole applications, there were 2,028 releases. Day parole was requested by 3,199 federal inmates and 2,767 were given releases. Of inmates at provincial institutions, 417 applied for day parole and 261 were granted it.

	1974/75		1975/76		1976/77	
		%		%		%
Applications Federal	3,050	100	2,850	100	3,199	100
Granted	1,709	56	1,568	55	1,767	55
Applications Provincial	1,030	100	949	100	417	100
Granted	668	65	584	62	261	63
Total Applications	4,080	100	3,799	100	3,616	100
Total Granted	1,377	58	2,152	57	2,028	46

At the beginning of the year there were 686 inmates on day parole, and the 2,028 inmates released during the year, meant there were 2,714 people at liberty for 1976/77. Of this number, 2,006 had their day parole terminated during the year because they either successfully completed the projects for which they had been released or they violated the conditions of parole. Of those who violated their parole, 56 were convicted of new offences and had their paroles forfeited.

Mandatory Supervision

Mandatory supervision is not a discretionary release made by the Board but is automatically granted by law. Persons released from federal institutions 60 days or more before the end of their sentence because of statutory and earned remission must be released on mandatory supervision. The conditions for inmates on this type of release are the same as for those on parole, and if breached, the same sanctions apply.

	<u>Mandatory Supervision</u>	
<u>1974/75</u>	<u>1975/76</u>	<u>1976/77</u>
2,521	2,382	2,625

At the beginning of 1976/77, 1,695 inmates were on mandatory supervision. During the year another 2,625 were released for a total of 4,320 at liberty during the year. By the end of the year, a total of 1,811 people, or 42 per cent of those released were still on mandatory supervision while the other 2,509 people were no longer under supervision. Of the 2,509, 50 per cent completed their period of supervision successfully while 23 per cent had their release revoked by the Board and 27 per cent forfeited their release because of 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.

Criminal Records Act

Since the Criminal Records Act was passed in 1970, the Board has been involved in a broader approach to pardons, providing an individual who has rehabilitated himself with formal recognition of this rehabilitation. If a pardon under the Act is granted, records of his conviction under federal statutes are kept separate from other records of criminal convictions and are not available without the expressed permission of the Solicitor General. Under the Act, the Board conducts investigations and makes recommendations on pardons to the Cabinet, through the Solicitor General.

A major revision of policies and procedures concerning the Board's approach to the Criminal Records Act was made as a result of a consulting team study, mentioned in last year's report. These changes have permitted the Board to process more than three times as many applications during the current year as they were able to process last year. This increase has been effected without any appreciable increase in the percentage of cases being revoked under the Act. In addition, the amount of time taken for the Board to process an application has already been considerably reduced and it is anticipated that during the coming year further improvement will be seen.

In the calendar year 1976, there were 3,551 applications for pardon under the Act, but only 2,039 applicants were actually eligible for pardons. Because the Board worked to clear a backlog of applications from the previous year, the number of pardons granted, 3,124, exceeded the number of applications for the year. The Board made 169 negative recommendations and reserved its recommendation in 17 other cases until more information could be obtained. Recommendations by the Board and the decision by the Cabinet are not always made in the same year. By the year's end, between 75 and 120 pardon applications were being received each week. In the first quarter of 1977 the Board received 1,004 pardon applications of which 648 were eligible for consideration under the Act. A total of 590 pardons were granted, 20 were not granted, 27 were given adverse recommendations, two applications were reserved, and 16 pardons were revoked.

Royal Prerogative of Mercy

During the calendar year 1976, the Board received a total of 57 applications for consideration under the Royal Prerogative of Mercy, the bulk of these being requests for remission of sentence. In addition, with the passage of Bill C-71, the Board no longer has authority to reinstate licences suspended under federal law and all applications for reinstatement of driving must now be considered by way of the Royal Prerogative of Mercy. There were approximately 80 applications a month respecting forfeited driving licences.

Policy and Planning

The Policy and Planning Committee continued to discuss parole eligibility, parole hearings, suspension of parole and procedural safeguards this year. Of major concern to the committee over the year was publicizing and clarifying the Board's goals and objectives.

In anticipation of adoption by Parliament of proposed legislation to amend the Criminal Code, the Customs Tariff, the Parole Act, the Penitentiary Act and the Prisons and Reformatory Act, the committee continued to review and develop policies and procedures allowing the development of the Board's new role and functions, such as responsibility and authority over unescorted temporary absences, procedural safeguards, re-crediting remission, and the Board's relationship with the proposed federal corrections agency. The committee reviewed the individual roles and functions of the chairman, vice-chairman, and Board members and it continued to develop policies and procedures for regionalization.

The committee also plans to review and develop policies on: temporary absences for lifers, crown witnesses, re-crediting of remission, psychiatric, psychological and medical treatment and reports, voluntary departure, voting structure, correctional community centres and suspension of paroles.

Special Projects Committee

The Special Projects Committee deals with a variety of short-term projects carried out by groups of day parolees who either return to the institution periodically, or who live at the project site.

For example, in British Columbia, a modular housing project operates out of Matsqui Institution and the day parolees involved erect houses on Indian lands. Because of the success of the summer forestry project with the B.C. Forest Service, it will be continued.

The annual fruit picking project in Ontario will be continued in the St. Catharines and Brighton area. The Joyceville Industrial project, started

this year, allows parolees to work at a plant manufacturing metal products such as lockers, storage, and cabinets, for federal department offices.

In the Quebec region, project "2407" is designed to help inmates on day parole re-integrate into society through counselling and working in a sheltered workshop. Project "Aidons l'autre ou détenus bénévoles" enables inmates from St. Jérôme to help senior citizens with minor repairs to their homes without cost.

The contact training project in the Maritimes places students in industrial settings to put course work into practice, under the Canada Manpower Training Program, for a period of two to four weeks.

Besides the special projects involving inmates, there were a number of projects completed by Canadian students through the Federal Government's Summer Student Employment and Activities Program. These include: studies on mandatory supervision, preparation of material on the proposed peace and security legislation, a review of investigations for pardons under the Criminal Records Act, and an assessment of the legal implications faced by the Board brought under the proposed Bill C-83.

This program was so successful that several project proposals have been planned for the future including: a review of Native and non-Native parole applications in the Prairie region; the needs of day parolees and staff in the residential centres in the Montreal area; and a study of procedures and criteria used in the granting of pardons under the Royal Prerogative of Mercy.

Internal Review Committee

The committee continued to study the best means of facilitating re-examination of decisions by the Board. Upon application by the inmate, the Internal Review Committee re-examines cases where parole was deferred, denied, or revoked or where mandatory supervision was revoked. The committee confirms or modifies Board decisions 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. The program is consonant with the desire of the Board to remain a strong force within the Canadian penal system and with its wish to produce a more open, predictable, and humane parole system.

Police-Board Relations

The National Joint Committee established under the auspices of the Canadian Association of Chiefs of Police and the federal correctional services in 1973 continued to develop and maintain effective communication and consultation between the police, the Board and the Penitentiary Service.

Peace and Security Legislation

Significant action affecting the Board during the year include the passage of Bill C-84 abolishing capital punishment and the death of Bill C-83 on the order paper due to the adjournment of Parliament. On July 26, Bill C-84 became law, establishing two categories of murder in Canada's Criminal Code: first and second degree which replaced the categories of capital and non-capital murder. First degree murder covers all planned and deliberate murder, contracted murders, murder of a police officer, prison employee or other person authorized to work in a prison, who is on duty; murder while committing or attempting to commit rape, indecent assault on a male or female, kidnapping and forcible confinement, or hijacking; and any second murder by someone previously convicted of murder. Any other type of murder is second degree murder.

Offenders sentenced to life imprisonment for first degree murder are not eligible for parole consideration before they have served 25 years.

The mandatory period to be served before parole eligibility for anyone convicted of second degree murder is between 10 and 25 years, as determined by the sentencing judge after the view of the convicting jury has been sought.

A person convicted of second degree murder and sentenced to serve more than the minimum 10 years before becoming eligible for parole may appeal this additional period of ineligibility to the court of appeal.

Anyone who must serve more than 15 years before becoming eligible for parole may apply for a judicial review by a superior court judge and a jury to alter his eligibility date. The court then may approve the requested alteration or the person may be declared eligible for parole immediately. This also applies to anyone whose death sentence was not commuted before July 26, when the Criminal Code amendments changed a sentence of death to a sentence of life imprisonment. However, in all cases, the decision whether or not to parole is the responsibility of the Parole Board.

Transfer of Offenders

A Canada-U.S. treaty on penal sentences was signed in March 1977, allowing for the transfer of inmates, parolees, and probationers who would become subject to laws in their home country. The treaty will come into effect once legislation becomes effective in each of the countries.

Thus any inmate returned to Canada under this transfer would be eligible for parole under Canadian law. Any such inmate who was paroled here, or any parolee who returned to Canada, would be subject to the same conditions of release as any other parolee in Canada.

The sentencing country retains the power to grant a pardon which the receiving country must honour.

All transferred offenders must have at least six months remaining on their sentences at the time of application and must have exhausted all avenues of appeal in the sentencing country. The consent of the offender as well as the approval of both countries involved is needed to effect the transfer.

A similar treaty with Mexico is being negotiated.

Conclusion

The Board policies and procedures continue to be reviewed and modified to increase the protection of the public against violence by parolees or inmates released under mandatory supervision, to reduce the number of offenders who return to crime, to humanize the parole system to be more in line with contemporary standards of morality, and to more accurately predict the degree of risks to the public in releasing any particular inmate. Policies and procedures were re-evaluated and several program proposals were introduced: temporary absences for lifers; re-examination of the use of psychiatric reports; the consideration of individual program planning and performance measurement in the Clemency Division as a pilot project.

The Board has launched several projects this year to heighten public awareness and participation in the parole system. Various segments of the community are resources in special projects which allow inmates to re-integrate into society through controlled environments, as well as obtain useful skills. These projects are consistent with the Board's view that the community, outside agencies, and the individual himself are all responsible for the offender's successful re-integration into his community. The Board has also been involved in continuing public education programs such as the one conducted at the University of British Columbia for 25 judges, and 10 police and corrections representatives. Similar programs will be held in future. The Board also attempted to strengthen its communication links with both police and the general public through audio-visual presentations and lectures by Board employees.

Student participation and understanding of the parole system has been substantially increased through the Ministry's Summer Student Employment and Activities Program, which allows post-secondary students to work with the Board in a research, legal, or public relations capacity.

CANADIAN PENITENTIARY SERVICE

Introduction

This year was characterized by new developments in the almost 150-year-history of correctional services in Canada. Dominating this report are details of many administrative changes in the Canadian Penitentiary and National Parole organizations, leading to the eventual merger of the two into one Canadian Corrections Service (CCS).

Some of the changes were the outcome of continued delegation of authority to the regions, as decentralization from headquarters in Ottawa continued. Other changes were due to regular audits of administration practices, and some were the effects of implementing recommendations from studies requested by the Solicitor General and the Commissioner of Penitentiaries.

The increasing inmate population is causing overcrowding of present facilities. (See Appendices for inmate population count.) Plans for new institutions to meet the inmate increase, phase out old institutions, such as Laval, Dorchester, Kingston, and British Columbia Penitentiary, and provide smaller, more humane institutions, came closer to reality this year as a five-year building plan got under way.

Continued emphasis was placed on communication between the correctional services and the community. Of interest was the growing trend of citizen involvement in penitentiary programs. Volunteers have given generously of their time to cultural pursuits and training programs, enabling the inmate to work not only in the institutions but in the outside community.

A Chaplaincy Service highlight was the appointment of a Community Chaplain in Toronto, Ontario who ministers to the spiritual and social needs of inmates, parolees, and their families.

Increased citizen involvement in the penitentiaries was also seen in the appointment of Native liaison workers in maximum and medium-security institutions in the Prairies.

The Security Branch was re-organized, and security was improved, stressing management and training of security teams to respond quickly to emergencies.

In the Medical and Health Care Branch, the concern for care and treatment of mentally ill inmates was accentuated by plans to build three more psychiatric centres. For staff responsible for the delivery of health care to inmates, the Branch compiled a manual of policy and procedures similar to those used in community hospitals, which set a precedent for health care services in a correctional setting.

Recommendations from studies on the correctional system were reviewed and many implemented during the year. Professor James A. Vantour's report on dissociation had major repercussions, influencing change in policy, procedures, and practice affecting segregation.

The views of a committee, set up to inquire into conditions affecting the female offender, were enunciated in a comprehensive report, presented by Criminologist Donna Clark of Toronto. Recommendations covered many issues, from programs to family visits at the Prison for Women, Kingston, the only federal institution for female offenders. The report strongly recommended the Kingston prison should be closed and regional units established to replace it, keeping female offenders closer to their families and the support of their own communities.

Toward the end of 1976, inmate disturbances at Laval and Dorchester Institutions, and British Columbia Penitentiary caused the Solicitor General to request a Parliamentary inquiry into the penitentiary system. A sub-committee was formed by the Standing Committee of Justice and Legal Affairs with representatives from all political parties. The Committee's mandate covers the investigation of all aspects of "the penitentiary system in Canada."

Changes in the National Parole Service also gave insight into streamlined administration methods, affecting headquarters in Ottawa and regional offices. The frequency of contact with parolees under supervision increased considerably, to support paroled offenders, and give greater protection to the community.

COMMISSIONER'S OFFICE

Management Review Directorate

The purpose of the Management Review Directorate is to review CPS/NPS policies and operations, and audit financial transactions. Reviews are made every two years, and financial audits every three years. The unit consists of three teams: two general management review teams are responsible for reviewing all but financial operations, and the third team carries out financial audits.

Inmate Affairs

To streamline action on grievances and other correspondence from inmates, a Directorate of Inmate Affairs was created by the Penitentiary Service in March 1976. All inmate inquiries are now processed through the directorate, which reports directly to the Commissioner of Penitentiaries.

Letters of complaint, addressed to the Solicitor General of Canada, the Commissioner of Penitentiaries, and Members of Parliament, almost doubled in 1976/77, from 1,713 to 2,977. Of these complaints, 936 were found to be justified. Most grievances (947) came from 14 institutions in the Ontario region, where there is the greatest density of federal institutions in Canada.

All inmate grievances are dealt with through procedures at three levels of management. The first level is the institutional director, who reviews information on the complaint and makes a decision. If the decision is not satisfactory to the inmate he can ask for a second review, this time by the regional director. If the regional director's decision is not acceptable to the inmate, a third review is made by the Commissioner of Penitentiaries. As a last resort, and only after all three levels of appeal have been heard, inmates may refer their grievances to the Correctional Investigator who reviews all previous decisions and makes a final statement.

The following statistics, based on the calendar year 1976, summarize inmate complaints submitted through the inmate grievance procedure to three levels of adjudication.

1st level (Institution Directors)	2,977
2nd level (Regional Directors)	793
3rd level (Commissioner)	396

1st level - Regions

Atlantic	114
Quebec	847
Ontario	947
Prairies	647
Pacific	<u>422</u>
	<u>2,977</u>

2nd level - Regions

Atlantic	27
Quebec	222
Ontario	324
Prairies	121
Pacific	<u>99</u>
	<u>793</u>

3rd level - Regions

Atlantic	10
Quebec	132
Ontario	172
Prairies	46
Pacific	<u>36</u>
	<u>396</u>

GRIEVANCES UPHELD

1st level (Institution Directors)	784
2nd level (Regional Directors)	131
3rd level (Commissioner)	<u>21</u>
	<u>936</u>

AREAS OF GRIEVANCES

Technical Services Division	510
Living Unit	507
Social Development	449
Health Care Services	432
Organization and Administration	227
Inmate Programs	192
Security	166
Occupational Development	159
Industries	14
Chaplaincy Services	4
Community Relations and Special Programs	3
General:	
Staff (excluding security staff)	229
Requests for Interviews	46
Discrimination	23
Grievance Procedure	15
Injuries Sustained by Inmates	<u>1</u>
	<u>2,977</u>

COMPLAINTS

Staff	430
Medical Treatment (including psychiatric)	293
Food	254
Transfers	219
Personal Property	192
Dissociation (general)	103
Grading and Pay	100
Discipline	92
Temporary Absence	90
Visits	87
Privileges (general)	70
Inmate Funds	70
Medication	65
Canteen	60

Institutional Routine	49
Correspondence	49
Clothing	49
Requests for Interviews	46
Radio, T.V., Stereo	44
Radio, T.V., Stereo	44
Institutional Sanitation and Hygiene	43
Employment	41
Remission	40
Utilities	39
Other	<u>452</u>
	<u>2,977</u>

PENITENTIARY INQUIRY

Riots, strikes, murders, and hostage-takings in federal penitentiaries increased noticeably from 1970 to 1975, and reached a high point late in 1976. Major disturbances broke out in three separate institutions, with total damage exceeding \$2 million. Inmates in Laval Institution, Quebec, British Columbia Penitentiary, and Millhaven Institution in Ontario (all maximum-security prisons) demanded changes in living conditions and more personal privileges.

Laval Institution

Unrest and dissatisfaction among inmates in Laval Institution reached a climax in January 1976, when 158 inmates went on a one-month strike, refusing to participate in normal prison activities to protest living conditions. Despite an orderly end to the strike and some changes in prison conditions, an unstable atmosphere continued. Four months later the inmates took a hostage, and demanded more changes in the prison. The hostage was released safely 14 hours later.

British Columbia Penitentiary

While inmates were complaining of living conditions in Laval Institution, discontent also erupted in British Columbia Penitentiary, a 100-year old maximum-security institution 3,000 miles away.

During a hostage-taking incident at B.C. Penitentiary in September 1976, inmates caused extensive damage to cell-blocks, and demanded prison reform. Conditions at the institution were aggravated by staff problems and a lack of communication between the administration and employees.

The incident was preceded by a hostage-taking incident during which one of the hostages, a classification officer, was killed. A subsequent inquiry report by Chief Justice John L. Farris was published.

Millhaven Institution

In Ontario, inmate unrest at Millhaven Institution resulted in a gassing incident in 1975 that was given wide coverage by the press. The Correctional Investigator looked into the alleged improper use of gas and force on inmates at the institution and published a report in July 1976.

The report recommended that rules relating to the use of gas be reviewed and clearly written, and that instructions and standing orders be made available to staff to ensure that policy decisions were understood. The report also recommended improved in-service training for correctional officers. The recommendations were implemented.

These year-long incidents, added to those in previous years, emphasized the need for a full-scale study of prisons in the federal system.

Penitentiary Inquiry

On October 21, 1976, the House of Commons agreed to the motion of the Solicitor General that the Standing Committee of Justice and Legal Affairs inquire into the penitentiary system of Canada. Five days later, the Standing Committee referred the request to a sub-committee, and the terms of reference of the inquiry were established. Officially known as the Sub-Committee on the Penitentiary System in Canada, its mandate is:

That the Sub-Committee on the Penitentiary System in Canada has the power to inquire into the system of maximum-security institutions maintained by the Canadian Penitentiary Service and such other institutions as the Committee deems advisable, including:

- (a) the adequacy of security procedures and arrangements, custodial facilities and correctional programs pertaining to such institutions,
- (b) the special problems faced by staff and management in the administration of such institutions,
- (c) the need for, the role and composition of Citizen Advisory Committees attached to such institutions,
- (d) the need for, the role and composition of Inmates' Committees in such institutions,

and any other matter that the Sub-Committee may consider relevant to the proper administration of such institutions having regard to the recent disturbances that have taken place in the British Columbia, Laval, and Millhaven Penitentiaries and to invite the views of interested parties of the public on these matters...

The 13 Sub-Committee members, drawn from all political parties, began a cross-country study of the penitentiary system under the chairmanship of Dr. Mark MacGuigan, M.P. for Windsor-Walkerville. The report of this Sub-Committee is expected to be completed by late spring, 1977.

SECURITY BRANCH

As a more troublesome and difficult type of inmate entered the federal penitentiaries, and crisis incidents increased, the Security Branch responded by substantially strengthening its security forces. The result was an expanded and re-organized branch capable of a more efficient and responsive security program. This was evident in the continued decline of inmate escapes. Advances were made in all areas of security -- operational and preventive -- as indicated by the following:

Policy guidelines were established for managing hostage-taking incidents and ensuing complications;

Plans were drawn up for creation of regional emergency response teams. The teams also co-ordinate regional security of institutions and offices;

Introduction of the Team Concept in maximum-security institutions as a means of organizing correctional officers into regular teams working together on shifts;

The correctional officer's role was more clearly defined;

The Branch is now part of a Central Users' Committee dealing with the design and construction of new institutions;

Four systems of electronic surveillance for perimeter protection of major institutions are being studied:

- telesentry -- a closed circuit television motion detection system
- buried sensor (cable) intrusion detection system
- fence vibration detection system
- infrared and other electronic-beam type detection systems.

Operational Security

Escapes: During the past five years inmate escapes have continually declined, from 186 in 1972 to 59 in 1976. There were 72 inmates involved in the 1976 escapes, three more than the previous year.

Escape figures noted below are in calendar years. Totals include inmates who escaped from federal institutions, and those who escaped while under escort away from the institutions. The greatest number of escapes were from Cowansville Institution, Quebec; William Head Institution in British Columbia; and Stony Mountain Institution, Manitoba.

<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
186	115	83	62	59

Disturbances and Incidents: Hostage-taking incidents increased in the last five years from three in 1972 to 28 in 1976 (1972-3; 1973-5; 1974-nil; 1975-11). To combat this phenomenon, the Security Branch selected and trained emergency response teams, with well-defined guidelines to manage hostage-taking incidents and subsequent events.

Other incidents totaled 47, including: sit-ins, four; riots, three; minor disturbances, four. (See Appendices for statistics on inmate admissions and releases, inmates on register and in temporary detention, and unlawful absences.)

Dangerous Inmates

A Special Handling Unit was opened at Millhaven Institution to accommodate dangerous offenders. Guidelines were prepared for the identification, admission and release of dangerous offenders held in this unit, as well as for programs.

Management Changes

The Team Concept, which changed deployment of correctional officers, and work schedules, started in Dorchester Institution, New Brunswick, in 1974. It was introduced into three other maximum-security institutions in 1976/77: British Columbia and Saskatchewan Penitentiaries, and Millhaven, in Ontario. Archambault and Laval Institutions in Quebec will be the next to change to the Team Concept. Briefly, the new method was introduced to decentralize authority and responsibility, re-organizing custodial staff into security teams under permanently assigned supervisors.

Personnel

Staff of the Operational Security Division acted as resource persons in studies of programs such as Equal Opportunities for Women, and as representatives on the Central Users' Committee, which determines the accommodation necessary for programs in institutions now under construction.

Weapons

A new service rifle, the Colt Sporter Model AR/15, was acquired and staff trained to use it. The new model is a medium-range rifle, better suited to the specific purposes of CPS than were the previous service rifles.

Security Standards

A plan was drafted and progress made in determining standards for security operations. This is a continuing priority, and has already shown results in improved security on the perimeters of institutions, and internal surveillance.

Surveillance

An evaluation of new detection systems to support and modify current perimeter security systems was started and should be completed in 1977/78.

Preventive Security

Preventive Security staff were re-assigned and priorities were reconsidered to respond to crisis situations which arose in the institutions throughout all five regions of the penitentiary system. The combined efforts of staff from Preventive Security and Operational Security responded to deal with the rebellious inmates. An all-out effort was made to meet the objectives of the division:

- An information handling program was designed and staffed;
- CPS/NPS information on security was improved;
- Security clearance procedures for staff were defined;
- (See Appendices for regional breakdown on staff security clearances.)
- Security checks were made of candidates for employment or promotion;
- Identification cards for 5,000 employees were issued;
- Security surveys of offices continued;
- Liaison with other federal departments and provincial correctional agencies on security, law enforcement, and civil interests continued;
- Staffing of the Preventive Security Division was completed in the institutions.

INMATE PROGRAMS BRANCH

The Inmate Programs Branch is responsible for improving social, educational, and economic learning opportunities for inmates. In 1976/77 more community

programs were assigned to the Branch, emphasizing that an informed public is vital to the success of the offender .

In concert with efforts to merge the Canadian Penitentiary and National Parole Services into one corrections service, the Branch worked toward bringing into focus greater co-operation with the community .

Branch achievements included:

- More Citizen Advisory Committees working with Institutions;
- More citizen participation in inmate programs, including outside employment contracts;
- Review of present program standards and long-range planning;
- Development of inmate work and release plans;
- Implementation of a recording and reporting system on discipline and dissociation of inmates;
- Action of recommendations from the Female Offender report;
- Programs developed for special groups, particularly Native offenders;
- Research into key factors contributing to Native crime;
- Plans to study ways and means of increasing help to families of offenders;
- Implementation of the Living Unit Program in more institutions;
- Chaplaincy Service extended to the community, supported by after-care agencies;
- Appointment of a Community Chaplain, which brought closer co-operation with the community .

Social Development

The Social Development Division assists inmates achieve social and personal growth. This is done through programs such as life skills, recreation, arts and crafts, and working with citizens. Programs have also emphasized self-determination by encouraging inmates to identify their needs and meeting these through programs and other resources available in the institutions, and the outside community .

Life Skills

Eighteen penitentiary employees were trained as coaches in life skills this year. Fifteen others began training for the program in the Quebec region. The use of these coaches as consultants to inmates in developing skills to solve every-day problems will be extended to other institutions.

Citizen Participation

A project was started in the five regions to identify community resources, document volunteer activities, and recommend procedures for screening, training, and co-ordinating volunteer help. As voluntary work by citizens in the correctional services increased in 1976/77, the Social Development Division also increased its ability to respond to their contribution.

Citizen Advisory Committees (CACs) received considerable attention. A community development consultant was hired in the Quebec region to recruit members in CACs, and the role of the committees was refined.

Arts and Crafts

Since specialists in fine arts have been hired, this aspect of prison life has been extended with positive results. Although individual hobby craft is still a popular, leisure-time inmate activity, skills in photography, painting, pottery, sculpture, and wood carving, have increased considerably. Contact with the outside community is emphasized again in arts and cultural programs within the institutions.

A project at Springhill Institution in the Atlantic region offers inmates an opportunity to design and manage their own arts and crafts program. A co-ordinator has been hired, on contract from Memramcooke Institution to act as a resource person in skill-development and problem-solving techniques. An inmate committee has been established to manage the project, and emphasis is placed on community involvement in arts and crafts instruction courses.

Recreation and Physical Education

Reports from the institutions on this program indicate new recreation staff, with educational expertise, are improving standards of recreation. Innovative projects have emerged, including physical fitness testing and recreation for staff.

Libraries

Professional library staff have been placed in most institutions, encouraging staff and inmates to perceive the library as a place to study, rather than as a repository for seldom-used books. Catalogues of books, available in each institution, have been produced for staff and inmates. More book loans between the institutions and community libraries have been arranged, particularly with libraries located near universities and colleges.

Other Plans

New possibilities for citizen participation in inmate programs are being explored. An example in the Ontario region is a barter system between inmates and citizens. Inmates provide services, such as painting and home repairs in the community, in exchange for citizen participation in the institution's programs.

Living Units and Human Relations

After a year of rapid expansion, the Living Unit Program was reviewed in 1976/77 for improved efficiency. Top priority was an increase in supervisory positions, and more staff to implement the program. It has been an important feature in federal penitentiaries since 1971, stressing a more co-operative staff-inmate relationship that encourages a team approach toward living and working.

One of two major undertakings was a study, with the National Parole Service, of the role and career development of classification and parole officers.

The other was development of Individual Program Planning (IPP) for inmates. All aspects of the offenders' background and present situation are reviewed in the IPP program. Classification and parole officers outline a program with the inmate which determines to which institution the inmate should go, and what counselling and other programs are required.

Results already seen from the IPP program are: better co-operation between the Penitentiary and Parole Services; improved relations between institutions; better case documentation; and greater inmate involvement in determining his own program while he is serving his sentence in the institution, or in the community on parole.

A review of inmate assessment procedures at penitentiary reception centres, and guidelines for inmate discipline, began in 1976/77.

A special recruitment program was started to deal with the shortage of psychologists. A chief, Psychological Services, was appointed at headquarters in Ottawa. All other vacancies are expected to be filled early in 1977/78. Because of their growing involvement in institutional operations, the role and responsibilities of psychologists is under review.

Occupational Development

Limited education is a common characteristic of penitentiary inmates. There is, also, evidence of a relationship between increased education and reduced recidivism when inmates have taken educational and other training programs. Because of this, Occupational Development is a crucial program of the Penitentiary Service.

This program includes academic instruction, from elementary to university level, and technical training. At the end of 1976/77, 3,200 inmates were involved in day-time education and technical training of which 2,100 were enrolled in academic programs, and 1,100 in technical training.

Thirty-three per cent of the inmate population took advantage of educational opportunities, 180 inmates were trained in forestry work, and 2,400 gained on-the-job experience in maintenance work in the institutions.

At most institutions occupational development is performed under the supervision of a senior education officer. There is also a qualified educator

at each regional headquarters. At headquarters, Ottawa, there is a Director of Occupational Development, a Chief of Academic Education, and a Chief of Technical Training. In the institutions, the senior education officer reports directly to the director of the institution.

Teachers are either employees of the service, or are provided under contract with outside educational agencies, especially at the post-secondary level. At the present time the Division has contracts with four school boards, ten community colleges, and three universities.

Community Relations and Special Programs

Community Relations and Special Programs consolidated achievements and developed projects in 1976, in anticipation of a merger with Community Resources of the National Parole Service.

In March, the report of the National Advisory Committee on the Female Offender, was published. Recommendations were made to the Commissioner of Penitentiaries and the Executive Director of the National Parole Service. Late in the year a co-ordinator was appointed to follow through on issues raised in the report and to plan implementation of accepted recommendations.

Programming for special groups, particularly Native offenders, remained high on the division's priority list. Outside Native organizations provided special programs for Native inmates. The key figure in much of this work is the Native liaison worker, a skilled para-professional who helps Natives adjust to incarceration and plan for release.

The number of Native liaison programs has grown considerably. By March 1977 six agencies had contractual relationships with CPS, including one in each of the western provinces, one in Ontario, and another in the Maritimes.

Another highlight of work with Native offenders was the Metis and Non-Status Indian Crime and Justice Commission directed by Harry Daniels, President of the Native Council of Canada. The Commission was engaged in a research project to pinpoint key factors contributing to Native crime.

Acting on the premise that the people best qualified to speak about criminal behaviour among Natives are Native offenders, the Commission avoided conventional methods of sociological investigation and opted for a grass roots approach to research. It undertook an intensive survey of the Native population in CPS institutions across Canada, using questionnaires and personal interviews as its main research tools. The project was supported by grants from the Department of Justice, the Ministry of the Solicitor General Consultation Centre, and CPS. The Commission is committed to presenting a report at the end of 1977.

Chaplaincy Service

Chaplaincy Service has been involved with the pastoral and spiritual needs of inmates through many years of ministering in the prisons. It is based on an ecumenical and teamwork foundation, and has always held concern for the total community inside and outside penal institutions.

The Chaplaincy team today had 85 chaplains, two of whom are nuns. They have long recognized their ministry extends far beyond prison walls, and have adapted to the changing philosophy of corrections.

Chaplains now minister to inmate families, encouraging more community-based programs. This was given emphasis in 1976 by the employment of a full-time Community Chaplain, based in Toronto, Ontario. His office is in a downtown Toronto church. The Community Chaplain works with staff at the Montgomery Centre, a federal Community Correctional Centre in Toronto, with parole staff, institutional chaplains, and community churches.

Community volunteers, ex-offenders, and inmate families meet monthly in the church, expressing urgent problems they want resolved. As a service to wives visiting husbands in prison, a child day-care centre was located in the Toronto church, staffed by the Chaplaincy.

Strong support was given by many community after-care agencies, including the Salvation Army, and volunteers continued to participate in many institution programs. An example of this was the work of chaplains co-ordinating and assisting the Alternatives program, a community awareness project started by the Church Council on Justice and Corrections.

Areas such as preventive custody and segregation, require regular chaplaincy involvement, and where possible, special programs for inmates. Training workshops and courses for all chaplains, begun in 1975, have increased. A library of cassettes, video tapes, books, journal articles and papers are available to the chaplains from headquarters in Ottawa.

The Inter-Faith Committee on Chaplaincy in the Canadian Penitentiary Service, representing the Canadian Council of Churches and the Canadian Catholic Congress, has provided invaluable assistance to the service, advising and assisting the chaplaincy, and informing the organized Church in Canada of developments and difficulties in CPS/NPS.

In recognition of the Canadian correctional chaplaincy, the Chaplain General of CPS/NPS was appointed Secretary of the North American Senior Chaplains' Association, at its meeting in Denver, Colorado, U.S.A.

NATIONAL PAROLE SERVICE

The National Parole Service helps the offender in the final, most critical phase of his sentence, his successful return to society.

Parole offices are located in large cities, and towns, and have regional headquarters similar to the penitentiary service. To offer more effective service to offenders, some of the larger metropolitan offices were re-organized and sub-offices created in 1976/77. There were 40 offices last year; there are now 65 offices and sub-offices.

Change also occurred in NPS regional headquarters, where co-ordination of quality control, procedures, and community resources streamlined administration

methods. At headquarters in Ottawa, the operations division has the responsibility of developing and implementing policies, programs, and procedures, and providing guidance to regional directors on policy interpretation. NPS also consults with the National Parole Board to ensure all policies are satisfactorily met.

As a division of the Parole Service, Community Resources is responsible for policies involving community resources for paroled inmates, and communication between parole and other components of the criminal justice system such as the courts, police, after-care agencies, and provincial governments and agencies.

Major activities in 1976/77

Contractual agreements with 45 private after-care agencies, six provincial governments, and two territorial governments, for service to parolees. Cost \$1,039,327.00.

Contracts with 86 Community Residential Centres (CRC's) for inmates released from correctional institutions on parole, or temporary absence. Cost \$1,849,861.25.

Special community projects, contributing to the re-entry of paroled inmates into society. Cost \$130,866.84.

Research and Planning

The Research and Planning division supplies data and statistics on parole activities. These indicate strengths and weaknesses of programs, determining where modifications are necessary or new programs required. The latest statistics show an increase in parole supervision, interpreted as greater communication between parolee and supervisor. The following statistics compare the 1976/77 parole figures with 1975/76.

	<u>1975/76</u>	<u>1976/77</u>
Cases under supervision:		
Day Parole	686	708
Full Parole	3,389	3,158
Mandatory Supervision	1,695	1,811
Direct Supervision	4,290	4,484

	<u>1975/76</u>	<u>1976/77</u>
Indirect Supervision	1,480	1,193
Interviews with Inmates	39,139	40,106
Community assessments:		
by staff	9,135	9,931
by agencies	2,916	2,461
Case submissions	19,713	21,317
Panel hearings	5,263	4,668

(See Appendices for organization charts of the National Parole Service.)

OPERATIONAL SERVICES BRANCH

Many changes were made in the Operational Services branch during 1976/77. These were due to progress in managing the Canadian Penitentiary and National Parole Services, mainly: continued decentralization of authority to the regions, and merging of the two Services.

Re-organization was particularly noticeable in Technical Services where new sections were established to meet the demands of a five-year construction program.

To assist the Senior Management Committee prepare policy and procedures affecting the new corrections service and decentralization of authority to the regions, two new sections were formed in the Branch: Operational Planning and Information Services.

The long-planned industrial project at Joyceville Institution in Ontario was initiated in 1976, reflecting continued concern for more and better inmate training. A Citizens Committee was formed to advise the Commissioner of Penitentiaries on all aspects of inmate work, including inmate co-operatives.

The responsibility for planning an accelerated industrial program and finding more work opportunities for inmates was given impetus by the appointment of a Task Force which was also asked to identify marketing outlets and improve delivery procedures. Other Branch achievements included:

Clarification of directives on policy procedures, published in a manual;

Improved system for reporting lawful and unlawful absences of offenders;

Standardization of methods used to record information on discipline and dissociation;

Evaluation of the Official Languages Program as it applies to CPS/NPS;

Improved program forecasts and main budget estimates;

Improvements to the financial coding structure and modifications to the costing system;

Follow-up made on internal audits and financial examinations by Treasury Board;

Procedural changes in handling Inmate Trust Funds and Parolee Assistance Loans;

Payments on incentive bonus for inmate work.

Industries

A new concept in industrial training for inmates became a reality in 1976 after lengthy planning. The Solicitor General opened a new industrial project at Joyceville Institution, Ontario, beginning an intensified industrial program in federal penitentiaries.

The employment of inmates in the manufacture of metal furniture, under working conditions similar to those in private industrial plants, will encourage inmates to learn good work habits, to work at commercially-paced standards, and achieve technical skills which will help them obtain work after release.

Inmates must compete for jobs on the project and maintain set standards of performance or be dismissed. They are paid hourly rates of \$1.30 to \$2.80 and pay is deducted for lateness and absence. All workers are hired at the lowest rate of pay, and must compete for promotion to higher pay. Room and board, unemployment insurance, Canada Pension Plan, and income tax are paid by inmates employed at the Joyceville industrial plant.

After CPS considered all these proposals, Treasury Board was asked to approve payment of bonus incentives to inmates employed in industrial work. The bonuses, financed from industrial earnings, would not exceed 10 per cent of the gross sale value of industrial products manufactured in the institutions.

Treasury Board approved the plan in October 1976. Three months later, two work projects started, one in Laval Institution, Quebec, the other in Warkworth Institution, Ontario, where bonuses were paid.

A committee was formed to advise the Commissioner of Penitentiaries on all aspects of inmate work, including inmate co-operatives and the development of private plants in penitentiaries. Committee members include representatives of the Canadian manufacturing industry, Canadian construction industry, Canadian Congress of Labour, the public, and the federal departments of Manpower and Immigration, Industry Trade and Commerce, and Supply and Services. A month later, the Commissioner formed a Task Force to determine opportunities for inmate employment. The Task Force also has responsibility for planning the acceleration of industrial development in the institutions.

Important achievements included:

- a formal agreement on market development and product delivery was made by the Department of Supply and Services with the Canadian Penitentiary Service;

- market research was undertaken with other federal government departments, and Crown agencies;

- a commercial firm was commissioned to survey markets in three Prairie provinces, and identify CPS marketing potential in provincial, municipal, and other public agencies;

at year end, preparations were started for similar market surveys in the Quebec and Atlantic regions;

industrial plant operations began in Mission Institution, British Columbia, producing mixed lines of wood and metal furnishings.

Most institutions in the Ontario and Quebec regions, Stoney Mount Institution in Manitoba, and Saskatchewan Penitentiary received work orders for large quantities of equipment and furnishings with a deadline for delivery.

Agricultural Services

Good weather and growing conditions contributed to an increased production of livestock products, field and vegetable crops. One example was a 600 bushel-to-the-acre crop of potatoes, harvested at Westmorland Institution, New Brunswick.

The increased inmate population, and increased cost of food gave rise to maximum demands on farm produce and agricultural services. Despite rising costs of fertilizer, livestock feeds, fuel for equipment, and other requirements, the agricultural operations continued to be expedient as the value of farm produce increased during the year.

As in other years, farm staff continued to act as public relations representatives by encouraging student groups, livestock associations, and farm community groups to visit the penitentiary farms. In addition, farm staff, inmates, and equipment were used to service nearby penitentiary roads, including snow removal.

OFFICIAL LANGUAGES PROGRAM

The responsibility of implementing and monitoring the application of the Official Languages Act in CPS/NPS has been charged to the Official Languages Program, which reports directly to the Deputy Commissioner of Operations and Administration.

Linguistic Identification

In this fiscal year 1,354 positions were identified for language requirements. Most of the positions rated bilingual were in the Quebec regions (658), followed by headquarters, Ottawa (330). The remaining 272 positions were spread across the country.

Unilingual English positions are mainly located in the Ontario region (2,582), the Prairie region (2,050), and the Pacific region (1,823). There are 2,233 positions rated unilingual French, all in Quebec, and 52 positions requiring either French or English, all at headquarters in Ottawa. Of the total positions allocated to CPS/NPS, 13.5 per cent are bilingual, 20.3 per cent unilingual French, 65.4 per cent unilingual English, and 0.8 per cent designated either French or English. Requests from staff seeking information on bilingual training soared to 40,000 this year, from 19,250 in 1975/76.

Special Courses

Special courses by CPS/NPS were added to language training provided by the Public Service Commission (PSC). One employee enrolled in the Bicultural Exchange Program (BIC) in Toronto, Ontario, and another completed the same program in Quebec. Twenty-four attended advanced courses in French, 11 in English, and two took intensive courses at the Berlitz School of Languages.

The division also gives a refresher course for bilingual employees who have to undergo the Language Knowledge Examination (LKE). Employees in the five regions of both CPS and NPS who are required to answer telephone requests in both official languages can take a course which is scheduled four times a year. Fifty employees have taken the course.

Translation Services

The co-ordination of translation services was assigned to the Official Languages Division, speeding up translation of documents. To meet the language level standards set by Treasury Board, the division set up a

revision service. More than 4,000 terminology cards were indexed for a glossary of correctional and criminal justice terms.

Departmental Plans

A paper on departmental plans for official languages was presented to the Senior Management Committee. The rights of the public, and the corresponding rights and duties of employees were included.

Decentralization of operations in Ottawa was made to the regions, and an extension of the official languages information system was considered for regional offices next year. To answer requests for in-house language training, more courses were prepared. Eventually all documentation must be in both official languages. Updating the translation inventory is a priority.

Financial Services

The continuing emphasis placed by Treasury Board and the Auditor General on the responsible role of financial management in government departments was reflected by the Financial Services division of CPS/NPS. The Financial Planning and Analysis section continued to serve operations by producing program forecasts and main estimates, and liaising with Treasury Board on financial matters.

Industrial accounting continued and included preparation of special reports and a cost-accounting system for the new industrial project at Joyceville Institution, Ontario, and the Dungarvon forestry camp in New Brunswick. "Lease" or "buy" decisions were also supported by financial analysis, including costs of maintaining inmates.

Several new systems and procedures were developed during this year. A one-entry system was introduced for operation of department bank accounts, eliminating the necessity of entering receipts several times in separate journals; a cheque form and regulations were submitted to Treasury Board for approval; and a new payment voucher was designed to eliminate photo-

copying of invoices. Also, a new stock-taking method for approval of budget transfers was developed.

An improved financial coding structure was introduced at the beginning of the year, and modifications were introduced to the organization and management structure, such as reporting costs of NPS community projects.

Procedural changes to the Parolee Assistance Loan were introduced, and regional offices were given responsibility for allocating funds for these loans. Directives on the operation of Inmate Welfare Funds were reviewed and will be published in the new Financial Directives Manual.

Internal audit reports, financial reviews, and examinations by the Auditor General and Treasury Board, required a follow-up by the Financial Services staff. Training of financial staff in professional accounting continued. In this regard, Treasury Board encouraged membership in the Financial Management Institute, and 16 staff members enrolled.

In Ottawa, substantial staff changes were made in Financial Services as cheque-issuing authority was delegated to the regions. Staffing requirements were met by promotion or the transfer of candidates from other government departments, or industry. New positions filled included a financial advisor/budget analyst.

The first two female assistant directors of finance were appointed this year. One at Dorchester Penitentiary, New Brunswick, the other at Kent Institution, a new complex being prepared for occupation, near Agassiz, British Columbia.

Technical Services

Owing to the urgent need to provide more and better inmate accommodation and to close obsolete institutions, the Technical Services Division undertook the construction of 23 new institutions in five years, nine of which are

scheduled to be built within 24 months under an accelerated program: these facilities will replace Laval, Dorchester, and Kingston and British Columbia Penitentiary, all declared obsolete. The remaining 14 are scheduled for completion in five years (See Appendices for more information on construction.)

The Material Management and Services Section, incorporating Material Management, Food Services, and Institutional Services, was extended to regional operations. A systems analyst and control officer was appointed to the section in Ottawa, to monitor operational activities and develop systems to improve services and reduce operating costs.

Recommendations of a management consultant's study on regional stores were reviewed and implemented. Approved equipment lists which identify about 90 per cent of material required in new institutions has streamlined ordering of supplies. Cell furniture for new medium and minimum-security institutions was redesigned. The furniture is to be produced by penitentiary industrial plants.

Increased food prices caused a two cent increase in the cost of meals, from 61 1/2 cents in 1975/76 to 63 1/2 cents this year. Food Services produced 11,700,036 meals, an increase of 271,191 from the previous year. Cafeteria-style food services are operating in many of the institutions, the latest at Mission Institution, British Columbia, opened in 1977. Modernized dining rooms and food service centres were opened in some of the older institutions.

The Architectural and Engineering Section expended approximately \$21 million on capital improvements and alterations to existing institutions, designed to provide more humane accommodation and better programs for inmates.

For purposes of energy conservation, a program was started in all regions to monitor energy consumption. The initial report from works and engineering personnel was applauded by Energy, Mines and Resources, and Statistics Canada.

The operating and maintenance costs for works and engineering were \$20 million this year, an increase of \$2.5 million over last year, because of increased labour, material, and energy costs.

ORGANIZATION AND ADMINISTRATION

Claims Administration

Claims Administration (formerly Administration and Legal Affairs), settled claims totalling \$15,741.09 against the Crown, under the authority of Treasury Board claims regulations. This covered accidents involving CPS motor vehicles, losses or damage to personal property of inmates, and two claims for personal injuries. Ex gratia payments, totalling \$3,763.98, were also made for two disability compensation awards, two staff accidents in CPS motor vehicles, and reimbursement to staff on personal property losses while on duty.

Directives Management

Policy procedures and directives from headquarters, Ottawa, are published by Directives Management. Fifty-four pages of Commissioner's directives, and 127 pages of divisional instructions were issued. A cross-reference index of directives and all divisional instructions were gathered into a policy and procedures manual to improve retrieval methods.

Office Services

The use of facsimile equipment as an improved method of transmitting documents between headquarters, Ottawa, regional headquarters, and some institutions was consolidated. The new machines were installed and in operation early in 1977.

Sentence Administration

Court judgments affecting the administration of sentences by CPS/NPS necessitated reviewing inmate sentences. Many inmate release dates were advanced as a result of this review.

Staff in the sentence administration section review all inmate committal warrants, known as court orders. These accompany inmates to a CPS reception centre or designated receiving centre after sentencing from the courts.

The section also monitors inmate movement affected by the federal-provincial agreement on exchange of services. Procedures on this agreement were further clarified in 1976/77 with participating provinces.

Operational Systems Improvement

An improved system for reporting lawful and unlawful absences of federal offenders was completed by Operational Systems Improvement (OSI).

Recording and reporting information on discipline and dissociation was standardized in the Atlantic region, as recommended in a report on dissociation by Professor James A. Vantour, published in 1976.

A data bank of managerial and operational problems, identified by the Management Review Directorate, was set up this year by OSI. Solutions and action plans were added to the data bank. These can be used by managers as a tool in the problem-solving process.

Forms Management

To improve the method of requisitioning and supplying forms, a new catalogue of forms used in CPS/NPS was distributed. A review of the forms in use resulted in the elimination of 97 of them.

Records Management

Under the authority of the Public Archives of Canada, Approval #71/023, 2,000 cubic feet of records were destroyed this year, and 1,500 cubic feet of ex-inmate files were transferred to the Public Archives Records centre in Ottawa. A new file classification system was developed and will be introduced

next year. Training courses for personnel in Records Management were held in the Quebec and Ontario regions.

Public Affairs

This division and its three sections, public relations, publications, and audio-visual, responded to a growing number of public and media enquiries of the Canadian Penitentiary and National Parole Services.

A tabloid, Let's Talk/Entre Nous, was published for penitentiary and parole staff, and a magazine, Social Developer, was published for volunteers working in the penitentiary system. Two brochures, one for the Prison Arts Foundation, the other for the opening of Mission, a medium-security institution in British Columbia, were produced. Reports were also published for the Commissioner of Penitentiaries, the most notable was on female offenders.

In the audio-visual section a catalogue of films, slide presentations, cassettes, and video and audio tapes, were produced for public and staff use.

The following films were produced and added to the film library at headquarters, Ottawa:

I Was Dying Anyway: a film on the overt signs of suicide in federal institutions.

Joyceville Industrial Project: depicting the new industrial project at Joyceville Institution in Ontario.

Ready for the Street: a documentary production showing the operation of a Community Correctional Centre.

Inmate Compensation: describing inmate work-compensation.

Halfway Home: dealing with inmates after release, produced for the National Parole Service.

Regional Reception Centre: describes the reception of an inmate newly received after sentencing by the courts.

Mission, B.C.: a film on Mission Institution, a new medium-security prison in British Columbia.

The audio-visual section also produced slides which were transcribed to video cassettes. Several programs, aired on national television, dealt with information on federal corrections. These were recorded and retained in the Public Affairs film library for use by the public. Films, photos, and cassettes were supplied to university, college, and high school students to assist them in their research on criminology and corrections. The CPS/NPS national exhibit, depicting inmate life in an institution, was used at two major expositions, one in Saskatchewan, the other in Manitoba.

The Prison Arts Foundation, the United Way campaign, and a series of information sessions and workshops for staff in the five regions were special projects undertaken by the public relations section to create greater public awareness of federal correctional programs.

Operational Information Services

Management, researchers, and planners made more use of data from the information bank than ever before. Consequently, a special effort was made to improve the quality and completeness of data, and provide analytical studies.

Inmate Record System (IRS) data was updated and verified against the weekly population movement of inmates. For the first time, accurate data on the latest inmate population total is available. Statistics Canada now accepts data directly from CPS, and has discontinued its field collection of this material. Data collection for personnel was improved in anticipation of it being used for man-year accounting.

Systems Development

Substantial expansion of Systems Development was delayed owing to staffing problems. Despite this, and with the assistance of staff from other divisions, progress was made. Highlights of the year included:

A new system for reporting information on lawful and unlawful absences (temporary absences, parole and mandatory supervision releases, and escapes) to local police forces was completed. This system makes use of the Canadian Police Information Centre (CPIC).

Management Information Services

Computer equipment and two full time computer consultants were acquired for Information Services. Systems maintenance and data retrieval are now routine and reasonably efficient. With these resources, the Division can better respond to the increasing volume of requests for information from CPS/NPS, the National Parole Board, Parliament, and general public enquiries.

Operational Planning

In October 1976, the Commissioner of Penitentiaries approved the formation of an Operational Planning Division. The Division is responsible for developing planning systems, project controls, and assisting the Senior Management Committee in the implementation of policies on decentralization.

The Operational Performance Measurement System (OPMS) is a program watch-dog which measures over-all effectiveness. The system was tested in three federal institutions and three parole district offices, all in Quebec. Full use of OPMS in all institutions and offices will begin next year.

MEDICAL HEALTH CARE SERVICES BRANCH

Improving the quality and availability of medical and health care services in the federal corrections system was again a major objective of the branch during 1976/77. Particular emphasis was placed on psychiatric treatment of the mentally ill inmates. Initial steps were taken to establish psychiatric centres in Saskatchewan, Nova Scotia, and Ontario.

A Manual of Policy and Procedures for Medical and Health Care Services was approved by the Commissioner of Penitentiaries. It is a guide for staff in the

delivery of health care services, and set a precedent for health care in corrections.

The staff of the Regional Psychiatric Centre, Ontario, in association with the liaison committee at Queen's University, Kingston, Ontario, completed the criteria for the psychiatric centre. Construction of a Regional Psychiatric Centre at Saskatoon, in the Prairie region, is under way, and completion is scheduled for August 1978. Planning of the new Psychiatric Centre in the Atlantic region will be accelerated next year. The search for a site in the Halifax area continues.

A third regional psychiatric centre has been planned for Collins Bay, Ontario, to replace the Kingston centre, and is expected to be completed by November 1980.

Two new positions, those of Deputy Regional Director, Health Care Services, in the Prairie and Pacific regions were filled. Staffing is also under way for a medical director of the new Regional Psychiatric Centre in Saskatoon.

Negotiations were completed with the Quebec Ministry of Social Affairs and that province now provides ambulatory psychiatric care to federal inmates incarcerated there. It is the first federal-provincial contract for health care services to inmates requiring psychiatric treatment.

Inmates had been treated at the regional psychiatric centre in Laval Institution, but were moved to a nearby Community Development Centre, opened as an independent psychiatric centre. Later, as a result of the negotiations between Quebec and the federal government, Pinel, a provincial psychiatric institution, accepted the inmates temporarily, and has since agreed to house and care for all federal inmates requiring psychiatric attention.

A five-year evaluation of the Regional Psychiatric Centre in Abbotsford, British Columbia, was completed and will be presented next year. Both the inmate admission rate, and length of stay at the centre have increased.

The centre was designated an international training hospital in forensic psychiatry by the World Health Organization, accentuating staff achievement. It is hoped that CPS will receive psychiatrists from abroad for training at the Abbotsford Psychiatric Centre next year.

Branch Administration

More staff were allocated to the Branch during 1976/77 to meet the increasing health care responsibilities in CPS. Despite rapid delegation of authority to the regions, the Director General, Medical and Health Care Services, will continue to have responsibility for evaluation of programs in psychiatric centres, institutional health care centres, and the hospital and health care administration divisions.

An evaluation of inmate medical statistics resulted in a new method of collecting information from CPS health care institutions. It is anticipated a medical services morbidity coding program (indicating the prevalence of disease by institution) will be introduced to compile statistics of prescribed and shelf drugs issued in the institutions.

Nursing Operations

The nursing service in CPS continued to update professional standards throughout the year. Further progress was noted in definitive nursing and health care delivery standards with the development of three projects on medication administration, professional and administrative roles, and nursing practice standards.

Management training for registered nurses in administrative and supervisory positions continued.

HUMAN RESOURCES BRANCH

Canadian Penitentiary Service staff increased in 1976/77 to 8,005 from 7,548, an increase of 457. The largest increase was in the correctional officer's (CX) group. Another 440 persons were employed on a term basis.

The Personnel Division was re-organized and given Branch status to overcome major staffing problems, and ensure effective management of human resources.

A Director General of Human Resources was appointed and made a member of the Senior Management team of CPS/NPS. He directs two divisions: Human Resources Planning, responsible for training, development, and manpower planning, and Personnel Operations, responsible for staffing, personnel services, job classification, compensation, and staff relations.

Human Resources Planning

The increased staff brought greater training demands in 1976/77. Some of the 400 courses given in staff colleges and institutions were repeated elsewhere in the regions.

The increase in staff training, and progress in developing more training programs, became clearly evident as administration of the five staff colleges was re-organized following decentralization to the regions. Most courses are held at the staff colleges.

The induction course prepared for new employees, including correctional officers, was extended to 12 weeks from nine weeks, and 579 employees took the course. Topics included crisis intervention, hostage-taking, the use and care of weapons, security, and general information on the Public Service. Living Unit officers were given an additional two-week training course on the operation of Living Units (areas designated as living quarters for inmates).

Career planning for female staff was advanced this year by the appointment of a co-ordinator to oversee the Equal Opportunities for Women (EOW) program. Following an analysis of the existing employment opportunities for women, the co-ordinator began a survey of women employees in the Ontario region. The survey was seen by the CPS/NPS Senior Policy Committee as a preamble to guidelines for the EOW program in CPS/NPS.

Late in 1976, briefing sessions were held with managers, including senior management, to explain the program and obtain their support in career planning for female employees.

Early in 1977, a questionnaire was distributed to females in CPS/NPS exploring attitudes and working conditions, training, development, selection procedures, and career aspirations. Replies provided insight that included the following four points:

81 per cent aspire to a more responsible job;

65 per cent thought EOW should not be left to evolve naturally;

70 per cent believed their personal or family responsibilities would not interfere with their career;

57 per cent stated women do not have the same opportunities as men for career development and advancement.

The summation of the survey was that attitudes toward the employment of women in the Penitentiary Service must change if more opportunities for them are to be opened. Objectives and guidelines for EOW were provided by Treasury Board. The program will be implemented through two programs, a short term, two-year plan, and a five-year plan.

There were 1,443 females employed in the two Services in 1976/77, an increase of 368 over the previous fiscal year.

Personnel Operations

An intensive training program in staff relations was initiated for managers in 1976/77. Staff participated in negotiations with Treasury Board on nine collective agreements. Of special interest to the staff is a new monitoring system which serves as a check on staffing audits made by the Public Service

Commission. It also provides training and advice to all employees in staffing positions.

This was also the first full year during which authority to classify jobs was delegated to line managers. Staff training, job classification, hearings of grievances, and collective agreements were also of major significance in Personnel Operations.

802 competitions for vacant and new positions were held in the five regions, and 345 staff selections were made at headquarters in Ottawa. Staffing vacant positions averaged 38.9 a month.

Training on job classification was given to 142 managers.

Classification decisions on positions totalled 6,008; 45 classification grievances were heard and resolved.

Staff in all five regions complained about pay allowances. The lowest number of complaints were on job transfers and staff discharges.

A new collective agreement for Correctional Officers and Living Unit Officers included a pay increase of 12 1/2 per cent.

APPENDICES

STATISTICS

CANADIAN PENITENTIARY SERVICE/NATIONAL PAROLE SERVICE

ACCELERATED TWO-YEAR CONSTRUCTION PROGRAM APPROVED 1976-77

Region	Security Level	Location	Description	Expected Completion dates*
Pacific	Med.	Kamloops, B.C.	Capacity - 252 inmates; Program - Industrial (possible Academic & Vocational)	Sept. 1980
Pacific	Max.	Agassiz, B.C.	Capacity - 192 inmates; Program - Industrial	Sept. 1978
Ontario	Max.	Regional Psychiatric Centre, Collins Bay, Ontario	Capacity - 170 inmates; Program - Psychiatric assessment and care	Nov. 1980
Quebec	Med.	Donnacona, Que.	Capacity - 252 inmates; Program - Industrial & Academic	Jan. 1980
Quebec	Max.	Mirabel, Que.	Capacity - 216 inmates; Program - Academic & Industrial	June 1980
Quebec	Max.	Ste. Anne des Plaines, Que.	Capacity - 216 inmates; Program - Academic & Vocational (may include Industrial)	March 1981
Atlantic	Med.	Renous, N.B.	Capacity - 216 inmates; Program - Industrial	Oct. 1980
Atlantic	Med.	Dorchester, N.B.	Capacity - 252 inmates; program - Industrial & Academic & Vocational	April 1980

* Construction dates are subject to change.

FIVE YEAR CONSTRUCTION PROGRAM

Region	Security Level	Location	Expected Completion Dates**
Ontario	Med.	*	Mar. 1983
	Med.	London	June 1981
	Max.	Camp Bison (under construction)	Mar. 1980
	Max.	Regional Reception Centre	Aug. 1982
Prairies	Med.	Edmonton	Mar. 1983
	Max.	Edmonton	June 1978
	Max.	Selkirk	Aug. 1981
	Max.	Regional Psychiatric Centre Saskatoon	Aug. 1978
Atlantic	Max.	Regional Psychiatric Centre (Halifax area)*	Jan. 1983
Quebec	Min.	La Macaza	Jan. 1978
	Min.	*	Sept. 1980
	Min.	*	Sept. 1981
	Med.	*	Nov. 1981
Pacific	Max.	*	Oct. 1981

* Location of six sites have not been determined.

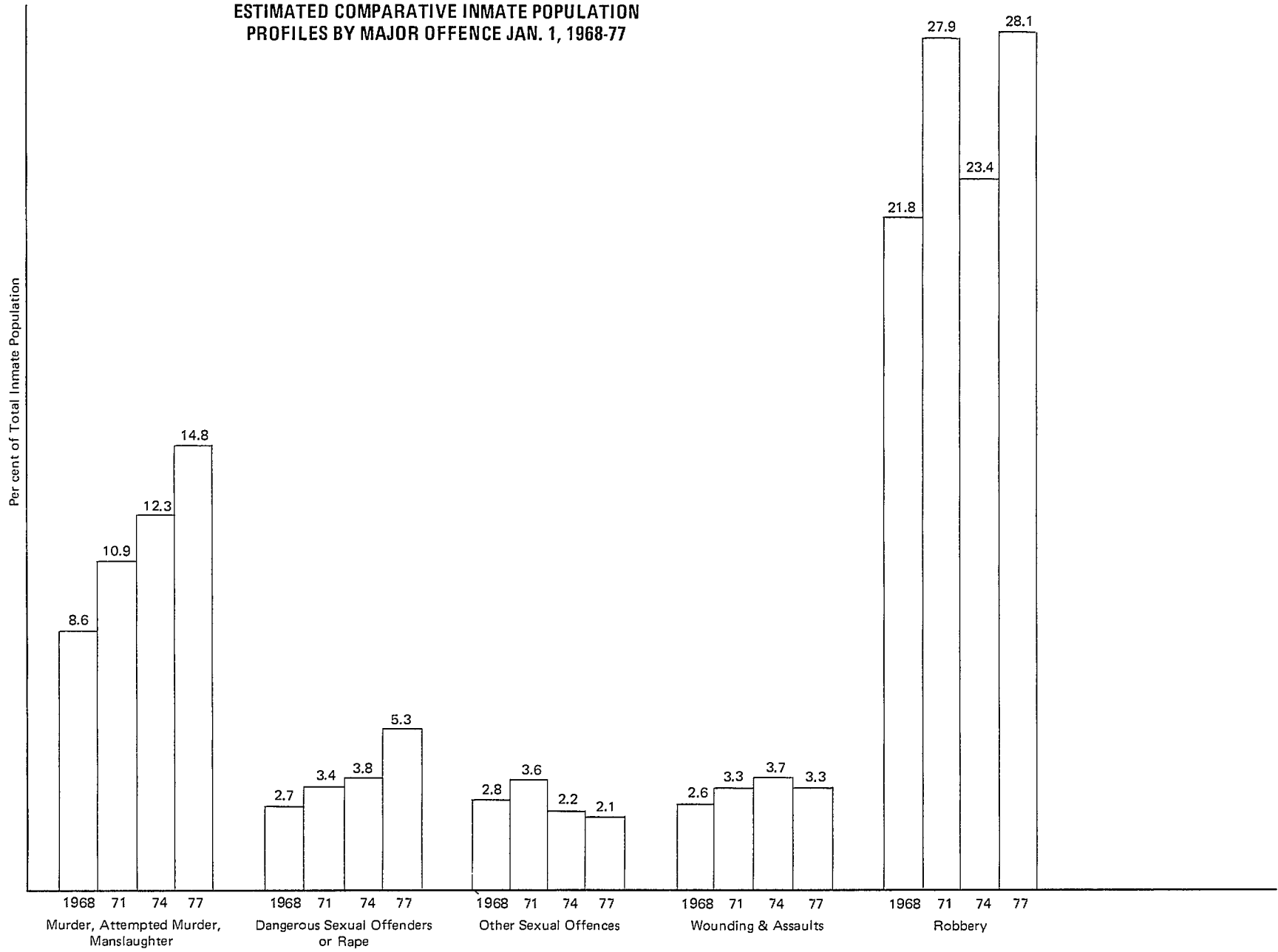
** Construction completion dates are subject to change.

COMPARATIVE INMATE PROFILES BY MAJOR OFFENCE

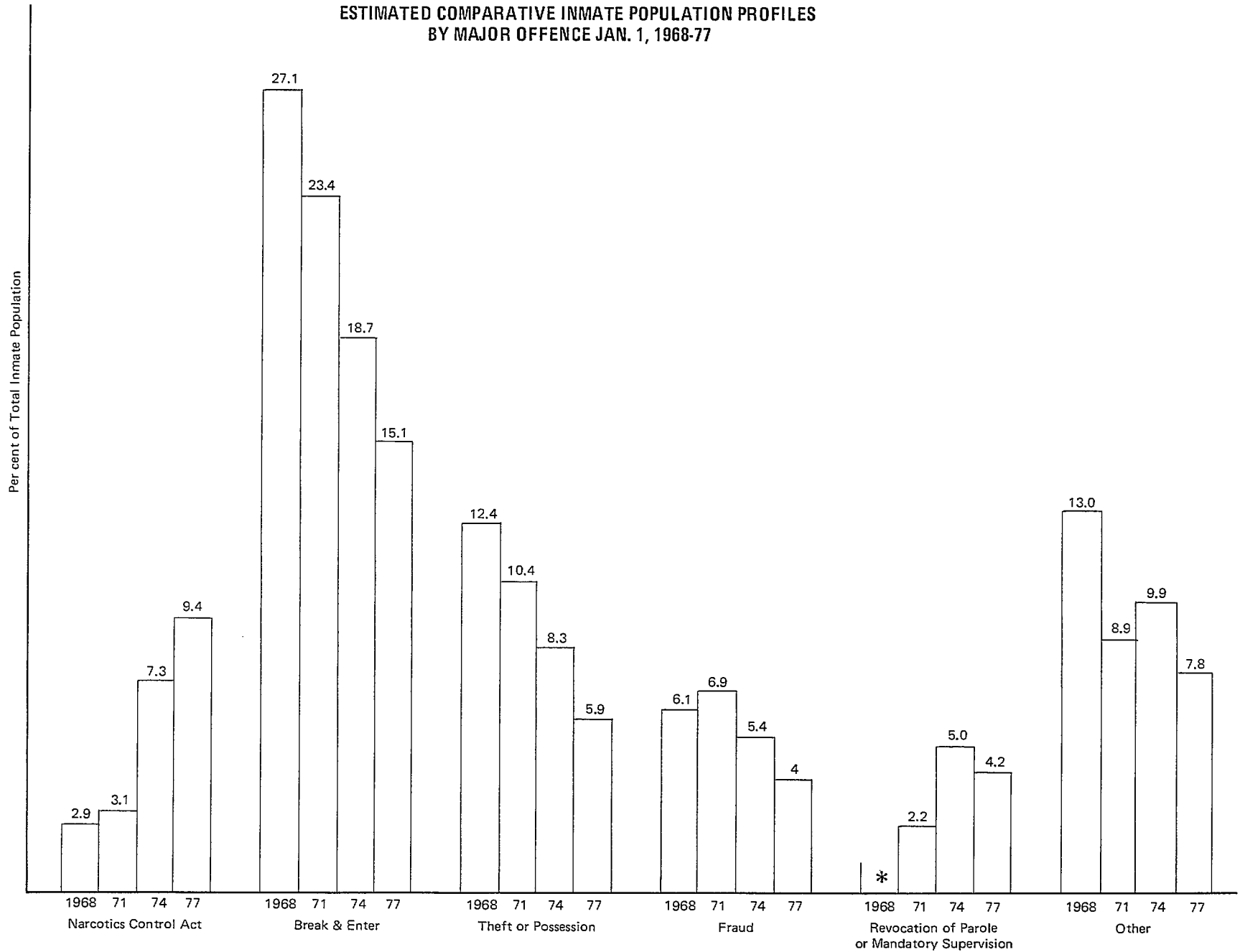
Profile data on the inmate population became available for the first time in 1976-77. Because it was found to be interesting and useful, comparative profiles from previous years were made to determine if a trend became evident. Historical profiles are not available from original data. By utilizing published Statistics Canada data for the years 1968-1974, and CPS Inmate Record System data for 1975 and 1976, it has been possible to estimate past profiles, which suggests a trend toward a greater proportion of inmates sentenced for more serious offences.

Source: Directorate of Operational Information Services,
CPS/NPS.

**ESTIMATED COMPARATIVE INMATE POPULATION
PROFILES BY MAJOR OFFENCE JAN. 1, 1968-77**



ESTIMATED COMPARATIVE INMATE POPULATION PROFILES
BY MAJOR OFFENCE JAN. 1, 1968-77



*NO MANDATORY SUPERVISION PREVIOUS TO FALL, 1971

Unlawful absences from Penitentiary Custody

April 1976-March 1977*

Inmates not recaptured as of March 31, 1976	143
Inmates in other custody as of March 31, 1976	48
Escapes	31
Walkaways	90
Failure to return from Temporary Absence (TA)	160
Failure to return from TA with escort	41
Inmates recaptured as of March 31, 1977	350
Inmates in other custody as of March 31, 1977	43
Total Inmates not recaptured as of March 31, 1977	120

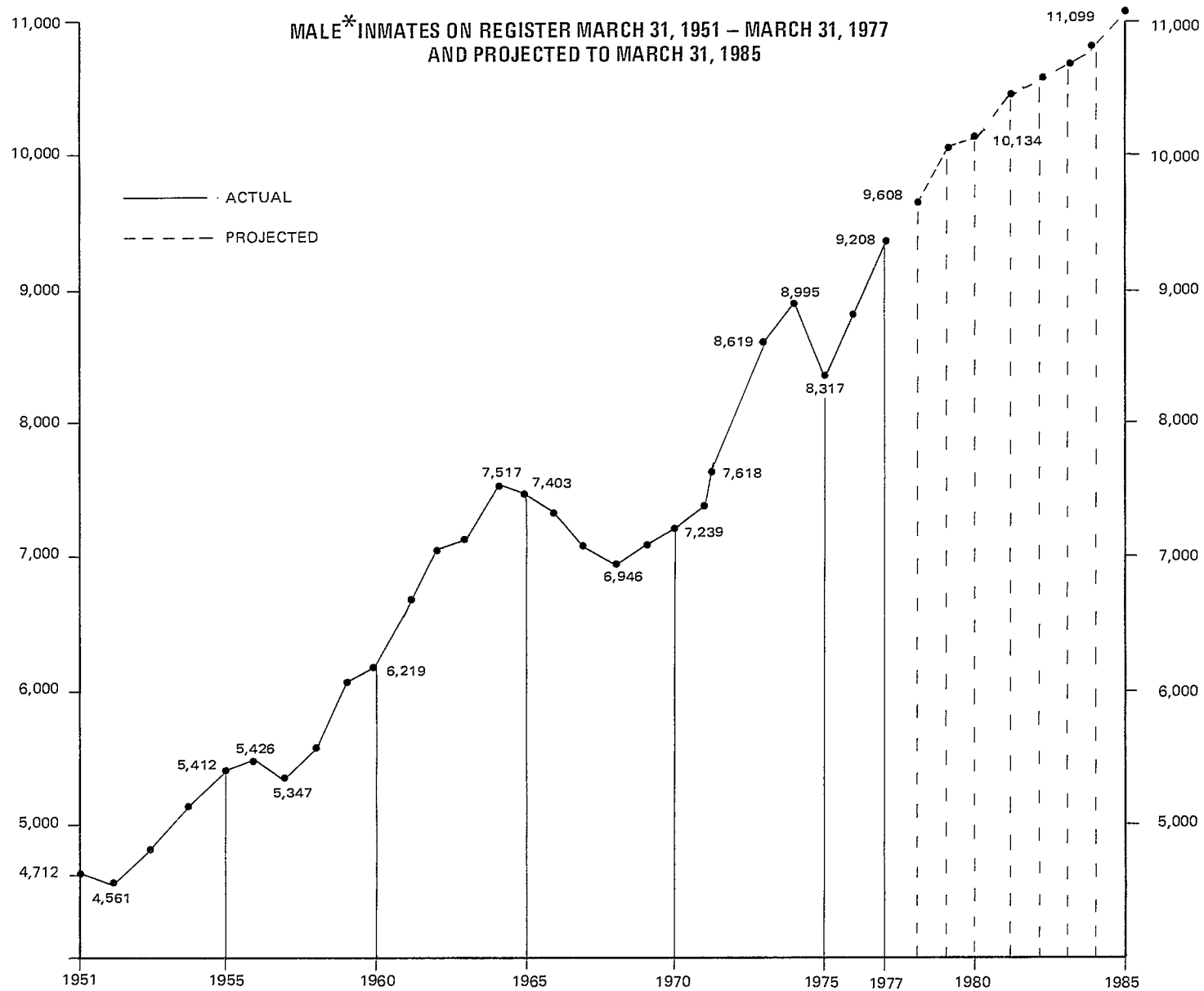
* Does not include unlawful absences from day parole and other custody outside the penitentiaries.

Inmate admissions, March 31, 1976 to March 31, 1977

<u>Form</u>	<u>Atlantic</u>	<u>Quebec</u>	<u>Ontario</u>	<u>Prairie</u>	<u>Pacific</u>	<u>Canada</u>
Warrant of Committal	377	1079	619	646	352	3073
Parole Violation	63	86	103	57	29	338
Mandatory Super- vision Violation	91	182	343	293	181	1090
Other	-	-	1	3	1	5
Total	531	1347	1066	999	563	4506

Inmate releases, March 31, 1976 to March 31, 1977

<u>Form</u>	<u>Atlantic</u>	<u>Quebec</u>	<u>Ontario</u>	<u>Prairie</u>	<u>Pacific</u>	<u>Canada</u>
Expiration of sentence	16	22	32	21	10	101
Mandatory supervision	299	588	741	643	362	2633
Parole	127	375	295	171	115	1083
Minimum parole	-	-	4	-	-	4
Court order	8	9	23	41	14	95
Death	4	16	8	4	6	38
Other	9	2	19	4	6	40
Total	463	1012	1122	884	513	3294 3994



*Federal/provincial transfers make it difficult to obtain accurate population statistics for female inmates

Staff Security Clearance 1976

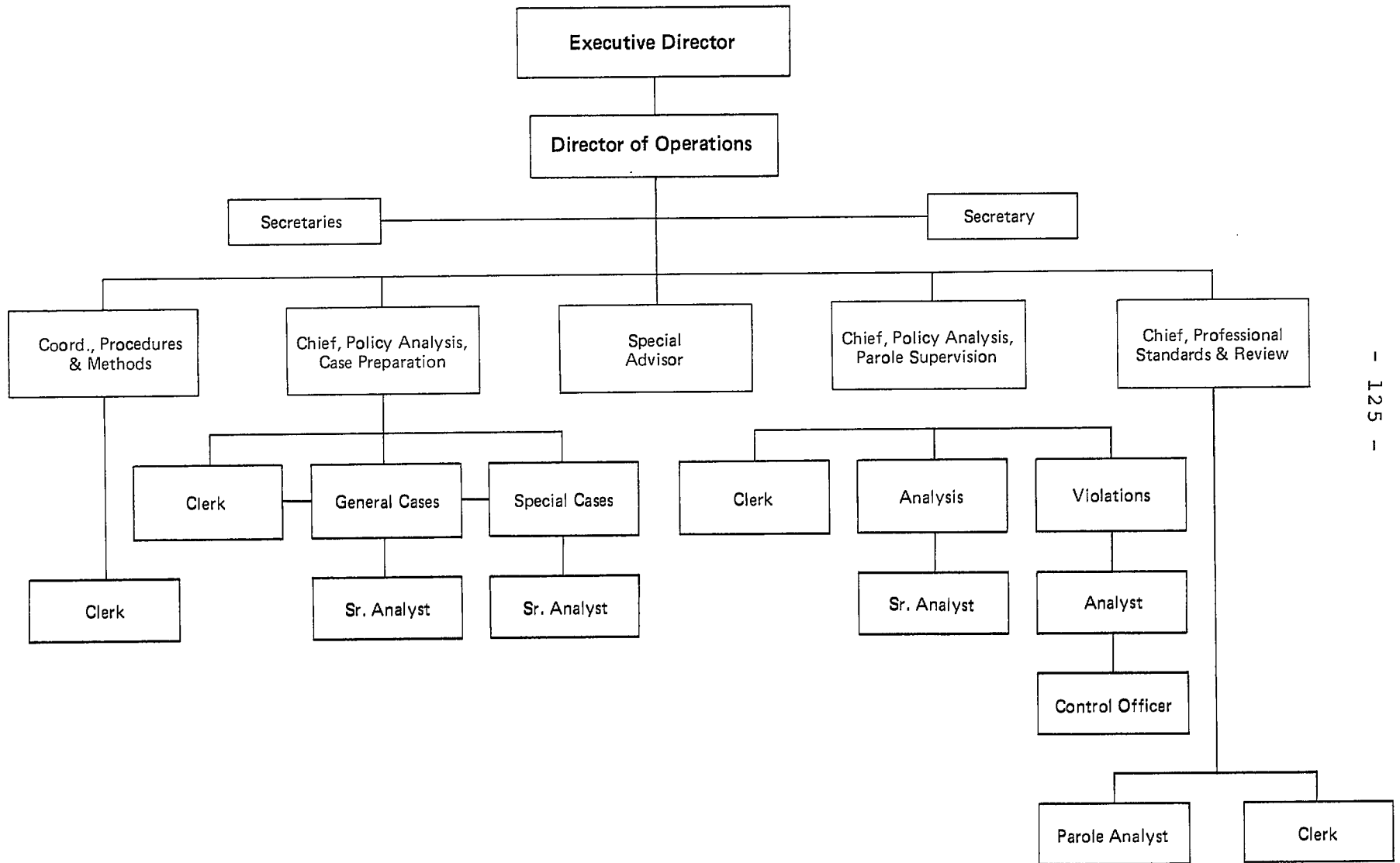
Region	CPS/NPS	Authorized positions*	Reported strenght*	Permanent positions*	Casual positions*	Personnel cleared	Percentage
Atlantic	CPS	755	696	679	17	300	43
	NPS	94	81	-	-	17	21
Quebec	CPS	2251	2182	2168	14	410	19
	NPS	172	137	-	-	3	2
Ontario	CPS	2106	2131	2005	126	196	9
	NPS	194	182	-	-	2	1
Prairie	CPS	1468	1345	1262	83	586	44
	NPS	168	120	-	-	6	5
Pacific	CPS	1496	1532	1428	104	244	16
	NPS	106	94	-	-	0	-
Headquarters	CPS	334	330	279	51	125	38
	NPS	53	53	-	-	2	4
Total	CPS	8410	8216	7821	395	1861	23
	NPS	787	667	0	0	30	4

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*Source: Senior Personnel Advisor from the National Man-Year Utilization Summary prepared for Treasury Board.

NATIONAL PAROLE SERVICE

Commissioner of Penitentiaries



NATIONAL PAROLE SERVICE

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