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Immigration and Border Security

"The present system for legal entry into Canada other than that from the United States is by way of passport or Visa. Identity cards provided by the International Olympic Committee are not recommended for use in Canada... Canadian Immigration officials are seriously concerned over the system employed by the IOC and an intense study is presently under way in this respect. A proper identification system of persons entering Canada is the very first line of defense in any security plan... in short police authorities must first be in a position to determine, without exception, who is actually entering the country."

(RCMP Report 1973 on Summer Olympics.)

Legislation

On 14th January 1974 Parliament assented to an amendment to the Official Secrets Act, Section 6. Sub Section 2 & 3.

(2) The Solicitor General of Canada may issue a warrant authorizing the interception or seizure of any communication if he is satisfied by evidence on oath that such interception or seizure is necessary for the prevention or detection of subversive activity directed against Canada or detrimental to the security of Canada or is necessary for the purpose of gathering foreign intelligence information essential to the security of Canada.

Meaning of "Subversive activity"

(3) For the purposes of subsection (2), "subversive activity" means

(a) espionage or sabotage;

(b) foreign intelligence activities directed toward gathering intelligence information relating to Canada;

(c) activities directed toward accomplishing governmental change within Canada or elsewhere by force or violence or any criminal means;

(d) activities by a foreign power directed toward actual or potential attack or other hostile acts against Canada; or

(e) Activities of a foreign terrorist group directed toward the commission of terrorist acts in or against Canada.

Thus subversive activity had for the first time been defined in Canadian Law.

Logically, this first step was followed by implementation of measures chiefly designed to keep 'subversives' out of the country before, during, and after the Olympics. These measures were contained in Bill C-85, also known as the Temporary Immigration Act. It became law on February 26, 1976 and expired in December of the same year.

Section 5. subsection (l) (m) (n) stated:

Section 5 - "No person, other than a person referred to in sub-section 7(2), shall be admitted to Canada if he is a member of any of the following classes of persons:

(l) - persons who are or have been, at any time before, on or after the 1st day of June 1953, members of, or associated with any organization, group or body of any kind concerning which there are reasonable grounds for believing that it promotes or advocates or at the time of such membership or association promoted or advocated subversion by force or other means of democratic government, institutions or processes, as they are understood in Canada, except persons who satisfy the Minister that they have ceased to be members of or associated with such organizations, groups or bodies and whose admission would not be detrimental to the security of Canada;

(m) - persons who have engaged in or advocated or concerning whom there are reasonable grounds for believing they are likely to engage in or advocate subversion by force or other means of democratic government, institutions or processes, as they are understood in Canada;

(n) - persons concerning whom there are reasonable grounds for believing they are likely to engage in espionage, sabotage, or any other subversive activity directed against Canada or detrimental to the security of Canada;"

Legally speaking Canadian authorities possessed full powers to turn away at the border all those identified as potential trouble makers. Practically however, a system had to be devised whereby these persons could be stopped at border entry points.

Electronic Prevention

The computerized Olympic Integrated Lookout system or COILS constitute the first of a three part program instituted by the Ministry of Manpower and Immigration for Olympic Security. COILS terminals were placed in key Canadian entry points: airports, major border crossings, harbour posts and so on. Queries on persons entering Canada were returned in seven seconds.

COILS itself consisted of thirty-eight terminals interfaced with the Canadian Police Information System. 20,000 names of potential terrorists and trouble makers were cross-referenced with aliases, who under the criterion of Bill C-85, would be denied entry. The second part of the program, the Microfiche System held 16,000 names on file details of which could be read on a CRT screen. A continuously updated list of

lost and/or stolen passports completed the program, cross-referenced with Interpol records. Coils also contained lists of Olympic participants. Accreditation officials could thus check on ID cards issued to travelling athletes, making verification easier.

During the Olympics, COILS was hooked up to the U.S. Customs Service computer known as the Treasury Enforcement Communications System or TECS, providing direct access to the National Crime Information Centre (NCIC) data base. TECS, located at primary U.S. traffic lanes could check number plates of vehicles entering or leaving Canada or the U.S. and passengers at U.S. air terminals. This information was made available to the RCMP in a special Olympic co-operation program. TECS originally went on-line in April 1970 with 20 terminals. These now number over 400 and include law enforcement agencies, such as the F.B.I. and other intelligence Divisions of the United States Government.

" Recognizing the obvious impracticality, both physically and economically, to seal the Canada - U.S. border for the Olympic period, the R.C.M.P. and federal authorities opted instead to reinforce existing border patrols with extra R.C.M.P. and C.A.F. personnel deployed on a one-to-one basis and concentrated in areas where the greatest influx of visitors was likely to occur.

"In other areas of Canada, the need for increased vigilance during the Olympic period was emphasized and special patrols were instituted where warranted by circumstances. Liaison was established with our U.S. Counterparts (at their Olympic headquarters in Swanton, Vermont) and I must say that we received excellent co-operation from them.

"The responsibilities assigned to these patrols were to promptly respond to any requests for assistance from Canadian customs and immigration officials and to also carry out land and marine patrols to reduce illegal entries over back roads and in

isolated areas. Small private air strips and marinas were located and included in patrol coverage. Under the circumstances effective coverage was obtained considering the limited resources available."

Asst, Commr. J.R.R. Quintal at Commonwealth Security Conference.)

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ACCREDITATION

"Those who take part in the games must also be considered to a certain extent as quasi-representatives of foreign countries. In the same vein, it can be expected that the Department of External Affairs may make a demand for some type of special protection for them."

RCMP Report 1973 on the 1976 Summer Olympics

The definition of accreditation was termed; *" a process which identifies all individuals participating in the 1976 Summer Olympic Games - also identifying access privileges allowed these participants in and around Olympic venues"*.

Control

At previous Olympic Games, misgivings had been voiced by law enforcement and security officials on the dilatory fashion in which accreditation passes had been completed. Thus early on, Canadian officials realized some form of strict control over the issuance of these cards would have to be exercised. At previous ^{Games} venues a number of individuals were included on one pass as a group and other cards found their way into unaccredited hands by devious means. This along with other related problems encountered in past experiences, prompted Canadian Security officials to implement a tight accreditation program - No Pass - No entry. To the chagrin of many people this was enforced to the full measure of the law.

Briefly stated the Accreditation program fell into three broad categories:

1. Immigration Identity Cards issued to participants and official delegations recognised by IOC regulations. (Passport accreditation).
2. The Media, (TV, written press, Radio.)

3. COJO employees including concessionaires and security forces.


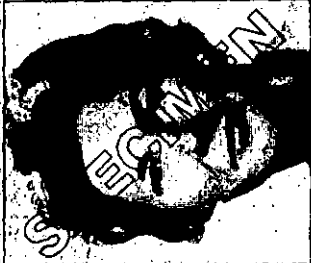
Passport Accreditation.

Special Olympic amendment provisions were made to the Immigration Act to include Olympic participants arriving in Canada, using the three part Accreditation document as a passport.

On April 5th, 1975 the Minister of Manpower and Immigration, pursuant to authority vested in him by Subsections 27 (1), 27(2) and 28(2) of the Immigration Regulations agreed to amend and add to the official Instruments N and Z-4, to include the Olympic Identity Card.

COJO, (the Olympic Organizing Committee) provided IOC's National Olympic Committees and International Sports Federations with these cards. Lists of competitors were to be submitted at least two weeks prior to Canada entry - the IOC, NOS, ISF had to complete a master list of card recipients which showed the card number, status, the name of competitor or person, sex, the date and place of birth and an expected estimated time of arrival in Canada, and port of entry. These lists were subsequently mailed back to the International Olympic Committees of the countries involved and a copy was sent to the appropriate Foreign Canadian Immigration Officer responsible for the lists originating in that particular country. Deletions and changes were to be reported to the Canadian Government officer no less than ten days prior to entry into Canada, in written form.

The Canadian Officer abroad then sent a telex of any of these changes to the organizing committee (COJO) in Montreal. Failure to forward these changes resulted in the I.D. Card not being accepted as a valid travel document. The Ministry of Manpower and Immigration used initial lists to check against their computer system C.O.I.L.S. Upon arrival card bearers were cleared through immigration. The card was then validated at a place appointed by the Olympic Organizing Committee, In accordance with article 48 of International Olympic Committee Rules and Regulations, it then became the Olympic pass along with a lapel badge which admitted the bearer to competition sites.

NF F00000		NF F00000		PIECE DE CONTROLE N° F00000		ENTRÉE CONTROL	
	Nom de famille Surname			Nom de famille Surname			
	Prénoms First names			Prénoms First names			
	Date de naissance Date of birth			Date de naissance Date of birth			
	Lieu de naissance Place of birth			Lieu de naissance Place of birth			
	Citoyen de Citizen of			Citoyen de Citizen of			
	Domicile permanent Home address			Domicile permanent Home address			
	Emploi régulier Normal occupation			Emploi régulier Normal occupation			
	Fonction olympique Olympic function			Fonction olympique Olympic function			
	Sport	s'il y a lieu if applicable		Départ Departure			
	Le Comité national olympique de The National Olympic Committee of			Bâtiment Building			
	<p>certificat que les renseignements indiqués sur cette carte d'identité sont exacts et que le titulaire est bien celui du titulaire dont la fonction olympique est indiquée sur cette et qui se rend au Canada dans le cadre des Jeux de la XXI^e Olympiade</p> <p>certifies that the information contained herein is correct and that the photograph is a true likeness of the bearer of the identity card who is travelling to Canada to attend the Games of the XXIst Olympiad in the specifically stated herein.</p>			Etage Floor			
	<p>VALIDABLE DU 17 JUIN 1976 AU 31 AOÛT 1976 VALID: JUNE 17, 1976 TO AUGUST 31, 1976</p> <p>Le Comité organisateur des Jeux de la XXI^e Olympiade The Organizing Committee for the Games of the XXIst Olympiad</p>			Appartement Apartment			
	Président/President	Secrétaire général/Secretary General		Lit Bed			

Sample of three part card used by Olympic delegations and athletes to enter Canada. This document incorporating all the security features was valid from June 17th to August 31st, 1976. This card was a prescribed travel document for admission into Canada and holders did not require passports or other documents and were exempt from normal non-immigrant visa requirements.

Tasking authority stemmed from the RCMP in conjunction with COJO, although command and control of ID cards rested primarily with COJO Press Services where Press accreditation was concerned. In all twenty-seven policemen, nine each from the RCMP, QPF, and MUCPD were attached to this office.

Card Security Features.

The card or Olympic pass was very difficult to forge, unless a COJO poster cut out was used. Designed by the Canadian Banknote Co., it incorporated the following security features:

Special safety paper (incorporating planchettes as in currency)

Special steel engraving process

Latent maple leaf image visible only when viewed at 45 degree angle.

Concealed random fluorescent tints visible only under ultra violet light

Chemically treated paper to produce fixed reaction when tested.

On July 16, 1974, preliminary identification cards had been designed and accepted in principle by the International Accreditation Committee. Mr. G. Huel, COJO artist still had to comment on the COJO symbol and the positioning of the words 'Montreal 1976' before the finished product could be requested from the Canadian Banknote Company. On the 1st October 1974, the first lists of athletes who had participated in the Asian Games were made available by respective International Olympic Committees and other athlete lists gradually collated and gathered. Everyone applying for a card had to be screened. Security screening was based on the philosophy:

" ... that every person who has any contact with players or VIPs, or the opportunity to contact them, must be the subject of a security examination."

SECURITY DUTIES:

Security duties included: to establish in conjunction with COJO, the validity of these Olympic passports against official lists

2) to check if passports had been stamped by officials (if ~~the~~ the bearer was