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ANNUAL REPORT 1977-1978

Secretariat

Royal Canadian Mounted Police

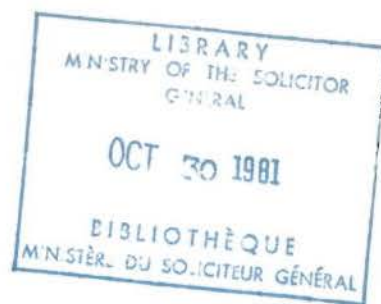
National Parole Board

Canadian Penitentiary Service



**Solicitor General
Canada**

**Solliciteur général
Canada**



ANNUAL REPORT 1977-1978

Secretariat

**Royal Canadian Mounted Police
National Parole Board
Canadian Penitentiary Service**



**Solicitor General
Canada**

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Canada**



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Cat. No. JS 1-1978

ISBN 0-662-50657-X



To His Excellency
the Right Honourable Edward Schreyer,
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, 1977 to
March 31, 1978.

Respectfully submitted,

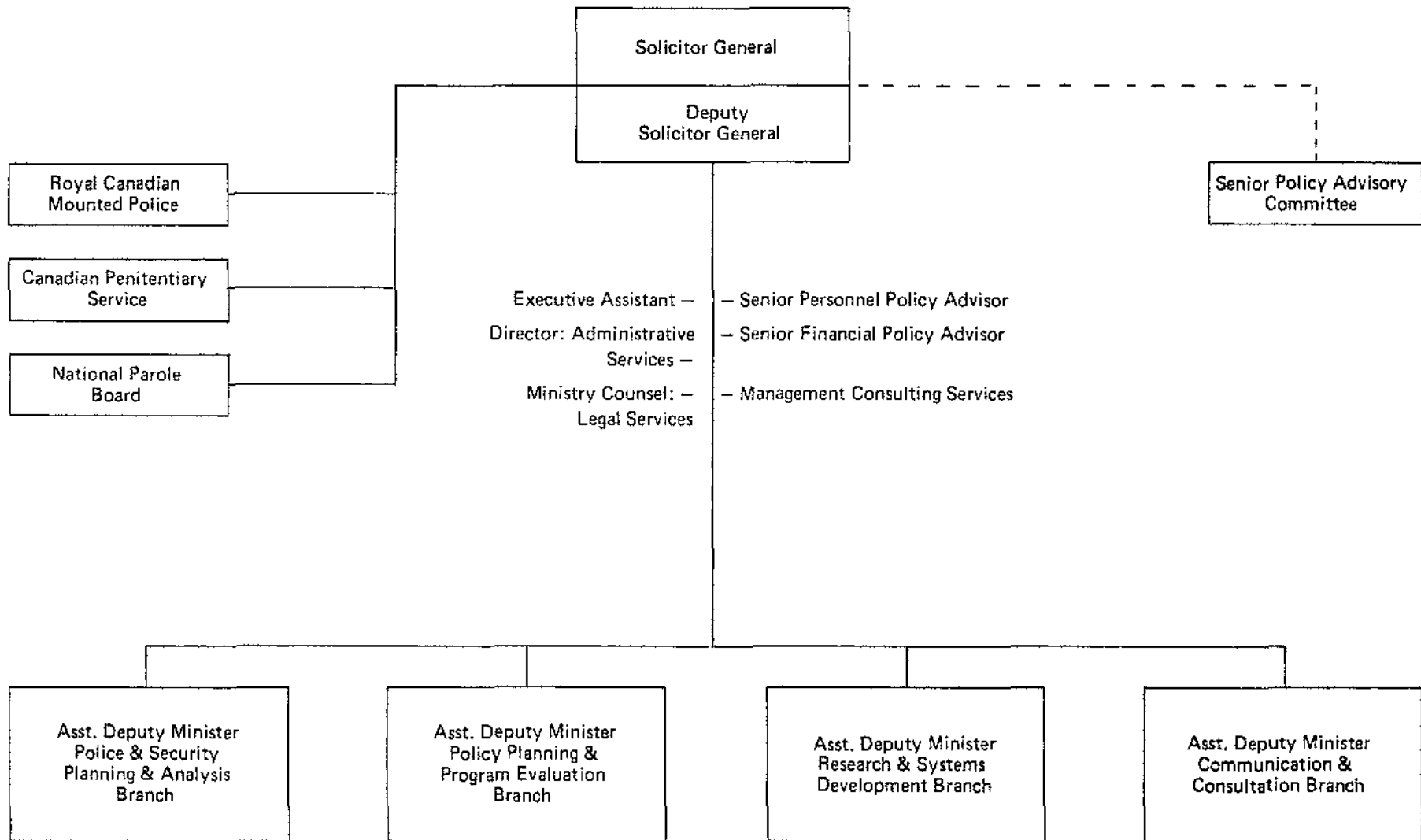
A handwritten signature in cursive script, appearing to read "Allan Lawrence".

Allan Lawrence
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 coordination 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 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 formulation and refinement of a broad policy framework for the Criminal Justice System; the identification of policy issues, priorities and strategies; the analysis of policy issues, and the development and formulation of policy proposals; and the monitoring of the implementation of policies.

This role involves the coordination of policy development with the Ministry Agencies, Branches within the Secretariat and other Federal Government Departments and Provincial Governments. It involves chairing and participating in joint task forces and review groups. The activity also supports the planning, preparation of Federal-Provincial conferences and meetings.

It involves policy advisory support to policy coordination mechanisms such as Senior Policy Advisory Committee (SPAC), Continuing Committee of Deputy Ministers responsible for Corrections and Joint Justice-Solicitor General Committee on Criminal Justice.

In performing the complementary functions of evaluation, the branch seeks an understanding of the potential effect of policy developments and the degree of achievement of policy implementation.

The evaluation role also includes the preparation of memoranda on Ministry objectives and goals, staff support for Ministry workshops on Ministry objectives and priorities including preparation of status reports of priority issues for Ministry workshops, providing advice on design of evaluation and monitoring of new policies and programs, presiding over a Working Group on Ministry Objectives and Priorities (representing all branches of the Secretariat and agencies of the Ministry).

The following is a list of major projects undertaken by the branch in 1977-78:

- Following release in March of 1977, of the Federal Government's policy proposals regarding new legislation to replace the Juvenile Delinquents Act in the form of the publication Highlights of the Proposed new legislation for Young Offenders, Federal-Provincial meetings were conducted at both official and Ministerial levels. As a result, the proposals have been modified and the latest revised set of proposals were sent to all provincial Ministers responsible for the administration of juvenile justice for their response in April 1978.

- The branch presided over an inter-departmental working group of senior officials which was established in late August 1977 by the Solicitor General to provide a detailed analysis of the implications of six of the recommendations put forward by the Sub-Committee on the Penitentiary System in Canada that concern the Government in general, and the Public Service in particular. The working group presented its report to the Solicitor General on February 1, 1978.

- The branch presided over a Federal-Provincial Steering Committee on split in jurisdiction in corrections, which was struck by the Continuing Committee of Deputy Ministers responsible for Corrections in October 1977 to examine in greater depth the three following options:
 1. the provinces take-over of all adult corrections
 2. the federal government take-over of all adult offenders sentenced to more than six months
 3. the establishment of a joint federal-provincial corporation to be responsible for all corrections within a province.

- The branch presided over a National (Federal-Provincial) Planning Committee on the Female Offender which was established by the Continuing Committee of Deputy Ministers to address the key recommendations of the report of the National Advisory Committee on the Female Offender (Clark Report). The first two meetings of the Committee were held on 18-19 October 1977, and 7-8 March 1978. The final meeting of the Committee was scheduled for 6-8 June 1978.

POLICE AND SECURITY PLANNING AND ANALYSIS BRANCH

General

During the period under review, the five divisions of the Police and Security Planning and Analysis Branch, in accordance with the Branch's responsibilities for the monitoring, analysis and dissemination of internal security information, contingency planning, and coordination 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)

This Division had undertaken the coordination of the production and dissemination of the Weekly Internal Security Situation Reports. During the 1977-78 fiscal year this function had increased to also include Special Security Assessments, Base Papers and Organizational Profiles.

The Division also was given several additional functions including:

- monitoring of internal security information for the Branch and the Ministry
- preparation and presentation of security information briefings for the Ministry

Contingency Plans Development Division (CPDD)

During the period under review this Division was involved in several inter-departmental emergency planning projects and exercises. It was also responsible for initiation of federal-provincial discussions aimed at developing a co-ordinated response to crisis situations generated by incidents such as aircraft hijacking, hostage-taking and related incidents.

The Division represents the Ministry on a number of continuing or ad hoc inter-departmental committees and working groups responsible for federal emergency planning.

The CPDD is also responsible for administration of the Ministry Coordination Centre and development of appropriate plans and procedures.

Security Policy Division

This Division carries out duties within the following framework:

- formulation of policy proposals for consideration by inter-departmental security committees
- assistance in the implementation of approved security policies in the Federal government, and, in the evaluation of the effectiveness of existing security related policies
- assessment of the impact of other Federal policies on security policy
- analysis of security issues raised by operations of agencies within the Ministry of the Solicitor General

Crime Prevention and Law Enforcement Division

In fulfilling its role in relation to the involvement of the Ministry in policing, law enforcement and crime prevention, this division was involved in a variety of projects and committees in such diverse areas as:

- coordinating the Ministry role in preventive policing and law enforcement, largely through the Secretariat Steering Committee for Preventive Policing
- the federal role in law enforcement
- the development of a policy for national harbours policing
- the development and implementation of native policing programs
- coordination of the Ministry's involvement in the development of new drug legislation
- the development of amendments to the RCMP Act in implementing the Marin Commission recommendations
- the development of channels of communication with provincial, municipal and other police agencies and associations
- participation in the development and implementation of police programs and training methods.

Administrative Division

During the 1977-78 fiscal year the Division, in addition to administering the Branch administrative requirements, was given additional responsibilities for:

- a) administering the Protection of Privacy Act
- b) administering the VIP Protection Program

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 to 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 and specialized information material 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 more than 11,000 entries which is available on request to all Ministry components. It is responsible for production and dissemination of speeches and press releases.

In the 1977-78 fiscal year the Division continued to discharge responsibilities under the Mandate of the Special Communication Unit. This 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 informing the public of changes in the Criminal Code aimed at combatting violent crime, and included stricter control of firearms.

The Division was also heavily involved in the Ministry's Crime Prevention Program in 1977-78, producing 12 pamphlets, three posters, four decals, two bumper stickers and four 15-minute slide programs. The publications were produced in quantities ranging from 400 to 60,000. As well, a number of manuals were produced to help participating police forces across Canada with crime prevention programs.

The Division, through its inquiry centre, audio-visual and public relations staff continued to disseminate material and information on the various programs undertaken by the Ministry. The Communication Division mails approximately 100 publications per day in response to requests. Gun Control brochures were mailed at a rate of 1,000 per day and routine correspondence replies averaged 15 per day. In addition, approximately 80 specialized information replies were prepared each month.

The Consultation Centre

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

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

As an agent for change, focusing on innovation and experimentation, the Consultation Centre has in the recent past supported major reviews of the operation of various provincial justice systems and has initiated or encouraged studies, conferences, seminars and workshops to increase understanding of criminal justice problems and to aid in the planning of innovative approaches to the provision or extension of criminal justice services. Inherent in the Consultation Centre's activities is federal-provincial collaboration and joint planning. This federal-provincial relations activity includes the organization of Ministerial meetings, meetings of the Continuing Committee of Deputy Ministers of Corrections, and the Joint Regional Committees of senior planning officials. In cooperation with private organizations, the Centre acts as a resource for community groups and individuals by facilitating communication between communities and law enforcement agencies, the judiciary, and corrections, and by encouraging community interest and participation in resolving criminal justice problems.

A major responsibility of the Consultation Centre is the development of demonstration projects to exemplify the validity of new or alternative approaches to persistent problems, to develop resources to fill gaps in the existing system, and to encourage joint efforts in diminishing

duplication and redundancy of services. During 1977-78, the Consultation Centre provided resources for some 43 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.

In 1977 the Consultation Centre was given responsibility to ensure the implementation of the federal policy intent in the proposed new legislation to replace the Juvenile Delinquents Act. A program was initiated in 1977 aimed at encouraging development of community-based service resources for young offenders and assisting juvenile justice personnel as well as interested members of the community to understand the new philosophy and approach.

A high priority was placed on promoting acceptance and experimentation with the concept of formal diversion. Another priority area was "Native peoples in conflict with the law" where efforts were concentrated on implementing recommendations from the Conference on Native Peoples in the Criminal Justice System held in Edmonton in February, 1975. In the context of the government's Peace and Security Program, the Centre accepted major responsibilities in the area of preventive policing and police-community relations.

National Consultants on Native matters, diversion and preventive policing and a coordinator of implementation for young offender legislation provided the Consultation Centre with expert advice and counsel in the pursuit of these priority issues.

RESEARCH AND SYSTEMS

DEVELOPMENT BRANCH

Research Division

The broad role of the Ministry's Research Division is to initiate, promote, and coordinate 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 toward the criminal justice system, diversion, gun control, research on violent offenders, long-term incarceration, correctional manpower and the penitentiary construction program.

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

Planning and Liaison Directorate

The primary role of the Planning and Liaison Directorate is to assist the Research Division and the Ministry in its long-range planning and priority-setting functions and to

develop and implement, where appropriate, strategies to ensure that research results are made as widely available as possible in a manner which is relevant and timely for various sectors of the criminal justice system and interested public.

In relation to its planning activities during 1977-78, the Planning and Liaison Directorate was involved in the following:

- representing the Research and Systems Development Branch on a Ministry working group concerned with the development of Ministry objectives, long-range planning and priority setting;
- funding a review of the literature on objectives of criminal law and the criminal justice system;
- planning for a workshop on future trends in crime and the criminal justice system scheduled for early 1979.

One of the Research Division's principal goals is to ensure the communication and use of research findings, especially research which has been funded by the Ministry. The aim is to develop a number of dissemination strategies in order to reach a wide range of people working and interested in the criminal justice system so that research information can have an influence on legislation, policies, operations and the public.

Consistent with this goal, the Research Division launched its publication program in October, 1977. The following research reports have been published or are forthcoming:

Published Reports

- | | |
|-------------------------------------|---|
| Hann, Robert G. | "Deterrence & the Death Penalty", (Canada) Ministry of the Solicitor General, 1977 |
| Stanley, Paul | "Crime Prevention through Environmental Design: A Review", (Canada), Ministry of the Solicitor General, 1977. |
| Wasson, David K. | "Community-Based Preventive Policing: A Review", (Canada) Ministry of the Solicitor General, 1977. |
| Rosenberg, G./Mayer, K.L. | "Canadian Criminology - Annotated Bibliography", (Canada), Ministry of the Solicitor General, 1977. |
| Zaharchuk, T./Lynch, J. | "Operation Identification - A Police Prescriptive Package", (Canada), Ministry of the Solicitor General, 1978. |
| Rizkalla, S./Bernier, R./Gagnon, R. | "Bibliographical Guide - The Economics of Crime & Planning of Resources in the Criminal Justice System", (Canada), Ministry of the Solicitor General, 1978. |
| Moyer, S. | "Self-Evaluation in Community-Based Residential Centres, Volume I: Guide and Volume II: Prospects & Pitfalls", (Canada), Ministry of the Solicitor General, 1978. |

Forthcoming Reports

- | | |
|------------|---|
| Hann, R.G. | "Forecasting Correctional Institutional Populations: The Offender Prediction System", Ministry of the Solicitor General (Canada). |
|------------|---|

- Oosthoek, A. "Utilization of Official Crime Data", (Canada), Ministry of the Solicitor General.
- Shearing, C./Lynch, J. "Policing in Canada: A Bibliography" (Canada), Ministry of the Solicitor General.
- Cunningham, J.B. "Community Program Evaluation: A Suggested Approach", (Canada), Ministry of the Solicitor General.
- Clark, L. "Bibliography: A Study of Rapes in Canada", (Canada), Ministry of the Solicitor General.
- Moyer, S. "Diversion from the Juvenile Justice System and Its Impact on Children: A Review of the Literature", (Canada), Ministry of the Solicitor General.

The publication of research reports is communicated in a variety of ways such as notification of the publication's release in the Ministry's newsletter, Liaison, abstracts sent to three international abstracting services; review copies to review editors of criminology journals and publicity flyers sent to an extensive mailing list. As well, publication exchanges have been arranged between the Research Branch and selected Canadian universities and research centres and government agencies abroad.

The Planning and Liaison Directorate initiated plans to publish a report on the Research Branch program to provide information on research reports, current and completed, Ministry publications and other material which has emanated from its contracts for the period 1974-1977. It is planned that this report will be updated periodically.

This report will enable the research community to know what contracts are on-going and completed, and will help to avoid possible duplication which might occur with research funded by other agencies. Further, it will provide, in an easily accessible fashion, information on current research for a broad range of people working and interested in the criminal justice system.

The year 1977-78 saw the beginning of the exploration and development of approaches that would complement publication and ensure more effective dissemination and utilization of research information. In addition to Research Branch participation on policy and other committees, forums such as conferences and workshops can be effective approaches to facilitate the dissemination and utilization of research information. In the past year, the Research Branch along with the University of Winnipeg and the Manitoba Society of Criminology contributed to a series of seminars on the application of Criminal Justice Research to Policy and Practice for Criminal Justice policy makers and administrators. An approach such as this allows for direct links to be made between research findings and the day-to-day world of senior policy makers, practitioners and citizens. The use of other media, e.g., audio-visual, T.V., radio and feature articles in the press and magazines, will be explored as well.

Thus, the aims of the program for the dissemination and use of research information are to ensure that the work of the Research Branch is known to legislators, policy makers, practitioners and others working in and concerned about the criminal justice system, and further, that this work is presented in such a manner that it can be understood and used by these groups.

Research Resources Directorate

The Research Resources Directorate is responsible for carrying out in-house research and ensuring that the results of such research are communicated to potential users, with appropriate policy and program advice particularly in the Ministry. The directorate is also responsible for promoting growth in the development of criminological research and manpower.

Major in-house research projects cover various areas. In corrections, this includes projects on parole guidelines, evaluation of a pilot prison grievance procedure, history of corrections, and inmates' rights. The issue of the cost of crime and the criminal justice system is being studied; particular attention will shortly be devoted to the costs of police services. A review of foreign legislation on dangerous and mentally disordered offenders and their application is nearing completion. In the area of juvenile justice, on-going research includes projects on such questions as diversion and transfers to adult courts. Several in-house research reports are expected to be completed in 1978-79.

In addition to major research projects such as the above-mentioned, the Research Resources Directorate responds to short-term requests, emanating from senior officials of the Ministry, for research-based information and policy advice.

Research Contributions Program

A major initiative of the Research Branch is its Program of Contributions to Assist Criminology Research Centres and develop research manpower. The Program's major aims are:

- the development of research manpower to meet criminal justice research needs in each of the major regions of Canada;
- the development of research with policy implications in the areas of crime, delinquency, criminal victimization, crime prevention, and the administration of justice;
- the dissemination of research findings on the national, regional and provincial levels.

During 1977-78, four criminology research institutes or research groups received contributions: The Simon Fraser University Research Group on Crime, Delinquency, and Criminal Justice, \$53,000; the University of Regina Justice Research Consortium, \$15,000; the University of Toronto Criminology Centre, \$90,000; the University of Montreal International Centre for Comparative Criminology, \$80,000. The Toronto and Montreal research groups used \$30,000 each of their contributions for awards to doctoral students carrying out criminological research.

Research Programs Directorate

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 of Crime
- Criminal Justice Policy
- Corrections
- Law Enforcement

Research staff in each of these areas provide advice to decision makers on policies and programs based on research findings. In order to provide results from new research they draw up, in consultation with research consumers, the research priorities for the Division, initiate and/or evaluate research proposals, monitor the progress of research projects and evaluate final reports in terms of their scientific dependability and utility. Ultimately, they facilitate the translation of research findings into practice by advising and assisting the Minister, Deputy Minister and criminal justice agencies in the application of research results. The Directorate is also responsible for ensuring that the results of research done elsewhere in Canada or in other countries are communicated to potential users, particularly within the Ministry.

During 1977-78, the Ministry approved research projects to be undertaken by universities and research consultant firms and continued supporting work on other projects commenced in earlier years. This research effort amounts to the expenditure of approximately \$1,370,000 on large- and small-scale empirical studies and state of the art reviews in the areas described previously.

Examples of specific projects undertaken in the fiscal year 1977 to 1978 include:

Victimization Studies

Studies to aid the implementation of the Gun Control Program

Evaluation of an Alberta Crime Prevention Program
Police Productivity Workshop
Contract Security Industry in Ontario
Police Management Information System Project
Attitudes to the Law and the Legal System
Attitudes to Community Residential Centres
National Survey of Attitudes to the Penal System
Long-Term Incarceration Conference
Spatial Assessment of Correctional Facilities
Development of the Effects of Incarceration Project

Over the last year, the Research Programs Directorate has directed its efforts towards the implementation of the high priority areas of the Ministry Research Program.

1. Victimization Studies

Methodological studies for victimization surveys are under way. The results from these studies have been encouraging and a major survey will take place in early 1979.

2. Crime Prevention

Two major reviews of the crime prevention literature have been contracted for and an evaluation of a crime prevention media campaign conducted by the Alberta Solicitor General was begun.

3. Firearms Research

A number of studies aimed at aiding the implementation of the Gun Control Program were carried out (one of which resulted in the savings of at least half a million dollars for the Department) and a competition for the contract for the major evaluation of the legislation was organized.

4. Public Attitudes Research

In 1977-78 work concentrated on the design of Phase II of the National Survey of Attitudes to the Criminal Justice System. An explanatory and predictive model of attitudes and behaviours will result. Work also started on "Public Images of the Law and the Legal System" in British Columbia and continued on community reaction to the establishment of a Community Residential Centre in Newfoundland.

5. Evaluation of Young Offenders Legislation

A contract was entered into to prepare a strategy for the evaluation of the forthcoming legislation on young offenders.

6. Law Reform Commission Recommendations

Work began on preparing for research on adult diversion and on sentencing practices, effectiveness and the development of sentencing alternatives.

7. Social Cost of Crime

Research is under way to identify the social costs of crime.

8. Policing Items in the Peace and Security Package

Efforts to identify, evaluate and disseminate promising or proven community-based crime prevention programs in the form of prescriptive packages continued. These include work on "Operation Identification", two strategies for domestic dispute intervention and community satisfaction with the police.

9. Police Productivity and Performance

A catalogue of procedures which police departments can employ in identifying their information needs and guiding management information system developments has been produced. An international conference on police productivity and performance was organized for May 1978.

10. Role of the Police

A literature review on the subject of team policing has been produced - as have studies on private security agencies and on the social service role of the police.

The directorate cooperated with the Ministry Working Group on the Federal Role in Law Enforcement.

11. Effects of Incarceration

An international conference on the effects of incarceration was held in June 1977 and this was followed by the circulation of a strategy paper and call for proposals to study the effects of incarceration.

12. Violence in Institutions

An extensive bibliography on hostage-taking and prison violence was completed and a strategy was developed for work in the area of violence in institutions.

13. Parole Case Preparation and Supervision

A contract was signed for a literature review on parolee supervision strategies. This is the first step in an overall program to develop an integrated parolee classification/staff deployment system.

Information Systems and Statistics Division

The Information Systems and Statistics Division is composed 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 twofold. 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 increasing demands within the Ministry for systematic quantitative knowledge. This knowledge is needed 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 cooperation 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 Justice Statistics and Information offers opportunities for dialogue between senior representatives from the Ministry, 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, "Strengthening Criminal Justice Information and Statistics: Some Proposals for Action", which was presented at the Joint Meeting of Attorneys General and Ministers Responsible for Corrections, June, 1977 and which has had wide circulation in the criminal justice community.

Ministry Library

The Ministry Library provides information services to the Ministry in Ottawa and to the Regional offices across Canada from a resource collection of 15,000 volumes, 250 periodical titles, abstracts, indexes, bibliographies and subject files of material in the field of criminology specifically within the broad areas of the social sciences and the law.

The current-awareness program of the Library includes computerized services of the National Library, the National Council on Crime and Delinquency (N.J.), the United States Law Enforcement Assistance Agency's National Criminal Justice Reference Service, and exchanges of publications and information with Criminology centres and institutions in Canada. Reader services include circulation of library material, inter-library loans and literature searches.

A current project of the Library is to assist the Regional Consultation Centres in the organizing and cataloguing of collected materials for easy access by regional staff and their clients.

A study is nearing completion by the National Library to make recommendations on the future relationship of the Library and the Reference Centre with specific reference to the best means of utilizing existing staff and expertise in the interests of providing efficient information services.

ROYAL CANADIAN MOUNTED POLICE

Introduction

Many projects were completed in the past year and others are progressing well. The Native Special Constables program is proving to be successful and 45 more recruits of native origin have been trained for enforcement duties.

Numerous accommodation projects were completed as were plans for new "standard design" detachment buildings which will result in reduced construction costs.

As a result of the Marin Commission recommendations and consultation with the Department of Justice and the Ministry of the Solicitor General representatives, amendments to the RCMP Act are in final draft stages and a revised Act should be before Parliament in the near future.

Participation in various summer student employment programs continues to be very beneficial. More than 400 students were hired this past year for various projects.

Alcohol abuse has long been identified as a factor contributing to crime in northern Canada. To overcome this, numerous communities have formed Alcohol Committees and as a result of community plebiscites, prohibition is in effect in several settlements. Results are being monitored and indications that such measures are working can be seen in the reduction of crime in certain categories where alcohol normally plays a contributing role.

With reference to drug law enforcement, illicit trafficking in heroin, cocaine, cannabis, and drugs listed in schedules "G" and "H" of the Food and Drugs Act, continues to be of major concern despite numerous large seizures made in all categories during the year.

Adaptation to the obligations and responsibilities brought about by the passage of the Canadian Human Rights Act on July 14, 1977 has progressed smoothly. As with any new procedures, implementation and interpretation problems have arisen, but by and large these have been or are being overcome through inter-departmental co-operation.

The Security Service is responsible for the internal security of the nation. Early in the summer, when former Commissioner M.J. Nadon became aware that there were allegations of incorrect behaviour in connection with some RCMP national security activities in the early 1970's in Quebec, he initiated an immediate internal investigation. Upon establishing that there was some foundation for some of the allegations, the government was asked to consider the appointment of a Commission of Inquiry to fully examine the facts. This led to the establishment of the McDonald Commission of Inquiry in July, 1977. After the appointment of Commissioner Simmonds, it was decided that in cases where there seemed to be clear violation of the law, the incident should also be referred to the Attorney General of the province in order that he could rule on whether the circumstances warranted criminal prosecution. The Commission has not yet completed its hearings.

Organization

The Royal Canadian Mounted Police is organized under authority of the RCMP Act. In accordance with the Act, it is headed by a Commissioner who, under the direction of the Solicitor General of Canada, controls and manages the force.

The Force consists of 16 divisions and a security service. Thirteen are 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 are further divided into 42 sub-divisions and 725 detachments. Air and Marine services within the Force support the operational divisions.

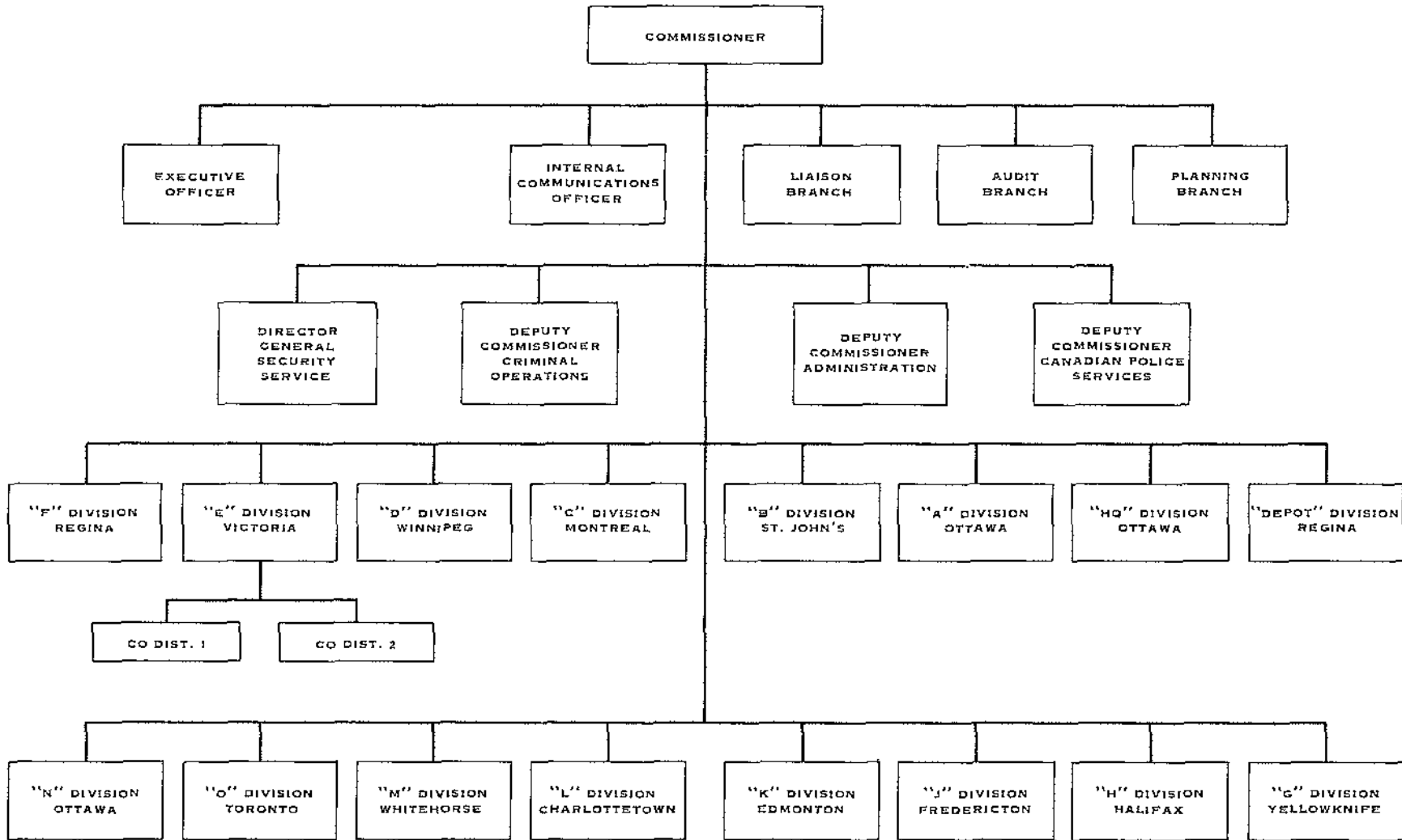
The remaining three divisions are "HQ", in Ottawa, "N", in Rockcliffe, and "Depot", in Regina, Saskatchewan. "N" Division is the home of the Canadian Police College, the Equitation Branch and Musical Ride, and the RCMP Band. The RCMP training academy is at "Depot" Division in Regina.

The Security Service has units in each operational division. Details concerning its activities are for the most part classified and are provided in camera on an annual basis to the Cabinet Committee on Security and Intelligence and the Justice and Legal Affairs Committee of the House of Commons.

Jurisdiction

Federal laws are enforced either wholly or in part in all provinces and territories of Canada by the Royal Canadian Mounted Police.

ORGANIZATION OF 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, assist the provinces in meeting 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 it has a policing responsibility.

The RCMP through special contract agreements also provides policing services to many towns and municipalities throughout Canada. One hundred and ninety-two such contracts are currently in effect. The Yukon and Northwest Territories are policed exclusively by the RCMP.

COMMISSIONER'S SECRETARIAT

The Commissioner's Executive Officer, in addition to providing executive staff assistance to the Commissioner and the three headquarters-based Deputy Commissioners, heads the Force policy centre responsible for coordinating and evaluating matters relating to the negotiation and administration of the provincial, territorial and municipal policing agreements. As well, he is the Commissioner's representative in matters requiring liaison with the Solicitor General's Office, including the handling of Ministerial correspondence and questions raised in the House of Commons.

Planning

In order to prepare the Force for the future, a new planning process and program evaluation model is being developed. Also being established is an expanded performance measurement system for non-operational functions and a long-range forecasting model using demographic, crime and socio-economic data.

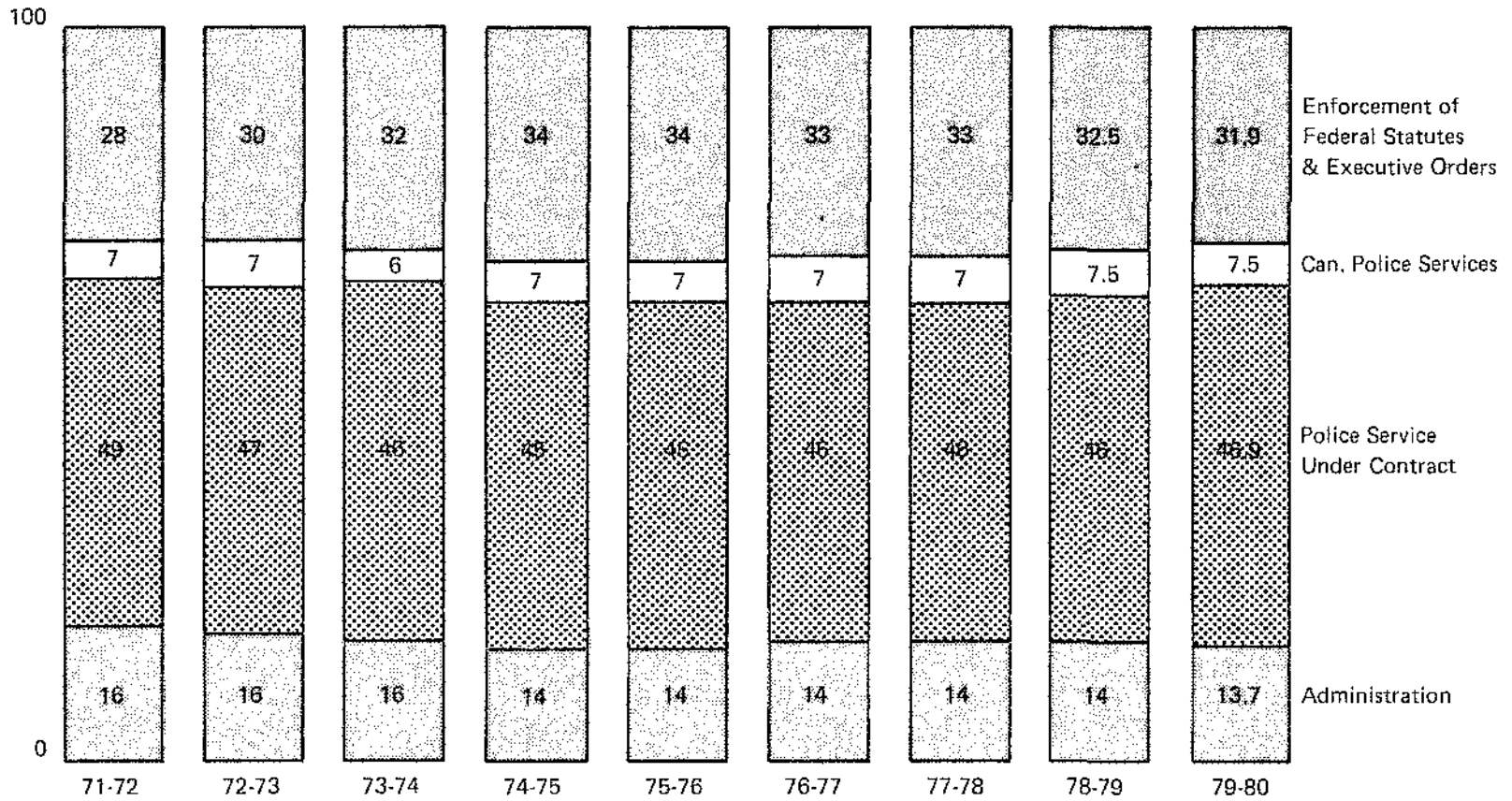
Audit

A systematic independent review and appraisal of each division, directorate and independent branch is conducted on approximately a three-year cycle. These reviews, encompassing all Force activities and related controls, are designed to be objective, constructive and assist all levels of management in the effective discharge of their responsibilities.

Communications

The RCMP has designated personnel within the Secretariat whose sole responsibility is to promote good communications between the Office of the Commissioner and Divisional Staff Relations Representatives on matters affecting all members of the Force.

PERCENTAGE REPRESENTATION OF THE FORCE
BY ACTIVITY



P/F

Public Relations

Each year the RCMP responds to a growing number of public and media enquiries.

The Force's reputation in advanced police technology and training attracts a constant flow of professionals, students and interested persons from across Canada and all parts of the world. Tours and interviews are arranged for groups or individuals wishing to learn more about the RCMP and its activities.

Force personnel are also researching and writing the official history of the RCMP in books, articles, pamphlets and study papers. During the last year, 361 inquiries were answered providing historical information to Force members, the public, other government departments, museums, schools, universities, publishers and the media.

Publications are an important part of any public relations service. The Force produces material such as books, pamphlets and posters for dissemination to the general public in order to promote recruitment, crime prevention and supply general information on the RCMP.

The Force also publishes two magazines -- the Quarterly and the RCMP Gazette. The Quarterly, first published in July 1933, provides information about the RCMP, its history, its members and their operational and social activities. Approximately 22,000 members and friends of the Force subscribe to the Quarterly.

The RCMP Gazette is produced 11 times a year. Circulation is restricted to accredited police, law enforcement agencies and any other organizations having a legitimate interest in law enforcement. Its purpose is to foster a continuing exchange of information and views of interest to the police community.

Field units may requisition displays from a display catalogue for participation in special events such as a recruiting campaign, detachment open house, school information days, or locally-sponsored police/community relations programs. Display contents range from information concerning RCMP duties to training of personnel and advice to the public on safety or crime prevention techniques. Each year promotion kits are issued to 780 field units in support of Canadian Police Week activities.

Equitation and Musical Ride

During the year, thirty-six members of the Force received basic equitation training and all staff members participated in a one-week advanced course.

The Mounted Arms Display was performed on six occasions; five times at "N" Division and once at the Carp Summer Fair. A total of 10,000 people attended. Winter activities involving the horses and sleighs included three functions at Government House as well as providing transportation for visitors to the Commissioner's New Year's Levee at "N" Division, Rockcliffe, Ontario. Three equestrian clinics were provided to groups in the Ottawa area.

Approximately 31,000 people of all ages toured the "N" Division stables, including the Ceremonial Tack room. The Force was also honoured by a visit from Her Majesty Queen Elizabeth II.

On May 12, 1977, "Centennial", the RCMP gift to Her Majesty in 1973 and now a seven-year-old fully-trained gelding, was presented to Her Majesty in a private ceremony at Windsor Castle. Shortly thereafter, on June 6, he saw service as Prince Charles' charger in the Jubilee Procession and again, at a later date, in the Trooping of the Colour.

On July 6, musical ride members also participated in the re-enactment of the signing of Treaty No. 7 at Blackfoot Indian Reserve near Cluny, Alberta. Participants in the signing included HRH Prince Charles, seven Chiefs from the Blackfoot Confederacy led by Chief Leo Pretty Young Man, the Hon. Warren Allmand, Minister of Indian Affairs and Northern Development, Ralph Steinhauer, Lt. Governor of Alberta, and Commissioner M.J. Nadon (retired).

The Musical Ride travelled extensively in 1977, presenting 119 performances to more than 1,158,700 appreciative spectators at 38 different locations in the United Kingdom, Ireland, Alberta and British Columbia. These figures do not include the more than three million people viewing the Jubilee Procession in London or the number of viewers watching the ride on the 25 different occasions performances were televised.

In addition to actual performances, members of the Musical Ride participated in 13 parades and five escorts; made 10 hospital visits; gave 39 radio and television and over 150 press interviews; and attended 41 official receptions.

Royal Canadian Mounted Police Band

During 1977, the band performed in 90 communities across Canada, including the nation's capital, making 250 appearances and playing before a combined TV and live domestic audience of 1,300,000 persons. With world-wide TV

coverage of the World Curling Championships, at which the band was featured, this figure increases significantly.

Such extensive coverage was made possible by splitting the band into smaller groups, permitting visits to many less populated or remote communities.

Major tours were completed in Newfoundland, Labrador, Saskatchewan, Quebec and the Northwest Territories. Prince Edward Island, Ontario and Manitoba were also visited and the band accompanied the Musical Ride in Alberta at the Calgary Stampede and exhibition.

The RCMP Centennial Museum

Situated "on-the-square" at the "Depot" Division, Regina, Saskatchewan, the RCMP Centennial Museum contains many artifacts relating to early policing of the Canadian prairies. Open to the public, it not only serves to preserve valuable mementos of our past, but provides for all viewers a visual retrospective of Force history.

In the past calendar year, 113,187 people visited the museum. Despite a drop in tourism, this still represents an increase of 7,212 over the preceding year.

ADMINISTRATION

Staffing and Personnel

Staffing and personnel needs of the Force continue to be met through recruiting, personnel management and policy planning and evaluation.

Briefly, these areas deal with research and policy development, succession planning, recruiting, engaging applicants, training, transfers, promotions, service problems, and performance evaluation.

This year a new computerized format, Occupational Attitude (Morale) Questionnaire, was developed and implemented to measure job satisfaction. Results will be computer analyzed and forwarded to Division Staffing and Personnel Officers for input prior to preparing the annual report to the Commissioner on the state of morale in the Force.

A program of updating recruiting aids to meet changing times and demand has recently been completed. Modern displays and slide presentations for the recruitment of Constables and Native Special Constables have been developed for distribution to field Staffing and Personnel Offices.

During the year, 963 Constables, 140 Special Constables and 170 Civilian Members were engaged. Of these, 106 had university degrees. Forty ex-members consisting of 32 Constables, 5 Special Constables and 3 Civilian Members were re-engaged. The following is a breakdown by sex and/or marital status.

Engagements	Male		Female		Total
	Single	Married	Single	Married	
Constables	648	250	63	2	963
Special Constables	84	56			140
Civilian Members	31	66	43	30	170
Re-engagements	7	33			40
Totals	770	405	106	32	1,313

The National Waiting List, as of March 31, 1978, included 557 males and 50 females for Constable positions as well as four Special Constables and 16 Civilian Member applicants. In addition, 36 Special Constables have applied for conversion to Constable status.

Information Services

Although various Headquarters' sectors continue to be major management information users, the decentralization of authority for staffing, promotion, etc., has resulted in field divisions requiring information faster and in larger quantities. Nominal rolls reflecting positions and personnel, previously provided on a monthly basis, are now being produced weekly. Furthermore, in addition to the computer data normally produced and disseminated on a regular basis to Force managers, the Force is able to provide responses to requests for specific information.

Initial steps have been taken to provide direct access to the computer base by all divisions. Within a year managers from Victoria to St. John's will be able to update the data base and extract information in a variety of useable forms.

Training and Development

At the RCMP Academy, "Depot" Division, Regina, 968 members began basic training as Constables during the 1977/78 fiscal year. Of this number, 64 were taking the Conversion training course for Special Constables converting to Constable status, and 24 were taking the Modified training course for members with previous law enforcement training and experience.

In addition, 45 Special Constables of native origin were trained for enforcement duties in areas where there are Indian Reserves. Thirty-nine Special Constables who provide Parliament Hill and International Airport security were also trained.

This year, for the first time, a troop of sixteen Constables received their entire training in the French language.

The Academy also provided training for Fisheries and Environment Canada personnel, as well as the Dakota-Ojibway Tribal Council which polices a number of Indian Reserves in the province of Manitoba.

Divisional in-service training continued to cover operational matters, management and other specialized fields. One particularly interesting area of Divisional training is Cross-Cultural Education. This course increases the awareness and sensitivity of our members towards minority groups with particular emphasis on Canada's native people.

Centralized special training courses were offered to ensure that Force members are trained to cope proficiently with serious crime involving commercial fraud, narcotic control,

and other areas of the Criminal Code and Customs and Excise Acts. Training in the communication and electronics field is continually being updated to help our members keep abreast of changes in technology.

One hundred and four members attended university and technical schools during the fiscal year on a full-time basis with 36 graduating in either spring or fall convocation exercises. Twenty-four members completed one year non-degree programs for duties within the Commercial Crime, Planning, Compensation and Staffing and Personnel branches. Many members participated in the reimbursement program by enrolling in evening classes or correspondence courses.

Marin Commission Study Implementation

As a result of the consultation between representatives from the Department of Justice, the Ministry of the Solicitor General and members of the Force, amendments to the RCMP Act are in the final draft stages with the objective of having a revised Act before Parliament in the very near future.

During the fiscal year 77/78, a complaints section was established which will be responsible for Force-wide policy as it pertains to public complaints against either the Force or individual members. It will also act as a central repository for all complaint data and will provide statistical analysis to senior management and division commanding officers. It will report annually to an external review authority.

Transport Claims

New policy pertaining to police motor vehicle accidents has been developed and approved for the benefit of all divisions. It contains specific guidelines for processing accident material, including claims by or against the Crown.

A computerized system to record police motor vehicle accident data has also been implemented which will permit the analysis of recorded data to assist in developing remedial programs to reduce such accidents.

Public Service Personnel

There were 3,386 authorized permanent Public Service positions in the RCMP on March 31, 1978.

In personnel administration in general, policy centres such as Treasury Board and the Public Service Commission have created new systems to audit and monitor departmental staffing and classification operations. This has required considerable attention and a re-evaluation of priorities.

Staffing constraints continue to be a major problem. This is attributable to the time frame required to process applications on referrals or competitions. Another significant factor is insistence upon careful security clearance which causes long but inevitable delays while field investigations are being conducted.

In keeping with Treasury Board policy guidelines, the Force now has an equal opportunities for women co-ordinator who works in close co-operation with the Public Service Commission.

Organization, Analysis & Development

Organization, Analysis & Development expertise is provided in the form of a management consulting service to all divisions and directorates. It is directly concerned with all aspects of organizational development, and is particularly involved in ensuring that the organizational design of the Force supports the attainment of objectives and enhances the achievement of personal goals and aspirations.

During 1977 the following organization studies/reviews were carried out:

Foreign Services - a study of the role of Foreign services at both the Headquarters level and field units abroad to determine their best placement in the RCMP structure.

Edmonton Sub/Division - a review of Edmonton Sub/Division was carried out to ascertain if objectives were met following re-organization in 1976.

Winnipeg Sub/Division - provided a consulting service to a proposed Winnipeg Sub/Division re-organization.

"A" Division Re-organization - assisted in the re-organization of "A" Division functions and structures upon the closing of North Bay Sub/Division and the transfer of four "A" Division detachments to "C" Division in Quebec.

"E" Division - a study of the reporting relationship between the "E" Division Secretariat, Districts 1 and 2 and Headquarters, following the implementation of the Secretariat in British Columbia.

Staff Relations

Pony Express:

This Staff Relations newsletter is now widely accepted throughout the Force as an informal communications vehicle to keep RCMP personnel informed of newsworthy items concerning them, as well as administrative decisions which affect their daily lives.

Appeals & Grievances:

During the current fiscal year there were 76 grievances, 20 appeals against recommendation for discharge and 24 appeals against other disciplinary action.

Bravery Awards:

One RCMP member received the Medal of Bravery for his courageous actions in rescuing a man from a burning building.

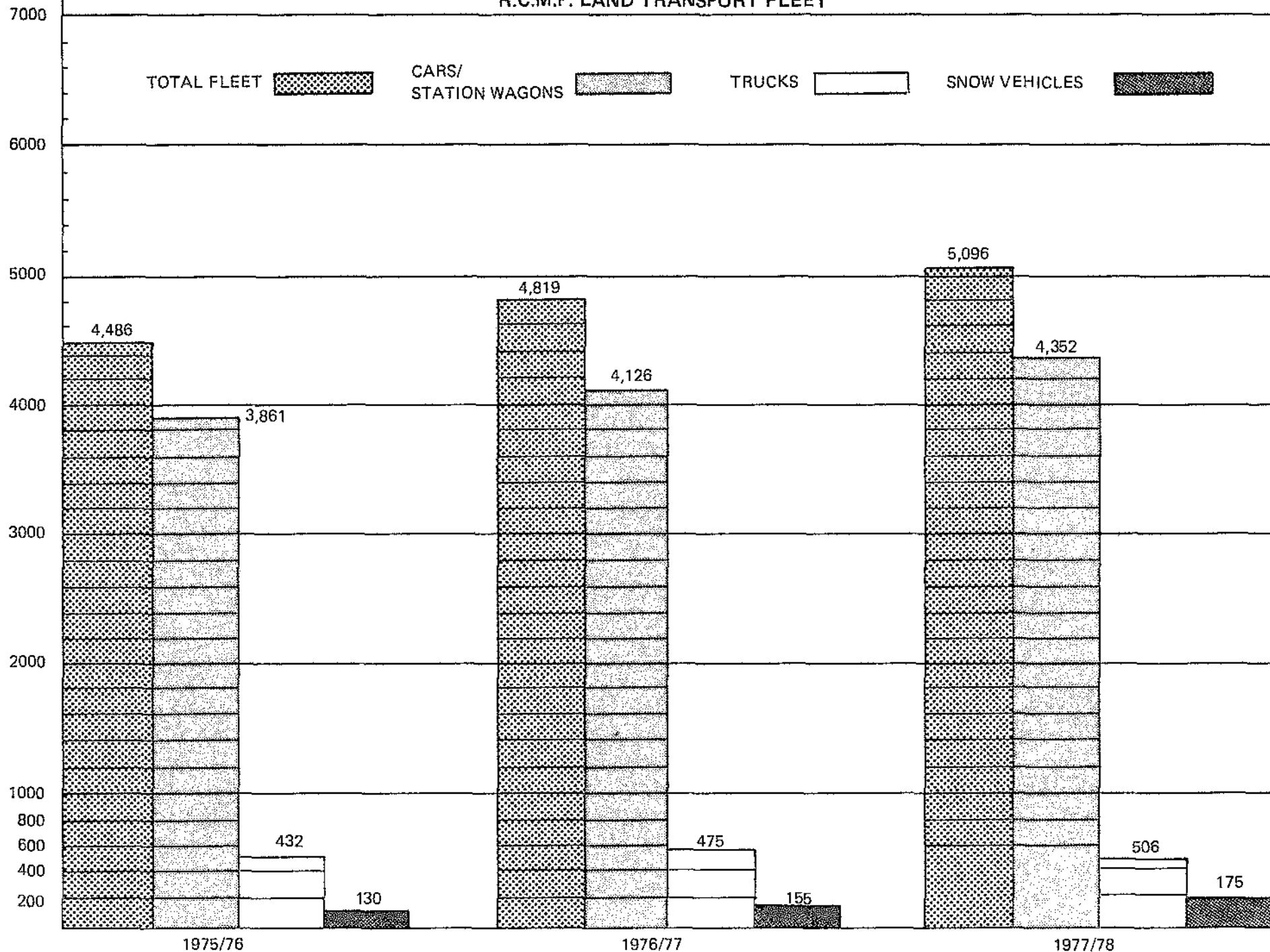
Suggestion Award Program:

During the year, two hundred and nineteen suggestions were received. This resulted in twenty-five persons receiving awards totalling \$5,710.00. The adopted suggestions represent a saving of \$87,506.44.

Services and Supply

Providing effective services and supply in the RCMP is accomplished through planning, implementing, and administering sound policies and programs dealing with finance, accommodation and material management. It is further ensured by providing technical advice and administration dealing with the procurement, operation and maintenance of all boats and land transport for the Force.

R.C.M.P. LAND TRANSPORT FLEET



Accommodation Projects Completed as of March 31, 1978

Division Headquarters:

Regina, Sask. (Service Tunnel for Academic Bldg.)

Detachments: Inverness, N.S. Blairmore, Alta.
 St. Quentin, N.B. Lytton, B.C.
 Altona, Man. Falkland, B.C.
 Lynn Lake, Man. Smithers, B.C.
 Pelican Narrows, Sask. Hope, B.C.
 Waskesiu, Sask. Golden, B.C.
 St. Walburg, Sask. Armstrong, B.C.
 Turtleford, Sask.

- 4 Radio Repeater Shelters were completed in Saskatchewan and Alberta.
- 55 Married Quarters provided:
 - 7 at Frobisher Bay, N.W.T.
 - 48 at various locations in B.C., Man., Alta., Sask., Nfld., Y.T., and N.W.T.
- 1 Radio Repeater Site provided in Newfoundland
- 33 Married Quarters sites provided in B.C., Alta., Sask., Man., and the Y.T.
- 29 Detachment sites provided in B.C., Alta., Sask., Man. and the Y.T.
- 4 Patrol Cabins provided:
 - 1 in Paulatak, N.W.T.
 - 3 at various locations in Saskatchewan.

Standard Building Concept

Plans for new "Standard Design" detachment buildings were completed this year consisting of:

- (a) Standard Detachment Building - for on-site construction combining masonry construction for secure areas and frame construction for office and support functions in a manner that will permit expansion of either area independently or together as circumstances dictate.

- (b) Modular In Situ Detachment Building - for on-site frame construction in isolated or remote areas where masonry construction cost is prohibitive.
- (c) Modular Transportable Detachment Building - for use in isolated or remote areas where on-site construction is not feasible or detachment permanency is questionable.

In the past nearly all the Force's detachment buildings were custom designed at considerable cost in terms of both dollars and time. In comparison the advantages of standard designs are:

- (a) Reduction in the initial development time and cost.
- (b) Reduction of future expansion or renovation costs.
- (c) In the case of the modular buildings, a reduction in cost by means of bulk purchasing and increased flexibility permitting their relocation in keeping with changing population patterns.
- (d) Ready identification of Force buildings through similarity of design and colour.

Land Transport

The Force's motor vehicle fleet has a total of 5,096 units. Graph on page 47 shows the fleet increase, over the last three fiscal years, in cars, station wagons, trucks and snow vehicles.

During the past two years, the Force has been evaluating compact size patrol cars as an alternative to full-size cars and we now have approximately 250 of these units.

In addition to patrol cars, the Force has a fleet of 506 light trucks which are employed in a dual capacity of patrol/off-road vehicles. These trucks are assigned to detachments located in the northern areas of the western provinces and in the Territories where passenger cars are not suitable.

Also important in law enforcement transportation is the light over-snow vehicle. The Force has a total of 175 of these units which are used primarily for transportation in the Territories. However, a number of units are used by other divisions for Migratory Birds Convention Act and Game Act enforcement.

Water Transport

Definitions:

- (a) Patrol Vessel - A vessel over 9 m (30') in length.
- (b) Inland Water Transport (I.W.T.) - A vessel under 9 m (30') in length.

As well as operating eleven patrol vessels, eight along the Pacific Coast and three along the Newfoundland Coast, the Force operates a total of 330 I.W.T. powered by outboard or inboard motors.

Fleet Management

A comprehensive vehicle maintenance program for Force-wide use was implemented 1 November 1977. This program was developed to ensure that maintenance and repair performed on Force vehicles, both in-house and commercially, is of a

standard that will provide the high degree of safety and reliability necessary in police operations. Ten post garages operated by the Force provide service to approximately 25% of the fleet.

Air Services

The Royal Canadian Mounted Police operates 27 aircraft posted at 20 strategic locations across Canada.

During 1977-78, RCMP aircraft flew a total of 21,594 flight hours covering 2,950,786 patrol miles supporting operational policemen and their law enforcement commitments.

OFFICIAL LANGUAGES

The Official Languages Act and related Government policy directives are being met in the RCMP through centralized planning, implementation and coordination of a unified program.

Initial Plan

A complete re-identification of positions was carried out in March 1978 as part of the RCMP Official Languages Initial Plan which has been developed pursuant to Treasury Board guidelines on the Planning and Evaluation of Official Languages Programs.

Training

During the fiscal year 1977-78, fifty-four members and thirty-eight public servants completed language training courses through Public Service Commission Language Training facilities. This included twelve middle-management officers.

Basic Recruit Training in French

The first unilingual-French troop, consisting of sixteen French-speaking recruits, commenced basic training on October 31, 1977, at the Training Academy, Regina, Saskatchewan. Final results indicate this approach to training has been quite successful and that the program should continue to expand.

Official Languages Objectives

The following objectives have been set to ensure resources will be properly used to support Force-wide bilingual programs.

Policy Planning:

- To ensure that within the Royal Canadian Mounted Police the English and French languages enjoy equality of status, rights and privileges;
- To ensure that members of the public can obtain available service from and communicate with the Royal Canadian Mounted Police in both official languages;
- To carry out, on a Force-wide basis, the centralized planning, implementation, and coordination of a unified program to comply with the spirit and letter of the Official Languages Act and other related Government policy:

- (a) To provide adequate service to the public in the two official languages.
- (b) To ensure that both official language communities participate equitably in the RCMP.
- (c) To enable employees to work in the official language of their choice in bilingual regions.

- (d) To develop official languages policies, plans and programs for implementation in the Force; and
- (e) To monitor the application of the Official Languages Act policies and programs on a Force-wide basis.

Language Training:

- To administer the language training program for employees in accordance with policy provisions; and
- To administer the language knowledge examination of Force employees.

Translation:

- To provide prompt, effective translation and related services in both official languages.

CRIMINAL OPERATIONS

Contract Policing

Provincial and Municipal Detachment policing comprises the largest segment of Force operations. Approximately 8,600 members in eight of the ten provinces and the two territories perform these tasks. These are the uniformed police men and women who deal with the general public on a day-to-day basis.

To meet challenges which may arise as a result of the proposed northern pipeline, extensive planning is under way which will affect detachment policing in the three western provinces and the Yukon Territory for the next five years.

Recent years have witnessed a world-wide upsurge in violent crime which has resulted in many police deaths. In an attempt to combat this trend in Canada, the Force has extended its tactical program to include formation of Tactical Troops, Expert Marksmen Teams and Emergency

Response Teams. Personnel are also being trained as Operations Commanders and Hostage Negotiators, thereby relieving the non-specialist of this type of duty.

Crime Prevention and Police/Community Relations

The RCMP continually strives to place equal emphasis on crime prevention and law enforcement. As a result, considerable progress has been made through the coordinated efforts of the Divisions, Detachments and "HQ" Ottawa, in developing and promoting preventive programs to meet the specific crime problems of particular communities. Force involvement is well reflected in our manual "Crime Prevention, Youth and Community Relations Programs" published in 1977. Listed in the manual are 92 programs dealing with such topics as Police/Community Relations, Community Involvement, Youth, Safety, School, Business, etc.

The Force continues to participate in and support the Ministry's summer student employment programs which are providing students an opportunity to gain experience with people who work in the law enforcement field. During 1977, the RCMP was allocated 195 positions under the Summer Student Employment Activities Program (SSEAP). Under the Job Corps Program (JCP), 36 approved projects employed 218 students. The Force also participated in the Federal Labour Intensive Program (FLIP).

All persons employed under the SSEAP program are engaged in either crime prevention or general policing projects. Those employed under JCP and FLIP are engaged in Crime Prevention and Police/Community Relations programs. Both SSEAP and JCP have proven to be very successful. Program evaluations overwhelmingly reflect a positive attitude.

Many students indicated that their views and understandings of the police role were changed to more positive ones. Equally, many of our police officers found working with students was not only refreshing but resulted in a greater understanding of problems that confront today's youth.

Traffic

During 1977, traffic accidents in RCMP jurisdictions resulted in a financial loss of approximately \$745,000,000. The drinking driver still remains high on the list of factors contributing to these costly accidents.

The RCMP, through research and evaluation of countermeasure programs, is using the latest, most advanced equipment and technology to prevent collisions and apprehend traffic violators. In the breath-testing program the most recent instrument to be used is the roadside screening device. A new improved unit, Model J3A A.L.E.R.T., was approved on March 15, 1978, and, with the exception of British Columbia and Nova Scotia, is being used throughout the Force.

Mobile breathalyzer vans are being used in Newfoundland, Nova Scotia, New Brunswick, Prince Edward Island and British Columbia to provide flexible, concentrated programs in troublesome and remote areas.

General Radio Service equipment, commonly known as Citizens Band or CB, is also being used on a limited basis to provide communications between public and police in areas where other facilities are inadequate or do not exist.

The Force participated in the metric conversion program by having all radar speedometers converted to metric. Conversion kits were installed on vehicle speedometers.

Canadian figures for estimating economic loss from collisions do not exist. However, the U.S. Department of Transportation, National Highway Traffic Safety Administration has determined, based on 1975 U.S. traffic collision statistics, economic loss for a fatality is \$278,175; personal injury accident \$3,185 (average); and a property damage crash \$520. Applying these figures to collisions in RCMP jurisdiction for 1975, 1976, and 1977, the losses may be estimated as follows:

1975

Deaths	1,975 x \$287,175	\$567,170,625
Personal Injury	37,970 x \$ 3,185	120,904,450
Property Damage	123,294 x \$ 520	<u>64,112,880</u>
	1975 Total	\$752,187,955

1976

Deaths	1,998 x \$287,175	\$573,775,650
Personal Injury	37,821 x \$ 3,185	120,459,885
Property Damage	114,917 x \$ 520	<u>59,766,840</u>
	1976 Total	\$754,002,375

1977

Deaths	1,927 x \$287,175	\$553,386,225
Personal Injury	40,245 x \$ 3,185	128,180,325
Property Damage	122,165 x \$ 520	<u>63,525,800</u>
	1977 Total	\$745,092,350

Commercial Crime

Controlling commercial crimes through effective enforcement and application of sanctions; investigation of corrupt and fraudulent activity both within and against all executive and administrative levels of government; and suppressing the manufacture and distribution within Canada of counterfeit money, tokens of value and federally-issued negotiable instruments, is mandatory if public confidence in the Canadian business community is to be maintained.

RCMP personnel at Headquarters, Ottawa, and at twenty-eight locations across the country provide guidance, assistance and liaison, on the international scene with foreign enforcement agencies, and on the national scene with various commissions and departments of the federal and provincial governments. The Force also operates a Securities Fraud Information Centre at Ottawa. This is a national repository of securities information available to all provincial securities commissions.

"White collar" and organized crime investigation demands the assignment of large numbers of highly specialized senior personnel who, as well as being peace officers, have obtained varying levels of education and experience in such disciplines as law, accounting, commerce, computer sciences and business administration.

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.

These investigations normally begin after the fact. On numerous occasions, however, intervention at an 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 1977, frauds valued at \$963,001,540 were investigated, approximately \$48,679,039 was recovered and court fines totalled \$632,181.

<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
1977	6,055	2,692	3,281

Bankruptcy Fraud

The RCMP also assists the Superintendent of Bankruptcy by preventing, investigating and prosecuting fraudulent practices or other abuses in the insolvency process. One of the preventive duties is the background and character investigation of some 70 applicants annually for trustee licences. The major task, however, is the investigation of complex commercial crimes, often international in scope, arising from or detected in bankruptcies. The annual number of new bankruptcy investigations has more than doubled over the past five years and the RCMP currently has over 400 open investigations.

Counterfeiting

The new Canadian multi-coloured banknotes have never been successfully duplicated. The only Canadian currency now being counterfeited and circulated are the 1954 issue 50 and 100 dollar denomination notes. However, the manufacture

and organized distribution of counterfeit money continues to be a problem. During 1977, counterfeit currency seized across Canada amounted to \$3,301,333. Of this amount, 95 per cent were U.S. notes manufactured in Canada. During the same period 5,916 counterfeit notes were passed compared to 5,000 during 1976.

The majority of counterfeit notes in Canada are manufactured in Quebec and controlled by criminal syndicates. During 1977, two plants manufacturing U.S. currency were discovered in that province. In one seizure the printer arrested was manufacturing American \$20 notes, Bell Canada and Air Canada payroll cheques, company identification and counterfeit liquor labels. One additional plant was discovered in Toronto but it was operated by one individual and organized crime was not involved. Approximately \$127,000 in counterfeit U.S. \$5 notes were seized before any could be placed in circulation.

It was noted during 1977 that Quebec-manufactured counterfeit notes were appearing in foreign countries with increasing frequency. In one case a Montreal-based criminal organization was disposing of counterfeit U.S. \$50 notes in Central America. In another, a Canadian was arrested in Miami after he attempted to sell \$84,000 in counterfeit U.S. \$20 notes to an undercover U.S. Secret Service agent. The notes were manufactured in Quebec and then smuggled to the U.S.A. in a stolen car.

An increase in the appearance of counterfeit Canadian notes has taken place in drug-producing countries and this is due, no doubt, to traffickers purchasing drugs with counterfeit currency manufactured in Canada.

Counterfeit Sections continue to operate in Montreal, Ottawa and Vancouver. Most major Canadian police departments enforce the counterfeit laws and the RCMP continues to coordinate investigations on a national and international level.

SEIZURE STATISTICS

	<u>CANADIAN</u>	<u>AMERICAN</u>	<u>TOTAL</u>
1972 -	\$ 57,223.00	\$ 703,235.00	\$ 760,458.00
1973 -	1,147,548.00	771,985.00	1,919,533.00
1974 -	924,924.00	66,020.00	990,944.00
1975 -	1,112,639.00	1,563,203.00	2,675,842.00
1976 -	178,025.00	7,136,055.00	7,314,080.00
1977 -	115,870.00	1,897,776.00	2,013,646.00

National Crime Intelligence

In operations against organized crime which span a broad spectrum of criminal activity including drugs, gambling, protection, stock frauds, counterfeiting, prostitution, corruption, bankruptcies, loansharking, etc., two types of intelligence are used - strategic and tactical. Strategic intelligence establishes the existence of organized crime groups and identifies their members' criminal activities, internal administration, movements, sources of income, intentions and vulnerability. Tactical intelligence develops information for prosecutive action, subject to the rules of evidence, and often enables law enforcement agencies to anticipate a crime occurrence thus resulting in either prevention of the offence or the offender's immediate apprehension.

Criminal intelligence on major crime figures and groups, including revolutionary and/or terrorist organizations involved in criminal acts, is collected by various sections

within the Force as a support service to our enforcement personnel, other police departments and Joint Forces Operations. After analysis and evaluation, the criminal information gathered is either followed up by RCMP intelligence personnel or it is passed on to the appropriate law enforcement agency for positive follow-up action and prosecution.

Internal or inter-city movements of organized crime figures are monitored by Airport Special Sections jointly staffed by RCMP and other police departments. This information is promptly shared with all interested law enforcement agencies, both domestic and foreign.

In addition, surveillance personnel provide a highly professional service to enforcement bodies. Sophisticated surveillance techniques are required to avoid detection by criminals who today practice counter-surveillance as a matter of course.

In 1970, Criminal Intelligence Service Canada (CISC) was founded to coordinate and intensify police efforts against organized crime. Through this organization, which now comprises 49 member police departments, law enforcement personnel are working together more closely than ever before. The Central Bureau of CISC, which has been operated by our National Crime Intelligence Branch since its inception, became a separate entity in September, 1977, and the personnel of this service now devote full time to assist member police departments to effectively combat the spread of organized crime. The Central Bureau of CISC, in co-operation with the Canadian Police Information Center (CPIC), are keeping pace with modernization and are developing an automated criminal intelligence information system (ACIIS) with terminals to be located in the intelligence

units of major police forces and provincial bureaux located in each province except Newfoundland and Prince Edward Island. These bureaux act as collection agencies and repositories for criminal intelligence originating in their respective regions.

Electronic Aids

Audio and visual surveillance, polygraph and voice identification equipment provide valuable assistance to investigators in instances where subjects are considered difficult to apprehend with conventional detection methods.

In compliance with Part IV.I of the Criminal Code, Privacy Act reporting is on a calendar-year basis.

During 1977, interception of private communication continued to be a very effective investigative tool. Canadian judges issued 731 authorizations resulting in 1,772 technical installations. Of these totals, 204 authorizations and 614 installations were on behalf of the Attorneys General of the provinces and territories. The remaining 527 authorizations and 1,158 installations were on behalf of the Solicitor General of Canada and from these 532 persons were charged.

Polygraph

RCMP polygraphists conducted 1,303 examinations during 1977. Of these, 703 indicated truthfulness, 368 untruthfulness; in 102 cases the results were indefinite and 130 cases incomplete. Of the 368 persons whose tests indicated untruthfulness, approximately 80 per cent later confessed to having committed the offences of which they were suspected.

Voice Identification

Voice identification by scientific means was established within the Force in 1975, to assist criminal investigators in such areas as:

- (a) voice identification and elimination by combined aural and spectrographic comparison of tape recorded voices;
- (b) improving poor quality voice recordings by electronic noise filtering;
- (c) examining commercial and suspected "pirate" tape recordings for detection of copyright violations; and,
- (d) other specialized examinations of tape recordings as may be required.

The technician is a voice identification examiner certified by the International Association of Voice Identification. Using modern sophisticated electronic audio processing equipment, most requests from investigators involving problems associated with tape recordings can be handled.

Drug Enforcement

Drug abuse indicators show the following trends for the next twelve-month period:

- Multiple-drug abuse will remain the predominant mode of drug-taking.
- Heroin will remain readily available from a number of sources, with a gradual increase in the flow from Southeast Asia.
- A gradual increase in cocaine abuse.
- Continuation of widespread abuse of cannabis derivatives.
- An increase in the number of clandestine laboratories producing Methamphetamine, PCP, etc.
- An increase in the abuse of the sedative hypnotics, tranquilizers and the amphetamine group.
- Abuse of the hallucinogens will continue its downward trend, abuse limited primarily to young drug offenders.

The Force has a multi-drug problem to cope with in Canada and looks upon the illicit traffic and abuse of heroin as the number one drug enforcement priority.

Heroin

Southeast Asia continues to supply 90% of the heroin available in our country. Occasionally, however, authorities encounter limited amounts of brown heroin which is suspected to have originated in Mexico.

During the first nine months of 1977, available illicit heroin had decreased to the lowest level since 1963. This was also reflected by a marked decrease in the purity of heroin at street level. In the past year, heroin sold on the street was 12 - 20 per cent pure. During the first nine months of 1977, the average purity of samples seized dropped markedly to a low of 3 - 5 per cent. However, there is currently an increase in both availability and purity.

The bulk of heroin entering Canada is smuggled in by male and female couriers who travel on commercial airlines. In addition, a considerable amount is secreted in mail. Intelligence indicates the latter method is increasing and this represents a major enforcement problem. A single envelope averages between two and four grams of 85 - 95 per cent pure heroin which, when diluted and sold at street level purity and price, would net the trafficker a profit of \$16,000 to \$29,000 (Canadian) for each envelope.

The shortage of illicit heroin during the first nine months of 1977 is coming to an end and its availability to addicts across Canada is increasing.

Cocaine

Illicit traffic and cocaine abuse continues to emerge as a serious drug problem which is spreading across the country to many previously unaffected communities.

Columbia, Peru and Bolivia are prime source countries. Organized criminal groups are now involved with this traffic but virtually any enterprising trafficker can fly to South America and purchase kilogram lots of cocaine.

Cannabis

Cannabis abuse is still the most prevalent drug problem and Mexico, Columbia, Jamaica and Thailand remain the predominant source countries for marijuana destined to Canada.

Solid hashish and hashish oil are entering Canada from India, Pakistan, Nepal, Morocco, Afghanistan and Lebanon.

An increase in the appearance of cannabis oil has also been noted. This trend may in part be attributed to the recent surfacing of commercially-manufactured portable extraction devices trade-named ISO-2 Isomerizers which have the capability of converting marijuana from plant form into a more concentrated oil form.

Secluded areas on our eastern and western seaboards are being used as drop sites by well-coordinated trafficking organizations. There has also been an increase in the use of sea-going pleasure craft to bring drugs from source countries to Canada.

In May 1977, investigators from the Atlantic provinces seized a 6.5 ton marijuana shipment from a 75 foot private yacht as it was unloading in a small port. The street value

was an estimated 14 million dollars. The vessel's interior had been completely stripped of furnishings in order to make room for the shipment. As a means of deception a new waterline was painted six inches above the original to make it appear the vessel was riding empty.

An increase in illicit cannabis cultivation was also noticed this past summer. During early fall two seizures alone accounted for 1,400 kilos of locally grown marijuana.

Seizures and charges - 1977*

<u>Drug</u>	<u>Amount Seized</u>	<u>Persons Charged</u>
Heroin	18.14 kg	1,074
Cocaine	27.29 kg	517
Controlled & restricted	56.15 kg	1,306
Cannabis	23,073.90 kg	25,890

*RCMP figures only.

Customs & Excise

In recent years emphasis has been placed on violators who unlawfully import high value goods for commercial purposes. In each case the victim is the taxpayer as the federal and provincial governments are defrauded of millions of dollars annually. Virtually all known commodities are being unlawfully imported. The most common, however, are jewellery, weapons, pornographic material, vehicles, vessels and aircraft.

The Canadian Jewellers Association estimates that millions of dollars worth of jewellery is being smuggled into Canada each year. In 1977, RCMP seizures exceeded \$2 million in value.

The illicit importation and trafficking in weapons and pornographic material is directly related to organized crime. Annual sales value of pornography in Canada is believed to be in excess of \$100 million. Due to the volume of international traffic and the sophistication of the smuggling rings, it is virtually impossible for Canada Customs to detect this commodity at the border. And while large seizures of smuggled pornographic material are being made by the Force, a dedicated effort by all police forces is required to combat this type of crime.

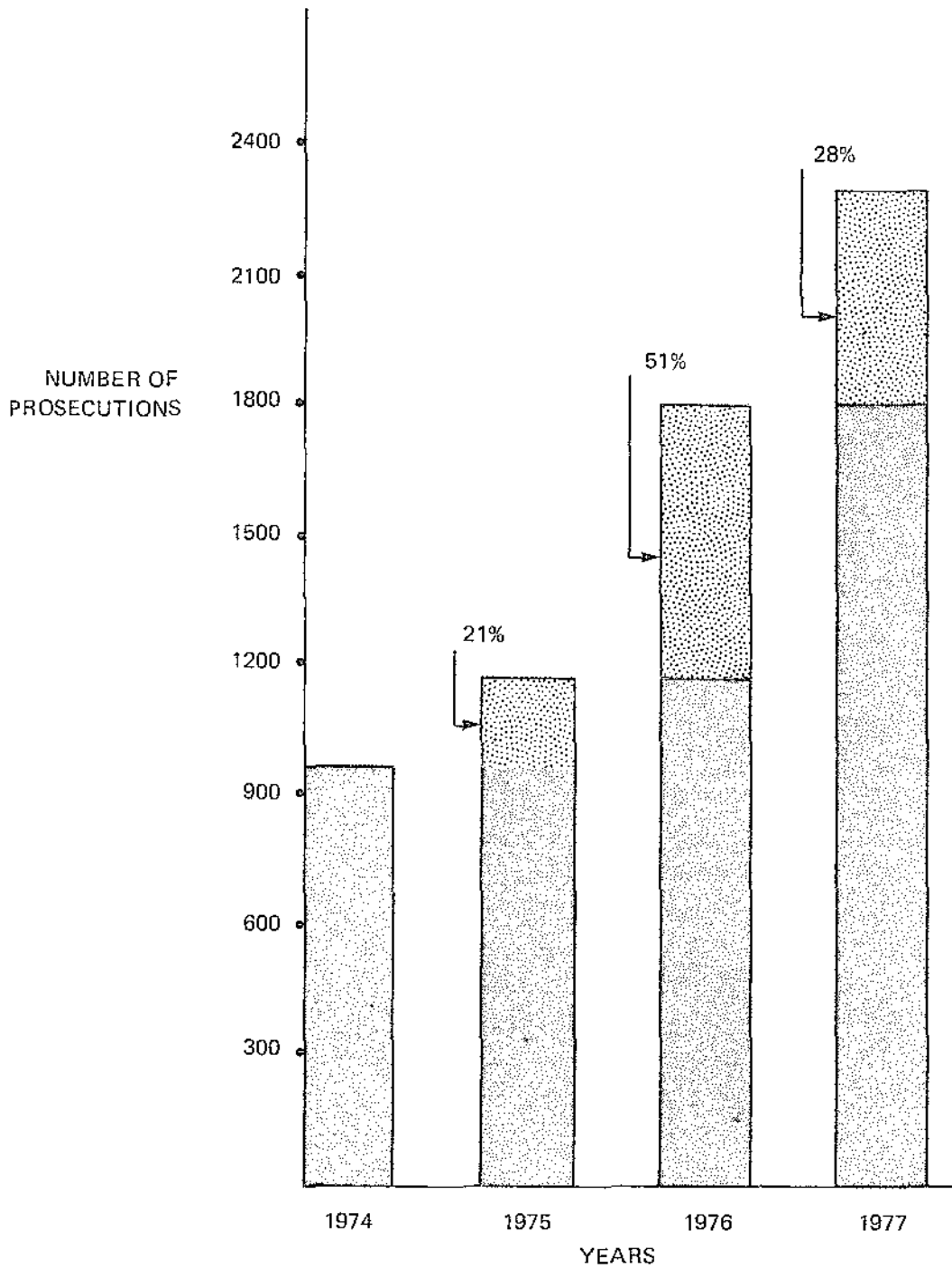
Major Customs and Excise investigations in 1977 involved fraudulently imported vehicles, vessels and aircraft. An example is a recent case in which a large number of yachts and sailboats were seized and charges laid. Another involved motor homes valued at over \$1 million. In this case, prosecution was entered under the Customs Act, however, investigations of this type frequently generate prosecution under other statutes.

In a recent case involving seven aircraft, a number of charges were laid under the Excise Tax Act and unlawful importation and subsequent sale of three aircraft valued at \$250,000 resulted in charges being laid for theft, fraud and false pretences.

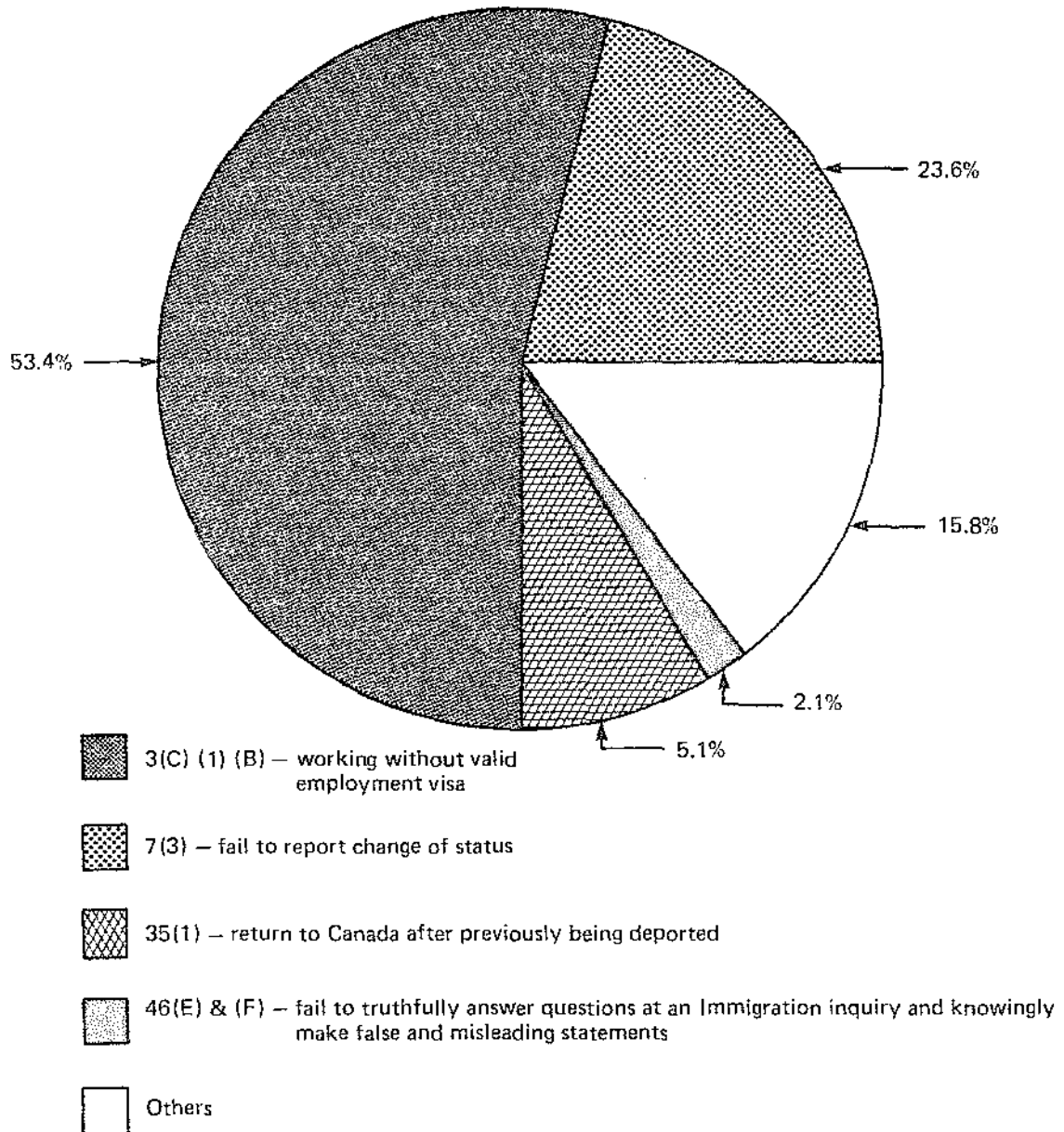
Interpol

With the inclusion of Paraguay and Seychelles during 1977, the International Criminal Police Organization (Interpol) now has a membership of 126 countries. Interpol provides a means for member countries' police forces to coordinate and centralize their efforts in the prevention and suppression of crime.

IMMIGRATION ACT
PROSECUTION STATISTICS
AND YEARLY PERCENTAGE INCREASES
FROM 1974 TO 1977



PERCENTAGES OF CHARGES BY SECTIONS OF THE
IMMIGRATION ACT LAID IN 1977



Requests received from Canadian police forces are channelled through the Canadian Central Bureau of Interpol comprising a staff of nine and located at Headquarters, Ottawa. These requests are analysed and evaluated to ensure compliance with the Interpol Constitution. This policy is also strictly adhered to when dealing with requests from foreign police forces. During the last year, 79 countries and 163 Canadian police forces and government agencies received assistance on a wide range of investigative and administrative law enforcement matters.

Interpol sponsors conferences and an annual General Assembly which help strengthen ties of mutual cooperation and provide police officers opportunities to discuss particular crime problems. It also organizes international symposia on specific subjects where experts exchange views and compare results of their experience. The purpose is to seek solutions to common problems inherent in law enforcement.

During 1977, twenty-eight Interpol member countries and the Interpol General Secretariat in Paris were supplied with the results of 36 studies produced by different branches of the RCMP and other Canadian police forces. The following is a partial list of the study topics:

- Regulations governing exercise of the profession of "technical expert";
- Computerized fingerprint collection;
- Private Security Agencies;
- Police powers in connection with questioning of persons;
- Prevention of crime in respect to persons suspected of loitering with intent to commit crime;
- Status and functions of women police officers;

- Armed robberies involving money carriers;
- Use of dogs to detect explosives and drugs;
- Documentation for training operational police personnel in all aspects of civil aviation security.

Lectures on Interpol and its Works of Art program were given by RCMP personnel during two Customs & Excise Investigators' Courses held at the Canadian Police College.

In 1977, files coordinated on enquiries received from Interpol member countries totalled 1,737 with the following breakdown:

	<u>1976-77</u>	<u>1977-78</u>
Criminal Investigations	914	1101
Wanted Persons	624	609
Missing Persons	<u>26</u>	<u>27</u>
TOTAL	1564	TOTAL 1737

INCREASE 11%

Inquiries regarding stolen works of art and modus operandi numbered 191 and 38 respectively. Total number of entries made on the Canadian Police Information Centre System for the information and use of Canadian police agencies were 8,066 under the following headings.

- 1) persons wanted in one or more of the member countries;
- 2) persons liable to commit crime on an international basis;
- 3) persons requiring positive identification by police;
- 4) missing persons;
- 5) stolen property.

Interpol communications are sent by radio, telex, on-line computer systems, correspondence and photo-telegraphic equipment. Request priority dictates the method of communication to be used.

Immigration and Passport

The RCMP enforces the Immigration Act and Regulations by independently investigating offences that can be tried in criminal court. In addition, offences under the Canadian Citizenship Act and frauds relating to Canadian passports are investigated.

In the past year the courts disposed of 2,326 charges under the Immigration Act. By comparison, 1,835 charges were disposed of in 1976 and 1,210 in 1975. Since 1974 prosecutions have increased 134 per cent.

Migratory Birds Convention Act/Canada Shipping Act

During 1977, RCMP personnel expended 42,687 hours enforcing the Migratory Birds Convention Act and related provincial wildlife statutes. A total of 976 cases were registered under the MBC Act and 1,871 under the various statutes.

There were also 3,360 assistance cases registered. In addition, 34,596 hours were expended enforcing the Canada Shipping Act resulting in 863 charges being laid. Water safety programs accounted for another 9,837 man hours.

Police Dog Service

The Force has 64 highly trained multi-purpose police service dog teams operating throughout Canada. The dogs are male German Shepherds selected for their strength, temperament and versatility.

During the past fiscal year, the Police Dog Service was involved in 4,732 cases: 284 cases involved tracking and searching for missing persons, 2,312 tracking and searching for criminals, 917 narcotics cases, 942 missing or stolen articles and 277 searches for explosives or alcohol.

Native Policing

The recognition that no one is better qualified to police native people than natives themselves prompted the establishment of a Native Special Constable program within the RCMP. The program is now well under way in British Columbia, Alberta, Saskatchewan, Manitoba, the Yukon and Prince Edward Island, with 102 positions established so far. Of these, 83 positions are filled and intensive efforts are being made to staff the remainder. Negotiations are also being carried out to establish the program in the remaining areas under the jurisdiction of the RCMP and a high priority is being placed on employing native people in the Force.

During 1977-78 an independent evaluation of the program recommended continued funding and expansion as rapidly as possible. Discussions of the report with provincial governments and Indian organizations in the four western provinces resulted in commitments for funds to expand the program.

A significant achievement during the past year was the production of an audio-visual presentation which effectively illustrates the scope of native policing and the contribution being made by members of native origin. The presentation has been well received by field divisions and the native communities and is proving to be a valuable recruiting and information medium.

NUMBERS OF INDIAN SPECIAL CONSTABLES
RECRUITED INTO THE FORCE DURING PAST 4 YEARS

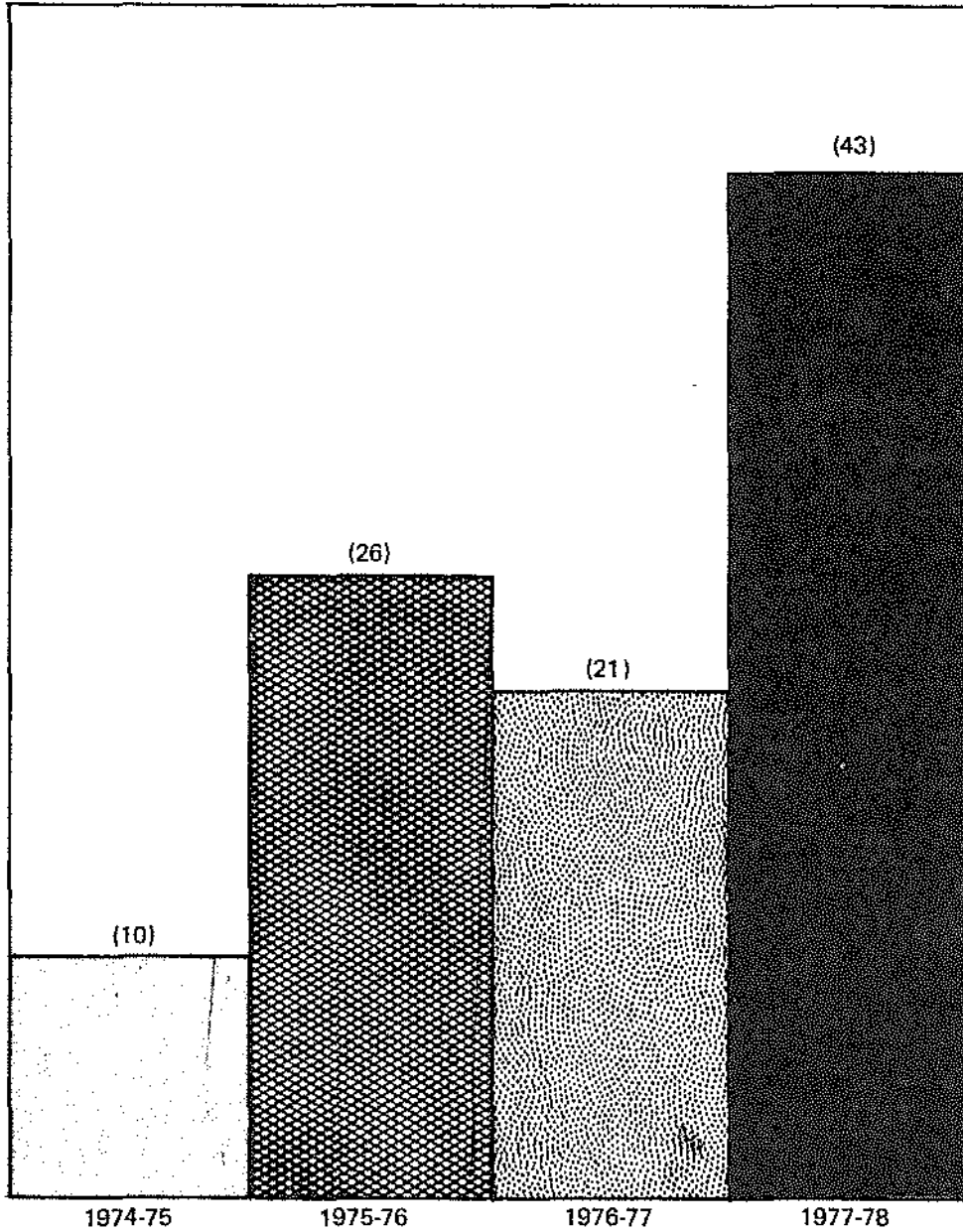


TABLE I

CRIMINAL CODE OFFENCES (INCL. TRAFFIC)

R.C.M.P. JURISDICTION

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
1977	506,286	453,577	237,278

TABLE II

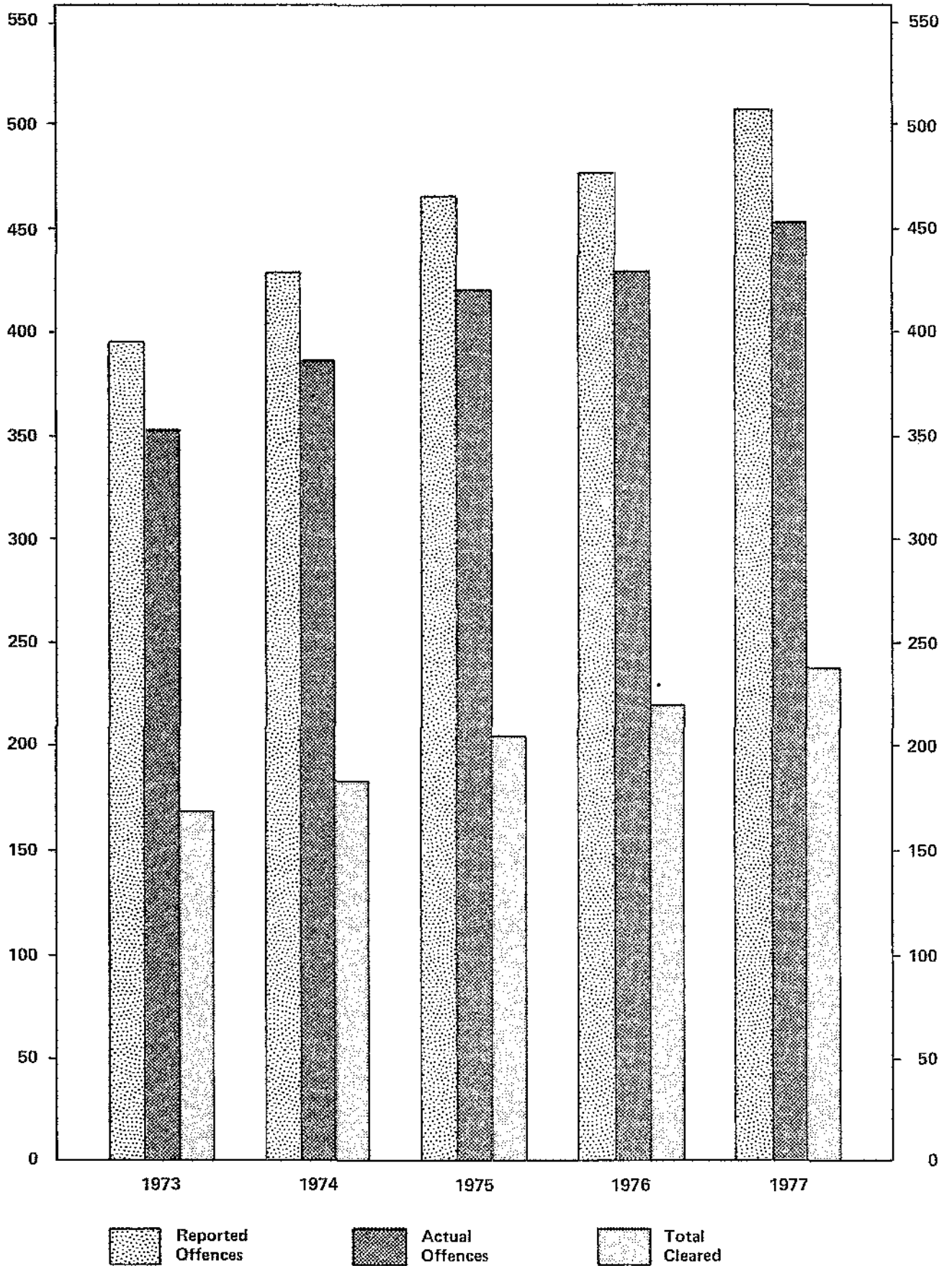
CRIME TRENDS - ACTUAL OFFENCES

OFFENCES	1976	1977	% INC. 77/76
C.C. PERSON	33,432	34,754	2.4
C.C. PROPERTY	204,648	209,455	0.6
OTHER C.C. CRIME	122,043	133,359	7.6
DRUGS	31,434	32,590	2.4
OTHER FEDERAL	42,523	57,097	33.9
PROVINCIAL	168,174	176,646	4.7
MUNICIPAL	8,711	10,856	22.9
ALL CRIME	610,965	654,757	5.9

TABLE III
CRIMINAL CODE OFFENCES (INCL. TRAFFIC)
R.C.M.P. JURISDICTION

In Thousands

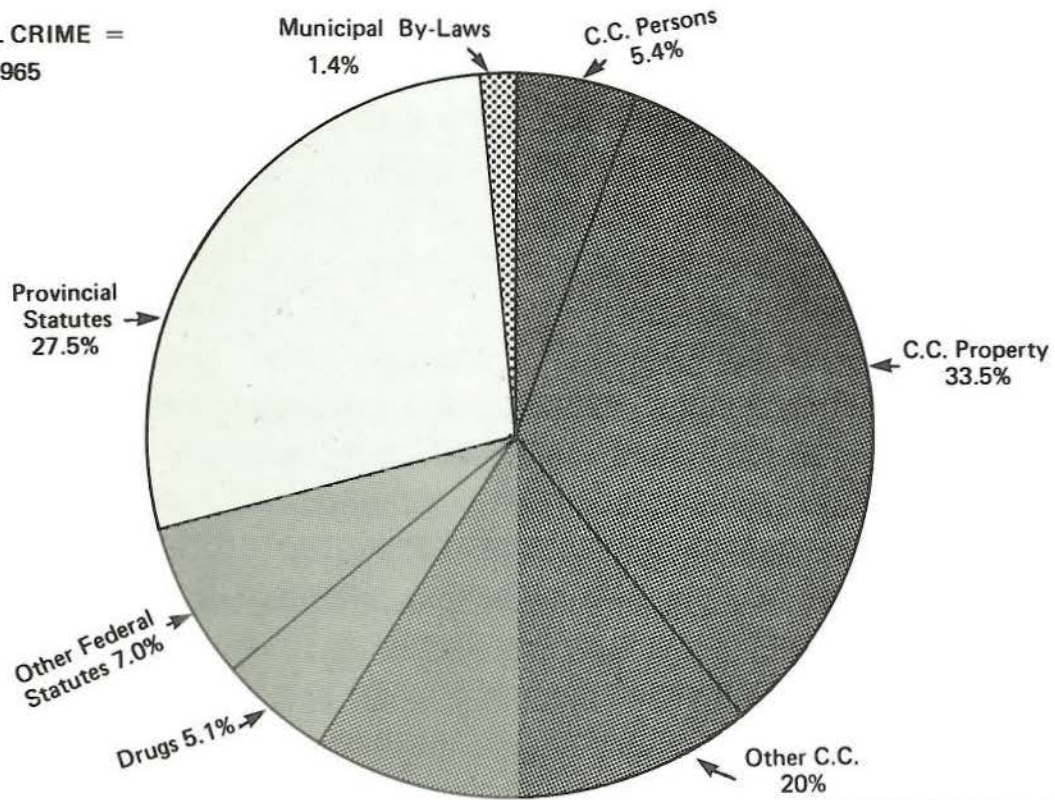
In Thousands



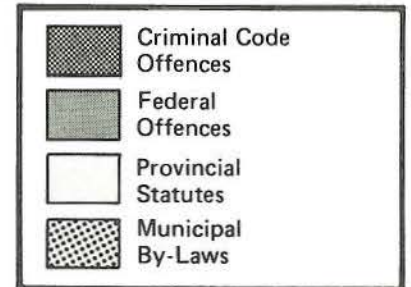
GRAPH I

1976

TOTAL CRIME =
610,965



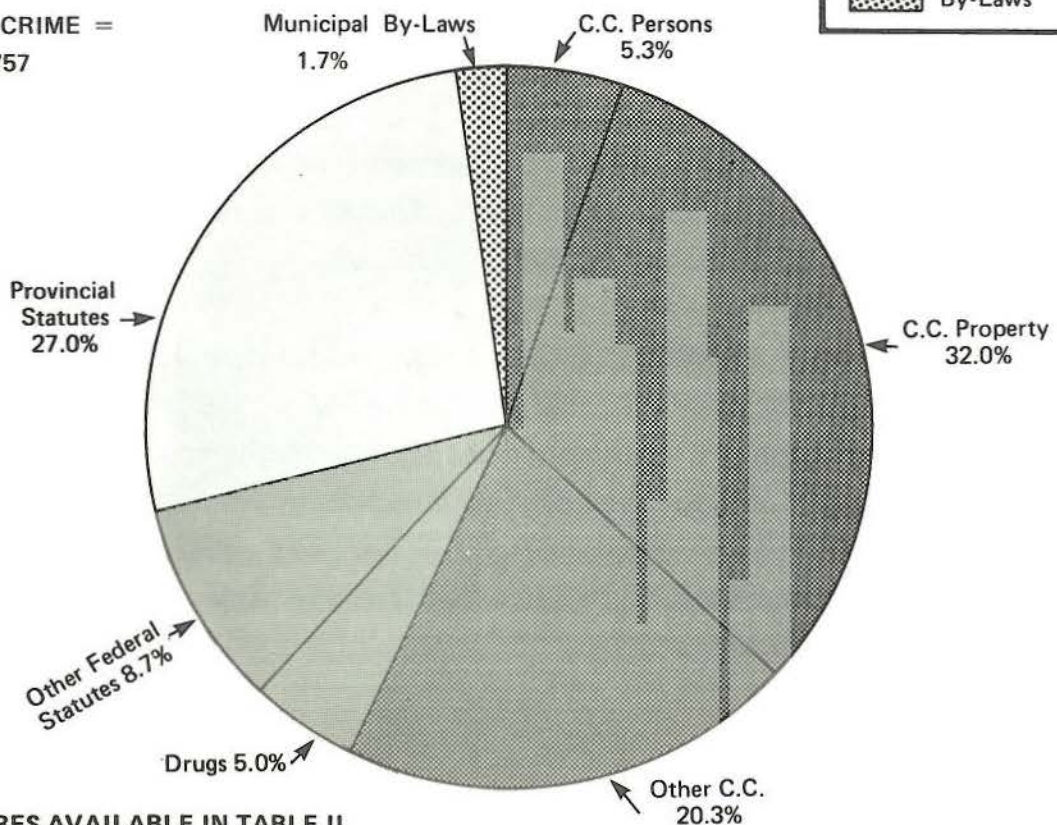
THESE CHARTS SHOW THE DISTRIBUTION OF THE
7 CHOSEN CRIME CATEGORIES TO THE TOTAL CRIME.*



GRAPH II

1977

TOTAL CRIME =
654,757



* FIGURES AVAILABLE IN TABLE II

Detachments are encouraged to develop rapport with Band councils, and "HQ" and field division personnel are in constant liaison with federal and provincial native organizations.

Monitoring and Analysis

Criminal Code offences investigated by the RCMP increased 6.0% from 1976 to 1977. From 1973 to 1977 there was a significant increase of 28.3%. These increases are graphically illustrated in Tables I, II and III. Graph I and II illustrate the percentage distribution of total actual crime investigated by the Force in 1976 and 1977.

The Force policy centre for administering the Statistics Canada Uniform Crime Reporting (UCR) system and the RCMP man-hour data collection system is located at HQ Division, Ottawa. Both systems are automated and use the CPIC computer facilities. All detachments, sub-division and division offices now receive crime (UCR) and man-hour printouts on a quarterly basis. Viewed as a valuable management aid, these statistical reports assist in redeploying personnel as trends and shifts in crime are observed.

V.I.P. Security

V.I.P. Security consists of both personal security and major events security. During 1977, the Force spent a total of 287,332 man-hours on these duties.

The RCMP plans and coordinates security measures dealing with the personal safety of the Governor General, the Prime Minister, federal Cabinet ministers, Supreme and Federal Court judges and designated senior government officials. Security is also provided for all visiting heads of state/government, foreign ministers and dignitaries, embassy personnel and property.

During 1977, security was provided for 185 V.I.P. visits including:

- U.S.A. Vice-President W.F. Mondale - Ottawa and Edmonton
- HRH the Duke of Edinburgh - Regina and Fredericton
- Huang Hua, Foreign Minister, People's Republic of China - Ottawa and Toronto
- Mrs. Rosalynn Carter - Vancouver
- Giulio Andreotti, Prime Minister of Italy - Ottawa, Toronto and Montreal
- Helmut Schmidt, Chancellor of West Germany - Ottawa
- King and Queen of Belgium - Ottawa, Toronto and St. John's
- HRH Prince Charles - Calgary

Personal and physical security requirements for national and international major events and conferences held in Canada are coordinated by RCMP personnel. Another major responsibility is security for the Royal Family during their stays in Canada. During the past year the following events have required the attention of security personnel:

- Visit of Her Majesty Queen Elizabeth II, Ottawa - October
- Canada Summer Games, St. John's, Nfld. - August
- NATO Nuclear Planning Group, Ottawa - June
- Twenty-third Commonwealth Parliamentary Conference, Ottawa - September
- Canada/Japan Joint Economic Committee Meeting, Vancouver - June

Security Engineering

Security of classified information, negotiables and properties within the Royal Canadian Mounted Police and, by request, within other departments and agencies of the federal service, is the responsibility of technically qualified RCMP personnel who:

ESTABLISHMENT OF THE FORCE AS OF MARCH 31, 1978

	HQ	A	B	C	D	E	F	G	H	J	K	L	M	N	O	DPT TOTAL
COMMISSIONER	1															1
DEPUTY COMMISSIONERS	3					1										4
ASSISTANT COMMISSIONERS	10			1	1	1	1				1				1	16
CHIEF SUPERINTENDENTS	18	1	1	1	1	3	1	1	1	1	1	1	1	1	1	35
SUPERINTENDENTS	52	4	4	6	4	21	5	1	3	4	7			1	3	117
INSPECTORS	129	7	9	23	13	43	14	5	8	7	29	1	2	5	17	316
<u>TOTAL OFFICERS</u>	<u>213</u>	<u>12</u>	<u>14</u>	<u>31</u>	<u>19</u>	<u>69</u>	<u>21</u>	<u>7</u>	<u>12</u>	<u>12</u>	<u>38</u>	<u>2</u>	<u>3</u>	<u>7</u>	<u>22</u>	<u>489</u>
STAFF SERGEANTS	221	18	28	38	41	150	47	11	33	24	73	6	3	7	27	734
SERGEANTS	412	47	50	98	94	283	111	14	53	61	142	13	13	34	69	1513
CORPORALS	506	74	109	168	170	628	223	63	125	98	310	23	27	12	136	2759
CONSTABLES	373	157	324	275	531	2048	618	92	332	285	924	71	38	37	275	6680
<u>TOTAL UNIFORM</u>	<u>1725</u>	<u>308</u>	<u>525</u>	<u>610</u>	<u>855</u>	<u>3178</u>	<u>1020</u>	<u>187</u>	<u>555</u>	<u>480</u>	<u>1487</u>	<u>115</u>	<u>84</u>	<u>97</u>	<u>529</u>	<u>12175</u>
SPECIAL CONSTABLES	331	159	36	227	38	172	64	25	26	16	159	1	11	56	144	1465
CIVILIAN MEMBERS	1212	25	25	55	58	156	70	16	44	26	114	9	8	18	49	1895
<u>TOTAL MEMBERS</u>	<u>3268</u>	<u>492</u>	<u>586</u>	<u>892</u>	<u>951</u>	<u>3506</u>	<u>1154</u>	<u>228</u>	<u>625</u>	<u>522</u>	<u>1760</u>	<u>125</u>	<u>103</u>	<u>171</u>	<u>722</u>	<u>15535</u>
PUBLIC SERVANTS	1441	67	79	163	145	431	164	31	89	93	242	20	11	83	138	3386
<u>TOTAL</u>	<u>4709</u>	<u>559</u>	<u>665</u>	<u>1055</u>	<u>1096</u>	<u>3937</u>	<u>1318</u>	<u>259</u>	<u>714</u>	<u>615</u>	<u>2002</u>	<u>145</u>	<u>114</u>	<u>254</u>	<u>860</u>	<u>18921</u>

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- (a) test and evaluate all security devices;
- (b) design, develop and conduct research work for the Federal Government on any prepared or manufactured product or other form of construction being considered for use;
- (c) provide service and maintenance capability on security equipment items in use within the Public Service of Canada;
- (d) provide expert advice and operational assistance to the Force, Federal Service agencies and other Police Forces, on physical security and equipment; and
- (e) provide consulting services at the conceptual stage of building construction, in order to ensure that building security needs are incorporated during construction thereby avoiding the high cost of retrofit. Similar advice is provided when major renovations are made.

The security engineering service is divided into two basic areas. One is concerned with electronic security equipment such as intrusion alarms and access control systems, and provides technical consultation services. The other deals with mechanical security equipment such as locks, safes, vaults and classified waste destruction equipment.

Security Research and Consultation

A staff of five, highly trained security consultants prepare security briefs for use by design consultants and architects. They guide Departmental Security Officers on design requirements for security in new buildings or when major renovations are undertaken. Hardware and alarm requirements are identified and specifications proposed. Specifications are subjected to expert review on behalf of departments concerned to establish that bidders are meeting security requirements as specified, or that they offer an adequate alternative.

Special design applications, techniques and cost-effective procedures are recommended. This includes advising on manufacturing techniques, design idiosyncrasies, security values and commercial availability.

An interesting product now being tested is a lightweight vault wall designed to meet protection requirements for secure rooms located in high-rise offices where floor strength will not bear the weight of a concrete vault. The weight restrictions have led to an innovative construction and alarm design.

Electronic Security

As modern electronic technology develops, the reliance on electronic security systems continually expands. The RCMP provides an advisory and research service with respect to intrusion alarm and electronic access control technology for federal government departments, Crown agencies, the RCMP and other police forces.

Personnel also collaborate in education programs designed to meet the security requirements of Federal Departmental Security Officers and the crime prevention interests of Canadian Police Forces.

Investigational Support

As an aid to Force investigators, sophisticated electronic systems are installed in business or residential areas which have become regular criminal targets. Investigative assistance is also given on individual projects upon request.

Security equipment and installation procedures are also recommended to RCMP personnel responsible for sponsoring or conducting Crime Prevention seminars.

Information Services

As the security community grows, the necessity for effective communication channels becomes more vital. With this concern in mind, the editing and distribution of research publications such as the Electronic Data Processing Security Bulletin, as well as the development of a security engineering library and information retrieval system, have been the responsibility of designated qualified personnel since November 1977.

Mechanical Security Equipment

Design and Development

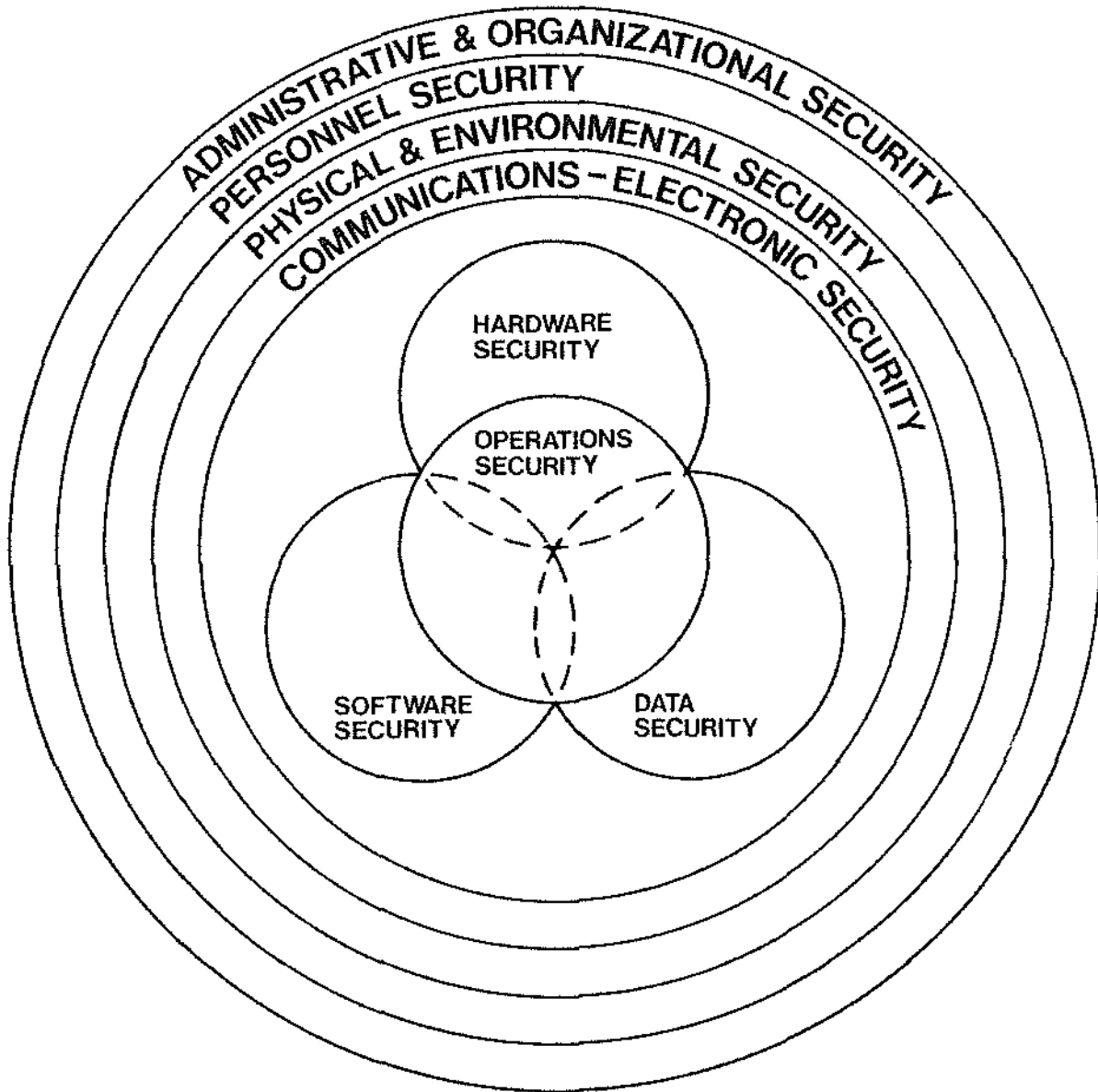
Through constant monitoring, five experienced mechanical technologists develop equipment to meet identified federal government security requirements. They fabricate prototypes, draft specifications and make drawings necessary for mass production by industry. In order to assure compliance with the specifications, a quality control inspection service at manufacturers' plants is also provided.

A recent innovative design is a new prisoner restraining strap which provides optimum security plus ease of application.

Operational Support

Five lock technologists with practical police experience provide expert advice and operational assistance to the Force, agencies and departments of the federal government, and other police forces regarding physical security and equipment.

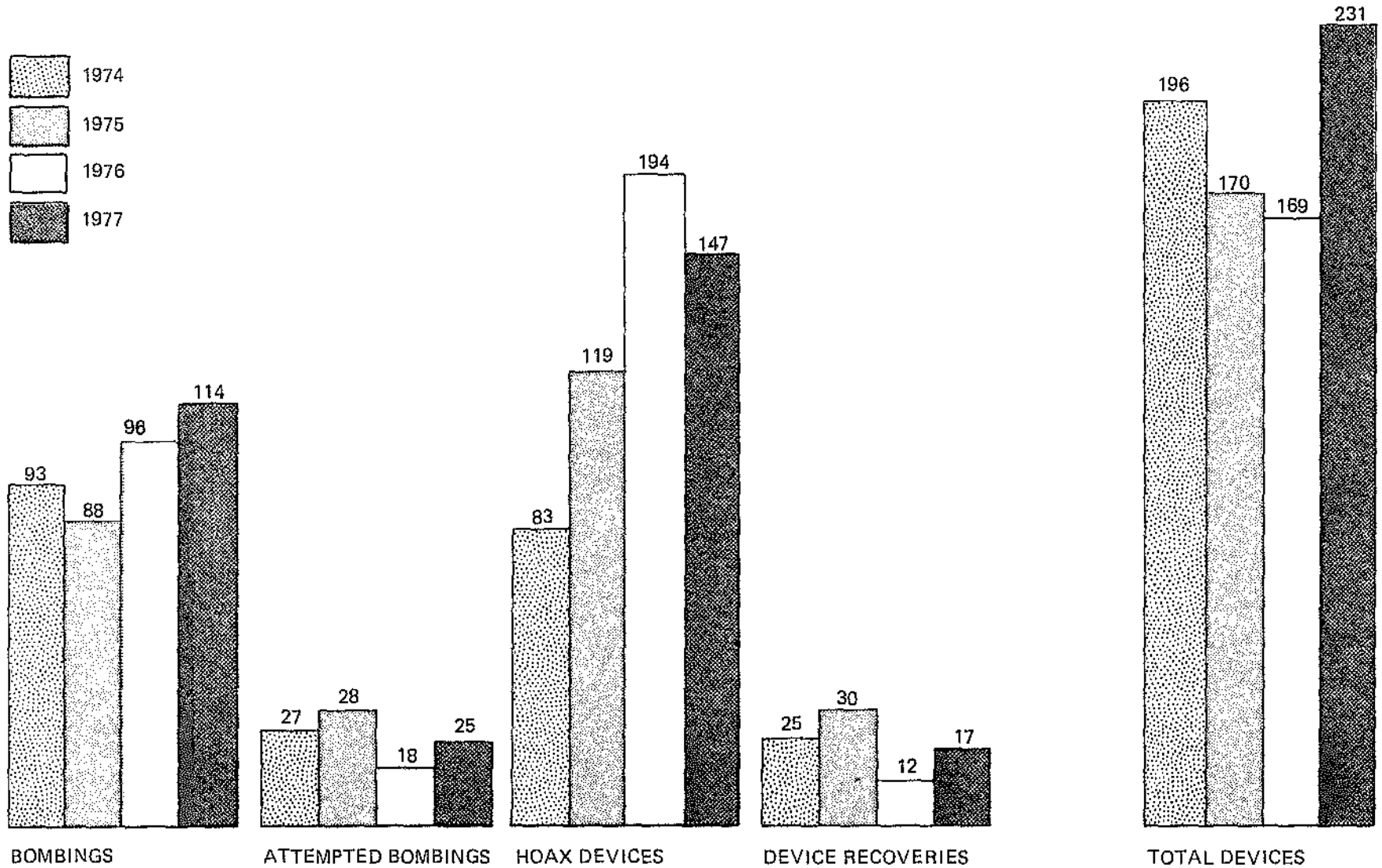
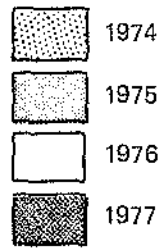
ESSENTIALS OF EDP SECURITY



Electronic Data Processing (EDP) Security

Security Evaluation and Inspection Teams (SEIT), assist in securing government and private sector computer facilities which process sensitive information. As illustrated in the diagram, SEIT consultation and inspection services cover both the technical and non-technical aspects of computer security. Consultations are given as required. Inspections, however, are carefully planned and scheduled in advance and reports aimed at resolving any security problems encountered are provided to Deputy Ministers or heads of agencies.

bomb incident comparison 1974-1977



Product Evaluation and Research

In any research group, there must be a testing body to evaluate a product's practical aspect. The RCMP is no exception; personnel make evaluations and suggest modifications to commercial or in-house designed security products and equipment. These vigorous tests are conducted to ensure the suitability of each item proposed for use within the federal government. This research and evaluation is done in collaboration with the Security Equipment Advisory Committee to establish security equipment categories.

Through the equipment and projects that have been adopted over the past twenty years, Canada holds a prominent position in the international security community and is recognized as a world leader with respect to developing and evaluating adequate security equipment for the physical protection of government property and information.

Security System

The RCMP provides protective security inspections, evaluations and consulting services throughout Canada to federal government departments and agencies as well as to private sector facilities under contract to the federal government. A comprehensive evaluation of administrative, personnel, physical and technical security practices and procedures (as applicable), together with cost-effective recommendations to correct deficiencies, is provided to senior management.

During the 1977-78 fiscal year, 14 federal government installations and four private sector facilities used by the government were inspected. In addition, 37 consultations on EDP security matters and six follow-up inspections of federal government sites were carried out.

In 1977-78 a PDP II mini-computer was acquired to assist in developing security mechanism and techniques. The results of these research projects will be provided to government departments as part of the Security Evaluation and Inspection Teams (SEIT) consulting service.

To promote EDP security awareness the EDP Security Bulletin, with a circulation of approximately 900 copies, is distributed to government EDP and security personnel, private sector EDP firms, national and international police departments and other interested parties. As well, a series of booklets entitled Security Information Publications (SIPs) has been started which will provide an approach to EDP security and security in general.

An on-going EDP security training program assists computer personnel from government departments and agencies and private sector facilities to implement sound security programs. During 1977-78 the Force provided training to 20 Departmental Security Officers and 48 EDP Security Coordinators. Risk management workshops and senior executive seminars were also conducted.

Technical Security and Explosive Disposal Technology

Specialized services are provided in the areas of technical security and explosive disposal technology. The RCMP, with assistance from the Departments of External Affairs and National Defence, conducted 92 electronic sweeps or counter technical intrusion inspections involving 2,106 staff hours. In addition, assistance to other police investigations required that laboratory examinations be conducted and reports prepared for three cases. An increased number of requests for these services have been received from provinces where the RCMP has provincial contracts, and from municipal police forces across Canada.

In the field of explosive disposal technology the RCMP ensures that the Canadian police community is capable of responding adequately to the Improvised Explosive Device (IED) threat. A national repository of data involving IEDs, research, development, field evaluation of explosive disposal equipment and render-safe procedures is maintained. As well, an advanced training program is conducted under the auspices of the Canadian Police College to ensure Canadian police explosive techniques remain technically current and competent. Consultation and render-safe assistance at incidents involving abandoned commercial or criminally-placed explosives are provided across Canada by RCMP Explosive Disposal Unit.

As in previous years, there has been no evidence of activity directly related to known national or international terrorist organizations. Total incidents remain fairly constant with no trends in activity or device construction apparent. A 242-per-cent increase in the dollar value of property damage resulting from bombings is closely related to the attacks against hydro-electric transformer stations in Ontario.

Security Systems personnel also act as the Secretariat for the Security Policy Under Review (SPUR) project of the Federal Government's Security Advisory Committee which is reviewing the security classification system and various security-related cabinet directives and orders used by the federal government in order to recommend a single, comprehensive policy in the form of a cabinet directive. This directive will deal with national security considerations as well as a security policy for the protection of sensitive government assets which do not fall within the sphere of national security.

Airport Policing

Headquarter's personnel plan and coordinate RCMP participation in the National Airport Policing and Security Program on a cost recovery basis in cooperation with Transport Canada.

At the start of 1977, ten international and twenty domestic airports were policed by Special Constables, Non-Commissioned Officers (NCOs) and Officers of the Force, augmented by the Canadian Corps of Commissionaires. Late in the year, Treasury Board approved cutbacks in manpower, and the RCMP withdrew from some domestic airports. At the end of the year, over-all strength was 489; four detachments had been closed.

There were no hijackings or other serious incidents at Canadian airports in 1977. However, airport personnel handled 99 bomb threats, located 13 firearms and 720 imitation firearms. They also investigated 6,312 incidents involving breaches of security. Enforcement of Airport Traffic Regulations led to 18,575 prosecutions and 126,177 traffic tickets issued (includes 3,282 moving, 121,576 parking and 1,319 other). Other offences and warrants executed totalled 41,190 during the year.

The RCMP performs a preventive policing and security function designed to ensure safety and freedom from terrorist attacks against civil aviation. The statistics and feedback from various agencies involved, such as MOT and air carriers, show that the program is working well.

Protection of Human Rights

The adoption of the Canadian Human Rights Act on July 14, 1977, and its proclamation March 1, 1978, imposed additional obligations and responsibilities on all federal government

departments, including the RCMP. Under the Act, Regulations and Guidelines, these responsibilities include: responding to all requests relating to personal information; replying to inquiries from the Human Rights Commission; assisting investigators from the Privacy Commissioner's office; protecting against discriminatory practices; protecting the privacy of individuals; submitting statistical information and preparing reports for the Minister and Treasury Board.

A Departmental Privacy Coordinator was appointed to ensure that the Force fulfills the duties and responsibilities imposed by the Act, Regulations and Guidelines.

The Protection of Human Rights Branch was formed on October 1, 1977, to act as a secretariat for the Departmental Privacy Coordinator and to form a centralized unit to process all access and correction requests, as well as to develop and implement policies, procedures and guidelines to ensure uniform application and response to the provisions of the Canadian Human Rights Act, Regulations and Guidelines.

The RCMP has 785 separate locations throughout the provinces, municipalities and territories at which federal information banks are maintained. In order to assist the bank managers in processing access and correction requests, Human Rights Coordinators were appointed in all divisions and directorates. These persons attended a seminar on the Protection of Human Rights held at the Canadian Police College, "N" Division, Ottawa, Ontario, on December 13-15, 1977. Coordinators were instructed in their roles so that they in turn could provide guidance to personnel in their area of responsibility.

An administrative bulletin was produced and distributed to all members of the Force outlining the provisions of the Canadian Human Rights Act with particular attention to Part IV, Regulations and Guidelines, and the effect they would have on law enforcement.

Based on the U.S. experience respecting similar statutory access entitlements, 1,500 requests for personal information were anticipated in the first year.

During March, 1978, the first month the Act was in force, 554 access requests were received. Approximately 65 per cent were for banks accessible to the general public, 25 per cent for exempted banks, and 10 per cent for employee files.

Most of the problems surfacing since the Act came into force have been of an interpretive or procedural nature and were quickly solved. However, under Sec. 52(2) of the Canadian Human Rights Act the requirements to obtain consent from individuals before personal information they have provided is used for non-derivative purposes is complicating exchanges of information between federal departments.

Many departments have already denied other departments access to their records in view of these provisions. This problem is currently under review. Criteria to re-establish inter-departmental exchanges are being prepared in consultation with the departments and agencies affected.

Policing the North

In the Yukon and Northwest Territories the RCMP acts both as a Federal Force and a Territorial Force under contract with the territorial governments. In this capacity it is responsible for enforcing laws, preventing crime and maintaining peace and security.

1978 marked completion of the Dempster Highway linking Inuvik, N.W.T. with southern Canada. The highway has been under construction for the past several years by Public Works Canada for the Department of Indian Affairs and Northern Development (DIAND) who in turn handed control over to the Yukon Government. The Department of National Defence also contributed by constructing a major bridge at Eagle River.

The Carcross Skagway Highway will also be completed in 1978 linking Skagway, Alaska, to the Alaska Highway. This route will provide the Yukon with a major supply line joining southern British Columbia to the Yukon by a ferry and highway system.

With construction of the Alaska Highway Pipeline becoming a reality, extra manpower and equipment will be needed to cope with increases in crime related to the influx of a large transient population. Long range plans are being formulated to meet this challenge and a close liaison is being maintained with all levels of government and the pipeline company to develop socio-economic terms and conditions. Detachments along the pipeline corridor have been scheduled for replacement or renovations and double-wide quarters are also being established to house additional personnel.

Native Policing - Indian Special Constables (3b Program)

The Yukon Territorial Government has indicated it will support the program of special constables up to a maximum of 18 positions. Once funding arrangements have been completed, the policy of hiring three new members per year will continue. To date, three Native Special Constables have been employed and are stationed at Ross River, Teslin and Carcross. They have been well received in their communities and are providing valuable assistance to the Force.

Crime Statistics

Alcohol is still the major contributing factor in most criminal occurrences throughout the Yukon Territory. The introduction of programs such as Stop Check and ALERT, along with increased fines and stiffer sentencing, has helped minimize impaired driving offences.

Comparison of crime figures for Fiscal Years 76-77 and 77-78:

<u>Type of Crimes</u>	<u>1976-77</u>	<u>1977-78</u>
Serious Criminal Code	2,501	2,688
Other Criminal Code	1,066	1,122
Federal Statutes	488	340
Territorial Ordinances	2,915	2,261
Criminal Code Traffic	597	566
Territorial Traffic	<u>1,806</u>	<u>2,125</u>
TOTAL	9,373	9,102
Motor Vehicle Accidents	968	1,051

Northwest Territories ("G" Division)

"G" Division, with its headquarters located at Yellowknife, is made up of three sub-divisions and 36 detachments. "Air" detachments, located at Inuvik, Frobisher Bay and Yellowknife, provide a vital support service to the over-all police operation. As of March 31, 1978, Division strength was 259. During the fiscal year, a new detachment was opened at Sanikiluaq in the Belcher Islands.

The system of providing regular police services to areas where there are no permanent detachments is well-established and having good results. During the year, an additional patrol cabin was installed at Paulatuk. A further eight are planned for the coming year. These patrol cabins will enable members to attend and remain at remote settlements on a more regular basis.

Tungsten, on the N.W.T./Yukon border, was formerly policed by Watson Lake Detachment in the Yukon. After a six-month feasibility study it was determined that its policing needs could be ably served by a regular patrol service and these duties have now been transferred to the RCMP detachment at Fort Simpson, N.W.T.

Responsibility for policing the community of Port Burwell, off the northern tip of Labrador, was also transferred to "G" Division from "B" Division (Nfld., Lab.) but this was short-lived as the entire population abandoned the settlement.

"Crime" in the Northwest Territories consists mainly of disorderliness and minor anti-social behaviour and is distinct from the normal concept of crime in which premeditation is usually a key ingredient. While the

Northwest Territories in recent years has had the highest level of "crime" per capita in Canada, most incidents are the direct result of alcohol consumption. More communities are in the process of forming or have formed Alcohol Committees to find ways and means to deal with this problem. The Government of the N.W.T. provided \$800,000 in 1977 to assist these committees in their community programs and RCMP members cooperate closely, giving direct assistance where appropriate.

As a result of community plebiscites, prohibition has been instituted at Rae-Edzo, Lac La Martre, Hall Beach, Pangnirtung, Fort Franklin, Fort Norman and Gjoa Haven. Pont Inlet and Fort Resolution have had liquor restrictions since 1975, and they were joined this year by Igloolik.

It is too early to determine the effect of these control measures. However, there are indications that when consumption levels drop, so do statistics in those crime categories where alcohol is considered a causative factor. In support of this theory, 1977 violent crime statistics for the Division have declined over 1976 as follows:

Homicide	- 54%
Robbery	- 60%
Offensive Weapons	- 9.9%

The remaining three categories of violent crime, however, increased as follows:

Sexual Offences	+ 6%
Assaults	+ .3%
Wilful Damage	+ 28.4%

These increases do not necessarily upset the proposition that alcohol is a causative factor in the incidence of violent crime when it is noted that the sexual offences increased from 64 to 69, assaults from 1,586 to 1,590, and that children are mainly responsible for wilful damage offences in the Northwest Territories.

Concurrent with changing public attitudes in 1977, there has been an emphasis on enforcing existing liquor laws, and statistics show liquor offences increased by 45.5 per cent, which can be attributed to more widespread arrest of persons intoxicated in public places. Because of prohibition and other liquor control measures, wider ranges of offences were created and more people were in conflict with the liquor laws. As an example there was a 10.4 per cent increase in charges related to impaired driving.

The remaining crime categories are mainly theft oriented, and 1977 occurrences increased over 1976 as follows:

Breaking & Entering & Theft	+ 15%
Theft: Motor Vehicles	+ 25%
Theft Over \$200.00	+ 11%
Theft Under \$200.00	+ 17%
Possession Stolen Property	+ 50%
Other Criminal Code	+ 24.1%
Frauds	- 11.5%
Other Criminal Code - Traffic	- 29.5%

Drug Enforcement

Cannabis in its various forms is the most popular drug and is being used by approximately 1,000 people in the N.W.T. The main areas of activity are Yellowknife and Frobisher Bay, and to a lesser extent, Inuvik and Hay River. Minor seizures are made sporadically in the smaller communities. In 1977, there was an over-all reduction in drug offences of 7.9 per cent. The main reason for this was a change in thrust of enforcement activity towards trafficking rather than minor possession offences. In Yellowknife, 99 trafficking investigations were carried out from which 23 trafficking charges and five conspiracy-to-traffic charges were laid.

Police Community Relations/Crime Prevention

The Force continues to promote activities to prevent crime and establish good community relations. Members are involved as coaches in sporting activities; Boy Scout, Cub, and Beaver leaders; and promoting snowmobile, firearms, traffic and highway safety programs.

Construction

During the past year, twelve married quarters, two workshop/garages and one warehouse were completed.

In a continuing effort to upgrade facilities, a further 3.24 million dollars are committed for the coming year to provide eleven married quarters, eight workshop/garages, eleven offices and eight patrol cabins.

Recruiting of Indian and Inuit Persons

The RCMP continues to promote hiring natives as Special Constables and Regular Members; two native Special Constables were engaged to fill vacancies at Eastern Arctic detachments. Efforts to recruit Inuit Special Constables

for several other detachments located throughout the Eastern side of the Northwest Territories are continuing.

In addition, during the past year native persons were hired as casual employees for a total of 25,316 hours. Such hiring was mainly for guard duty, however, other hours were expended for general repairs to buildings, upkeep, painting, and the like.

Other Events

On January 24, 1978, the Northwest Territories was rediscovered by the world with the landing of the U.S.S.R. satellite "Cosmo 954." Although this event attracted widespread attention in the south, people in the north were virtually unaffected. RCMP involvement occurred when the Department of National Defence requested that the Force safeguard several spots where debris from the satellite had been located. The Atomic Energy Control Board supplied radiation detection devices for use by Baker Lake, Snowdrift, Fort Smith, Pine Point, Fort Resolution and Hay River Detachments to ensure the safety of persons having a requirement to travel in any other areas in which there might have been a danger from radioactive material.

On February 16, 1978, a PWA Hercules aircraft departed Greenland via Alert for Resolute Bay. On board were 180 sled dogs and a Japanese expedition prepared to make a trip to the North Pole. The dogs were confined in a small enclosure within the aircraft and approximately half-way between Greenland and Alert the aircraft loadmaster noticed they were having trouble breathing. Upon landing in Alert, 105 of the dogs were dead. The matter is still being investigated.

The Arctic Winter Games were held in Hay River and Pine Point from March 19 - 25, 1978. RCMP involvement started in October of 1977, when the Arctic Winter Games Committee Host Society appointed the Force to manage not only the policing aspect, but the security of athletes in accommodation sites and during the opening and closing ceremonies. A security committee was formed involving six RCMP and four Hay River Fire Department members who in turn organized a community volunteer group. All were given a course in security duties. Shift schedules were drawn up to provide 24-hour coverage of all five accommodation areas and security personnel were detailed to cover some of the game sites. Members patrolling accommodation and game sites on a regular basis assisted the volunteer security group. Two members in review order lead the opening and closing ceremonial parades. Three plain-clothes officers assisted Canada Customs with the arrival of the Alaska contingent. Members also patrolled the Hay River and Pine Point areas to monitor the drug situation and the gambling casino operations.

CANADIAN POLICE SERVICES

Crime Detection Laboratories

Strategically located at Vancouver, Edmonton, Regina, Winnipeg, Ottawa and Sackville, the RCMP Crime Detection Laboratories provide forensic science services, both technical and scientific, to all Canadian police departments, criminal courts and other authorized agencies.

Staff conduct forensic examinations of physical evidence and present "expert" evidence to criminal courts in the fields of chemistry, toxicology, serology, alcohol, hair and fibre identification, document examination, counterfeiting, fire-arms and tool-mark identification.

A need for expanded forensic science services has been identified in the Atlantic region and a new laboratory building, now under construction in Halifax, is expected to be operational in 1979. Proposed construction of new laboratory facilities in Winnipeg will provide law enforcement agencies and coroners in the Manitoba area with complete local forensic science services much more responsive to their needs.

In the Crime Detection Laboratories, highly sophisticated automated laboratory instrumentation can analyze complex substances completely and rapidly. This, together with proposed integral computerized data systems, will enable the ready comparison of analytical results and facilitate the exchange of data between laboratories.

During the past year the laboratories became intensely involved in the roadside alcohol screening (ALERT) program

as a result of Criminal Code amendments. Training of field personnel to accommodate the program remains a top priority.

Science & Technology Advisory Group

The Science and Technology Advisory Group (STAG) consists of senior personnel from the various disciplines within the Laboratory and Identification Services. STAG provides scientific and technical support in the areas of information evaluation, as well as development and coordination of police-related scientific and technical programs. STAG also provides training assistance in identification services and forensic sciences.

Facilities and resources are available for the coordination of all RCMP-related research and development activities through a Research and Development coordinating centre.

A fully integrated "on-line" computer network system is operational and available to all laboratories for searching a forensic science literature data base. A data system for automobile identification through paint analysis is being explored as is the development of a research and development data base, a typewriter standards data base, and a breath-testing for alcohol statistical program.

In serology, research and development continues to introduce new blood grouping systems enabling forensic serologists to improve their service to Canadian investigators and courts. The introduction of each new blood grouping system improves the possibility of identifying people through their bloodstains.

A major drug intelligence program has been established which will assist investigators in determining patterns of drug (heroin, etc.) trafficking into Canada from all parts of the world. Liaison has also been established with the Drug Enforcement Administration laboratory in the United States which is involved in a similar program.

CRIME DETECTION LABORATORY
NUMBER OF LABORATORY REPORTS ISSUED
ACCORDING TO OFFENCE

<u>TYPE OF OFFENCE</u>	<u>1976/77</u>	<u>1977/78</u>
Murder and Attempt	1,102	1,295
Suicide and Attempt	301	410
Sudden Death and Coroners Act	3,078	3,733
Sexual Offences	1,030	1,038
General Assaults	174	168
Impaired and Drunken Driving	887	1,035
Fail to Remain at Accident and Hit and Run	1,027	1,060
Forgery and Uttering	1,046	880
Counterfeiting	2,476	2,073
Break, Enter and Theft, and Armed Robbery	799	1,005
Arson	516	554
Customs and Excise	45	36
Narcotic Control Act	8,263	8,427
Food and Drug Act	123	272
Game Acts (Provincial)	222	171
Liquor Acts (Provincial)	46	85
Others and Unknown	5,385	3,792
<hr/>		
TOTAL	26,520	26,034
<hr/>		
Total number of Court Attendances:	6,137	4,578

Identification Services

Identification Services maintain and disseminate 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 Canadian police departments and penal institutions on a 24-hour, seven-day-week basis.

During 1976/77, an agreement was entered into to purchase an Automated Fingerprint Scanner System. Following conversion to this equipment in 1979/80, the Central Fingerprint Bureau for Canada, at RCMP Headquarters, Ottawa, will have a fully automated system which will provide a faster service and include a considerably increased capability to search for and identify latent fingerprints.

Progress is also evident in other areas. High-speed film processing equipment has reduced processing time on colour and black and white films and other photographic work submitted by investigators from coast to coast.

A program to convert criminal history files to microfiche is under way. This will allow rapid updating and dissemination of criminal history information to authorized agencies, and decrease the amount of space required for file storage.

Identification Services Statistics

	<u>1976/77</u>	<u>1977/78</u>
Fingerprints received	453,063	455,311
Fingerprints identified	186,651	191,688
Single fingerprints placed in collection	10,357	10,031
Scenes of Crime impressions identified through Ottawa search	42	36
Scenes of Crime identifications made at field sections across Canada	7,657	8,366

Criminal History Files

Criminal records forwarded to legitimate users	714,032	739,575
Civil fingerprints processed	159,652	150,246
Visa fingerprints processed	21,889	26,532
New fingerprint section files opened	111,381	111,892

Canadian Police Services Information Centre

Computer Entries

Vehicles	2,675	2,737
Persons	2,174	2,479
Property	26,583	18,576

Computer Enquiries

Vehicles	148,540	142,306
Persons	86,631	70,772
Property	32,424	38,422

	<u>1976/77</u>	<u>1977/78</u>
Firearms Registration		
Total restricted weapons certificates on file	679,654	714,537
New Registrations	34,342	38,802
Registrations removed (weapons exported or destroyed)	3,716	3,919
Re-registrations (transfers)	46,635	46,251
Fraudulent Cheque Examinations		
New authors files	5,932	5,701
Questioned exhibits	12,756	12,543
Face value of exhibits received	\$3,411,611.50	\$3,834,235.22

Audio Visual Productions

3 Motion Picture Films Completed.....	90 min.
6 Audio Visual Slide Shows Completed.....	123 min.
12 Video Tape Shows Completed.....	780 min.
16 Audio Tape Programs Completed.....	432 min.
38 Film Credit Leaders Produced for Various Detachments.....	38 min.
55 Films Duped to VTR.....	1,930 min.
51 VTR Duped to VTR.....	2,200 min.
Total Running Time of Finished Productions (Includes A/V, Film & Audio)	
Screen Minutes.....	1,463 min.
Total Running Time of Films & VTR Duplicated (Copies Onto Video Cassettes)	
Screen Minutes.....	4,130 min.

CANADIAN POLICE INFORMATION CENTRE

- The Canadian Police Information Centre Directorate provides:
- a computerized, operational information system administered by the RCMP on behalf of all law enforcement agencies in Canada wherein Canadian police forces contribute and retrieve information from a central system accessible through terminals in police offices from coast to coast;
 - electronic data processing services for RCMP internal administrative and operational needs;
 - services necessary to maintain, upgrade and develop Force telecommunications systems.

From remote CPIC computer terminals any Canadian police agency making a query with adequate descriptors will receive as a response, normally within 15 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 a:

- Vehicle file: Records on stolen, abandoned and crime vehicles, stolen or missing licence plates.
- Persons file: Wanted and missing persons; charged persons (indictable offences); prohibited persons (driving, firearms, liquor, etc.); escapees and parolees.
- Property file: Stolen articles, securities and firearms that are identifiable by serial numbers.
- Boat and motor file: Records on stolen and/or abandoned boats and motors.
- Criminal records file: Criminal record synopsis consisting of names, physical description, current status, date of first and last entry, and general types of offences recorded.

During 1977/78, one hundred and sixteen terminals were installed. However, due to reconfigurations and relocation, the net growth is 47 which brings the total number of terminals on the system to 924. A breakdown of figures as of March 31, 1978, follows:

	<u>1976/77</u>	<u>1977/78</u>
British Columbia	118	136
Alberta	78	85
Saskatchewan	77	81
Manitoba	51	51
Ontario	288	289
Quebec	9	10
New Brunswick	31	34
Nova Scotia	37	39
Prince Edward Island	5	6
Newfoundland	23	24
N.W.T.	2	3
RCMP "HQ"	67	63
CPIC Testing, Training & Control	86	81
CRPQ	2	2
Yukon	2	3
F.B.I.	1	1
Immigration (COILS)	<u>-</u>	<u>16</u>
	877	924

The CPIC computer system continues to meet its goal of 99% availability while continuing to increase in activity and productivity. Integrity, reliability and availability are controlled by CPIC to ensure high on-line system standards and to further develop these standards for application to Data Centre operations.

CPIC File Statistics 1977-78

	<u>MARCH 31/77</u>	<u>MARCH 31/78</u>
Vehicle File:		
Number of Records	185,147	214,500
Average transactions per week	145,294	168,741
Average enquiries per week	133,266	149,088
Persons File:		
Number of Records	609,525	724,140
Average transactions per week	242,401	268,834
Average enquiries per week	190,531	202,826
Property File:		
Number of Records	339,895	446,773
Average transactions per week	17,951	22,951
Average enquiries per week	10,552	12,903
Boat and Motor File:		
Number of Records	8,820	11,303
Average transactions per week	452	902
Average enquiries per week	299	439
Criminal Records File:		
Number of active records	1,094,939	2,103,811
Average transactions per week	92,478	121,143
Average enquiries per week	81,618	108,018

Increasing operational effectiveness to accredited police users is of primary concern to the Force. Full-time Law Enforcement Liaison Branch (LELB) provincial coordinators provide instructional support and each agency's records are audited once every 2 years. Any breaches of CPIC policy are investigated by the Law Enforcement Liaison Branch.

During 1977/78, projects were initiated to provide replacement terminals as original equipment selected in 1972 is no longer available. Switching systems are also being upgraded to work with provincial motor vehicle and various municipal police information systems.

The back-up computer for the CPIC on-line system is being used to develop and operate Force administrative applications. In October, 1975, a system was planned to make all data centre applications accessible to the administrative staff of every RCMP Division. This approach will permit Divisions to maintain and manipulate their own data base as part of a Force-wide data base centrally stored and managed.

Telecommunications

RCMP communications needs, exclusive of the CPIC computer system, are fulfilled through variously configured, complex radio systems, and teleprinter, facsimile, telephone, inter-office communication and cypher equipment. Existing equipment and systems are maintained and upgraded, and new facilities or systems engineered and developed as a result of planning and operational analysis.

The following projects were commenced or completed during the fiscal year:

RADIO SYSTEMS

British Columbia (Interior B.C. Communications System)

Plans are on schedule to implement a new radio system in the Dawson and Prince George districts. Once completed, police will have a reliable 24-hour communications system and the public will have 24-hour access to the police.

Alberta

Edmonton

During 1977, a special communications system for the Edmonton area was engineered to meet police communications requirements for the Commonwealth Games. Equipment for this operation was re-deployed in normal police operations in Alberta after the Games.

Grande Prairie

Installation of a new radio communication system in Grande Prairie headquarters, along with additional equipment located at Wapiti, Valleyview and Fox Creek, provides police with an improved reliable network and ensures better service to the public.

Jasper

The radio system was extended, providing a mobile radio link from Whistler Mountain south to the ice fields beyond Mount Nelson. This upgraded radio system now provides over-all communication coverage in this mountainous area.

Saskatchewan

Regina

A complete upgrading and replacement program for the Regina Sub-Division system, which includes control equipment located at the central 24-hour point at Regina and at ten remote sites throughout the Sub-Division area, has been completed. Police personnel in cars now have rapid and reliable communication to and from a central information repository.

Saskatoon

A supervisory and control system complete with six remote sites is being developed for this area.

Manitoba

Winnipeg

A new supervisory and control system was designed and equipment installed at headquarters in Winnipeg and ten remote sites. This new system greatly improves communications within the Winnipeg Sub-Division.

Ontario

Toronto

A closed circuit TV system (CCTV), providing improved buildings and grounds security was installed in the division headquarters complex.

A field study team was established in 1977 to perform in-depth studies of telecommunications throughout the Force through visits and interviews with each division to identify any operational requirements and/or problems. From these studies, recommendations are made for implementation of corrective measures where necessary. To date, studies have been completed in Alberta and Manitoba. Others are to be conducted throughout the coming fiscal year.



TRAINING COURSE STATISTICS
COURS DE FORMATION — STATISTIQUES

C. P. COLLEGE
1977

Course — Cours	NO. OF PERSONS ATTENDING — NOMBRE D'ÉTUDIANTS														
	RCMP — G.R.C.	MUN./PROV. FORCE — FORCE DE POLICE MUN./OU/PROV.													T
		B.C. — C.B.	ALBERTA	SASK.	MAN.	ONT.	QUE.	N.B. — N.-B.	N.S. — N.-É.	P.E.I. — I.P.-É.	Nfld. — T.-N.	FOREIGN ÉTRANGÈRES	OTHER AUTRES		
TOTALS BROUGHT FORWARD TOTAUX REPORTÉS 1976	865	86	60	44	31	279	126	60	24	7	2	10	37	1631	
Executive Development	23	10	2	2	3	27	2	4	3	—	1	5	7	89	
Senior Police Administration	317	23	20	7	11	62	12	12	4	1	2	1	25	497	
Instructional Techniques	145	4	19	2	5	30	3	4	3	1	1	9	17	243	
Drug Investigational Techniques	171	17	6	1	2	38	56	11	3	—	1	3	19	328	
Identification Methods and Techniques	20	6	9	4	3	5	21	1	1	2	—	2	3	77	
Counterfeit Investigational Techniques	31	1	1	1	—	16	16	—	1	—	1	1	2	71	
Intelligence Analysis	36	1	3	—	1	15	5	1	1	—	—	1	2	66	
Gambling Investigational Techniques	32	2	3	2	2	28	14	—	2	—	—	—	3	88	
Commanders / Hostage / Barricaded Persons	71	11	3	—	—	30	4	3	—	—	—	—	—	122	
Negotiators — Hostage/ Barricaded Persons	40	2	—	—	—	26	2	4	6	—	1	1	—	82	
Police Explosives Technicians	8	3	3	—	1	24	—	1	2	—	—	—	—	42	
Human Relations	3	—	1	—	2	6	2	—	—	2	—	—	—	16	
Effective Presentations	19	—	—	20	—	16	—	6	3	1	—	—	1	66	
Criminal Intelligence	48	9	3	3	4	19	16	5	—	—	—	1	—	108	
Advanced Identification	30	1	1	2	—	7	—	—	—	—	2	—	—	43	
Police Personnel Management	27	—	—	2	—	—	—	—	—	—	—	—	—	29	
Introduction to Management	—	—	—	23	—	11	—	2	—	—	—	—	2	38	
Crime Prevention Seminar	13	—	—	11	—	—	—	—	—	—	—	—	—	24	
Drug Orientation	2	—	—	—	—	22	—	23	—	5	—	—	—	52	
Zone Policing	13	6	5	—	1	3	—	5	—	—	1	—	4	38	
% TRAINED	49.5	4.5	3.7	3.7	1.6	18.1	7.2	3.8	1.3	.5	.4	1.1	4.0	100%	
T	1049	96	79	80	35	385	153	82	29	12	10	24	85	2119	

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 Deputy Commissioner (CPC) on matters of policy, planning and priorities. The Advisory Committee is a means of achieving coordinated approaches to training and personnel standards.

New college 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 1977, two thousand one hundred and nineteen candidates attended the variety of courses offered by the College.

Management Information System

Creating, developing and maintaining efficient information systems assists operational and administrative personnel throughout Canada to effectively perform their duties.

The complexities of modern police operations have, by necessity, created numerous specialist functions requiring specific policies and guidelines. As a result the Force's basic Operational and Administration manuals have become overburdened with information relevant only to particular groups but still being maintained administratively throughout the Force.

A subsidiary manual system, developed to remedy this problem, has successfully improved efficiency and resulted in savings. For example, the new 500-page Financial Management Manual contains detailed instructions, policies and guidelines of interest generally to personnel in financial services only. As a result, 250 pages have been deleted from the Administration Manual resulting in a considerable reduction of maintenance time for other Force units.

Fourteen such manuals have been created and distributed and sixteen more are currently being developed. Of the latter group, the National Firearms Manual, for distribution to all Canadian police agencies, is in the final stages of completion.

A further ten per cent reduction in directives publishing and distribution is being realized through selective use of word processing equipment and streamlining of existing processing procedures. A study is also in progress to determine the feasibility of having the Force's manuals system either computerized or put on microfilm.

Reports, Forms and Graphics Management

Increased emphasis on forms design and standardization as well as regulation of both structured and non-structured reporting procedures, have contributed greatly towards controlling costs relative to creating,

revising and maintaining systems required to meet increased demands for information.

One major project nearing completion is the development of a system with pertinent forms, to meet reporting procedures required by the new firearms legislation.

A lengthy study on the application of word processing within the Force is complete. Recommendations, policy and procedures are being considered by management. A visual identity program for the RCMP has been finalized. Distribution of the policy and guidelines should be completed by mid-1978.

A study to develop, implement and manage a "Centre for Information Management" is in progress. Project completion is scheduled for December 1979.

Records Management

Policy and procedures for the maintenance, storage, retrieval and disposition of all Force records are developed within guidelines prescribed by the Dominion Archivist. Records management sections located at "HQ" Division, Ottawa, and in sixteen divisional headquarters across Canada, also provide guidance to detachment and unit commanders who, because of decentralization, are responsible for maintaining many of the Force's key records.

Library Service

The Central Reference Library, maintained at Headquarters Division, Ottawa, provides material to Force members and employees on direct loan or by the inter-library loan program.

Bibliographic compilations of particular value to police organizations on the subject of industrial security, riots and victimology were completed and distributed during the past fiscal year. Also, many valuable old documents, including annual reports from 1873 to 1973, are being converted to microfiche.

Micrographics

Policy and procedures for the Force's micrographics program in records handling have been developed based upon advice and recommendations from the Public Archives of Canada, Micrographic Advisory Committee. Operational files, library material and computer printouts of nominal rolls are now being converted to microfiche. An historical index has also been created and a limited number of archive files have been recorded on microfiche and the hard copy transferred to the Public Archives.

NATIONAL PAROLE BOARD

Introduction

The major focus at the National Parole Board in 1977-78 was on new legislation passed by Parliament during the year.

The Criminal Law Amendment Act, 1977, amended both the Parole Act and the Penitentiary Act and brought, among other things, an increase in Board membership. The Board assumed responsibility for unescorted temporary absences of inmates from penitentiaries. The new legislation also enabled regulations to be made introducing safeguards for inmates, including provisions for information, post-suspension hearings, and internal review. The amendments provided for the appointment of community Board members, thereby extending and strengthening the Board's contact with the community.

The Canadian Human Rights Act, 1978, introduced provision for citizens to see their personal files held by any government agency, and the Board took steps to meet such requests from inmates and parolees.

Canadian legislation was passed permitting the establishment of treaties between Canada and other countries for the transfer of offenders, and such a treaty between Canada and the United States is expected to be ratified shortly. Negotiations are under way between Canada, Mexico, France, and Denmark, with the Chairman of the National Parole Board heading the Canadian delegation. Other countries have expressed an interest in discussing a similar treaty with Canada.

Public concern with violent and dangerous offenders prompted the Board to re-evaluate its policies concerning these individuals. In response to the demand for a more coherent and effective criminal justice system, the Board continued to solidify effective communication and consultation with the National Parole Service, and the Canadian Penitentiary Service. The Board also continued its participation and consultation with Canadian police chiefs.

Appointments

The amended Parole Act increased Board membership from 19 to 26; appointments were made to fill these positions as well as those that were vacant. This increased membership will help alleviate the greater workload brought about by legislative changes and the increasing prison population.

Legislative Changes

Much of the Board's attention was focused on the changes introduced by the Criminal Law Amendment Act, 1977 and the Canadian Human Rights Act.

The Criminal Law Amendment Act

The Parole Act was amended by the Criminal Law Amendment Act which was proclaimed in part on October 5, 1977. A major concern to both the policy planning and evaluation division and the legal division was to interpret clearly the new legislation and formulate policies and procedures to accommodate those changes. The situation was rendered particularly complex because of the different proclamation dates of various sections of the amending Act and the need for directions on how the transition from the old legislation to the new was to take place.

The amendments provide for community panels composed of representatives of police forces, provincial, municipal, or local governments, and members of local, professional, trade or community associations in a given region. These members are to participate in decisions concerning any release of an

inmate serving a life sentence as a minimum punishment or an indeterminate sentence as a dangerous offender or habitual criminal. The first regional community Board members participated in a hearing in March. At the end of March, 45 regional community members had been appointed and had attended an orientation session familiarizing them with the parole system and the decision-making process. By the end of the coming fiscal year there will be 100 such members.

Other provisions which became effective as a result of the Criminal Law Amendment Act, 1977, include that a province may now constitute its own parole board to deal with inmates held under federal law in Provincial institutions. Exception is made of those inmates who are serving a life sentence for murder, or indeterminate sentences as dangerous offenders.

The provision of the Parole Act that automatically brought forfeiture of parole or mandatory supervision for certain new offences came to an end October 15, 1977. Now, when there is a new conviction, the Board has the discretionary power to permit the parole or to continue release on mandatory supervision.

The Board was given responsibility for all unescorted temporary absences from penitentiaries. Until March 1, it was responsible only for unescorted temporary absences for persons sentenced to life for murder. It may delegate some of its authority to grant these absences to a director of an institution and to the Commissioner of Corrections. Delegation is also permitted for the termination of an unescorted temporary absence or day parole.

Although new regulations for the amended Parole Act were not in effect at the year's end, the Board was making preparations for their implementation. Under the Act, regulations may be made to prescribe:

- the manner of reviewing cases and when a review must include a hearing with the inmate;
- the time of eligibility for unescorted temporary absence, day parole, and full parole;
- the minimum number of members who must vote on a case;
- the amount of information and its form, that is to be given to an inmate before a hearing;
- the circumstances in which reasons must be given for a parole decision, and the form in which they must be provided;
- the time within which the Board must take a decision following a suspension of parole;
- the circumstances in which there must be re-examination of a decision to deny full parole or to revoke a day parole, full parole, or mandatory supervision;
- the conditions for recrediting some or all of an inmate's remission following revocation of parole.

The Board is reviewing eligibility for those convicted of an offence involving "violent conduct"; it is paying particular attention to the clarification of criteria and procedures to identify offenders falling into this category, thus ensuring consistent application of the law. At present, most of these inmates would become eligible for full parole after serving one-third of their sentence. It is intended that for inmates with a previous conviction involving "violent conduct" the

new regulations will lengthen the mandatory term of imprisonment beyond the present one-third of the sentence before this type of inmate can be considered for parole. "Violent conduct" refers to behaviour that endangered the life or safety of a person or resulted in bodily harm or psychological damage.

The Board is also developing means to alert its members quickly to the suspension of a release and to monitor the time between the apprehension of the inmate and the review of his or her case to decide whether to cancel the suspension or revoke the release.

The Canadian Human Rights Act deals with the privacy of the individual and the right of access to government records containing information about that person.

Every individual must be consulted, and must consent, before any personal information he/she has given to a government institution may be used in a decision-making process relating directly to him/her, when the information is to be used for a purpose other than that for which it was compiled. The Board, therefore, is formulating policies and procedures about whom it may supply information to and what information it may give.

The Act stipulates that an individual is entitled to know what records are used for administrative purposes, what use has been made of these records since the Act came into effect and to examine the records, request corrections, and have a notation on the record of any such request not fully met.

Nonetheless, the Act permits certain exemptions. Section 54 deals with the records of persons under sentence for offences against any Act of Parliament. It allows the Solicitor General to deny access to a record or part of it if knowledge of the existence of that record or its content might seriously disrupt the individual's institutional, parole or mandatory supervision program; if the information was obtained on an expressed or implied promise of confidentiality; or if the sharing of information could result in physical or other harm to that individual or to any other person.

For the month that the Act was in force this year, the Board received 10 to 13 applications a day from inmates asking to see their files. The Board anticipates a decline in this number next year.

Voting

The voting structure was modified because of the added responsibility of unescorted temporary absence.

Two to seven Board members must vote for an unescorted temporary absence, depending on the case. The number of votes required to grant a temporary absence is always the same as for a parole. In cases of inmates serving a life sentence for murder or an indeterminate sentence as a dangerous offender, five positive votes out of the total of seven votes are required to grant the release. Two of the seven voting members must be community Board members. In cases requiring less than seven but more than two votes, three affirmative votes are needed. Where only two votes are required, they must be unanimous; if not, the Chairman must vote himself or assign a third member to cast the tie-breaking vote.

Revocation of either parole or mandatory supervision requires two votes.

Parole Statistics

Full Parole

During the fiscal year 1977-78 the Board received 7,698 applications for full parole. There were 3,068 full paroles granted: 1,539 to federal inmates and 1,529 to provincial inmates.

	1975/76		1976/77		1977/78	
	#	%	#	%	#	%
Applications Federal	3,716	100	3,961	100	4,309	100
Granted	1,180	32	1,177	30	1,539	36
Denied	1,366	37	1,458	37	1,478	34
Deferred	1,170	31	1,326	33	1,292	30
Applications Provincial	3,045	100	3,205	100	3,389	100
Granted	1,423	47	1,303	41	1,529	45
Denied	1,599	52	1,862	58	1,798	53
Deferred	23	1	40	1	62	2
Total Applications	6,761	100	7,164	100	7,698	100
Total Granted	2,603	38	2,480	35	3,068	40
Total Denied	2,965	44	3,320	46	3,276	42
Total Deferred	1,193	18	1,364	19	1,354	18

When the number of inmates released in previous years who were still on parole is added to the number of persons released during the year, a total of 6,056 inmates were at liberty during the year. By the end of 1977-78, 3,637 or 60 per cent

of that number were still on full parole. Of the remaining 2,419, a total of 1,838 successfully completed their parole during the year, 356 had their full parole revoked and 257 forfeited their parole. Thirty-two of those whose parole was forfeited were reparaoled in the year, and were among the total number of persons still under supervision at the end of this year. Automatic forfeiture of parole (for conviction of an indictable offence for which the person could be sentenced to two years or more) was abolished October 15, 1977. However, pre-October forfeitures are included in the statistical data presented.

Day Parole

Of the total 3,702 day parole applications, there were 2,287 granted. Of the 3,339 federal inmates who applied, 2,020 were granted day parole. Of 363 provincial inmates who applied, 267 were granted this kind of release.

	1975/76		1976/77		1977/78	
	#	%	#	%	#	%
Applications Federal	2,850	100	3,199	100	3,339	100
Granted	1,568	55	1,767	55	2,020	60
Applications Provincial	949	100	417	100	363	100
Granted	584	62	261	63	267	74
Total Applications	3,799	100	3,616	100	3,702	100
Granted	2,152	57	2,028	46	2,287	62

On October 15, 1977, the Board was given the discretion to either terminate or revoke day parole. Termination means an end to the release, perhaps because the project for which the inmate was granted a day parole is ended or because of minor violations of release conditions. Revocation is for more serious violations or for conviction of a new offence. With revocation, an inmate may lose all or some of his remission. Before October 15, 1977, the Board could not revoke an inmate's day parole; only termination was allowed.

All revocations that occurred on or after October 15, 1977, are included in this year's statistics. Thus, of the total 2,287 inmates granted day parole this year, 202 or nine per cent had their parole either terminated by the Board or revoked, and 49 per cent had their parole forfeited. Pre-October forfeitures are included in the day parole data presented.

Mandatory Supervision

Mandatory Supervision is not a discretionary release made by the Board but is required by law when the total sentence, minus good conduct remission, has been served. Before October 15, 1977, a federal inmate who was entitled to be released more than 60 days before the end of his sentence due to statutory and earned remission had to be released on mandatory supervision. Since October 15, an inmate with more than 60 days remission has the choice to either remain in the institution or to finish his sentence on the street. The conditions for inmates on mandatory supervision are the same as for those on parole, and if breached, the inmate's release is suspended and may be revoked at the Board's

discretion. Conviction for a new offence no longer leads to automatic forfeiture of mandatory supervision but pre-October 15 forfeitures are included in the statistics presented.

<u>1975-76</u>	<u>1976-77</u>	<u>1977-78</u>
2,382	2,625	2,770

At the beginning of 1977-78 there were 1,812 persons on mandatory supervision and 2,770 more were released during the year for a total of 4,582 persons. By the end of the year, 1,785 or 39 per cent of those at liberty were still on mandatory supervision, while the other 2,797 were no longer under supervision. Of those no longer under supervision, 1,520 inmates completed their term of supervision successfully while 797 or 29 per cent had their release revoked by the Board because of violation of release conditions, and a further 480 or 17 per cent forfeited their release when they were convicted of a new offence.

Clemency

In Canada there are three sources from which a citizen may receive a pardon: one through the Royal Prerogative of Mercy, another under the Criminal Records Act, and a third under the Criminal Code.

The Board has endeavoured to process more applications and reduce the time needed to do so. There was an increase in the number of applications received this year, 5,194, as compared with the 3,551 applications received last year. The Board made decisions in 3,622 cases, of which 3,368 applicants

were granted a pardon, 84 were refused, and 17 were told decisions on their cases were deferred until more information was received. In 126 cases, the Board proposed to recommend no pardon be granted and, in accordance with the Act, contacted the applicant offering him or her the opportunity to make representations.

Since the inception of the Criminal Records Act in 1970 to March 31, 1978, there has been a total of 21,109 applications, 13,339 decisions and a total of 11,867 pardons granted.

The Board has extended its public education program with the publication of a new booklet on pardon.

During the fiscal year the Board received a total of 62 applications for consideration under the Royal Prerogative of Mercy. The Clemency and Criminal Records Division is revising operational policies and procedures for processing Royal Prerogative of Mercy cases referred in accordance with sub-section 22(2) of the Parole Act, in order to assist it in discharging its responsibilities in a more effective and efficient manner.

Policy and Planning Committee

The policy and planning committee of the Board, which will become the executive committee when the new regulations come into effect, develops policies and procedures for both immediate and long-range goals and objectives. During the year, the committee prepared for changes introduced by the Criminal Law Amendment Act and the Canadian Human Rights Act. This facilitated the Board's assumption of authority for

unescorted temporary absences, the adoption of procedural safeguards, the process of recrediting remission, and the revision of the roles and functions of the Chairman and Vice Chairman.

With the assumption of responsibility for all unescorted temporary absences, the committee was involved in defining the Board's authority and the criteria for granting these releases, including definitions of the three circumstances for release: humanitarian, rehabilitative, and medical as well as defining the extent of the Board's delegation of authority to institutional directors for temporary absences. The committee also studied the recrediting of remission to inmates whose parole or mandatory supervision is revoked. It is considering using inmate profiles in developing criteria for the recrediting of remission to improve the decision-making process.

The committee formulated policy on the procedures for post-suspension hearings which are held when a parole or mandatory supervision is under consideration for revocation.

The procedure to be followed when a parolee has violated parole for deportation or voluntary departure was considered, and final policy decisions are expected next year.

The committee also developed proposals on the use of medical, psychiatric, psychological and neurological reports for cases of inmates convicted of murder, classified as dangerous offenders or those who have a history of serious psychological disorders.

Other policy considerations which were studied include the effective date of parole, evaluation of special conditions associated with mandatory supervision, the bi-lateral exchange of inmates, and clarification of the criteria used in granting pardons under the Royal Prerogative of Mercy.

Special Projects Committee

The special projects committee is responsible for the development and supervision of a variety of short-term projects involving small groups of day parolees. Experience with these projects has shown them to be an effective way of slowly re-integrating the parolee into community life by equipping him with both working experience and skills, and by providing an environment that is a balance between personal freedom and the restraints of supervision.

In British Columbia, the Winslow Creek Forestry Project was relocated in the Pitt Lake area and involved the clean-up of an area that was logged out. The project, which involved about 20 inmates for 10 months, included thinning, pruning, spacing, and reseeding trees. It was indeed successful and similar projects are being scheduled for next year. While the Matsqui modular housing project, involving about 20 parolees building houses on Indian lands was closed this summer, plans are being made to restart it. The Glendale project, involving eight inmates on temporary absences working with exceptional children at Glendale Hospital, continues. Next year the Pacific regional offices will continue the successful Pitt Lake project but discontinue a project at Elbow Lake because of a lack of funds. A committee has been organized to coordinate and organize the forestry projects in British Columbia.

On the Prairies, the work force program at Bowden Institution was converted from a special project to a regular work program, and at Saskatchewan Penitentiary Farm Annex, a tree-planting project was available for federal inmates. Some other projects, such as the Elk Island-Grierson Centre project and the Drumheller beautification project, were ended in 1978.

Several new projects were introduced into the Ontario region last year. The Astra-House Self Construct Project is sponsored by the Astra Society of Hamilton and involves four inmates on day parole from either Beaver Creek Correctional Camp or Warkworth Institution. They are involved in the manufacturing of prefabricated housing units for Viceroy Homes and Cottages. An additional six to eight inmates were involved in the renovation of the Bath Town Hall. In Brantford, a one-year project called the "Brantford Community Team" was started. The team comprised representatives from the parole service, St. Leonard's Society, the Brantford City Police, and other community agencies who provide assessment of cases from initial application through the various types of release, to the completion of the period of supervision. Special emphasis is placed on police involvement in the assessment and review of the individual's progress.

In the Quebec region, the two year project "Aidons l'autre" ou "Détenus bénévoles" which enabled inmates from St. Jérôme Institution to help senior citizens with free minor repairs to their homes was continued for the first half of the year only. The project was cancelled in the early part of 1978 because of lack of funds. The region is planning other special projects to be developed next year.

In the Atlantic region there were no special projects in 1977-78.

During the year, a special projects committee was created with representatives from agencies within the department providing another avenue for Board input into community programs and promoting the coordination of programs and projects among the agencies.

This year, there were a number of projects completed through the government's summer Student Employment and Activities Program. Students in the Prairie region were involved in the review of native and non-native parole applications in the region. Students in Quebec studied the needs of day parolees and staff in the residential areas of Montreal. One law student in the Ottawa headquarters office studied the procedures and criteria used in the granting of pardons under the Royal Prerogative of Mercy, while two other students worked with the Board's legal adviser to formulate policies and procedures to meet the anticipated needs and changes introduced by the Criminal Law Amendment Act. Several summer students have worked for the Research and Evaluation Section of the Policy, Planning and Evaluation Division to meet research priorities set in that division. One such priority involves a study of the statistics available through the National Parole Service Information System (NPSIS) statistics kept in the regions.

To minimize variations and promote greater uniformity in the type of information nationally available, the Board undertook a study of material not readily available from inmate files:

a review of the Board's action in situations which due to legislative changes result in parole revocation rather than automatic parole forfeiture; analysis of regional variations in day parole and temporary absence programs; a calculation of length of time served by inmates with indeterminate sentences before being granted a parole, as well as regional suspension practices; and the probability of a suspension leading to a revocation. Information concerning the reasons for Board decisions will be collected and categorized in a study next year.

Public Education

To meet this challenge of preparing and distributing public information programs, the Board has defined several objectives: to further public awareness of Board operations and goals by systematically publishing information in various media, to develop and maintain good relationships with the media, to meet inmate groups and inmate press groups, to improve the professional nature of the public relations programs, to respond quickly and adequately to crisis situations, to accept public speaking engagements and to involve offenders in the public education process. The development of projects will continue next year.

Police-Board Relations

The National Joint Committee of the Canadian Association of Chiefs of Police and the Federal Correctional Services held two national meetings in Ottawa and more than 20 meetings and workshops in the regions to define the committee's priorities and evaluate its operations under its mandate to develop and maintain effective communication and consultation between the police and correctional agencies.

The major concerns of the committee this year were to study a proposal for the abolition of mandatory supervision, to evaluate changes in the crediting of remission established by the Criminal Law Amendment Act, 1977, to identify violent and potentially violent offenders through inmate profiles; and, to institute a system of card identification for inmates. The committee was also involved in the federal offenders lawful/unlawful temporary absence project and continued to develop its communications with the public and social agencies involved in corrections.

Conclusion

This year the Board dealt with the changes occasioned by new legislation, considered measures to reflect public concern for protection against violent offenders, continued its efforts to increase public participation in, and awareness of, parole, and reviewed procedures and policies to develop procedural safeguards for inmates. It has attempted to meet these demands without compromising its purpose, which is to provide an independent national vehicle empowered to select and identify offenders who may be released from incarceration under specific terms and conditions to a less restricted environment.

The Board plans to improve its program to aid in the re-integration of inmates into the community by improving its data base, by applying procedural safeguards, by providing reasons for denial of parole, by modifying the application of conditions for release and by modifying terms and conditions for discharge from parole.

The Clemency Division of the Board will continue to meet its mandate of relieving an individual from the consequences of a criminal conviction by the exercise of mercy. The Board is concerned with equity and fairness in this process and wishes to achieve it by developing uniform guidelines, policies and investigating procedures. The Board also plans to give more publicity to the conditions under which clemency may be granted and the procedure to be followed.

The Board also seeks to contribute to the development of a cohesive and effective criminal justice system by making various components of the system more aware of the objectives and concerns of the Board and by participating in decisions which touch the role of the Board regionally and nationally.

This year, the Board continued its efforts to maximize its efficiency by planning and developing policies that articulate its philosophy, goals, standards, and guidelines, by establishing an organizational structure that clearly indicates lines of authority, responsibility, and communications and by developing information and education programs to enlist public support for its objectives.

Efforts to attain these objectives should set an active pace for Board activities next year as was experienced this year.

CANADIAN PENITENTIARY SERVICE

Introduction

Major changes in policy and organization governing the Canadian Penitentiary Service (CPS) marked 1977-78, resulting in a more realistic and humane correctional program.

Within the criminal justice system, these changes reflect the issues facing Canada's penal system as it attempts to meet the expressed expectations of our society.

However, the greatest recent catalyst for change was a major report on the total penal system completed by a Parliamentary Sub-Committee in 1977, as a concerned response to repeated strikes, riots, murders and hostage-taking during 1970-75, culminating in three large-scale disturbances in 1976.

These incidents caused the Solicitor General to request an inquiry into the state of the penitentiary system. Consequently, Parliament's Standing Committee on Justice and Legal Affairs established a Sub-Committee with a mandate to carry out the Solicitor General's request. The 13 Sub-Committee members visited 24 institutions: 17 in Canada, seven in the United States.

In a report to Parliament in June 1977, 65 recommendations called for substantial changes in the correctional system. These changes exemplify a new direction for corrections in Canada, and their full achievement may take years to effect.

The sudden death of two senior officers saddened the Canadian Penitentiary Service. André Therrien, who had been Commissioner since January 1975, died suddenly of a heart attack in October 1977, and Michel Roy, Director of Archambault Institution in

Quebec, was fatally shot outside his home in February 1978. This was the first time a Commissioner had died while in service, and the first time an institutional director had been murdered.

With the appointment of Donald R. Yeomans as the new Commissioner in December 1977, efforts to restructure the penitentiary and parole services into the Correctional Service of Canada accelerated. Action was taken to comply with the 65 recommendations of the Parliamentary Sub-Committee Report. The immediate outcome has been a more effective use of resources, regrouping of inmate programs, and greater community involvement in correctional programs.

Four new branches emerged from the new administration. To ensure policy revisions were carried out, the Commissioner appointed an Inspector General early in 1978, whose duties are to review correctional operations, inspect institutions, and investigate irregularities. This appointment was the direct result of the Parliamentary Sub-Committee which expressed a need for an inspector of operations.

Added to this new management resource was an Implementation and Planning Branch whose function is to form a process within which policy and programs can develop. The branch also monitors projects and provides progress reports for the Commissioner. An example: monitoring of progress made on the implementation of the Parliamentary Sub-Committee's recommendations.

By the end of 1977-78, 45 of the Sub-Committee's recommendations had become part of the Canadian Penitentiary Service administrative system. Progress reports were made to the Standing Committee on Justice and Legal Affairs in November 1977 and March 1978. Details on most of the recommendations are included in this Annual Report.

A third branch was set up to administer the Canadian Human Rights Act -- adopted by Parliament in July 1977 -- as it applied to the Penitentiary Service. The Privacy Coordination Branch fulfills Part IV of the Act, which gives citizens, including inmates, the right of access to personal information contained in government files. This branch has received numerous inquiries, and the heavy workload is expected to continue.

In a move to meet the Parliamentary Sub-Committee's philosophy of greater openness and accountability to the public, the Commissioner appointed a Deputy Commissioner, Communications, toward the end of 1977-78. The Public Affairs Division was designated a branch in keeping with its responsibility to liaise with community interest groups, citizens, and other jurisdictions in the correctional system and make appropriate contributions to subsequent policy determination.

Integration of penitentiary and parole service into one Correctional Service of Canada has continued. As a result of Parliament creating a unified correctional service, the Commissioner, in effect, became the Commissioner of Corrections. Other changes have played an important role in consolidating established programs and developing new ones.

- Revitalized industrial production in penitentiary workshops has given more opportunities for inmates to work, learn a trade, and become self-reliant. An example is the Joyceville Institution industrial project in Ontario which has proved successful in increasing the production of metal goods such as shelving, lockers and postal boxes, primarily for government use.

- The 1976-77 construction program continued. The openings of three new maximum-security institutions were planned to take place by the end of 1978: the Regional Psychiatric Centre in Saskatoon, Saskatchewan; Kent Institution at Agassiz in British Columbia; and Edmonton Institution in Alberta.

- Management changes have also led to an increased demand for specialized information on many aspects of the Canadian Penitentiary Service, primarily to assist in program planning and to answer public inquiries. Operational Information Service (OIS) has initiated a 5-6 year program to produce computerized data, standardized throughout the service.

- In contrast with the present form of processing inmate grievances through written application for a hearing, a pilot project at Saskatchewan Penitentiary emphasizes a more personal approach; grievances are discussed with a committee of staff and inmates, permitting greater flexibility in determining solutions.

- Administrative changes this year have significantly increased the opportunity to consolidate programs. As an example, Community Resources and Parole Service work closely together to better meet offender needs.

- Citizen participation in correctional programs has gained credibility for corrections in the community. The key results have been more volunteer assistance inside the institutions and greater acceptance of inmate programs by the public.

- The Security Branch increased measures to prevent outbreaks of hostage-taking and other crises situations. This was achieved by expanding capabilities to detect possible incidents and providing senior management with national information on which to base preventive security decisions.

- Medical and health care services for inmates continued to improve in both availability and quality of services to meet recognized standards. A staff manual in health-care policy and procedure is credited with much of the progress in improving delivery of services. Two health-care units, the Regional Psychiatric Centre at Abbotsford, British Columbia, and the hospital in Drumheller Institution, Alberta, have applied for full hospital accreditation.

These endeavours and innovations are some examples of the continual challenge facing the Canadian Penitentiary Service as it attempts to incorporate new policies to answer society's demands for both security and humane care of offenders.

PRIVACY COORDINATION BRANCH

The Privacy Coordination Branch was established to monitor application of Part IV of the Canadian Human Rights Act which became law in July 1977. Part IV of the Act allows all Canadian citizens, including inmates, the right of access to personal information held in government files, and to know what use has been made of the information. This requirement supports a recommendation by the Parliamentary Sub-Committee reporting on the penitentiary system. Recommendation 52 states, "...the inmate should have the right to see his final report, and the correctional staff should not have de facto veto."

Requests for information flooded the Privacy Coordination Branch during March 1978, the first month of operation after introduction of the Act and its application to the correctional system. Some 1,900 requests were recorded, three times more than for any other federal department. The majority of inquiries were from federal inmates seeking access to information relating to their sentences.

This sudden demand for information was accompanied by a strong, critical reaction from penitentiary and parole staff, law enforcement agencies, the medical profession, and community after-care agencies.

About 200 letters of concern were received, expressing fear that confidentiality might be breached, and that the Human Rights Act would endanger the security of those submitting reports, recommendations, and assessments to inmate files. The development of procedures to eliminate ambiguities and ensure the safety of contributors became essential to the fair administration of the Act. Consequently, careful

attention was given to Treasury Board regulations, directives, and guidelines governing application of the Act as it applied to corrections.

Based on the first month's workload, the Privacy Coordinator estimated that 25,000 files will be searched during the first year of operation. Considering an average inmate file has 500 pages, the processing cost of obtaining the required information has been estimated at \$238.50 per request.

Grounds for refusing access to parts of an offender's record are carefully controlled under the Human Rights Act. Section 54 determines on what grounds an exemption may be allowed and states that only the Minister or his Deputy, may approve an exemption.

Many unanticipated problems followed the instantaneous response to the new Act, the most pressing being the need for more staff and larger accommodation. On the basis of 12,000 requests a year, staff requirements have been estimated at 55 man-years for next year. By the end of March 1973, 13 term positions were authorized, and nine had been filled.

Assessing the yearly cost of the Privacy Coordination Branch is difficult after only three months service. The many steps involved in ascertaining the rights of access, checking on the use to be made of the information, annotations, copies, and translations, all indicate sharply increased costs for such services.

INSPECTOR GENERAL'S BRANCH

Recommendation 28 of the Parliamentary Sub-Committee's report on the penitentiary system states: The position of "An Inspector General of Penitentiaries should be established, reporting directly to the Commissioner. This person should be charged with inspecting institutions and investigating irregularities, but he should refer criminal investigation to the appropriate police force."

The Solicitor General added an additional requirement: "...to ensure that national policy is being carried out. ..."

As a result of the above recommendation, the Management Review Directorate was given a new mandate and renamed the Inspector General's Branch. Superintendent Allen F. Wrenshall of the Royal Canadian Mounted Police was appointed Inspector General in January 1978. Mr. Wrenshall had just completed a secondment as a senior representative to the Task Force study on the Federal Role in Law Enforcement. The branch will place greater emphasis on reviewing the findings of the various audits made, and ensure remedial action is taken when necessary.

Reviews of the Canadian Penitentiary Service policies and operations are carried out by the Inspector General every two years. Audits of financial transactions are made over a 36-month period. To carry out these duties, the division is organized into five teams; four have already been staffed, the fifth will be staffed later this year.

- General Management Review - Three teams review everything other than financial and personnel matters. In the past year, one division in headquarters, ten institutions, one parole office, and five district offices were reviewed.

- Financial Transactions - One team is responsible for auditing finances, including personnel action, charged as a public cost. Ten regular reviews were made last year of regional headquarters and regional offices.

- Classification & Staffing - One team, to review methods of classification and staffing, will be established next year.

The branch was assisted by other personnel from the Service who joined the review teams regularly under a staff career development program.

IMPLEMENTATION AND PLANNING BRANCH

The Implementation and Planning Branch is a new addition to the Canadian Penitentiary Service. It was created in January 1978, placing five sections under the direction of a Deputy Commissioner: implementation, planning, special projects, police development, and directives review. Its role is to help develop the most effective method of initiating and implementing administration of sentence programs that will protect the public and offer the offender an opportunity to prepare for his/her return to a society as a law-abiding citizen -- the major objective of the Canadian Penitentiary Service.

The first task was to identify the human resources required. A small number of permanent positions have been staffed, but most of the branch's operations are carried out by personnel seconded from penitentiary and parole, or by contracts with the private sector.

During its brief existence, the branch undertook several major projects. The most prominent of these were the re-writing of the Commissioner's Directives and Divisional Instructions, which are policy procedures and directives issued by headquarters, and monitoring the implementation of the 65 recommendations of the Parliamentary Sub-Committee Report.

Also, the special projects section initiated a project review system which provides Senior Management with progress reports on 200 projects under way in the Penitentiary Service.

Planning, a major section of the branch, is devising a control method to ensure that penitentiary and parole programs satisfy principal objectives.

The Policy and Development Review section is working with the Ministry Secretariat to formulate a corrections policy for consideration by Cabinet next year. This would be the first time an over-all policy for the Canadian Penitentiary Service has been articulated. A policy of this nature is expected to contribute immensely to the development of corrections and public understanding.

SECURITY BRANCH

The basic responsibility of the Security Branch is the provision of a secure, humane environment in which staff and inmates can participate in programs.

The objective of this responsibility is tenaciously pursued although very difficult to attain because of the increasing number of dangerous inmates.

Compared with last year's rash of disturbances, riots, and hostage-taking incidents, 1977-78 was less disruptive. There were fewer escapes (55 in 1977-78; 59 in 1976-77); and fewer hostage-taking incidents (12 in 1977-78; 28 in 1976-77). By March 1978 there was also a decline in the number of inmates declared at large (186 in 1977-78; 197 in 1976-77). (See Appendices for detailed statistics.)

Increasing demands on preventive security, and recommendations made by the Parliamentary Sub-Committee on Penitentiaries provoked an in-depth review of preventive security measures. Policy, programs, and procedures for detection and prevention of security hazards were overhauled. The result was the immediate refinement of methods used to collect, collate, and analyse information required in the Security Branch. Security clearance of staff was also simplified. In operational security, staff training was given greater emphasis as more courses for officers were devised.

Preventive Security

Major changes in the organization and administration of preventive security were made this year, providing better detection of danger signals which precede disturbances in the institutions.

All maximum and medium-security institutions now have preventive security officers to collect information on security-related incidents. In Ottawa, research analysts collate and analyse the information, providing Security Intelligence Reports to assist management in making quick, informed decisions on critical or potentially critical situations.

Security Bulletins, annotating information received through police and intelligence sources, security reports, and research analysis are also issued, mainly to assist regional directors.

Liaison with other government and law enforcement agencies has also been strengthened, affording a continuous flow of information, assisting in the apprehension of offenders, and control of those on parole.

Operational Security

For security, the most prominent recommendation of the Parliamentary Sub-Committee Report was the no deals policy affecting hostage-taking. The policy, defined by the Solicitor General as "no ultimate gain to the hostage-taker," has been adopted and carried out. There was no deviation from this policy in settling the 12 hostage-taking incidents this fiscal year.

Employment of females as correctional officers in institutions for men has been approved. Previously, female correctional officers were hired only for work in the Prison for Women. The change in employment policy resulted from studies by the Public Service Commission and the Parliamentary Sub-Committee on Penitentiaries. Both concluded that females should be permitted to apply for CX positions in all institutions.

The first female correctional officers in a men's institution were hired for the new psychiatric centre in Saskatoon, Saskatchewan, and more will be employed next year.

Although not a specific recommendation in the Parliamentary Sub-Committee Report, rewriting the Staff Code of Discipline was inferred. This has started and will be completed next year.

Security Standards

Security classification of inmates and institutions is being reviewed this year. This procedure separates inmates into several security and training groups, and designates the level of control and supervision required. The outcome of this review will assist in planning for new institutions.

Security input into the design of new institutions involves all levels of administration; headquarters in Ottawa, the regions, and institutions. User Committees (staff employed in Offender Programs and Security) meet frequently with technical staff, reviewing, and refining specifications to meet security standards.

In cooperation with Technical Services, the search for electronic detection systems to aid staff security, control contraband entering the institutions and detect intrusion at the perimeter, is continuing. Two of the planned new institutions will be fitted with electronic perimeter protection systems, with closed circuit television to monitor intrusion at any part of the perimeter.

Portable alarm equipment has been added to the present protection of staff in maximum-security institutions. The same type of equipment will be issued to staff in medium-security institutions next year.

The control of contraband entering institutions has always been a problem for administration. This year greater control has been noticeable since walk-through metal detectors and an X-Ray system were installed.

Dangerous Inmates

A Special Handling Unit was opened last year in Millhaven maximum-security institution. The most recently organized unit is in the Correctional Development Centre, Quebec Region. Cell capacity in these two institutions totals 184: 144 in Millhaven; 40 in the Quebec unit. Inmates incarcerated in these units are considered dangerous. Guidelines for identification, admission, programs, and release of this type of offender have been prepared, outlining all security measures.

Considerable negotiations and discussion took place between government law enforcement agencies to meet the intent of Recommendation 33 of the Parliamentary Sub-Committee Report dealing with the transfer of inmates between institutions. It was concluded that charter air services would be used to transport dangerous inmates over long distances.

Transfer Treaty with U.S.

The treaty agreed upon by Canada and the United States and regulating the exchange of prisoners between the two countries involved staff in Operational Security during the preliminary talks and subsequent planning of exchange operations. Bill C-21, Transfer of Offenders Act, which became law March 17, 1978, set out the procedures to permit the voluntary return of American and Canadian offenders to their respective countries. The transfers are to begin in October, 1978.

Summer Students

Students were employed during the summer researching information on hostage-taking and major disturbances. Statistics on inmate transfers were also gathered, and a paper on the acceptance of women as custodial officers was presented.

NOTE: For extensive statistics on the projected inmate population count, those retained under federal and provincial jurisdictions, inmates on temporary absence, those unlawfully at large, and a profile of inmate offences, see Appendices.

Crisis Management

New methods in crisis management dominated administrative changes in Operational Security last year. This continued into 1977-78, resulting in Emergency Response Teams for all five regions. Team training in immediate reaction to crises within the correction system, especially hostage-takings, was a major factor.

Commissioner's Directives and Divisional Instructions on security measures were rewritten, particularly those controlling the use of force. Gas would no longer be used to overpower a single inmate, but might be used when encountering large-scale problems.

Management Changes

The Team Concept, which changed the method of work schedules for correctional officers (CX), was introduced into more institutions this year. Started in Dorchester Penitentiary four years ago, it is now a regular mode of CX deployment in maximum-security institutions. The Team Concept approach has also been used in other areas of institution management.

Disciplinary Hearings

As recommended in the Parliamentary Sub-Committee Report, independent chairpersons now conduct disciplinary hearings in all maximum-security institutions; preliminary evaluation indicates this is acceptable to staff and inmates. Further evaluation will be made to determine if this kind of disciplinary hearing should be introduced in medium-security institutions.

At present, this form of regulating disciplinary hearings has not been introduced in minimum-security institutions (forestry camps, Community Correctional Centres, and farms).

Training

An in-depth review of duties applying to correctional and Living Unit officers was made by the Human Resources Division. From this, a new training program was determined for all levels of correctional and Living Unit personnel, including performance appraisals. The majority of these courses are available at Staff Colleges.

Upgraded entrance qualifications for correctional officers were introduced this year. According to Recommendation 4 of the Parliamentary Sub-Committee Report, this means "...a grade 12 education (or its tested equivalent) and a minimum of three years experience in a field involving extensive person-to-person relationships (teaching, corrections, counselling, supervision, sales)." Further changes in CX qualifications are expected next year, including medical and physical standards.

OFFENDER PROGRAMS BRANCH

The Offender Programs Branch today represents the long-awaited integration of the National Parole Service with Inmate Programs of the Penitentiary Service. In the new Correctional Service of Canada, the branch, formerly Inmate Programs, now exerts functional control over all developmental programs for offenders in both the institutions and the community.

This change emphasizes individual program planning for the offender, from the date of incarceration to release on parole or expiry of sentence. This is expected to bring a closer working relationship between parole and classification officers, the institutions and the community.

Through the cooperation of Citizen Advisory Committees (CACs), now operating in most institutions, more involvement with the community was achieved this year. The impact on prison life brought greater understanding of community responsibilities in achieving the over-all goal of the Canadian Penitentiary Service. This was also noticeable in the Chaplaincy Service where the Community Chaplain, appointed last year, has extended professional services to meet the special needs of inmate families.

Branch reorganization included preparations for merging two divisions, Community Resources Development and the National Parole Service. Programs related to after-care agencies, Community Correctional Centres, and community activities, assisted in the resocialization of inmates whether they were incarcerated or in the community.

A pilot project developing goals and objectives for inmates, called Individual Program Planning (IPP), has had considerable success in the Prairie Region. Each inmate works closely with parole and Living Unit officers, and after-care community agencies, to create a personal education and work training program aimed at the inmate's successful reintegration into the community. The chosen program becomes an agreement between CPS, other correctional agencies, and the inmate.

Feeding into this program will be a five-year plan to improve the quality of education and training programs throughout CPS. Starting this year, a team of specialists from the Ontario Institute for Studies in Education, Toronto, began reviewing present programs. A report is expected next year.

Renaming the Occupational Development Division as Education and Training, and transferring it from the Offender Programs Branch to the Operations Branch next year, will move education and vocational training into the over-all concept of inmate work, concentrating on work incentive programs.

The special concerns of native offenders continued to be of primary importance to the Offender Programs Branch. Plans were made to appoint a Coordinator of Native Offender Programs as part of a government decision to increase the employment of natives.

Other important activities included:

- a study on methods of treating long-term offenders

- improved inmate library services

- a report made by the National Advisory Committee on the Female Offender, March 1977, recommended closing the Prison for Women in Kingston, Ontario. However, alternatives are being carefully considered before any such action is taken.

- a new inmate grievance plan, which modifies the present procedure, was introduced in Saskatchewan Penitentiary as a pilot project.

Details on these and other developments in the Offender Programs Branch can be found in the following division reports.

Social Development

This division assists inmates achieve social and personal growth through programs such as life skills, recreation, arts and crafts, and working with citizens. Self-determination is emphasized in all programs, encouraging inmates to identify their needs; these are met through programs and other resources in the institutions and the outside community.

A paper explaining the philosophy and objectives of social development in a corrections system was completed at the end of 1977. Its purpose is to set out guidelines for a better understanding of programs emanating from this division. In the introductory paragraph, social development is described as a concept whereby an individual uses a series of socially-acquired concepts, skills and behaviours

to establish direction for his/her personal life, and foster the growth of positive and mutually beneficial interaction with other individuals in the immediate and distant social environment.

The Social Development Division recognizes that certain conditions are essential to establish direction on one's personal life, including opportunities, alternatives, freedom to act, acceptance of responsibility and its consequence. To create and initiate these decisions, skill is required; this is the basic reasoning for including social development as a training program for inmates.

Perhaps the most significant movement in the Social Development Division this year has been solidifying the aims of the Citizen's Advisory Committees (CACs). Almost all institutions have established these committees. Encouragement for greater involvement between institutions and the community has been expressed by the work of the CACs, as members strive to assist in improving the corrections system.

The impact of CACs has complemented many measures taken by the Canadian Penitentiary Service to bring the community and the corrections system closer together in achieving the overall goal of correctional programs.

Also the CACs' increased contributions to the administration of institutions is a response to Recommendation 49 of the Parliamentary Sub-Committee Report on the Penitentiary System in Canada. Members of the Sub-Committee expressed the belief that a well-informed community could diffuse some of the fear that exists about inmates.

The presence of CACs in the institutions helps to allay some public criticism which arises from a lack of information. By being well-informed themselves on penitentiary administration, CAC members act as a link between the public and the corrections system. As a volunteer group made up of representatives from a cross-section of the community, they assist institution directors in planning varied programs inside and outside the penitentiary. The CACs also offer valuable feedback from the community on correctional matters, and thus assist in policy development.

The degree of importance which the Parliamentary Sub-Committee gave to the work of CACs is obvious. In its 202-page report, 26 paragraphs are given to detailing the significance of CACs in contributing to a stable atmosphere in the penitentiaries. As a prelude to the first national meeting of CACs, planned for April 1978 in Ottawa, the increased momentum of CACs in the institutions bodes well for a better informed public.

Special projects initiated by CACs usually include inmate participation. The Atlantic Region reports one of these projects affects retarded adults in a municipal home at Pugwash, Nova Scotia. Citizen's Advisory Committee members found this group of disadvantaged citizens needed more contact with other citizens. With the help of the Social Development Division and the Inmate Committee at Springhill Institution, the local CAC encouraged Springhill inmates to visit the home. More recreational activities have been introduced for the retarded adults as a result of these visits.

Working with retarded patients, young and adult, is a regular project for many inmates in the five regions. Ontario inmates have helped retarded patients at Penrose Centre in Kingston, and a two-day Olympiad at Collins Bay for about 100 retarded children was a great success. In British Columbia (Pacific Region), inmates from Matsqui Institution have helped retarded students since 1972.

Through the contributions of volunteer workers, community work in penitentiaries has continued to increase. All regions report volunteer assistance has enhanced the positive effect of inmate programs. To help volunteers understand their role, training programs have been organized. In the Pacific Region two institutions have effectively completed training sessions for volunteers. Community work programs also encourage inmates to work outside the institutions, helping the community with various cleanup projects. For example, inmates from Landry Crossing Institution, Ontario Region, painted the interior of the Petawawa Civic Centre, and inmates from other regions have also contributed to local cultural projects.

Physical Education and Research

New recreation standards, which became effective last year, have improved physical fitness programs in the institutions. Innovative programs for inmates have spilled over into a fitness program for staff, as more CPS personnel enjoy sports activities.

The regions report that participation in basketball, baseball and other sports in the institutions occasionally includes taking part in community activities. Seven inmates at Landry Crossing covered a day-long canoe expedition in Algonquin Park as part of this recreation program. In the Prairie Region, Bowden Institution inmates took part in planning the inmate rodeo which has become an annual event. Atlantic Challenge -- a new program in the Atlantic Region -- encourages inmates to master unique problem-solving tasks in a difficult environment. The expected outcome is: self-awareness; responsibility; self-reliance; and acceptance of others.

Arts and Crafts

While hobbycraft is a most popular leisure-time activity for inmates, other aspects of the arts have become an important part of inmate social development. An example is the arts and craft project at Springhill Institution in Nova Scotia which has been contracted to nearby Memramcook Institute. Because results have been positive, the project is to continue for another year.

The Prison Arts Foundation, a community-administered organization supporting inmate art, was given additional financial support by the Canadian Penitentiary Service. These funds were necessary to recruit community representatives with expertise in the fine arts to act as volunteers on the Arts Advisory Council.

Life Skills

Because this program has shown positive results in the Ontario, Pacific, and Atlantic Regions, it has been extended to Quebec and the Prairies. Penitentiary employees have been trained to coach inmates in understanding and practising life skills, essential to inmate re-entry into the community. The program accentuates personal development, thus helping inmates to cope with home and family responsibilities in the outside community, and to make responsible decisions.

An evaluation of the program has been made in the Prairie Region. Initial results favour its continuation and expansion.

Visits and Correspondence

This important aspect of corrections has been given emphasis in the life of an inmate. Institutions have adapted to a changed requirement which accentuates the human and social aspects of greater family contact with incarcerated offenders.

More opportunities for families and visitors to help support the offender through institution programs have caused an adjustment to the duties of staff responsible for inmate visits and correspondence. It has also been recognized that these officers carry a heavy public relations responsibility because the community relates daily to the Visits and Correspondence Officer who oversees inmate visiting in the institution.

To clarify their duties and acquaint officers with the public relations aspect of their work, representatives of the group met this year to discuss work standards.

In the Pacific Region, development of the new family-related visiting program has been given major priority. Two institutions, Matsqui and Mission, have adopted new visiting programs. Inmates there are encouraged to work in planning and administering the program, and are also responsible for inmate-visitor behaviour.

Social interaction between inmates and visitors was emphasized in the Parliamentary Report on the Penitentiary System. Recommendation 47 of the report has been implemented and changes made to some visiting rules. One example is the proposed contact visiting in Archambault Institution, Quebec, which will also be introduced into British Columbia Penitentiary.

Dorchester Penitentiary, also a maximum security institution, has allowed contact visiting for a number of years. Such visits are already allowed in most other penitentiaries.

Libraries

An improvement in library services for inmates was noticeable this year. Changes have been backed by Recommendation 34 of the Parliamentary Sub-Committee Report which states, "Institutional libraries must provide adequate material for legal research, especially in the field of criminal law."

More material to assist inmates in legal research has been added to institution libraries and standards were set to ensure that this material is constantly updated.

Catalogues of audio-visual material, cassettes and books have been updated and are available to staff and inmates. Since the beginning of the year, the libraries have worked closely with faculties of law and professional associations across the country, determining suitable legal material for inmate research.

Social and Cultural Development

Music, creative writing, bridge clubs, Alcoholics Anonymous, drug education, community service clubs, social service agencies, and projects for natives and religious groups are but a few of the activities sponsored by the Social and Cultural Development section. Regions report community participation in these programs has increased.

In Warkworth Institution a unique social development project was started by inmates. Community Information Services provides information to fellow inmates in the institution and after their release. In its weekly newsletter contact is made with community after-care agencies, legal services, Canada Manpower and educational groups.

Community service clubs in the institutions contribute considerably to social development programs. The Jaycees promote a variety of projects which include assisting retarded children and charitable organizations. Jaycees' outside groups are in constant contact with clubs in the institutions. For inmates in the Ontario Region categorized as deportable, there is an International Club. Consular and other international representatives from the community attend these meetings.

Community projects in the Quebec Region have given inmates many opportunities for work. Painting a pavillion, helping farmers harvest fruits and vegetables, and apple picking in several areas of the region are some examples of such programs. Most of these community projects were supervised by parole staff. Success has brought requests for more inmate help in the community.

Living Units and Human Relations

Living Units

Following the rapid expansion of the Living Unit Program in medium and minimum-security institutions during the past two years, the program was reviewed to ensure efficient administration. Priority was given to increasing supervisory positions last year and continued this year along with a change in divisional responsibilities.

Despite staff tensions owing to a heavy workload, this year's final review of the Living Unit Program indicates it is worthwhile. Two new maximum-security institutions, Kent in British Columbia, and Edmonton in Alberta, both scheduled to open in September 1978, have been designated Living Unit institutions. They will be the first maximum-security institutions to adopt the Living Unit program. Another program, Individual Program Planning (see also Case Management below) is being introduced with the Living Unit program as a component. The new program will enable staff to provide better assistance to inmates in planning educational and work-training programs from the first day inmates enter the federal correctional system.

Case Management (Classification)

The classification officers of Living Units and Human Relations sections are working closer than ever with parole officers, combining their expertise in case management. The increasing complexity of services classification officers must provide has led to the introduction of a better case management model: Individual Program Planning (IPP). This process calls for constant participation of parole and Living Unit officers in the process of determining how an inmate will serve his or her sentence. It also requires the contribution of other institution personnel.

In IPP, now a pilot project in the Prairies, inmates create their own education and recreation programs with the help of Living Unit and Parole officers. The program covers the entire sentence, from reception to release.

Individual Program Planning also answers suggestions made in Recommendation 52 of the Parliamentary Sub-Committee on the Penitentiary System in Canada, which calls for inmates to take a more active part in the decision-making process affecting their incarceration as well as in programs tailored to their individual interests and potential.

Psychological Services

The contribution of psychologists in penitentiaries has grown rapidly since they became permanent staff in the early 1950s. In 1960 there were eight psychologists in the penitentiaries; 17 years later, with increased involvement in the Living Unit program, there were 77. The group provides psychological services to all non-medical maximum and medium-security institutions, and to some minimum-security institutions. Those working in the psychiatric centres relate to the Medical and Health Care Services Branch of the Canadian Penitentiary Service.

Five basic responsibilities are discharged by psychologists -- consultation, interpretation of psychological test results (personality traits, motivation, learning abilities and disabilities), counselling and therapy, staff training in behavioural sciences, and research.

Occupational Development

Under the Canadian Penitentiary Act, the Penitentiary Service must offer education and training "...designed, as far as practicable, to prepare inmates, upon discharge, to assume responsibilities as citizens and to conform to the requirements of the law."

Limited education is a common characteristic of inmates and the Occupational Development Division has been reorganized so that better academic and vocational programs can be provided.

The Parliamentary Sub-Committee Report on the Penitentiary System in Canada also stressed the importance of work for inmates as a means of personal reformation, and suggested the inclusion of academic and vocational education as part of work training in penitentiaries.

Basic literacy training, upgrading courses for admission to vocational training, secondary school courses leading to high school graduation, university and vocational courses, on-the-job training, and courses with apprenticeship credits, are all within the operational scope of the division. About one-third of the inmate population was enrolled in part and full-time academic and vocational programs during 1977-78. (See Appendices for employment of offenders, including academic and vocational training.) The cost of this program is estimated at \$6,280,000. A cursory survey revealed 50 per cent of inmates could be motivated to participate in, and benefit from, education and training in federal penitentiaries.

Finding sufficient teachers to staff penitentiary classrooms has drawn another group of volunteer workers into the Service. In the Ontario Region, inmates have tutored illiterate inmates, responding to a demand for this kind of educational assistance. Professionals from universities and colleges also give of their time freely to the education of inmates. Essay writing, research, and instruction in educational work habits have been part of these free courses.

The Prairie Region reports seven inmates from Saskatchewan Penitentiary graduated from a technical institute with certificates in Radio and Television Electronics, and a project in the Atlantic Region helps new inmates who are having trouble carrying out their education plan.

According to observations made by the Parliamentary Sub-Committee on penitentiaries, academic education and vocational training should be expanded. Although the Sub-Committee found the present programs valuable, deficiencies, mainly quality, content, application to outside employment, qualifications of instructors, coordination with length of sentence, support for industrial training, certification requirements, and registration of inmates for apprenticeship credits were discussed, and changes recommended. This division took immediate action to:

- review penitentiary education and training with the Ontario Institute for Studies in Education, including a five-year plan to improve the quality of education and training in the Canadian Penitentiary Service and identify problems; encouragement of university faculties to develop courses in teaching methods for correctional teachers and instructors; and planning for an international conference on correctional education and training;

- develop a system for recording inmate education, training, and employment in the penitentiaries;

- review inmate education and training in each region and increase the budget for 1979-80 to cover additional expenses;

- recognize inmate apprenticeship programs;

- better motivate inmates to enrol in academic and vocational training;

- search for competent investigators to develop procedures and techniques for overcoming inmate learning disabilities.

Chaplaincy Service

Strengthening of the Chaplaincy Service continued in penal institutions during the year. Last year was the beginning of a new ministry offered to inmate families; the Chaplaincy Service in the community was strengthened by the appointment of a Community Chaplain in Toronto, Ontario. This year, his work has expanded further into the community, answering family problems and working closely with professional and voluntary after-care agencies.

In ministering to inmates, ex-offenders and their families, the Toronto-based Community Chaplain accepted a new challenge. Initial success of this appointment is enhanced by plans for extending the mission into other regions of the penitentiary and parole services.

Reorganization of the Chaplaincy Service within the Offender Programs Branch began this year. Despite possible changes, chaplaincy objectives remain the same: formulating and directing programs which assist in carrying out the Churches' ministry within the criminal justice system.

Support from community after-care agencies has always been a strong arm of the Chaplaincy Service. Workers from the Salvation Army, St. Leonard's Society, Elizabeth Fry Society, John Howard Society, and others have traditionally been associated with the Churches' ministry in Canadian penitentiaries. Their work expands as the call for more and more assistance from the community in the operation of federal penitentiaries is heightened.

The Inter-Faith Committee on Chaplaincy in the Canadian Penitentiary Service, representing 21 religious denominations, met regularly, providing expertise and guidance in recruiting and selecting chaplains.

To support institution chaplains, the Inter-Faith Committee initiated a program for churches to help them better understand what is required of chaplains ministering to the incarcerated.

Inmate Affairs

Improvements in handling inmate grievances continued this year. The major change was a pilot project in Saskatchewan Penitentiary responding to Recommendation 36 of the Parliamentary Sub-Committee on the Penitentiary System which asked for a committee of staff and inmates to mediate individual inmate grievances.

In contrast to the present procedure, which operates entirely through written grievance and appeal forms, the new method emphasizes informal resolution of grievances through personal contacts and mediation. The inmate is also permitted to give an oral explanation of the grievance to the committee. Members serve on the committee for six months. Inmate members are elected and staff members appointed. Committee hearings are conducted by a chairperson who moderates proceedings. If the complainant does not accept the judgment of the Committee, or if the recommended resolution can only be implemented by higher authority, the grievance is submitted to the institution director for review. Appeals are heard by a three-member board representing the staff, the inmate, and the local Citizens' Advisory Committee.

Although the procedure has been operating for only a short time, staff and inmate reaction to it has been favourable. A full evaluation is expected by the end of 1978.

This method of settling inmate complaints was developed from Canadian labor arbitration law and practice. Since then the Service has studied inmate grievance experiments in other countries. Staff from Canadian federal institutions and American specialists have exchanged visits and information, and the sophisticated formulas for hearing inmate grievances in the Swedish and Dutch penal systems have been studied and certain features considered for possible inclusion in the Canadian system.

Prior to the Parliamentary Sub-Committee Report, CPS had made changes in processing inmate complaints, cutting down time required to provide answers.

With these procedural changes, policies governing inmate grievances will also require change. Indicative of this is the possibility that grievance rights may be extended to parolees. If the pilot project in Saskatchewan Penitentiary is introduced into all institutions, institution directors will have greater autonomy to redress wrongs.

The following statistics summarize inmate complaints submitted through grievance procedures to three levels of adjudication. They do not include figures from the pilot project in Saskatchewan Penitentiary.

	1st level (Institutions)	2nd level (Regional Directors)	3rd level (Commissioner)	Resolved 1st level
<u>1974</u>	996	330	159	507
<u>1975</u>	1713	588	366	759
<u>1976</u>	2978	790	396	1792
<u>1977</u>	3597	823	419	2355
<u>1978-</u> <u>Jan./Mar.</u>	1333	266	116	951

Community Resources Development

Community Relations and Special Programs is now renamed Community Resources Development. This division is responsible for developing community programs, such as after-care agencies and Community Correctional Centres.

The report of the National Advisory Committee on the Female Offender played an important role in the division's activities this year. Its main recommendation was for closing the federal Prison for Women in Kingston, Ontario. Two proposals were offered to deal with female offenders who would be affected by the closure:

- the federal government would retain jurisdiction over female offenders sentenced to two years or more, but would build small, regionally-based facilities to house maximum-security cases;

- the provinces would assume full responsibility for incarceration of all female offenders, regardless of the length of sentence. Small, maximum-security institutions

would be built by the provinces for offenders requiring secure confinement. Coordination of finance, research, standards, and staff-training would be maintained by federal authorities.

The female offender report was sent to a committee of federal and provincial deputy ministers responsible for corrections. A National Planning Committee was appointed by the Deputy Minister to determine which recommendations of the report should be implemented.

Recognizing the far-reaching implications of the report's recommendations on the female offender, the Commissioner of Corrections appointed a Coordinator of Female Offender Programs this year.

Representatives from private social agencies, such as the Elizabeth Fry Society and the National Advisory Council on the Status of Women, have also been involved in planning for new community-based female offender programs.

Programs for Natives

The special needs of native offenders continued to be a priority. Six native organizations help provide qualified services to native offenders.

Although each of the native programs differs slightly, they all operate to provide a link between the incarcerated native and his community. The key figure in this work is the native liaison-worker, a para-professional with counselling skills who is able to assist the incarcerated native offender and plan for the latter's parole or final release. A contract with community native brotherhoods provides social and cultural continuity with brotherhoods in the institutions.

The continued success of the native liaison-worker has established this program as an integral part of social development in federal penitentiaries.

A national study on native offenders, conducted by the Native Crime and Justice Commission, reported its findings at the end of this year. The report recommended increased representation of natives in the Service headquarters, regional headquarters, and institutions. Also, greater recognition and support for Native Brotherhoods and Sisterhoods in institutions was recommended, to offer more social, cultural, and educational activities. These and other recommendations are being considered by a senior working group of Service personnel.

Long-range planning to provide programs for native offenders has resulted in a new staff position, Coordinator of Native Offender Programs, to be filled early next year.

Long-Term Offenders

Since the abolition of the death penalty in July 1976, the Service has been faced with the task of caring for more inmates with long determinate prison terms. This year the Community Resources Division was given the task of looking at custody and treatment models to counteract the effects of prolonged, uninterrupted periods of imprisonment. A proposal outlining how the custody and management of long-term offenders should be carried out is expected later in 1978.

Families of Offenders

Long recognized as a major factor in an offender's program, families have not been given sufficient opportunities to assume active roles. This year, Community Resources began

defining the kind of assistance these families need. The Canadian Penitentiary Service has been providing operating funds for two community projects organized to help inmate families. Operation Springboard, based in Toronto, Ontario, supplies transportation for wives and families to visit relatives and friends incarcerated in the Kingston area. Springboard also offers a meeting place for inmate wives, where they can discuss the common concerns of families with imprisoned husbands and fathers.

In the Atlantic Region, Unison of Halifax provides a similar service which includes family counselling and a family visiting program to Dorchester Penitentiary, and Springhill and Westmorland Institutions.

Community-based Centres

To assist the offender's reintegration into society, residential centres, located in the community, are operated by both the Service and private community after-care agencies.

Community Correctional Centres (CCCs) are federal minimum-security halfway houses. Inmates live in these Centres when released on day parole. There are 12 such Centres.

In addition, there are 98 Community-based Residential Centres (CRCs), privately operated, but under contract to the Canadian Penitentiary Service.

The possibility of expanding this type of program to house paroled offenders in private homes was looked into this year. A decision will be made next year. Three benefits were considered:

- offenders would be closer to concerned people who wish to help them re-establish themselves within the community;
- optimum use would be made of community resources in corrections programs;
- concerned citizens would be directly involved in the corrections system.

Special Community Projects

A diversity of projects are sponsored by this section. The primary goals are improved communications between components of the criminal justice system; public education on parole matters; and effective use of community resources.

Recommendation 60 of the Penitentiary Sub-Committee Report asked for special treatment of drug addicts. Two approaches have been outlined to Senior Management -- a drug addiction treatment modelled on the Portage Program in Montreal, Quebec, and a similar program called "Stonehenge", operating in Ontario.

Wilderness camps for native people and separate institutions for young offenders were suggested in Recommendation 61 of

the Report. In the Pacific and Prairie Regions, CCS has transferred native offenders to provincial forestry and wilderness camps as part of a federal/provincial exchange agreement.

A program for offenders sentenced to long terms without parole was considered, as outlined in Recommendation 63 of the Report. A discussion paper on the subject, produced by the division this year, has been submitted to Senior Management. Isolated penal communities for long-term offenders was one of several proposals.

PAROLE SERVICE

Many of the changes which occurred in the Canadian corrections system last year affected the parole program. New legislation contributed to major changes in the administration of the Service. The Criminal Law Amendment Act, 1977, contained amendments to the Parole and Penitentiary Acts, some of which were realized this year. The Canadian Human Rights Act gave individuals access to information on them contained in government files. The disclosure aspect of this legislation has raised serious questions on the future of corrections. Parole is affected because of the personal and confidential information contained in inmate files which can now be opened to inmates. (See Privacy Coordination Branch.)

Parole officers are required to exert considerable initiative and be highly innovative as they carry out their varied duties with offenders. A primary responsibility is establishing contacts and developing working relationships with penal institutions, police, the courts, welfare and after-care agencies, on behalf of the offender.

The parole supervision task has become more challenging in recent years as a result of these developments:

- Mandatory supervision, which became law in 1970 added more offenders to parole caseloads. (This form of release, provided for in the Parole Act, is "applied to persons who were sentenced to, or transferred to federal penitentiaries after August 1, 1970." The law states inmates will be supervised under authority of the National Parole Board, during that part of their sentence which remains after time off for good behaviour and participation in institution programs

has been computed, if they choose to serve this time in the community. It is a form of release under strict supervision. Special release conditions can be stipulated by the National Parole Board).

- Parole officers have explored and developed social and educational resources in the community to benefit offenders.

- Community resources planning, a significant feature of the parole process, has grown in importance with the advent of halfway houses; development of community college programs; participation in police training; and involvement in forestry projects.

A major new development in parole during 1977 was the assignment of full administration of Community Correctional Centres from penitentiary to parole administration. Previously, parole input in the Community Correctional Centres had been mostly in programs and supervision of parole cases.

Other new developments have had a significant impact on the style and effectiveness of parole, leading to improved service such as:

- integration of inmate case management by institutions, parole, and after-care community agencies, with full participation of inmates. This program is known as Individual Program Planning, and is in the initial stages of implementation (as discussed above);

- refined methods of identifying the kinds of programs and services required by each inmate, to benefit his re-entry into society and to offer special assistance to those having a severe education and/or job-training problem;

- special community-service programs, which can give offenders job-training and work experience to support them in the community, such as forestry work for a private company in Nova Scotia; forest conservation in British Columbia, and the Prairies; painting and cleaning local service clubs in B.C.; erecting prefab cottages in Ontario; and helping Quebec farmers harvest fruit and repairing homes for senior citizens. Generating this kind of work benefits the inmate who may have difficulty in obtaining parole because of lack of job experience, and/or no family connections to assist him during his re-entry into society;

- community-based and management residential centres for offenders who need a controlled living environment when first released from prison, or need time to develop roots in the community. This kind of service is directed mainly toward the young offender, whose job experience has not had time to grow, and whose family life is not conducive to maintaining an acceptable way of life. Some parole districts have suggested foster homes would also benefit young offenders;

- the training of volunteers, who contribute many hours to Parole. For example in Hamilton, Ontario, 60 volunteers supervise 162 parolees, relieving regular parole officers of 1,350 person months of supervision and creating a better public understanding of the total system.

Community Assessment

The generally-accepted explanation of community assessment is: knocking on doors to gain relevant information on an offender, usually in conjunction with preparing a case for presentation

to the Parole Board. In a report from an Ontario district office, a new method has been introduced. Called the "team approach", it began in Brantford in April 1977, less than a month after the new office opened.

The local St. Leonard's Society, a community after-care agency, is the co-sponsor, assisting parole officers in gathering relevant information on inmates. Also involved are Brantford City Police, Canada Manpower, the local Addiction Research Foundation, mental health clinic, social services, Ontario provincial probation and parole, Salvation Army, and the Native People's Alcohol and Drug Clinic.

OPERATIONS BRANCH

Preparations for opening three new institutions (Edmonton, Alberta; Kent in Agassiz, British Columbia; and the Regional Psychiatric Centre in Saskatoon, Saskatchewan) and recommendations made by the Parliamentary Sub-Committee Report on the Penitentiary System in Canada had major impact on the Operations Branch.

Planning and designing new institutions to accommodate a projected increase of 2,000 inmates by 1985, and replacement of outdated institutions, was a principal occupation of the Technical Services Division this year.

The secondment of Directives Management from Organization and Administration to the newly-created Implementation and Planning Branch was another major administrative change in 1977-78. This team assumed responsibility for rewriting the Commissioner's Directives and Divisional Instructions as suggested in Recommendation 29 of the Parliamentary Sub-Committee Report.

The need for more accurate and accessible information on corrections prompted Operational Information Services to begin planning a 5-6 year program to improve data on inmates, parole, and personnel.

Other highlights of Operations Branch:

- all positions in the Service were opened to both male and female applicants;
- agricultural operations increased;
- new product markets were obtained for inmate industries;

- inmate work performance was evaluated; and efforts made to improve productivity.

Details of these and other developments of the Operations Branch, are expressed in the following division reports.

Finance

Strengthening the administration of financial management in the Canadian Penitentiary Service continued this year. Reorganization of the division reflected management methods outlined by the Auditor General in 1974, and followed guidelines set down by Treasury Board. Thirty-five of the 39 recommendations made by the Auditor General have been implemented. Action on the remaining four is expected next year after a final review is completed.

Year 1977-78

<u>Man Years</u>	<u>Operating Expenditures</u>	<u>Capital Construction</u>	<u>Equipment Costs</u>	<u>Total Budget</u>
9,882	\$245,953,902	\$57,535,182	\$9,818,000	\$313,307,084

Financial Systems and Services

While general improvements in accounting systems were being made as a result of decentralization of authority to the regions, other procedures in financial responsibility became effective.

New methods of controlling the expenditure of funds were introduced, classifying each transaction, such as construction, operating and equipment costs. This system is expected to operate in all regions next year.

Automation of accounting operations, and monitoring of those operations in the regions, was a major achievement this year, resulting in greater efficiency, particularly in accounting procedures and controlling purchases.

A study started last year to consider alternative methods of safeguarding inmate trust funds in banks or credit unions was completed in 1977-78, and is awaiting Treasury Board approval.

Organization and Administration

A major change affecting Organization and Administration (O&A) this year was the transfer of the Directives Management staff to the Implementation and Planning Branch. The move was made in response to Recommendation 29 of the Parliamentary Sub-Committee Report, which calls for a revision of Commissioner's Directives into a "code of regulations having the force of law for both inmates and staff".

Recommendation 35 of the Parliamentary Sub-Committee Report stating that "Uncertainty by inmates as to the length of their sentences is a cause of unrest," prompted a review of sentence administration by the Canadian Penitentiary Service.

Records Management

Owing to the growth of the Service, a filing system used for many years was declared inadequate. The new system allows more flexibility in records control, better identification of subjects, standard procedures for users and records personnel.

Claims Administration

Claims against the Crown this year totalled \$30,462.96, a 50 per cent increase from \$15,941.09 in 1976-77. The claims cover accidents to CPS motor vehicles, losses or damage to personal property of inmates and claims for personal injuries. Ex-gratia payments for disability compensations, staff accidents in CPS motor vehicles, and reimbursement for staff personal property losses while on duty tripled this year, from \$3,763.98 in 1976-77 to \$10,809.98 in 1977-78.

Human Resources Division

The Parliamentary Sub-Committee Report on the Penitentiary System in Canada drew attention to proposed standards of training and selecting staff. The Human Resources Division was given the task of reacting to recommendations dealing with personnel in the Canadian Penitentiary Service. The Report made a strong argument for re-evaluation of the Service's staffing procedures.

Prior to the Sub-Committee's report, the Commissioner of Corrections had already set in motion an audit on staffing practices. In July 1977 the audit team, known as Staffing

Audit and Interpretation, began a cross-country check of the five penitentiary regional headquarters and parole district offices, completing the audit by the end of the year. From this tour a report will be prepared detailing the "quality of staffing in the two Services".

In the Pacific Region, the Director General reported a new method of recruiting and developing the skills of correctional officers. During the last year a "mini-assessment" centre was added to the personnel section of the region. Through audio-visual and oral descriptions, potential correctional officers were introduced to the work environment in a penitentiary. This gives candidates an opportunity to determine whether they are suited to this kind of work. If the candidates choose to apply they are tested by a panel of senior CX supervisors to determine reactions to stress and other job-related problems. The mini-assessment has proved successful, affording potential candidates an overview of the job, and the selection committee a clearer view of their potential.

Staff Training and Development

Emphasis on personnel development through training courses was also given more attention, resulting in new training methods and styles. For correctional officers this meant an additional week of training, and the introduction of more sophisticated courses to enhance career development. The three-month initial training course for new correctional officers is in effect in all regions.

Training programs throughout the regions and at headquarters, Ottawa, have also been very active. Some 202 courses were

held in the five staff colleges, attended by 4,076 employees. The courses included induction training for new correctional officers, refresher training for permanent employees, orientation for Living Unit officers, riot control crisis intervention, inmate management, human relations, and training for supervisors.

Enrolment in full-time university courses, part of the education leave program, also increased. Thirty-seven employees were given leave, ten of whom were hospital officers who qualified as Registered Nurses. A total of 1,826 staff members participated in courses and training seminars conducted outside government service.

Manpower Planning

Effective staffing was a major objective of the Canadian Penitentiary Service this year. Full-time employees now total 9,524, up from 8,788 last year, a increase of 736.

Equal Opportunities for Women

Increasing employment opportunities for women in the Service was a main concern for Equal Opportunities for Women (EOW) in 1977-78. A study by the Public Service Commission on discrimination, and Recommendation 17 of the Parliamentary Sub-Committee Report stated all positions should be open to candidates of both sexes. Approximately 88 per cent of penitentiary staff are located in the institutions and at least half of these are correctional officers in male institutions. Until January 1978 positions were closed to females.

The first positive effect of the change in hiring practices for correctional officers took place in the Prairie Region. Under a pilot project, eight female correctional officers were hired to work in the soon-to-be opened Regional Psychiatric Centre in Saskatoon, Saskatchewan. Originally, females were only employed as correctional officers in the Prison for Women, Kingston, Ontario, where there are 48 female and six male correctional officers. Until recent years, there has been little over-all change in the male/female employment ratio in the Service. Opening up more positions to female applicants should change the present staff ratio of 14 per cent female, 86 per cent male.

There is less disparity between employment of male and females in parole work than in penitentiary employment. The higher representation of females, 53 per cent, is explained as "the work is based in the community, of a counselling rather than custodial nature, and this activity does not have as strong a tradition of male dominance."

Staff Relations

There was a slight decrease in the number of grievances from staff this year: 717 were presented, all from the regions. Sixty-two per cent of these were settled at the first two levels of adjudication (institution or regional director). Thirty-eight per cent went as far as the Commissioner of Corrections, the final level in the grievance procedure. In all cases, the Public Service Alliance of Canada was consulted.

The majority of the 717 grievances, 327, were from the Ontario region. The Quebec region reported 182, Pacific 90, Prairies 81, and Atlantic 37. No grievances were received from staff at headquarters, Ottawa, during this period. Staff relations reported the majority of grievances were from correctional officers.

Following a review of the existing code of staff discipline, a new code is expected next year, hinged on staff "conduct" rather than "discipline", with its punitive connotation. Staff Relations entered into negotiations for ten collective agreements, including a tentative two-year agreement for correctional officers.

A milestone in staff relations was set when the senior management of penitentiaries and parole met with the national executive of the Solicitor General's component of the Public Service Alliance, and regional vice presidents, for three days in Quebec City to discuss wage and other benefits. The success of this meeting would encourage similar meetings next year.

Staffing Audit and Interpretations

Early in 1977, this new section was added to the Human Resources Division. This section audits all staffing action, a mandatory requirement set by the Public Service Commission before each government department is permitted to assume its own staffing authority. Several new projects have since been undertaken affecting staffing procedures:

- audits in all five regional headquarters and ten Parole district offices;

- reports on the quality of staffing;

- investigation into misapplication of staffing regulations;

- training information on staffing distributed to managers.

Computerized information on staffing, more regional audits, and policy revision of audit methods are planned for next year. The expected outcome is greater efficiency in meeting staffing needs for CPS.

Classification and Compensation

Authority for classification of positions was delegated from Ottawa to the regions in 1976-77, but was returned to the Director General, Human Resources at headquarters in Ottawa this year as it proved too cumbersome to monitor at the regional level. Revising and/or reclassifying positions in the Service increased this year; 7,772 requests for review were received, an increase of 1,764 over last year.

Technical Services

A steady increase in the workload of Technical Services was due to the urgency of the building program, accelerated by the decision to close obsolete institutions, and construct new ones in the near future.

Nine new institutions are scheduled for construction in 24 months to replace Laval, Dorchester, and Kingston Institutions, and British Columbia Penitentiary. The remainder are to be built to meet a projected increased inmate population expected to exceed 11,000 by 1985.

Engineering, Property Management

Operations and maintenance costs, including salaries increased by \$2 million, from \$20 million last year. Much of this was due to improved maintenance inspections in the regions, where major repairs were identified early, offsetting much higher repair costs if left unattended.

Methods to conserve energy, which reported a temporary setback this year, resulted in full-time monitoring of energy consumption.

Fire protection and prevention underwent a thorough appraisal in 1977. Inspection by the Dominion Fire Commissioner of all major institutions brought various recommendations. Technical Services acknowledges that improvements are required to effect a better fire safety program, even though despite 100 fires last year, there was no loss of life or serious injury.

Electronic/Telecommunications

This section is concerned with refitting existing institutions with electronic and telecommunication systems, and equipping and installing the same in new institutions. Three new

institutions, Edmonton in Alberta, Kent in British Columbia, and the Psychiatric Centre at Saskatoon (all maximum-security), were to be equipped this year.

Program Control

Practical control systems provided last year were extended and refined. Notable results were seen in construction projects and financial control of costs, effectively holding the line on the capital construction budget.

Program control officers are now in position at all Regional Headquarters, improving administration of capital construction expenditures.

In 1976 a new concept in industrial training became a reality when the Solicitor General opened an intensified work program at Joyceville Institution, Ontario, designed to emulate conditions in private industry.

As part of a need to revitalize and reinforce the concept of inmate work, production methods and schedules were streamlined, an improved staff training program was approved, new markets for penitentiary products procured, and a new inmate pay and bonus plan introduced. The result, penitentiary industries are now able to satisfy more government orders for manufactured products, such as modular office furniture and shelving.

Industries

In 1977-78 efforts were made to organize all aspects of inmate work, education, and training under one administration. The

Parliamentary Report on the Penitentiary System stated, "work is necessary for personal reformation. Idleness and boredom are among the most destructive elements of prison life." This statement constituted a challenge for industrial operations in 1977-78. Progress has been made this year in changing inmate work attitudes, reflected in an over-all increase in productivity -- from \$2.2 million in 1976-77 to \$3.656 million this year. The bulk of this increase came from the new Mission Institution in British Columbia, and Warkworth Institution in Ontario.

In two institutions in the Quebec region, work projects have also greatly increased. Leclerc Institution has a new production line, producing acoustic screens (partitions) for government departments. In Archambault Institution, \$60,000 has been spent to equip the shoe shop with new machinery in an all out effort to increase production.

At Bath Institution in Ontario, inmates have been employed in a new micrographic unit. The unit is transferring Canadian patents to microfilm for faster, efficient distribution to the public. This is a three-year contract with the Department of Consumer and Corporate Affairs. Inmates trained for this work will qualify as microfilm technologists on release.

Added to the penitentiary industrial efforts are contracts to produce cell furniture for new institutions such as the Edmonton and Kent maximum-security institutions. Most of these products are manufactured at the Mission industrial plant in B.C. Office furniture for the new institutions will come from Mission, Warkworth and Cowansville.

To keep the manufacture of these goods on target, production methods are being reviewed. At Matsqui Institution, B.C., where modular housing is produced for Indian reserves, a control report has been undertaken to upgrade present operations paralleling private industry.

Provincial forestry operations employing inmates have also expanded, mostly in British Columbia. Large areas of the provincial forests require silvi-cultural treatment. Inmates are paid according to contractual arrangements with the provincial government. A second forestry program, in operation since 1973, is open to inmates on day parole.

Elsewhere, forestry camps have become viable work sites. The two-year old forestry camp at Shulie Lake in Atlantic Region, is also a training program, preparing inmates for work in forestry. This is a joint venture with private enterprise. Inmates are paid at the current piece-work rate and some have earned \$250 a week.

A tree nursery and reforestation project at Springhill Institution in Nova Scotia has been approved. This CPS-private enterprise project will employ up to 40 inmates from Springhill Institution, and 50 citizens from the local community, to plant some 5 million trees in the nearby area.

Inmate Pay

With the move toward employment of inmates working under conditions similar to those found in private industrial plants, the pay system was also modified. Inmates hired to work under the new conditions are paid at hourly rates, from \$1.30 to \$2.80.

Room and board is paid by inmates as well as unemployment insurance, Canada Pension Plan, and income tax. All inmate wage-earners are encouraged to support their families. In addition to the new pay system, bonus incentives were also introduced.

Market Development

An intensive marketing campaign to secure new customers for penitentiary products started this year. Potential markets have already been identified leading to some 1,000 full-time inmate jobs in penitentiary workshops. Industries supply most of the institution furnishings and inmate clothing needs.

Marketing initiatives taken this year have already brought in new contracts, such as a new type of coin box for the Royal Mint, signs for Central Mortgage and Housing, ammunition boxes for National Defence, and prefabricated houses for natives in Quebec.

Agriculture

Renewed efforts were made to extend agricultural operations at all five penitentiary farms. The output of farm produce, such as milk, eggs, vegetables, beef and pork was increased.

Recent farm innovations have given encouragement to the extension of penitentiary agricultural training. At Rockwood Institution, Manitoba, a cold storage plant for vegetables is planned; Frontenac Institution Kingston, is experimenting with the production of poultry, and Pittsburg

Institution is considering increased potato production. New poultry laying and brooder houses are being built to replace the outdated ones at Rockwood. All of these activities will increase work opportunities for inmates.

Operation Information Services

As forecast in the 1976-77 Annual Report, Operational Information Services (OIS) underwent major organization changes this year. These were mainly due to increased use of information gathered by the division through its data processing program.

More researchers, program-planners, and managers in the Canadian Penitentiary Service used the data this year. Subjects ranged from enquiries on native inmates, the number of women incarcerated in federal prisons, to crime statistics. Outside requests also multiplied. These came mostly from universities, other departments of the government, Members of Parliament and media representatives.

During the debate in Parliament on capital punishment, information requests from Members of Parliament soared. Since then, questions from MPs have continued to increase, mainly due to the Report to Parliament on the Penitentiary System in 1977. Other research requests include statistics on women employed in CPS.

Because of the upswing in public and professional demand for more information on corrections, planning for a 5-6 year program for OIS began.

Determining present and future projects for OIS was simplified by the long-range plan which identified priorities and methods of production.

Emphasis was given to developing two major data systems: one on personnel management, the other inmate case management. Each will provide management with in-depth information on which to base decisions.

Three new projects were started in 1977-78, and are expected to be completed next year:

- documentation and design standards for inmate programs;
- equipment and telecommunications standards;
- catalogue of information in OIS automated systems;
- list of automated systems produced by OIS.

Regional data processing resources have increased, and have refined the use of information contained in electronically controlled banks. These will be re-evaluated when the above-named projects get under way.

The following are scheduled for management approval as priorities for next year:

- Case Management -- replacing and improving the current systems recording inmates records, and information gathered by Parole

- Data Base Management (Analysis & Evaluation) -- an updated method of recording data, retrieving it, and producing the information

- Re-evaluation of Computer Hardware -- standardizing hardware use in the institutions, five regional headquarters, and Ottawa headquarters

- Computer systems in Ottawa, regions, and institutions -- identifying what information should be computerized, and cost and benefit evaluation of information automated.

These planned improvements are expected to generate an increased demand for information, answering public, professional, and media questions. Foreseeing this need for more correctional information, regional managers have been appointed to feed data into the main systems in Ottawa.

Official Languages Program

The revised statement on official languages for the Public Service of Canada, issued June 1977 by Treasury Board and the Public Service Commission, gave the Commissioner of Corrections direct responsibility for its implementation.

The Service has endeavoured to:

- ensure a high level of service to the public in the official language of their choice;
- guarantee the two official language groups will participate equally in all correctional functions;
- increase the use of French, especially at headquarters in Ottawa;
- stress managerial responsibility in implementing the Official Languages Act;
- monitor progress of the program in penitentiary and parole services.

The following table gives language representation since 1974, in the regions and headquarters Ottawa.

	<u>French</u>	<u>%</u>	<u>English</u>	<u>%</u>
1974	1,410	27.1	3,801	72.9
1976	2,485	29.3	5,987	70.7
1978	3,091	31.5	6,735	68.5

To further improve bilingual service to the public the division undertook to:

- measure the effectiveness of language training for professionals;
- produce policy on language services for inmates with a definition of their linguistic rights.

Following complaints by inmates on language services, management consultants were commissioned to study policies affecting service to inmates. Three important aspects of language rights emerged:

- recognition of inmate language rights and privileges;

- transfer of inmates to an institution/region where service in the official language of their choice can be provided;

- definition of important services for inmates (e.g., medical and psychiatric services in the official language of their choice).

MEDICAL AND HEALTH CARE SERVICES BRANCH

Upgrading health-care standards for inmates is a continuous responsibility of the Medical and Health Care Services Branch. This includes renovations to health care centres in older institutions, monitoring plans for new centres, and ensuring that recommendations of the Parliamentary Sub-Committee Report on the Penitentiary System, the Advisory Board of Psychiatric Consultants, and the National Health Services Advisory Committee, are implemented.

Health Care standards are regulated by a Manual of Policy and Procedures issued last year. The precedent-setting manual is a guide for staff in the delivery of health-care services to inmates. Proposed amendments have been made to the manual following staff reviews early this year. Others will be considered as they affect individual institutions.

The majority of administrative guidelines contained in the manual were recommended by the Advisory Board of Psychiatric Consultants and National Health Services Advisory Committee, dissolved in 1975. Since then, a small group, mainly former Board and Committee members, has reconvened, chiefly to study the outcome of the many recommendations made by the two groups.

During its second meeting the Committee expressed approval of a new drug monitoring system, now operating in the institutions. Information is kept on the amount and kinds of drugs used in health-care units, controlling the prescribed use. This new system also responds to Recommendation 54 of the Parliamentary Sub-Committee Report which deals with drugs, and will be followed by a study next year, refining drug control methods.

At Drumheller Institution, Alberta, the health-care unit may be the first to receive accreditation by the Canadian Council on Hospital Accreditation. Accreditation of the Abbotsford Psychiatric Centre in the Pacific Region as a mental hospital is also expected.

Programs to test the fitness of staff and inmates in the Pacific Region have been described as unique -- the first ever planned by the Regional Fitness Advisory Committee. This program includes counselling by representatives of National Health and Welfare Medical Services.

Construction of psychiatric centres for the care of mentally ill offenders is progressing according to plan. With the Saskatoon Centre, the Service will have three, one in Abbotsford, British Columbia, one in Ontario, and the new one in Saskatoon. Psychiatric services in Quebec are provided by Pinel Institute, a provincial institution. The Quebec Ministry of Social Affairs provides ambulatory psychiatric care to all federal inmates incarcerated in that province.

Two other psychiatric centres are planned, one for the Atlantic Region, possibly near Halifax, Nova Scotia, and another at Collins Bay, Ontario to replace limited facilities now used in Kingston Penitentiary.

Branch Administration

Credit for considerable progress in the administration of Medical and Health Care Services at all three levels

(national, regional, and the institutions) is given to changes made to the Manual of Policy and Procedures this year. Notable have been controls in drug administration and reinforcement of high standards in general health care.

Discussions with Health and Welfare, Canada, and Statistics Canada, have assisted in the development of a proposed new system which will handle penitentiary medical information.

The Medical Management Information System has brought the branch into the data bank of the Canadian Penitentiary Service. Accumulation of this information, and meetings between government departments interested in medical information, caused the adoption of a new hospital accounting methodology for financing reporting. An immediate outcome will be cost-effective studies, comparing penitentiary service operations with psychiatric and small community hospitals.

Continuing the upgrading of health-care administration, the branch developed a system for gathering statistics on a monthly workload of staff as well as an evaluation of psychiatric centres and health-care units in the institutions.

Nursing Operations

Upgrading professional standards of the nursing profession in the Medical and Health Care Services Branch continued as in previous years. To extend this accomplishment a review of the philosophy and objectives of nursing operations was made, including medication administration; professional and administrative roles; and nursing practice standards. The outcome was a manual on nursing operations, which reflects refined standards governing all health-care delivery.

PUBLIC AFFAIRS BRANCH

The major event of the year was the publication of a report by the Parliamentary Sub-Committee on the Penitentiary System in Canada which provoked a great deal of public reaction. As a result, the branch dealt with inquiries made by members of Parliament, the judiciary, social workers, correctional officers, offenders, and the public at large.

The branch took this opportunity to conduct a study of inquiries received at headquarters in Ottawa, and in the five regions. This analysis made it possible to pin-point sources of inquiries and determine how familiar people are with the administration, role, and activities of the Canadian Penitentiary Service.

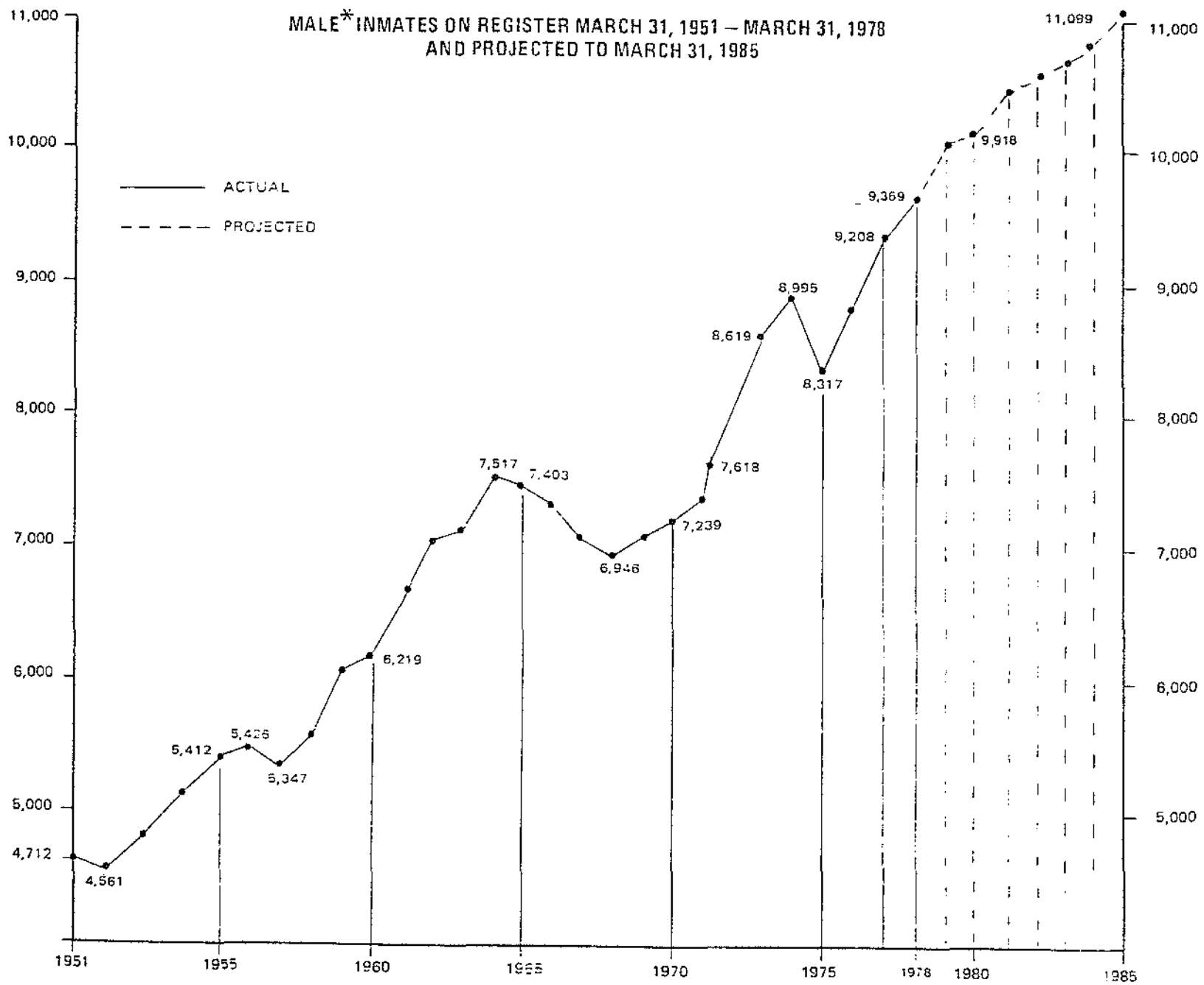
To reach more people, greater use has been made of Citizens' Advisory Committees. Public visits to penitentiaries have been encouraged, and meetings with student groups from high schools, colleges, and universities have increased.

Various reports, brochures, and pamphlets are issued regularly by Public Affairs to keep CPS staff and the general public informed of the Service's objectives and programs. In addition a staff tabloid, Let's Talk, is produced twice a month.

A number of films, displays, and audio-visual presentations were produced by Public Affairs, including a slide presentation entitled, "Regional Reception Centre," and a 16 mm film on the medium-security Mission Institution in British Columbia.

A P P E N D I C E S

Statistics in the following pages were provided by Operational Information Services (OIS) and other divisions of the Canadian Penitentiary Service. This data provides information on: present and projected inmate population count; offences committed by offenders; temporary absences; inmates unlawfully at large, etc. Additional data, dealing with the employment of offenders and parole statistics, is also supplied.



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

Regional percentages of offences committed by males incarcerated in federal and provincial institutions as of December 31, 1977, compared with 1974

<u>Offence</u>	<u>Provincial*</u>	<u>Atlantic</u>	<u>Quebec</u>	<u>Ontario</u>	<u>Prairie</u>	<u>Pacific</u>	<u>Canada</u>	<u>Dec. 31, 1974</u>
Murder	5.2	8.6	8.0	9.1	7.7	11.2	8.7	7.1
Attempted murder	0	0.6	1.8	1.5	2.0	2.8	1.8	1.8
Manslaughter	7.8	4.7	5.8	6.8	6.3	4.1	5.8	5.6
Rape	7.8	5.8	2.6	5.2	5.9	7.4	4.9	4.0
Dangerous sexual offender	0	0.5	0.1	0.9	0.3	1.8	0.6	0.7
Other sexual offences	0	2.7	1.2	1.8	2.9	3.0	2.1	2.4
Kidnapping	0	0.6	1.5	1.2	1.6	0.9	1.3	0.7
Wounding	3.9	1.3	1.3	1.8	2.8	1.8	1.8	1.9
Assault	3.9	2.6	0.2	1.8	2.5	1.8	1.5	2.1
Robbery	23.4	23.0	42.6	27.9	22.3	21.6	30.1	26.0
Offensive weapons	2.6	1.1	0.6	1.1	1.2	0.6	0.9	0.9
Prison breach	0	1.5	0.2	0.7	1.5	0.7	0.8	1.7
Break and enter	13.0	26.2	15.0	14.9	17.7	8.8	15.6	17.5
Theft	9.1	3.4	2.5	2.5	4.4	2.4	3.0	4.7
Possession of stolen goods	2.6	3.7	1.2	3.1	4.2	1.9	2.6	2.4
Fraud	3.9	3.5	3.0	4.6	4.4	2.4	3.6	5.3
Criminal negligence	1.3	0.2	0.2	0.1	0.4	0.1	0.2	0.3
Habitual criminal	0	0.1	0.5	0.2	0.2	1.0	0.4	0.6
Other (criminal code)	3.9	4.6	4.0	4.7	2.9	2.9	3.8	3.8
Narcotics Control Act	10.4	4.7	7.3	7.7	8.4	22.2	9.7	9.2
Food and Drug Act	1.3	0.5	0.2	2.2	0.4	0.4	0.8	1.1
Other statutes	0	0	0.2	0	0.1	0.1	0.1	0.1
Total inmate count (100%) (December 31, 1977)	77	847	2,950	2,168	1,784	1,425	9,251	8,375

* Inmates serving sentences in provincial institutions have been transferred to the provincial facility but maintain their legal status as federal inmates

Inmates serving life sentences incarcerated in provincial and federal institutions, showing offences as of December 31, 1977, compared with 1974

<u>Offence</u>	[*] <u>Provincial: Atlantic Quebec Ontario Prairie Pacific Canada</u>							<u>Dec. 31, 1974</u>
Murder	8	73	235	206	138	160	820	601
Attempted murder	0	0	7	3	1	5	16	11
Manslaughter	0	1	9	8	3	2	23	19
Rape	0	0	1	8	1	1	11	6
Other sexual offences	0	0	1	0	2	0	3	4
Kidnapping	1	0	0	1	1	3	6	4
Wounding	0	0	0	1	1	0	2	2
Assault	0	0	0	0	0	0	0	2
Robbery	0	0	4	3	1	3	11	12
Offensive weapons	0	0	1	0	0	0	1	1
Prison breach	0	0	0	1	0	0	1	1
Break and enter	0	0	0	2	0	0	2	1
Theft	0	1	0	0	0	1	2	2
Criminal negligence	0	0	0	0	0	0	0	1
Other (criminal code)	0	0	1	0	0	0	1	1
Narcotics Control Act	0	1	1	8	1	4	15	14
Total	9	76	260	241	149	179	914	682

* Inmates serving sentences in provincial institutions have been transferred to the provincial facility but maintain their legal status as federal inmates

Inmates under 20 years of age incarcerated in provincial and federal institutions, showing offences committed by region as of December 31, 1977, compared with 1974

Offence	*							Dec. 31. 1974
	Provincial	Atlantic	Quebec	Ontario	Prairie	Pacific	Canada	
Murder	0	19	30	22	35	12	118	89
Attempted murder	1	1	2	3	3	4	14	17
Manslaughter	1	4	16	13	21	4	59	55
Rape	1	7	9	13	18	6	54	34
Other sexual offences	0	1	2	3	3	2	11	7
Kidnapping	0	1	9	3	9	2	24	5
Wounding	1	2	5	7	8	2	25	21
Assault	1	1	0	4	5	3	14	22
Robbery	8	32	230	89	90	20	469	281
Offensive weapons	0	4	0	2	3	0	9	3
Prison breach	0	3	1	4	9	1	18	54
Break and enter	2	87	68	36	71	9	273	239
Theft	0	4	5	3	6	1	19	61
Possession of stolen goods	1	7	0	3	6	0	17	16
Fraud	0	0	0	2	1	1	4	10
Criminal negligence	0	1	2	0	1	0	4	2
Dangerous sexual offender	0	1	0	2	0	0	3	3
Other (Criminal code)	0	6	6	8	9	3	32	21
Narcotics Control Act	1	2	5	6	6	4	24	50
Food & Drug Act	0	0	0	0	3	0	3	1
Total	17	183	390	223	307	74	1,194	991

* Inmates serving sentences in provincial institutions have been transferred to the provincial facility but maintain their legal status as federal inmates

Female inmates in federal and provincial institutions, December 31, 1977,
showing offences, compared with 1974

<u>Offence</u>	<u>Federal Institutions</u>	<u>Provincial Institutions</u> *	<u>Canada</u>	<u>Dec. 31, 1974</u>
Murder	10	4	14	8
Attempted murder	1	1	2	0
Manslaughter	22	5	27	18
Rape	0	0	0	1
Other sexual offences	1	0	1	0
Kidnapping	5	2	7	0
Wounding	1	0	1	0
Assault	2	1	3	1
Robbery	18	6	24	19
Offensive weapons	2	0	2	1
Prison breach	1	0	1	5
Break and enter	7	1	8	8
Theft	3	2	5	3
Possession of stolen goods	1	1	2	1
Fraud	15	6	21	21
Criminal negligence	0	0	0	1
Other (criminal code)	10	1	11	7
Narcotics Control Act	41	21	62	74
Food & Drug Act	1	0	1	3
Total	141	51	192	172

* Inmates serving sentences in provincial institutions have been transferred to the provincial facility but maintain their legal status as federal inmates

Temporary absence from federal penitentiaries during 1977-78

		<u>Atlantic</u>	<u>Quebec</u>	<u>Ontario</u>	<u>Prairie</u>	<u>Pacific</u>	<u>Canada</u>
<u>Escorted:</u>	Completed	2,273	5,685	7,911	4,094	8,991	28,954
	Uncompleted *	3	12	7	7	6	35
<hr/>							
	Total	2,276	5,697	7,918	4,101	8,997	28,989
<u>Unescorted:</u>	Completed	886	4,442	3,538	4,359	2,608	15,833
	Uncompleted *	10	33	51	43	21	158
<hr/>							
	Total	896	4,475	3,589	4,402	2,629	15,991
<hr/>							

* Uncompleted Temporary Absences mean: failures to return, including when declared unlawfully at large, when detained by police while on T.A., and when T.A. is terminated under authority of the National Parole Board.

Inmates unlawfully at large during 1977-78 *

Inmates still declared unlawfully at large, April 1, 1977	197	
Inmates declared unlawfully at large during 1977-78	<u>465</u>	
Total year-end 1977-78		662
Inmates returned to penitentiary, 1977-78	421	
Inmates recaptured but held in custody by non-penitentiary law enforcement agencies, March 31, 1978	<u>55</u>	
		<u>476</u>
Total unlawfully at large year-end 1977-78		186

* These figures include all escapes where the inmate was declared unlawfully at large, such as escape from escort while on temporary absence; walk-away from a minimum-security institution; failure to return from day parole.

Federal inmates on register * as of March 1978

	<u>Atlantic</u>	<u>Quebec</u>	<u>Ontario</u>	<u>Prairie</u>	<u>Pacific</u>	<u>Canada</u>
Male	885	3025	2216	1823	1420	9369
Female	2	0	128	0	0	130

* Includes inmates temporarily away from an institution, and escaped inmates. Not included are those held on temporary detention for parole suspension pending a parole decision.

Federal inmates retained in provincial institutions, authorized by federal provincial agreement*, as of March 31, 1978

	<u>Atlantic</u>	<u>Quebec</u>	<u>Ontario</u>	<u>Prairie</u>	<u>Pacific</u>	<u>Total</u>
Male	8	11	-	21	14	54
Female	1	34	-	8	19	62
Total	9	45	-	29	33	116

* A contract between federal and provincial governments, permitting transfer of inmates between federal and provincial correctional institutions. When a federal inmate is transferred to a provincial institution, financial and administrative responsibility is retained by the federal penitentiary service.

The cost^{*} of maintaining an inmate for 1977-78, based on operating and maintenance costs, was \$23,183 (\$63.52 daily), an increase of 17 per cent over last year. The following is a five-year cost review.

<u>Fiscal year</u>	<u>\$ Annual cost</u>	<u>\$ Daily cost</u>
1977-78	23,183	63.52
1976-77	19,741	54.08
1975-76	17,438	47.78
1974-75	13,792	37.79
1973-74	10,439	28.60

* To keep the above costs in perspective, only operating and maintenance costs have been included. Payments, such as contributions to employee benefit plans are not included; yet are part of the cost of maintaining an inmate. In 1977-78 employee benefits amounted to \$20.8 million. Were this figure included in the yearly inmate maintenance cost, it would increase to \$25,380, an additional \$3.01 a day.

Employment of Offenders in all levels of security, March 30, 1978

	<u>National</u>		<u>Pacific</u>		<u>Prairie</u>		<u>Ontario</u>		<u>Quebec</u>		<u>Atlantic</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
<u>Full-Time Employment *</u>												
Education & Training	2,018	22	242	17	334	19	523	22	743	26	176	20
Industries	1,380	15	160	11	264	15	323	14	518	18	115	13
Technical Services	2,887	31	535	37	544	30	733	32	782	27	293	34
Farms, Forestry Camps, Outside Employment, etc.	1,186	13	153	11	281	16	292	12	360	13	100	11
Sub-Total	7,471	81	1,090	76	1,423	80	1,871	80	2,403	84	684	78
Other Than Full-Time Employment	1,845	19	347	24	363	20	471	20	476	16	188	22
Total	9,316	100	1,437	100	1,786	100	2,342	100	2,879	100	872	100
Part-Time Education & Training †	908	10	65	5	168	9	304	13	331	12	40	5

* At least 20 hours per week

† Included in Other than Full-Time Employment

Employment of Offenders in Maximum-Security Institutions, March 30, 1978

	<u>National</u>		<u>Pacific</u>		<u>Prairie</u>		<u>Ontario</u>		<u>Quebec</u>		<u>Atlantic</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
<u>Full-Time Employment *</u>												
Education & Training	673	20	68	15	80	15	235	29	246	22	44	12
Industries	585	18	25	6	83	16	106	13	304	27	67	18
Technical Services	752	23	108	25	142	27	190	23	198	17	114	31
Farms, Forestry Camps, Outside Employment, etc.	228	7	28	6	43	8	82	10	62	6	13	4
Sub-Total	2,238	68	229	52	348	66	613	75	810	72	238	65
Other Than Full-Time Employment	1,040	32	209	47	179	34	206	25	317	28	129	35
Total	3,278	100	438	100	527	100	819	100	1,127	100	367	100
Part-Time Education & Training †	397	12	27	6	21	4	111	14	211	19	27	7

* At least 20 hours per week

† Included in Other than Full-Time Employment

Employment of Offenders in Medium-Security Institutions, March 30, 1978

	<u>National</u>		<u>Pacific</u>		<u>Prairie</u>		<u>Ontario</u>		<u>Quebec</u>		<u>Atlantic</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
<u>Full-Time Employment *</u>												
Education & Training	1,287	27	165	21	239	24	273	23	483	36	127	31
Industries	761	16	127	16	181	18	205	18	200	15	48	12
Technical Services	1,647	35	361	46	351	35	404	34	372	27	159	39
Farms, Forestry Camps, Outside Employment, etc.	462	10	49	6	101	10	84	7	197	14	31	8
Sub-Total	4,157	88	702	89	872	87	966	82	1,252	92	365	90
Other Than Full-Time Employment	578	12	89	11	134	13	211	18	104	8	40	10
Total	4,735	100	791	100	1,006	100	1,177	100	1,356	100	405	100
Part-Time Education & Training †	464	10	33	4	143	14	166	14	109	8	13	3

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* At least 20 hours per week

† Included in Other than Full-Time Employment

Employment of Offenders in Minimum-Security Institutions, March 30, 1978

	<u>National</u>		<u>Pacific</u>		<u>Prairie</u>		<u>Ontario</u>		<u>Quebec</u>		<u>Atlantic</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
<u>Full-Time Employment *</u>												
Education & Training	17	2	2	1	3	3	7	2	5	2	0	0
Industries	34	4	8	6	0	0	12	4	14	5	0	0
Technical Services	473	52	55	40	47	39	139	44	212	73	20	37
Farms, Forestry Camps, Outside Employment, etc.	296	32	60	44	52	44	109	35	42	14	33	61
Sub-Total	820	90	125	91	102	86	267	85	273	94	53	98
Other Than Full-Time Employment	95	10	12	9	17	14	47	15	18	6	1	2
Total	915	100	137	100	119	100	314	100	291	100	54	100
Part-Time Education & Training †	45	5	5	4	3	3	27	9	10	3	0	0

* At least 20 hours per week

† Included in Other than Full-time Employment

Employment of Offenders in Community Correctional Centres, March 30, 1978

	<u>National</u>		<u>Pacific</u>		<u>Prairie</u>		<u>Ontario</u>		<u>Quebec</u>		<u>Atlantic</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
<u>Full-Time Employment *</u>												
Education & Training	41	11	7	10	12	9	8	25	9	9	5	11
Industries	0	0	0	0	0	0	0	0	0	0	0	0
Technical Services	15	4	11	15	4	3	0	0	0	0	0	0
Farms, Forestry Camps, Outside Employment, etc.	200	51	16	23	85	63	17	53	59	56	23	50
Sub-Total	256	66	34	48	101	75	25	78	68	65	28	61
Other Than Full-Time Employment	132	34	37	52	33	25	7	22	37	35	18	39
Total	388	100	71	100	134	100	32	100	105	100	46	100
Part-Time Education & Training †	2	1	0	0	1	1	0	0	1	1	0	0

* At least 20 hours per week

† Included in Other than Full-time Employment

Comparative Statistics showing the percentage of new full parole granted quarterly by the National Parole Service in Canada and each region during 1975 to 1977. Figures are based on population totals.

Year/ Quarter	Pop.	% Canada	Pop.	% Pacific	Pop.	% Prairie	Pop.	% Ontario	Pop.	% Quebec	Pop.	% Atlantic
<u>1975</u>												
1	8,617	4.0	1,458	2.8	1,687	4.4	2,410	3.5	2,213	4.6	849	5.1
2	8,562	3.3	1,426	3.5	1,700	4.2	2,347	5.0	2,269	4.8	820	4.9
3	8,695	3.6	1,420	3.5	1,725	2.5	2,286	4.1	2,414	4.1	850	3.6
4	8,639	2.3	1,376	1.6	1,712	1.8	2,287	2.5	2,411	2.4	853	3.9
<u>1976</u>												
1	8,815	2.9	1,380	1.2	1,746	2.4	2,299	3.0	2,547	3.1	843	5.6
2	9,037	2.6	1,425	2.2	1,766	2.1	2,353	2.7	2,658	2.8	835	3.0
3	9,282	3.1	1,440	1.6	1,799	2.7	2,463	3.5	2,759	3.4	821	4.5
4	9,156	3.0	1,456	2.1	1,758	2.5	2,306	2.7	2,796	3.8	840	3.3
<u>1977</u> *												
1	9,338	3.8	1,373	2.4	1,801	2.4	2,436	3.9	2,819	4.5	909	5.9
2	9,433	4.6	1,397	3.5	1,817	2.8	2,381	3.7	2,905	5.9	933	7.6
3	9,364	4.0	1,418	3.3	1,870	4.1	2,214	3.0	2,927	4.2	935	7.0
4	9,508	3.8	1,421	1.2	1,849	3.7	2,297	2.7	3,051	5.6	890	4.9

* December 31, 1977

Cases for which the National Parole Service is responsible are shown in the following 1976-78 statistics. Those submitted to the National Parole Board and heard by the Board are included.

	<u>1976-77</u>	<u>1977-78</u>
<u>Community Assessments of Inmates</u>		
National Parole Service	9,931	11,358
Community Agencies	2,461	2,180
Cases to NPB	21,317	23,290
Parole Board Hearings	4,668	5,161
 <u>Cases Under Supervision</u>		
Day Parole	708	909
Full Parole	3,158	3,637
Mandatory Supervision	1,811	1,785
Supervision by NPS staff	4,484	5,332
Community Supervision	1,193	999

Comparison of costs per case budgeted for
parole services, 1975 - 1980

	<u>Institutions</u>	<u>Community Assessment</u>	<u>Case supervision per year</u>
1975-76	\$350	\$135	\$1,085
1976-77	410	160	1,370
1977-78	390	150	1,915
1978-79*	400	170	1,975
1979-80*	410	175	2,035

* Based on program forecast

**CANADIAN PENITENTIARY SERVICE – ORGANIZATION CHART
1977 – 1978**

