

A REVIEW OF THE ADMINISTRATION OF JUSTICE FOR THE ADULT  
OFFENDER IN THE GREATER VANCOUVER AREA

The Police

by

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Thesis Submitted in Partial Fulfilment  
of the Requirements for the Degree of  
MASTER OF SOCIAL WORK  
in the School of Social Work

Accepted as conforming to the standard  
required for the degree of  
Master of Social Work

School of Social Work

1966

The University of British Columbia

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Date May 3 1966

## Abstract

This study seeks to explore the development of police forces and their relationship to the general community. Attention is given to the systems in Great Britain, United States and Canada. A particular focus is placed on some aspects of the Vancouver Police Force.

The main body of the material presented was gained from extensive use of library resources. Some additional information was obtained from the Vancouver Police Department and an interview with Vancouver Police personnel.

The study reviews the legal jurisdiction of police power, and the integration of police administration into the modern community. Attention, also, is given to police personnel and training. Finally, some general conclusions are presented regarding public awareness and the concept that police work should be professionalized.

In the writer's opinion this study indicates that adequacy or inadequacy in at least early police forces was often dependent upon the whim or attitude of one individual. There seems little question that a modern police force should be more than a product of a historical evolution.

The role, administration and training of a modern force should be based on continuing evaluation and study. Application should be made of the best thinking and knowledge available regarding public administration, personnel training, and social complexities which effect a police force because it is an integral part of the community.

The writer hopes that this study will contribute to a general review of the administration of justice, and assist in further research concerned with this aspect of human endeavour.

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## Chapter I.

### THE HISTORY OF POLICE SYSTEMS

#### Introduction:

"From infancy to interment the entire population is directly affected by law enforcement. As child, adult and senior citizen, life and property often depend upon the able operation of protective services; peaceful existence depends upon the maintenance of order; and the continuity of government depends upon a consistent and equitable achievement of the common good."<sup>1</sup>

This statement leaves no doubt that man must deal with controls if only because he is a gregarious animal. How, then, has man in society coped with the matter of controls and what devices have been evolved to structure these controls? The main purpose of this study is to seek an answer to this question through the compilation of written material on this subject to be found in library resources.

The evolution of regulation in society and the effect of political, social and economic forces may be seen in reviewing the development and growth of the police systems of Great Britain, United States and Canada. It is proposed that this evolution will give some perspective to a further consideration of police forces and their relationship to the general community. An examination will be made of the balance between police power and individual freedom, and the preparation of police forces for their tasks.

## Great Britain

The origin of the British Police lies far back in early tribal history. The basic conception of the institution can be traced to customs in use among the Germanic tribes of central Europe at the time of the Roman Empire and these were probably adopted from tribal customs in Asia which pre-date the dawn of history. They embodied the idea of securing order in the tribal community by making the people responsible for keeping the laws, through the medium of family and group representatives, who were appointed by them, and represented them in the eyes of the chief and other authorities. Together with their representatives, the people were the police, and no other kind was necessary.

The philosophy of early justice and punishment was primarily retaliatory and often crude. Branding or mutilation of offenders was not uncommon. It was during these early days of justice that the "blood feud" developed, which bound the victim's family, clan or tribe to vengeance, and led to prolonged and bloody warfare. Gradually the payment of compensation came to be the preferred and established method for settling injuries and the use of self-help was forbidden. Society developed other ways than the feud for handling injuries, and special officials emerged to settle disputes and enforce the peace of the community.

In England the disintegration of the tribal system between 600 and 1200 A.D. left the people without strong

kinship units to enforce law and order. As a result other substitute groupings were made responsible for the peace of the community. A tithing was an artificial grouping of ten men which was responsible for the conduct of its members. It acted as a surety for the individual members of the tithing, and in case an individual committed a crime the tithing paid his fine or compensation.

Alfred the Great who made one nation of England in the latter part of the ninth century, found the system of great benefit in unifying the nation. Later William the Conqueror refined the system to a great degree.

The system, however, had serious flaws. It was applicable to emergency situations, and worked well in an agrarian community where people were content to live in one place. When urban society began to develop, and people began to move about, the tithing system was difficult to keep intact. It also had a very serious defect in that it tended to encourage the concealment of crime and perjury in order that individual members of a tithing, or the tithing itself, might not have to make restitution for the acts of a tithing member.

Ten tithings were called a Hundred. The Statute of Westminster of 1285 stated that the hundred had to raise the hue and cry and pursue any lawbreakers within its boundaries. If the hundred failed to produce the criminal within forty days it had to pay a fine to the victim of the crime. In

this way kings attempted to make local units responsible for any crimes committed within their districts. Police protection was regarded as a local and a private matter.

Between 1200 and 1800 a centralized state system under the domination of the Crown emerged in England. The King placed in the countries several officials who extended the judicial power of the King at the local level. The shire's reeve or King's reeve was common in the eleventh and twelfth centuries. The reeve was a member of the local landed gentry. The shire's reeve or sheriff watched over the King's financial interests in the county and performed various functions for the King's court. He received writs, summoned juries, executed judicial judgments, and was the presiding officer at the county court.

From 1285 to 1829 each parish had a constable who acted as a police official. By Edward I's time each hundred was under the command of a constable. He was in charge of a county militia. With the aid of the armed citizenry he pursued law violators, collected taxes and supervised highways.

The coroner was originally the representative of the Crown in the county to see that the sheriff was living up to his financial obligations to the King. The coroner in time came to be interested in unlawful deaths since the King might have a financial interest in the case.

Justices of the peace, who were responsible for the preservation of the King's peace in the counties, emerged



during the 13th century. These justices took over many of the functions of the coroner, sheriff, and constable from the thirteenth to the nineteenth centuries. They gained control over the police system at this time. The justices were unsalaried and worked for fees, a system which led to many abuses of their powers. The justices tried criminal cases and performed general police duties. In 1865 the justices were stripped of their police functions when paid police magistrates appeared.

During the period from 1300 to 1900 there was no strong centralized police force in England. Crimes were common and there was no adequate way of meeting the problem. During the sixteenth and seventeenth centuries the Enclosure Acts and the Industrial Revolution created widespread poverty and unemployment. People moved to the new urban centers in order to find work in the factories. Crowded slum conditions were characterized by high rates of crime and delinquency, prostitution, drunkenness, vagrancy and theft. The Statute of Labourers of 1349 ordered men to remain in their townships and on the jobs which they occupied. This was an attempt to keep men from moving from one county to another. The Elizabethan Poor Laws of 1598 and 1601 attempted to provide relief for the poor. Workhouses and houses of correction were established, the one to provide work for the unemployed and the other to provide punishment for those who would not work. However, the two were never clearly distinguished. The

Settlement Act of 1662 made each parish responsible only for those residing there, which meant residence by birth.

Over two hundred kinds of offenses were considered capital crimes and the most common form of punishment at this time was capital punishment. Because of the severity and injustice of capital punishment several methods for acquitting the accused were made a prominent part of criminal procedure.

Few criminals were apprehended and convicted because of the poor police organization that existed. Certainty of punishment was lacking, so severity of punishment was used in its place. A weak police system at this time in history led to the use of severe penal methods. The severity of punishment did not eliminate crime. It is said that at the same moment that pick-pockets were being hanged, other pick-pockets were stealing from the crowds attending the execution.

Many eminent commentators were speaking with conviction. Jeremy Bentham urged amendment of the criminal code, improvement of the poor laws, abolition of transportation, sanitary and prison reform and the use of public prosecutors.

There were many advocates of police reform during the eighteenth century in England. Police work was still on a local level and was a private matter. Rewards were offered for information leading to the arrest and conviction of criminals. Informers were common at this time and bribery and corruption of police officials was wide spread. In 1748 Henry Fielding was appointed magistrate for Middlesex and

Westminster. He conceived the idea of preventing crime by police action. In 1749 he wrote "An Enquiry into the Cause of the Late Increase in Robberies" and suggested that policing was a municipal function and that there was a need for well-paid men, that some form of mobile patrol was needed to protect the highways, that separate "runners" were needed to move swiftly to the scene of the crime, and that a separate police court should be instituted. This was the First Police Survey.

Fielding established the famous Bow Street Runners an efficient group of policemen primarily concerned with the investigation of crime.

In 1796 Dr. P. Colquhoun, Middlesex Magistrate wrote "On the Police of the Metropolis" and recommended a register of offenders, communication improvement between city and rural magistrates, and the creation of a centralized, trained, vigilant and active police body. While Colquhoun wanted the police force separated from the control of the local justices of the peace, public opinion still favored police protection at the local level.

In 1829 Sir Robert Peel established the Metropolitan Police Force in London which was under the jurisdiction of the Home Office and not local magistrates. This was the first attempt to establish a centralized police force in England.

According to Charles Reith, Peel's place in history as one of the five outstanding creators of the British Police

institution is deserved by him for only two contributions. One is his planning and handling of the bill by which the London police experiment was inaugurated. To the ideas of which it was constructed he contributed almost nothing. His other, and much greater, contribution was his choice and appointment of the two first 'justices', or commissioners, to whom he gave, and left, the task of planning and organizing in detail, and controlling, the institution which the bill envisaged. Charles Rowan and Richard Mayne were men who were wholly unknown to the public, and almost wholly unknown in government and political circles, and to society in London. Through the medium of Peel, these two completed the work which Fielding and Colquhoun began.

In Great Britain all police agencies except the Metropolitan Police of London are locally managed and controlled. Such controls may be vested in the governments of the cities, boroughs, or counties, or in joint police committees representing two or more agencies. Nevertheless, the national government provides approximately one half of the cost of maintaining all police forces, and requires in return that certain simple standards be observed in such matters as the number of police to be employed, the manner of their recruitment and the terms of their employment, their training and discipline, and the free interchange of criminal intelligence. Supervision is exercised through a few national inspectors of constabulary who represent the Home Office and Scottish Office respectively

in determining whether the national grants-in-aid of local police shall be allowed in any particular instance. In addition to this system, which prevails throughout England, Scotland and Wales, the national government exercises direct control over the Metropolitan Police. Upon request of the local authorities, criminal investigators from its headquarters in Scotland Yard are made available to any local police force in Great Britain.

Since 1829, when the device of dual control first went into effect, according to Bruce Smith, its great achievements have been the gradual elimination of small, inadequate police agencies and the substitution of modern, locally administered forces patterned generally after the Metropolitan Police. In the process the many county sheriffs and parish constables have disappeared as law-enforcing instruments. In their places have appeared various city and borough police forces, together with widely ranging and highly organized county constabularies, which may include both rural and urban areas within several jurisdictions. The pressures of the national government have been applied particularly toward the consolidation of police of small boroughs with the county constabularies. As a direct result of the Police Act of 1946, the consolidations have increased to a point where only a few more than a hundred police forces remain in the service of some 490 counties, cities and boroughs. Thus there has been a substantial integration of police strength without abandonment

of local autonomy. Moreover, the evil of overlapping jurisdictions, once a striking characteristic of Great Britain's policing, has been wholly eliminated. Other services rendered by the national government in aid of local law enforcement include technical and financial assistance in conducting prosecutions of major import or general concern, together with the maintenance of central facilities for criminal identification crime laboratories, radio communication, police training, and crime statistics that are available to all police forces in Great Britain.

Officially, the various regular forces are classified in five groups. These are The Metropolitan Police of London, The City of London Police, The Borough Police Forces, The County Police Forces and the Scottish Police.

### United States

The United States also has a dual police system in which centralized and local controls are combined without impairment of local autonomy, but the methods thus far employed have been quite different from those prevailing in Great Britain.

Virtually all local governments in the United States and in addition many special districts not exercising full governmental powers maintain separate and district police forces. The largest single force is that of New York City. Included in the general police pattern are the sheriffs and deputy sheriffs of counties, a handful of county police forces

that are independent of the sheriff's offices, the police of cities, and occasional constables in townships, magisterial districts and county districts. In addition there are minor forces in villages, boroughs and incorporated towns and a number of special districts concerned with parks, parkways, tunnels, docks, bridges, waterways and aqueducts. Since the turn of the 20th century, state police forces and state highway patrol agencies also have been established by each of the States. In some jurisdictions this major development was caused by the utter collapse of the ancient sheriff-constable system in rural areas and in all states the emergence of the rural highway traffic problem rendered it clearly impossible to regulate traffic on the ever extending system of state highways through the medium of part-time non-professional sheriffs and constables. Although of recent origin some of these state police establishments are of outstanding quality and worthy of a place with the world's best.

The federal character of the United States also requires the maintenance of national police agencies operating wholly within the sphere of the Federal Government. Well known among these is the Federal Bureau of Investigation in the United States Department of Justice. This corps of criminal investigators possesses general investigative powers within the constitutional limits of federal jurisdiction. But just as the local and state governments are characterized by over-lapping police agencies, so the Federal Government maintains numerous

specialized patrol and investigative agencies in addition to the F.B.I. Prominent in the latter category are the immigration border patrol operated by the Department of Justice and the customs border patrol, the Secret Service, and the narcotics and alcohol tax units operated by the Treasury. While especially charged with the protection of the President of the United States, its largest function is concerned with suppression of counterfeiting. Numerous other federal agencies for patrol or investigation also are greatly limited in the range of their operations.

With so many and so varied instrumentalities for law enforcement, it is small wonder that relatively few are individually capable of performing the full measure of their appointed tasks, and that sheer variety and weight of numbers should render interforce co-operation exceedingly uncertain. To the extent that central services can aid and support basically weak police agencies, the F.B.I. has gone far toward attaining that end. It operates a national division of identification which includes the largest collection of criminal fingerprints in the world, a well-equipped crime laboratory, an excellent national police academy for local and state police administrators and instructors, and a nation-wide system of local crime statistics. The services of all such specialized agencies are available to police forces throughout the nation without charge of any kind. The F.B.I. also conducts short courses of instruction for local police at or near the point



of local source, thus bringing the benefits of formal police training to many small agencies which could never provide such facilities for themselves. Some of the state governments, and particularly the leading state police forces, have also proved highly effective in providing central training facilities for local police, in operating state identification bureaus and in maintaining state wide and interstate networks of police teletype service and interstate radio broadcasts of descriptions concerning wanted persons and stolen property.

#### Canada

The Police Forces of Canada are organized under three groups: (1) the Federal Force, which is the Royal Canadian Mounted Police; (2) Provincial Police Forces - The Provinces of Ontario and Quebec have organized Provincial Police Forces but all other provinces engage the services of the Royal Canadian Mounted Police to perform parallel functions within their borders; and (3) Municipal Police Forces - each urban centre of reasonable size maintains its own police force, or engages the services of the provincial police under contract, to attend to police matters within its boundaries.

The Royal Canadian Mounted Police is a civil force maintained by the Federal Government and was established in 1873 as the North-West Mounted Police for service in what was then the North-West Territories.

In 1874 the force marched westward from the Red River, establishing posts and suppressing the notorious whisky trade with the Indians. The fairness and tact of the police won the Indians' respect and prevented serious disturbances during the difficult transition from nomadic to reservation life. However, when the second Riel Rebellion broke out in 1885, the numerical strength of the force was not sufficient to quell it. Otherwise, vigilance of the Northwest Mounted Police enabled the Canadian West to pass through its pioneering stage without the lawlessness usually incident to frontier life. The sphere of the force was enlarged in 1895 when a detachment was sent to the Yukon Territory to preserve order during the Gold Rush.

In recognition of its services, it was granted the use of the prefix "Royal" by King Edward VII in 1904. Its sphere of operations was expanded in 1918 to include all of Canada west of Port Arthur and Fort William and in 1920 it absorbed the Dominion Police, its headquarters was transferred from Regina to Ottawa and its title was changed to Royal Canadian Mounted Police.

The Force is under the control of the Minister of Justice and is headed by a Commissioner who holds the rank and status of a Deputy Minister. Officers are commissioned by the Crown and are selected from the non-commissioned ranks. The Force has complete jurisdiction in the enforcement of the federal statutes. By arrangement between the federal and provincial

governments it enforces the provincial statutes and the Criminal Code in all provinces exclusive of Ontario and Quebec and under special agreement it polices some 120 municipalities. It is the sole police force in the Yukon and Northwest Territories, where it also performs various administrative duties on behalf of certain departments of the Federal Government. It maintains liaison offices in London and Washington and represents Canada in the International Criminal Police Organization which has headquarters in Paris.

Focal point of the Force's identification work is the Headquarters Identification Branch; its services are available to police forces throughout Canada. The Force operates the Canadian Police College at which Force members and selected representatives of other Canadian and foreign police forces may study the latest advances in the fields of crime prevention and detection.

The Report of the Royal Canadian Mounted Police for the fiscal year ending March 31, 1961, indicates five men graduating from Universities. Two men graduated in science, two in commerce and one in law. There are 14 men in full-time attendance at Canadian Universities.

Commissioner C. W. Harvison states,

"Our undergraduates have, on all levels, distinguished themselves and our graduates were in the fore of their respective classes. We have been favoured with unsolicited complementary remarks from some of the Universities, on several of our members. This reflection is good,

it shadows favourably on the members, the force, and it serves to justify the expenditure involved".

### British Columbia Police

The British Columbia Police was established in September, 1858 by James Douglas. At that time Douglas was Chief Factor of the Hudson's Bay Company and Governor of the Colony of Vancouver Island. When the Fraser River gold rush occurred, Douglas assumed responsibility for maintaining law and order on the Mainland of British Columbia, and established a small police force at the diggings. This force was not an organized police force in the modern sense, but rather a modified form of the English system of police offices composed of stipendiary magistrates and paid constables established in London in 1792. In British Columbia, the gold fields were divided into administrative districts each in charge of a gold commissioner armed with magisterial powers. These officials, who were under the orders of and directly responsible to the Governor were referred to both as stipendiary magistrates and as gold commissioners. One of their main functions was to put down lawlessness in their districts. For this reason, each magistrate was authorized to appoint a staff of not more than six constables. Since the constables were also employed as the magistrate's clerks, recorders, collectors and postmasters, they became integrated with the administrative system of the colony.

The suddenness of the Fraser River gold rush found Douglas without competent men to appoint to the important office of stipendiary magistrate. He hesitated until June, then appointed a staff chosen from the gold mining population. Without exception the men whom he appointed proved incompetent. The constables also were selected from among the miners, and with few exceptions their service was unsatisfactory. Before any of the appointments were made, the miners had taken the law into their own hands. They treated the magistrates and constables with neither fear nor respect. At the end of the year there was a breakdown in law and order in the gold fields, culminating in a dispute between two of the magistrates, generally referred to as the "McGowan War".

The question then arose as to whether British Columbia should have a large, centrally controlled, semi-military police force organized along the lines of the Royal Irish Constabulary. There was already in the colony an officer of the famous Irish Force. This was Chartres Brew, whom Sir Edward Bulwer Lytton had selected to assist Douglas in organizing a police force. Brew, who arrived in the colony in November, 1858, was appalled at the inability of the police to control the miners. He proposed that a force of 150 men should be raised in the colony, but the expense involved caused Douglas to withhold his consent. After the McGowan War, Governor Douglas, with Brew's concurrence, requested the colonial office to send out a force of about 150 of the Irish Constabulary at the

British Government's expense. This plan was dropped when it was learned that the expense would have to be borne by the colony. Brew then requested to take the constables in the gold fields under his charge. However early in 1858 the military forces in the colony had been substantially increased. Also a new and competent staff of magistrates had been appointed. Consequently Douglas did not feel the need of a strong police force. His uncooperative attitude persuaded Brew to abandon all hope of taking control of the police. He accepted instead a position in the magistracy. Consequently the colonial constable remained under the control of the magistrate.

More suitable magistrates and constables appeared after 1858. The magistrates were selected from candidates sent over by the British Colonial Office. Without exception they won the confidence of the Governor. Their efforts were mainly responsible for the general good order that prevailed in British Columbia after 1858. The Governors of the Colony allowed the magistrates to choose their own constables. However, in 1864, under Governor Seymour, the constable establishments for each district were fixed by the Governor-in-Council and all appointments to the constabulary had to have the Governor's approval. Although it was thought that these measures gave more stability to the police the early development of the Force was hampered by the financial circumstances of the Colony. There were too few constables to deal with the serious increase in crime at the height of the Cariboo

gold rush or to deal with large mining companies if they defied government regulations. Nevertheless, the British Columbia police were motivated by high ideals of public service. After Confederation the magistrates became servants of the Dominion Government while the constable came under the jurisdiction of the Province. This change led to two important steps in the evolution of the British Columbia Police. First the police became independent of the judiciary. Second, a superintendent was appointed for the whole force. However, modernization was not completed until 1923 when the British Columbia Police was reorganized by the Police and Prisons Regulations Act.

On August 15, 1950, the task of policing the Province of British Columbia was officially transferred from the British Columbia Provincial Police to the Royal Canadian Mounted Police.

#### Vancouver Police Department

In the Annual Report of the Vancouver Police Department for the year ending December 31, 1961, a history of the period 1886-1961 has been compiled upon the occasion of the Vancouver Police Force's 75th birthday. The author states:

"In the days of the original Vancouver Police Force, and for a long time afterward, long hours of duty were commonplace. The task of policing a raw and boisterous frontier community was a heavily demanding one, and it is easy to understand why only sketchy records of the activities of these days were preserved. They had little time, and less energy, to bother chronicling their rough and ready story and, at this

long distance, we may only piece a story together in fragmentary form from fading hand-written entries in the brittle yellow pages of books stored in the basement record room at Police Headquarters".

The general element of lawlessness, a feature of frontier life, was augmented by sailors from the windjammers which visited the harbour and in 1883 the situation was such that the Provincial Cabinet appointed 37 year old Jonathan Miller, a teamster, to police the harbour area. About the same time the local merchants commissioned John Stewart "to prowl the streets after dark, see where the trouble brews and do what you can to stop it".

Jonathan Miller later became Vancouver's first Postmaster and John Stewart was later appointed as Vancouver's first Chief Constable. The distinction of being the first man appointed to the Municipal Force belongs to Ontario-born Jackson T. Abrey.

In the latter part of 1886 a police building was erected on Powell Street and it served until 1904 when a new building was erected on Cordova Street, just east of Westminster Avenue (now Main Street).

From the original five men in 1886 growth was slow for a time - nine men in 1897 - twenty-six by 1901 and sudden accelerations to 179 by 1911 and 250 in 1912. By this time the population of 500 voters in 1886 had mushroomed to more than 111,000 citizens.

In August, 1905, the first "Police Rules & Regulations



for the Government of the Force" was adopted by the Board of Police Commissioners.

In 1906 a "Fixed Point" system of protective enforcement was instituted. By this system a citizen knew that a constable was always available at certain key intersections in case of need.

In July, 1907, three bicycles were purchased for the use of the Patrol Sergeants in supervising their areas and an automobile Patrol Wagon was put into commission. This did away with the old system of walking arrested persons through the streets.

In 1909 a Police Patrol Signal System was installed with a switchboard at Headquarters. This gave the patrolmen quick and easy communication with Headquarters and greatly accelerated the handling of citizens' complaints. Also in this year, the first mounted patrolman was assigned to duty in Stanley Park.

In 1910 a Police Ambulance was purchased to answer emergency calls in the City and 264 calls were handled by the end of the year. During the year the Mounted Squad was increased to a strength of one sergeant and ten constables in order to police the outlying districts. In 1911 a Patrol Boat was put into service in the harbour area and an automobile was purchased for the use of Detectives in answering calls.

In 1917 the Traffic Pointmen who up to now had been engaged in control of vehicular traffic, were instructed to

include control of pedestrian traffic as well. To assist in the enforcement of traffic regulations a system of "Warning Notices" was instituted for use in minor traffic infractions. Later in the year the County Jail in Vancouver was closed and the "chain-gang" which had been used for clearing of streets and lanes in the growing City, was abolished.

On July 15, 1918, a charter was granted by the Trades and Labour Congress to Vancouver City Policemen's Union, Local 12. In 1919 the Board of Police Commissioners granted members one day of rest per week. This was cancelled later in the year, for the duration of a general strike.

In 1920 the first Sickness and Accident Insurance Plan was authorized and in 1921 the much-abused Prohibition Act was repealed and the Government Liquor Control Act came into force.

In 1929 an amalgamation of the City with the former Municipalities of Point Grey and South Vancouver increased the population of the City to 277,680 and the strength of the Force was increased to 281 all ranks.

In 1930 there was some discussion regarding the establishment of a Police Training School. In view of the financial situation at the time this question was left in abeyance. In 1932, in an attempt to keep up with trends and to facilitate the work of the Force, twenty mobile radio receivers were purchased and installed in patrol cars. A 400 watt transmitter was installed and the transmission of police radio calls

was begun. Later in this year the Police Bureau of Science was established to handle the fingerprinting and identification of suspects and to use scientific methods in the solution of crimes.

In 1945 a Women's Division was formed in the Force to act in any cases where women and children may be involved. In 1947 hours of work of police members were reduced to 44 hours per week and in 1948 to 4 hours per week. Youth Guidance Detail established in 1950 to correlate a reported growing wave of vandalism committed by teenagers.

During 1952 the decision was made to group all auxiliary services in two Divisions to be known as Services Division and Accounting and Records Division. The Services Division was to be made responsible for communications, fleet, detention, stores, building services. The Accounting and Records Division was to handle all clerical and accounting procedures.

In 1956, in conjunction with a reorganization of the Force, a Police Academy was formed and a formal training scheme was instituted to give each member of the Force basic police training and later a more specialized training. Also, an improved new style of uniform was adopted.

In 1957 an increase in the authorized strength of non-commissioned officers and officers led to a greater degree of supervision on the street.

During 1958 the Centennial year for the Province of

British Columbia a Procedure Manual was printed and distributed to all Supervisors and a pocket-sized Constable's Manual to all Constables and Detectives. This was the first compilation of rules and regulations since 1929. Also in 1958 the beginning of a new approach to police work was initiated by the acquisition of a partially-trained dog to assist in searching buildings, wooded areas. By trial and error a system of training was evolved and the Dog Squad now consists of six well-trained dogs with their Dog Masters and four puppies were being groomed to fulfill future police roles.

In 1961 the Department took over the new quarters at Oakridge Station for reasons of overcrowding and in order to have the police functions closer to the geographical centre of the area.

On February 1, 1962, Chief Constable G. J. Archer wrote his last annual report of the Police Department to the Board of Police Commissioners. It states in part:

"Six previous reports have been compiled and forwarded. It is sincerely hoped that to a degree, the statistical tabulations, embracing as they must both the progress of the Department as reflected by the men and women who comprise our strength as well as the figures related to enforcement, disclose something of the transition which has taken place in this the third largest municipal police force in Canada."

"It is truly believed that during my years of opportunity here a new and refreshing concept of policing has been developed, and in effect a new police force created. I am grateful for having been afforded this

exciting experience, possible of success only with the never failing support of the Board of Police Commissioners, and civic officials in key positions."

"The planning towards my replacement by Superintendent R. M. Booth of our Force, which necessitated his immediate promotion to the especially created rank of 'Assistant Chief' for the interim period of nine months is believed to be the first such approach of its kind and will, I am confident, pay satisfactory dividends in the future of the Force at the hands of the new Chief."

"The new sub-station (Oakridge) for the accomodation of those members employed in Section "B" (approximately half of our jurisdiction to the South) was opened on November 27, 1961. A most welcome addition, the full value of which will be seen when metro policing comes to Greater Vancouver, as it must in due course."

"The Force is, generally speaking, in good shape and is considered to be now a well-trained, disciplined, properly motivated and effective instrument of enforcement at the municipal level. The citizens of Vancouver have reason to join me in pride in their police force."

Chapter 11.LEGAL JURISDICTION OF POLICE POWER  
AND AUTHORITY IN THE MODERN COMMUNITYIndividual Rights versus Community Security

"In a free society, few disagree with the basic principle that police and judicial interference with individual freedom should be permitted only under the most necessitous circumstances. Such a principle, however, is not self executing. And, not surprisingly, general agreement usually dissolves whenever a serious attempt is made to define those situations in which the individual's right to be let alone should give way to the state's duty to preserve the security of the community."<sup>1</sup>

O. W. Wilson, Dean Emeritus, School of Criminology, University of California, Berkeley and Superintendent of Police, Chicago, Illinois, in discussing police arrest privileges in a free society points out that our society has created a system designed to identify and apprehend the person who commits a crime and to give him a fair trial in which the truth of his guilt or innocence is to be established. This system is based on the principle that guilty persons should be adjudged guilty. The trial court is not only ethically bound to ascertain the guilt of the guilty but also to ascertain the innocence of the innocent. He believes that arrest procedures are restrictive and this may result in a declaration by the court that an arrest was invalid. This judgment can exclude the hearing of material and relevant facts. Wilson believes that the liberalization

of arrest privileges would lessen the likelihood of the exclusion of truth, and would also facilitate the apprehension of criminals and lessen the physical hazards of the police.

The rules that establish the validity of arrest, as well as other police arrest privileges should be established by legislation. The courts may then rule on their constitutionality.

According to Alan Barth, the law throughout the United States, in Federal and in most state jurisdictions, requires that an arrested person be taken promptly before a judicial officer. The primary reason for this is to allow an independent and impartial observer to judge the validity of the arrest. The arresting officer is a mere executor of a judicial decree. When he arrests with a warrant, the warrant instructs him to bring the arrested person before the magistrate who issued the warrant. When he arrests without a warrant, he must bring the arrested person, without unnecessary delay, before the nearest and most accessible magistrate in the county in which the arrest was made and he must at the same time submit an information stating the charge against the arrested person.

"It is basic law," Francis Biddle said some years ago when he was Attorney General of the United States, "that no man can be arrested without a warrant unless reasonable ground exists for making the arrest without the warrant. You cannot arrest a man with a warrant unless you have reasonable grounds for making the arrest. Therefore, the law

fits logically - that when you have no warrant and yet arrest a man, it is up to you to bring him immediately before a magistrate to show you have reasonable grounds for arrest. That is very ancient English common law."<sup>2</sup>

It is the duty of the magistrate at this arraignment -

- (1) to determine whether, in fact, there was sufficient evidence (probable cause) to justify the arrest;
- (2) if there was, to commit the arrested person into the custody of jail authorities pending trial, or admit him to bail, depending on the character and circumstances of his offense;
- (3) to warn him that what he says may be taken down and used in evidence at his trial; and
- (4) to advise him of his rights - the right to remain silent if he chooses and the right to obtain legal counsel.

This procedure is grounded on the realistic recognition that zeal deprives the police of detachment and that protection of a suspect's constitutional rights therefor cannot safely be left to their unchecked judgment. The law's requirements of arraignment without unnecessary delay is grounded upon the theory that, where policemen are judges, individual liberty and dignity cannot long survive.

The maintenance of civil liberty depends upon a general understanding of what it means, and what it costs - upon a general acceptance of the risks that it entails. A free society cannot be a riskless society. The idea that it is better to let a hundred guilty persons escape punishment than to imprison an innocent man is an idea which, involves



real restraints on the police.

It is vitally important that the law be vigorously administered, that criminals be discovered and brought to justice. The community has a compelling, legitimate interest in effective law enforcement. But it has an overriding interest in freedom, in which the law is genuinely supreme, governing the officers of the state no less than its citizens.

Both unbounded liberty and its restriction place basic human rights in jeopardy. Unbounded liberty jeopardizes the security of life and property and the security of our free society. If this were not so there would be no need to place any restrictions on liberty. Restricting liberty, on the other hand, jeopardizes the basic human right to freedom in movement and conduct.

The problem, then, is to prescribe restrictions which will provide an acceptable degree of security without unduly infringing upon individual freedom. The restrictions on liberty may be adjusted by increasing or decreasing police arrest privileges. To keep the scales of justice in balance, the advantages to society resulting from a reasonable degree of security in one pan must hold in equilibrium the other containing the disadvantages that result from restrictions.

This means compromise; some liberty must be sacrificed for the sake of security. Compromise according to Wilson is a characteristic of a free society, the strength of which is derived from consolidating the most acceptable features of

opposing views into a workable system. In compromise, each side appraises what it gains in advantages against what it loses in disadvantage; there is then a measure of give and take. The appraisal in a free society is participated in by the citizens with the legislature serving as the arbitrator to say, "This is the way it will be".

Role of Police: Police Authority - Police Power in the Law of Arrest

The legislators frame and construct the law; attorneys study, interpret and present the law; and judges make final interpretations and applications of the law and impose sanctions. But, the law enforcement officer applies the law immediately, gives it effectiveness, and executes the law in a direct personal fashion; his role, therefore, is of extreme sensitivity.

In order to make the law effective it must be enforced. While it is true that the ruthless enforcement of the law can be tyrannical, it is also just as true that apathetic or indifferent enforcement of the law can make the law sterile and meaningless. The basic secret of the success and efficiency of the British police lies almost wholly, in the unique relationship with the public which the police have created and are at constant pains to maintain. These policemen depend for their power on the good will, approval, respect and affection of the public whom they serve. Public approval of the police creates and maintains public co-operation with

the police.

One hears the terms, "police authority," "police power," "police goals," and, very often, the terms "police function," "police activity," or "police operation." These are not identical concepts, although often used interchangeably.

Authors Germann, Day, and Gallatti and in their book, Introduction to Law Enforcement, state that by POLICE AUTHORITY is meant the right of the State to act relative to the general health, safety, and welfare. By POLICE POWER is meant the force which may be utilized by the State to ensure compliance with its laws. POLICE GOALS refer to two major objectives:

1. The prevention of crime and disorder and the preservation of the peace (for community security).
2. The protection of life and property and individual freedom (for individual security).

These goals are achieved by the major methods of crime prevention, crime repression, regulation of non-criminal conduct, provision of services, and protection of individual freedom.

Police abuse of authority with criminal intent resulting in serious offenses must always be dealt with by criminal prosecution and disciplinary action, according to Wilson. Establishing safeguards against abuse of authority by the overzealous policeman in the day to day performance of his duty presents a different problem. Safeguards that weaken law enforcement or free the guilty are socially undesirable.

Civil suits for damages filed against the individual officer have not proved adequately effective in preventing police abuse of authority. Wilson states that were this procedure effective, it would emasculate vigorous police action and law enforcement would be weakened at a time when it needs to be strengthened.

Negating police overzealousness by freeing guilty defendants violates the principle that the guilty should be adjudged guilty, punishes society rather than the policeman, rewards the guilty and is a miscarriage of justice.

The Committee on Criminal Law & Procedure of the California State Bar proposed that "...the answer might lie in a new kind of civil action, a summary type of proceeding, for a substantial money judgment in favor of the wronged individual, whether innocent or guilty and against the political subdivision whose enforcement officers violated that person's rights. After not many outlays of public funds the taxpayers and administrative heads would insist upon curbing unlawful police action."

One of the sources of law enforcement abuses, according to C. Ray Jeffery, is the fact that 90 percent of those arrested and convicted are from the lower socio-economic class. They cannot afford to hire a lawyer and 90 percent of them plead guilty to the charge or to a reduced charge. Prosecutors encourage this practice by accepting pleas of guilty to lesser charges. The fact that most defendants

are lower class encourages illegal police activities because the police know the individual will not complain or if he complains he is not influential enough to be heard.

Good policemen are not indifferent about what happens to wrongdoers they arrest. They may want very much to see them get their just desserts. And it may be this motivation, rather than any corruption or carelessness about the law, that leads them sometimes into trespasses on individual rights. They may be driven often by the very sort of honest indignation that might drive any ordinary citizen, on observing a depraved act, into taking the law into his own hands. But however understandable such police zeal may be, the courts must curb it if we are to live under a government of laws.

A policeman's work entails grave hazards. In dealing with dangerous criminals, they find themselves often in situations where what they do may make the difference between life and death to them. In such situations the law may seem somewhat abstract and unrealistic. It is more difficult, to weigh the subtleties of probable cause when one confronts a suspect that when one sits on a bench and has time to reflect upon the matter. Policemen must make split-second decisions about matters on which eminent jurists may subsequently argue and disagree. And it is hardly to be wondered at if some times, altogether innocently, they make decisions which turn out to be mistaken. This is simply to say that they deserve a reasonable measure of forbearance and

forgiveness when they err; it is not to say that their errors ought to be condoned or allowed to warp the course of justice or to override the rights of citizens.

#### Legislative Provisions for Power

The powers of a peace officer to arrest for suspected violations or suspected potential violations of the criminal law are to be found in the Criminal Code of Canada, or in Provincial Enactments creating Provincial offences. The common law distinction between felonies and misdemeanours has been abolished. Crimes are designated simply as indictable offences and offences.

The Criminal Code empowers both the peace officer and the ordinary citizen to arrest without warrant in certain circumstances, the powers of the peace officer being wider than those of the citizen.

Section 435 deals with power of a peace officer to arrest without warrant and reads as follows:

"A peace officer may arrest without warrant

- a) A person who has committed or who, on reasonable and probable grounds he believes has committed or is about to commit an indictable offence, or
- b) A person whom he finds committing a criminal offence."

Criminal offence in subsection (b) means any offence punishable on indictment or upon summary conviction under the Criminal Code or any Dominion Statute but does not include a violation for Provincial Statute.

According to G. Arthur Martin, Section 435, in its present form, was first enacted in 1955 and was derived in part from the former Section 652 which reads as follows:

"Any peace officer may, without a warrant, take into custody any person whom he finds lying or loitering in any highway, yard or other place during the night, and whom he has good cause to suspect of having committed or being about to commit, any indictable offence, and may detain such person until he can be brought before a justice to be dealt with according to law."

"(2) No person who has been so apprehended shall be detained after noon of the following day without being brought before a justice."

Section 435 in its present form gives the police officer much wider powers than were enjoyed by him at common law. The power to arrest one whom he on reasonable and probable grounds believes to be about to commit an indictable offence obviously enables the officer to intervene at a stage prior to the commission of an attempt. The attempt to commit an indictable offence is itself an indictable offence and an attempt to commit an offence punishable on summary conviction only is a summary conviction offence. Since by section 435 a peace officer has the power to arrest any person whom he finds committing a criminal offence, it is clear he could justify arresting a person attempting to commit any criminal offence by the power there conferred, and the power to arrest a person whom he believes "is about to commit an indictable offence" would be unnecessary if this power were construed as being limited to situations where an

attempt to commit one offence has already begun. It follows that a police officer may arrest under Section 435 where he believes the person arrested is about to commit an indictable offence although he has no basis for charging him with the commission of any offence. The peace officer is by virtue of Section 438 (2) of the Code required to bring the arrested person before a Justice of the Peace within 24 hours, if one is available within that period, and if a Justice is not available within that period he must bring the prisoner before a Justice as soon as possible.

If, during that period, as a result of his investigation or as a result of admissions made by the prisoner, the officer obtains sufficient evidence to warrant the laying of a charge, he may do so; otherwise, the prisoner must be discharged upon being brought before the justice as required by Section 438 (2).

Martin continues to say that the wide powers conferred by Section 435 may be justified as a form of preventive justice, and no doubt the taking into custody of a person whom the police believe is about to commit a crime has some value even though no charge is ultimately laid. A case decided by the Ontario Court of Appeal, makes it clear, though, that in order to justify himself under this section the officer must have some objective grounds for thinking that the person arrested was about to commit an indictable offence.

A police officer investigating a crime is entitled to



question any person that he thinks may be able to throw light upon the subject whether or not he suspects the person to whom the questions are directed. There is no general right to detain a person for questioning if unless that detention is specifically authorized by Section 435 or some other statutory provision. If the person sought to be questioned chooses to co-operate, good, but if he does not the peace officer must be prepared to make an arrest and justify his action or let the person go his way. Frequently the police say that a suspected person voluntarily accompanied them to a police station for questioning although he was not under arrest and so free to refuse if he had wanted to do so.

Under the vagrancy section of the Code a police officer has a certain limited right to call upon a person to justify his presence at a particular place. Section 164 of the Code in part defines a vagrant as one who,

"a) not having any visible means of support is found wandering abroad or trespassing and does not when required justify his presence in the place where he is found."

A police officer's impression of a suspect's explanation of his position in the above situation is subjective and seems to suggest almost unlimited discretion in the police. "Vagrancy" seems to be an outmoded relic of feudal class distinctions which has been grossly abused by the police in dealing with socially and economically disadvantaged people in our society. Vagrancy is a status offence and usually

involves a person who is poor, uneducated, ignorant of his legal rights and with the motivation and means to improve his situation. An arrest on "vagrancy" grounds may provide for some people a much needed opportunity for temporary shelter, food and rest, when personal or group resources are exhausted.

#### Role of the Private Citizen: Authority and Power in the Law of Arrest

Section 434 of the Code relates to the powers of the citizen and reads as follows:

"Anyone may arrest without warrant a person whom he finds committing an indictable offence."

There are certain other sections dealing with the power of the citizen to arrest in certain circumstances. Section 30 authorizes every person who witnesses a breach to detain any person who commits or is about to join in or to renew the breach of the peace, for the purpose of giving him in custody to a police officer. Section 436 provides that anyone may arrest without warrant a person who on reasonable and probable grounds he believes has committed a criminal offence and is escaping therefrom and is freshly pursued by persons who have a lawful authority to arrest that person. Section 437 empowers the owner or any person in lawful possession of any property or any person in lawful possession of property to arrest without warrant a person whom he finds committing a criminal offence on or in relation to that property.

Arrest - the taking of a person into custody for the purpose of charging him with a crime - is a most sensitive area of police activity. Usually, the business of arrest is left to the law enforcement officer who is presumed to have the training and judgment necessary to make a good arrest. Many pitfalls can be encountered by an officer when he deprives a person of liberty through the process of arrest. To perform this task properly, not only knowledge of the rules of law is required, but of equal importance, common sense becomes an asset of immeasurable value. Whether the action of a law enforcement officer in an arrest is reasonable or unreasonable is a question which cannot always be answered readily. The word "reasonable" is an elastic term of doubtful value by way of definition. "Probable" along with "good cause" may pose many problems in law enforcement whenever an arrest is made "reasonable" or "probable" cause must be considered in determining the legality of the action taken.

#### Rights of the Individual

An arrest is made by actual restraint of the subject, or by his submission to the custody of the person making the arrest. Generally, the subject is informed of the intention to arrest, the cause of arrest, and the authority for the arrest. As much force as is necessary to make the arrest is allowable, but only the amount necessary to overcome resistance.

Any person who willfully resists a lawful arrest, or interferes in the making of a lawful arrest is guilty of a criminal offence. Yet, generally any person may resist an unlawful arrest, and may meet force with force.

At common law a peace officer who arrested a person either with or without a warrant is, subject to certain exceptions, required to inform the person arrested of the cause of arrest. If the citizen is not so informed the police officer is liable for false imprisonment. That duty is now statutory in Canada. Section 29 of the Criminal Code provides as follows:

- "(1) It is the duty of everyone who executes a process or warrant to have it with him, where it is feasible to do so, and to produce it when requested to do so.
- (2) It is the duty of everyone who arrests a person, whether with or without warrant, to give notice to that person, where it is feasible to do so, of
  - (a) the process or warrant under which he makes the arrest, or
  - (b) the reason for the arrest.
- (3) Failure to comply with subsection (1) or (2) does not of itself deprive a person who executes a process or warrant, or a person who makes an arrest, or those who assist them, of protection from criminal responsibility."

It will be noted that subsection (3) provides that failure to comply with subsection (1) or (2) does not of itself deprive the person making the arrest of protection from "criminal" responsibility. The civil responsibility of the person making the arrest remains as it was at common law.

The evaluation of individual versus community rights and the related role of both police and court are matters under continuous review. Pope John XXIII in *Pacem in Terris* states that

"Human society can be neither well-ordered nor prosperous unless it has some people invested with legitimate authority to preserve its institutions and to devote themselves as far as is necessary to work and care for the good of all."

Pope John also indicated that if the advantages we expect are to come from juridical and political structure then,

"This requires that, in constantly changing conditions, legislators never forget the norms of morality, or constitutional provisions, or the objective requirements of the common good. Moreover, executive authorities must co-ordinate the activities of society with discretion, with a full knowledge of the law and after a careful consideration of circumstances, and the courts must administer justice impartially and without being influenced by favoritism or pressure. The good order of society also demands that individual citizens and intermediate organizations should be effectively protected by law whenever they have rights to be exercised or obligations to be fulfilled. This protection should be granted to citizens both in their dealings with each other and in their relations with government agencies."

Chapter 111.INTEGRATION OF POLICE ADMINISTRATION  
INTO THE MODERN COMMUNITYThe Police and Public Support

The active interest and participation of individual citizens and groups is a resource so vital to the success of most police programs that deliberate efforts should be made to arouse, promote and maintain public concern in department affairs. The police should not resent such attention nor should they regard as happy, a situation in which the public takes no interest in their work and evinces no desire to participate in the solution of their problem. Indifference should not be construed as an indication that the public is satisfied with the work of the department, but rather as a warning that the public may, under slight provocation, violently object to police procedures merely because they are not familiar with them. On the other hand, the public has an obligation to assist in the accomplishment of three objectives which vitally affect the lives of all in the community: (1) traffic control (2) eradication of organized crime and (3) the prevention of juvenile delinquency. Wilson believes that the police can help greatly to promote the formation of community organizations to work in these fields and, at the same time, bring about increasingly friendly

relationships between the public and its law-enforcement agencies. Citizens and youth councils afford an opportunity for the police and public to confer on community problems, but of equal importance, these councils serve as a vehicle for dispelling ignorance. Police will be made aware, especially in minority group neighborhoods, that all of the members of this or that minority group are not all like those comparatively few who are in conflict with the law and with whom the police are more frequently in contact. Sympathetic understanding and mutual good will must spring from this kind of sharing in the community's law-enforcement job.

The police are involved in the above described level of prevention to only a very small degree, if at all. It is generally agreed that community organization is a specialized activity and police are not prepared for it. Kahn, questions whether a public department, particularly an authoritative one, can or should staff local improvement and self help activities.

Problems and their solution usually entail programs that extend beyond the jurisdiction of the police. The coordinated activity of several agencies is then required. The support of the prosecutor and courts is vital to the success of most police programs. Likewise a great number of social welfare organizations are concerned with crime prevention; engineering and educational aspects of traffic control necessitate the combined efforts of engineers,

planners, newspapers, and other agencies.

The co-ordination of public and semi-public or private agencies is difficult for the police alone to achieve because of the independent and unrelated character of nearly all the participating groups. The heads of these agencies, however, are usually amenable to the influence of community organizations. Conferences with agency representatives promote co-ordination by clarifying relationships.

Public support, community-wide interest, and individual participation, must be enlisted. Participation in the development and application of a community program promotes interest in its success. The greater the number who are interested and actively engaged in the study and solution of community problems, the more satisfactory will be the results. An organized, informed, and alert community will provide moral backing, financial support, and some special skills and will promote public understanding of police problems and of the actions proposed for their solution.

### Police Role in Traffic Control

Essentially, law enforcement in a democracy is one of the most humane services a human being can render to his fellows. Is it a sign of the cynicism of our times that law enforcement is not universally accepted as a humane service either by police officers themselves or by the public?

The trend in recent years, especially in police



training schools, has been to give wider recognition to the humane nature of police work and accordingly, to emphasize the dynamics of inter-personal and intergroup relations. According to Germann, Day, and Gallati, this attention is not an apathetic deference to the demand of pressure groups and merely a presentation of watered-down concepts of democracy in action, but rather a conscious policy of the forward-looking councils of progressive police administrators who are seeking to make our police officers as competent in dealing with people as they are in working with "things".

Until recently it was not considered important whether or not a police officer could get along with people, command their respect and secure their co-operation. He did not have to know what motivated people to act, nor how they were likely to react in various situations. Still less need he concern himself with how well people in the community got along with one another.

The police must scrutinize their own viewpoint to be certain that it is an appropriate one. Their attitude will be influenced by their concept of the police function - of their duty to the public. They should understand that the primary police purpose is to prevent violations, not to arrest people. They should recognize the line of demarcation between police and court functions.

A public that co-operates with the police, that supports them in their efforts, and that observes laws and

regulations may be said to have a desirable attitude.

Charles Reith states that one British police principle indicates that,

"To seek and preserve public favor, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to Law, in complete independence of policy, and without regard to the justice or injustice of individual laws; by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing; by ready exercise of courtesy and good humor; and by ready offering of individual sacrifice in protecting and preserving life."<sup>1</sup>

In discussing this principle, Charles Reith states that the police have succeeded magnificiently in their exercise and application of this principle, and they are not to blame for their failure to make it clearly understood by the public. The public understand and respond to, eagerly and rewardingly, the personal services rendered to them by the police irrespective of all social and class differences. Of the relationship between the police and laws, there is still deplorable public ignorance, in spite of a century and a quarter of experience in England of police values and achievement. The spectacle of wealthy motorists venting their wrath abusively on the police for action in checking a traffic offence is a common one that can almost invariably be found to arise from muddled thinking regarding police and laws. This mental confusion is visible in all sectional complaint of laws, and police action regarding them, which are disliked on account of their effect on sectional interests. In one way or another the police are

always liable to be blamed for disliked laws, and the affluent and educated classes in the community are as much at fault in this respect as are any others.

It is often assumed by demonstrators of every kind of opinion, who have to be even mildly controlled or restrained, that the police are opposed to their tenets. It is normal, after faction contests, for the police to be accused by each side of having been partisans of the other. What should be realized is the sincerity with which hostile views of the police are usually expressed and held. Actually police popularity is more manifest and deep rooted among the poorer than among the wealthier classes. Our historians and our educational administration and establishments are to blame by their negligence for making possible public pronouncements such as the following one, which was made with unquestionable sincerity by a well-educated Socialist speaker: "The police are the fence which the rich have erected round themselves to protect themselves from the poor." Fresh historical presentation is urgently needed to dispel ignorance regarding community needs of law-enforcement machinery; the value of our form of it; and the alternative kinds which, by a miracle we have escaped.

Wilson in his discussion on handling the Traffic Violator states that unpleasant incidents are most successfully handled by soliciting the assistance of the offender, by putting him at his ease, and by permitting him to save face.

Most offenders with whom the police deal are motorists, and the officer should consider the following points in handling them so as to create minimum resentment.

1. The officer should decide, as he prepares to stop the offender, whether the offence should be handled by warning or by citation. This means that the decision will be based on the observed facts of the violation without regard to the personality, appearance, or words of the offender. If an officer serves a citation because of harsh words spoken to him by a motorist when he would otherwise have given a warning, then he is citing the man for having spoken unkindly, and he should know there is no law forbidding unkind words. Only when he recognizes the motorist as a persistent violator should the officer be permitted to serve a citation after having decided on a warning. Should the offender's words and action constitute a violation of the law, the officer may arrest and so charge him; the warning, however, should stand as the final disposition of the traffic offence, the arrest being for a quite separate violation.

2. Immediately on stopping the offender, the officer should state in an affirmative way why the stop was made, such as "You were driving too fast" or "You ran past the stop sign". Common courtesy demands this explanation.

3. The officer should state immediately what action will be taken, such as "I am going to give you a warning" or "I am going to give you a citation". Most traffic offenders will

be given warnings, and informing them at once relieves them of some tension and assists in putting them at ease. For the officer to keep the motorist in suspense in order to punish him for his violation is usurping the judicial function.

Also, a better relationship is usually established with the violator who is about to receive a citation when the intended action is communicated to him at once.

4. The officer should not ask questions up to this point; the information should be given in the form of affirmative statements. Questions are unnecessary and invite conversation from the motorist; conversation usually leads to argument, and policemen never win arguments with citizens. The question, "How fast were you going?" may lead the offender to think that the officer does not know and is attempting to trap him into an admission. Such questions invite the citizen to lie; if the motorist states that he was within the lawful speed limit, he has in effect called the officer a liar. Officers should avoid placing themselves in this position because even the best trained are not always able to avoid a feeling of resentment under these circumstances. The impersonal attitude is then lost, the citizen becomes resentful, and an unpleasant situation develops that would have been avoided by a correct procedure.

5. The officer should deal with the offender as briefly as possible, without being curt or discourteous, so as to avoid unnecessary conversation. The citation or warning should be

filled out when examining the license number, away from the driver, thus diminishing the motorist's opportunity to converse.

6. The officer should be courteous and civil. A suitable greeting and farewell, accompanied by a smile and informal salute or wave of the hand, are desirable. The officer should not permit himself to feel that the offender is his enemy, and if the motorist requests information after the incident has been disposed of, the officer should supply it in a friendly manner.

#### The Police Role with Youth

The patrolman should overlook no opportunity to become acquainted with and to win the friendship of children on his beat. A correct relationship established here will influence the child in his development into a mature citizen; it has important crime-prevention value, because it will ensure a desirable attitude in the child and will also influence his attitude toward the police when he becomes an adult. Good will on the part of the children also results in the good will of their parents.

On the front line, in work with the most anti-social and vicious of young delinquents, police are intimately acquainted with the outrageous detail of specific offences and depredations. Some will tend toward punitive policy as the result.

The patrolman on the beat must know whether his particular police department has adopted a general "get tough" policy which precludes individualized measures. He must balance aggressively worded speeches against the often expressed view that police must evaluate cases, refer to direct-service agencies, and co-operate closely with social agencies and clinics.

Despite some debates and differences of opinion, most policemen are agreed that there is, in fact, little choice for the police in definition of their core role with young people. That is dictated by the nature of the opportunities which are theirs alone. There may be differences in organization and administration which depend on community size, staffing, and social agency resources. There may be shifts in emphasis which reflect the delinquency situation and community mood. But the police have a clear task - and they need a juvenile service if they are to accomplish it, according to Alfred J. Kahn.

Police assigned to work with young people should do police tasks while avoiding the roles of social workers, teachers, clergymen, and recreation directors. The question is, "What are police tasks?" What responsibilities are inherent in the police assignment in work with youth, and how must police be equipped to fulfill their responsibilities?

Police are and should, of course, remain police, not doing more than is appropriate to them. Police certainly

cannot play all roles in dealing with children in trouble. There is, basic agreement as to the appropriate functions for the police, despite some variations in views about police programs in recreation and community organization, at one end of the spectrum, and intensive treatment, at the other.

Basically, the police are counted on by the community to protect it against offenders. People have a right to feel that their streets are safe, that they can relax in their parks, that their children will not be mistreated in the playgrounds and on the bike paths. All policemen are responsible for some detection and apprehension, just as all are a part of case finding where there is no real crime but where people need help. These functions develop normally and naturally in the course of patrolling for protective and deterrent purposes. All police in the department should know, understand, and adopt the content and the philosophy of the juvenile court law, which justifies the intervention in alleged delinquency and neglect. General police regulations, procedures, and practices should be in harmony with over-all community delinquency policy. All police should have necessary orientation and training in relation to the rights of young people during questioning and other phases of investigation and community practice in use of detention facilities.

All police officers use discretion about arresting and so have some criteria for screening. Even in the system which defines the officer's role as detection and determent he uses



judgment. He gives minor offenders "a second chance"; he decides that certain actions are the results of momentary impulses or accidents; he agrees to let parent, teacher, or clergyman effect reform. The desk sergeant or police officer who responds to a neighbor's complaint or a parent's plea for help is making major decisions as far as a child's future is concerned.

Brief screening is an inevitable function of all policemen and not only of youth specialists. Every officer on the beat needs some further preparation for brief screening in cases involving children and youth. He must get to understand juvenile court law; he must know about the protective obligations in neglect; he requires at least minimum knowledge of local agency services and of how to steer people to them; and he should have a core of orientation to mental health. Given these, he should be able to answer inquiries and exercise that degree of discretion which is inevitable even in a department without a juvenile aid division.

Children's court statutes encourage community intervention in many situations involving children which are not the equivalent of adult crimes. In its "protective" role, the state is concerned if a child is out of control of his parents, runs away, engages in unacceptable sexual activity, frequents questionable places, truants or is severely neglected or mistreated. Such cases are a large proportion of delinquency totals. According to Kahn the court (and the

police as agents of the court) is prepared to accept and consider petitions alleging these "less serious" violations because it has a helping and rehabilitative role. The police officer who enters a situation where he cannot decide whether to take the case to court or not, simply in the light of a penal code law about the seriousness of the offence, needs some additional basis for deciding whether the court should be called upon in a protective role.

For example, Jean may come to the officer's attention because she is a minor and is in a cocktail lounge, but a skilled person might also note that she is mentally ill and needs help.

Decisions about such cases require some examination of the situation to separate the apparently accidental offender from the deliberate one; the child in a normal family whic is able to handle its problems from the child in the disintegrated family; the responsible parent from the obviously disturbed; the family in a neighborhood with many positive influences from the household influenced by anti-social attitudes of a cultural sub group; the child with personality strengths and stability from the one with signs of serious disturbance; the presence of sound ethical standards from their absence. These factors do not have to do with legal evidence, with penal code considerations - but do provide the basis for the exercise of discretion in instances where arrests are not mandatory.

If police are to be assigned this kind of screening they clearly need good understanding of human personality, of environmental problems, and of the causes of deviant behaviour. They must be capable of rapidly reviewing individual and social circumstances; they need sufficient objectivity and maturity so that the decision is based on both community interests and the child's needs, rather than the officer's sentiments or prejudices.

Sometimes, it is true, police departments, have in their patrol forces wonderfully intuitive men who can decide which minor offences and complaints require more intensive attention and when a word of advice or warning or a bit of humor will do.

Case evaluations based on specialized knowledge or preparation cannot be expected of every patrolman on the beat, however. If departments are to undertake case evaluations regularly, they require appropriately prepared staffs - specialized juvenile police.

The concept of referral is certainly nothing new to the police. Police officers have always known where to send an evicted family or a homeless man for lodging. However, other referrals require more than this. The value of the referral depends on good selection of the agency, clear interpretation of the child and his needs to the agency, by way of preparing the ground, and adequate work with the child and parents so that the referral will be used. Agency records are full of

the comment, "Did not cooperate," after referrals which were poorly prepared. The full knowledge of community resources involved and the understanding and ability to work with all kinds of people in need or in trouble have not been traditional equipment of all police officers.

### The Police Role in Recreation

In talking about the police role in recreation Kahn believes there are several factors to be considered. A recent national survey conducted by the International Association of Chiefs of Police showed that the majority agreed that police should not conduct recreation programs. There was overwhelming agreement that recreation or park departments should sponsor group recreation. Despite this, it was also found in this study, and in an earlier one, that the police are heavily committed in recreation.

This discrepancy is explained in part by the wide spread view that police should convey the fact that they are friends of youth by getting to know young people and becoming known to them in the midst of pleasurable activities. It is noted, for example, that the Police Athletic League presents itself as a PAL. To this argument is added the statement that in their work with young people they become aware of major resource lacks and feel prompted to supply recreational facilities when needed. Also, it is said, policemen as a group represent a reservoir of attractive and physically fit

men who are capable of conducting athletic programs.

These views have historical validity but, to most police authorities, are not adequate to justify continuation of police athletic programs in the future. The image young people have, and should have, of police depends on what they do in their official roles in the neighborhood, on traffic duty, responding to alarms, and investigating complaints. Second, the recreation field has made major progress in recent decades. Many cities have recreation agencies to conduct large programs, and the leadership of these programs, should be, in the hands of personnel prepared for the job. On the other hand, those police who wish, because of athletic ability, to serve as volunteers or part time recreation workers would generally be welcomed by public recreation centres.

The late Bruce Smith, an outstanding authority in the police field, gave this advice to one department and it has general application:

"The crime prevention task of the police department in general and the Juvenile Aid Bureau in particular is big enough, without undertaking this collateral responsibility for administering a separate and absorbing recreational program."

He added that there was little evidence that the police athletic program really prevented delinquency. Specifically,

"the hard fact remains that PAL does not easily attract or hold the interest of delinquents, while the pre-delinquency status of many PAL members must always reside strictly in the realm of opinion, with no demonstratable bases for asserted relationships."<sup>2</sup>

Even proponents of police recreation efforts agree that police participation should grow out of broad community planning and should ensure provision of trained recreation supervisors. Such qualifications would rule out some current programs and give emphasis to the opportunity of police to report recreation needs to the community and to participate in the planning for needed services.

If the police have an important preventive role, it derives from their opportunity in 'situation finding' which parallels their case finding. Their patrol and investigation functions bring them naturally to community conditions and situations which, uncorrected, are hazards of the development of youth.

In the area of treatment, police should render brief casework services, if at all, only to children who need not be taken to court and who are not referrable immediately for one reason or another. Since there will have been no court adjudication, everything necessary should be done to clarify the voluntary nature of the service. Obviously, only a well qualified juvenile staff could offer brief casework services.

For lack of other community services, some police units offer what is called "unofficial probation". Such programs, according to Kahn, raise serious doubts, since there has been no court action to determine that there is a legal basis for public intervention. Yet young people are being required to report regularly, listen to 'lectures', and follow certain

rules. If service is offered, the child and his parents must know that it is voluntary, or his rights are being ignored. "Unofficial probation" is not an appropriate status in a police department or a court.

Rather, community agencies must recognize, respect and co-operate with police as community protectors, as first-level case finders and case screeners, and as accountable representatives of public concern for young people in trouble.

## Chapter IV.

### POLICE ADMINISTRATION AND PERSONNEL

#### The Police Chief and Administration

"The climate in which the police administrator functions is slightly warmer than that enjoyed by other executives. While the operations of a corporation may be revealed to the stock holders at a yearly meeting, the citizen critically examines his police department with each edition of the local newspaper."<sup>1</sup>

Law enforcement today, is big business, one which must be more efficient than a large industry, for life and freedom, as well as property, depend upon the efficiency and the honesty of the police.

Controlling public behaviour is the method traditionally used to accomplish the police purposes of protecting life, limb and property. Public compliance with regulations depends largely on favorable relations between the public and the police. The public's opinion of an entire governmental body is often determined by the nature of its contacts with that government's police agency.

If the public bases its opinion of police, on the outcome of individual contact with the police, and if the success of the contact be determined by the officer's interpretation of a policy previously set forth by his superior, then it would appear that the success of the police purpose depends on the quality of the decisions made by the police administrator in formulating policies. For this reason, if for no other,



the police administrator must increase his decision-making ability. Clear-cut policies tend to facilitate effective police action.

It has been said many times that in a democracy, "a city gets the kind of police service that it deserves." If the public is apathetic, insensitive and ignorant, the law enforcement services will probably be instruments of power, rather than instruments of protection; and instruments of selfishness rather than instruments of service. This thinking may be misleading because it assumes that the people know what they want. The people in England did not know what they wanted in 1826, during the period of social chaos and upheaval, except relief from their troubles. It remained for administration itself to take initiative and formulate the means and the method which turned in such a fine performance on this occasion. Approval of the administrative formula was the next step, and it came quickly. Given all the facts by courageous and responsible leaders the people can be entrusted with the final decision.

Too often, either through incapacity or indifference, administration has failed to interpret its problems to the people, and has failed to formulate and present to them for their approval an organization and program equal to the demands of modern society.

The nature of the police job places an extraordinary premium upon administrative ability and emphasizes the

importance of adequate professional preparation for this technical job of management.

The true executive possesses an innate interest in, and affection for people. Executives are molders of human stuff. They know the possibilities and capacities of those associated with them and endeavor to build them into better instruments for the accomplishment of the objectives of the enterprise. They also know that increased professional stature of their men increases the quality of departmental performance and that this in turn reflects credit upon the head of the organization. According to V. A. Leonard, PhD., this trait was among those that contributed to the successful leadership of August Vollmer during the years he was Chief of Police in Berkeley, California. Chief Vollmer encouraged the individual to reach for the highest rung on the ladder of achievement in his chosen profession. Under his expert supervision, the Berkeley Police Department became the nation's only training school for police chiefs and more than twenty of his officers subsequently became police chief executives in other American cities.

The police chief has a dual leadership responsibility. He must provide leadership within the department, and as the head of the force he must represent it in relations with the administrative head of the city (or the chairman of the police commission) and through him with the municipal council and the public.

According to Wilson, the administrative function includes the task of management, which facilitates and makes possible the effective accomplishment of the other two, i.e. line or field operations (primary functions) and services (auxiliary functions). The principal task of the chief is to see that the resources of his department are so directed that its objectives - preservation of the peace, protection of life and property, and enforcement of the law - are achieved economically and effectively. Success depends on the performance of administrative duties; some of these should remain within the office of the chief or closely tied to it, while others may be fully assigned to operating and service units.

Administrative duties may be divided conveniently into (1) operational tasks that are concerned with the immediate direction of the resources of the department toward the accomplishment of the primary police objectives and (2) managerial duties of staffing the organization with qualified personnel and equipping it to do the job.

The operational administrative duties arise from the necessity of seeing that each component task in the accomplishment of the police purpose is performed. The force must be organized, specific objectives established, operations planned, procedures outlined, plans put in action, and controls exercised if the chief is to see that the job is done. The primary administrative processes, therefore are planning, directing and controlling. The chief must organize, deputize

and supervise.

A police department must have sound management if it is to operate effectively. Managerial needs are present in every organization - and the undertaking must be financed, buildings and equipment must be provided and wisely used, and personnel must be recruited and prepared for their tasks. Budgetary appropriations have to be obtained for projected work programs, and this implies that specifications for both men and equipment must be prescribed if suitable resources are to be secured. The best man has to be selected for appointment and promotion, regardless of the agencies involved in the process; fair but strict discipline is essential; the unfit have to be eliminated; and recruit and in-service training must be provided. Officers should be rated on the basis of performance and ability of promotions and assignments are to be made wisely. Provision must also be made for the officers' welfare. Morale destroying influences have to be discovered and eliminated, and morale building relationships between superior and subordinate officers must be established. Satisfactory public relations must also be maintained if department objectives are to be realized.

When a police force operates effectively as a unit, it is well organized. The purpose of organization is to simplify the direction, co-ordination, and control of members of the force so that the objectives of the department may be gained easily, effectively and satisfactorily.

Police objectives are attained by planning, directing and controlling; the ultimate responsibility for the successful performance of these functions rests with the chief. Just as the exercise of authority is not restricted to the chief, but of necessity permeates the entire organization, so inspection and control are not performed exclusively by any one person, but are in process throughout the department. At each level of authority, the head must plan, direct, and control - from the chief down each successive level to the officer who performs the task.

In practice, the chief's participation is influenced by the amount of time he has available, his concept of the importance of a particular task, his interest in it, his confidence in the ability of his subordinates, and his own ability to delegate authority. His responsibility for their successful accomplishment, however, must be emphasized.

Although planning and inspection are fundamental to the efficient operation of a police department, the program and procedures which they provide would be meaningless without well-qualified personnel to carry them out. A police department is no better than the aggregate of its individual members. Incompetent, untrained, and undisciplined policemen invariably provide unsatisfactory service; they damage the reputation of their own department and promote unfavorable public opinion throughout the country. There is no place in a modern, progressive department for stupid, inept, uncouth, lazy, dishonest,

or insolent officers. Their presence on a force is evidence of the failure of their administrative head to give careful attention to his personnel-management duty.

The selection and management of personnel is the chief's most important administrative task. A high quality of service is dependent upon his unwavering insistence upon the application of two principles: (1) the best man must invariably be selected for appointment, promotion and assignment; and (2) doubt in reference to appointment, promotion, or separation from service must be resolved in favor of the department.

Wilson states that final responsibility for the consequences of appointment, assignment, promotion and discipline rests with the chief. His success as an administrator is dependent on his control of the members of his force. Subject to the direction of the administrative head of the city, he should have freedom to select for appointment and promotion and assign and remove policemen from service. This makes it essential that the police chief and the Board of Police Commissioners agree on policy and program in personnel management as well as other police activities. To this end the police chief should always have a clear understanding with his superior concerning (1) matters that require preliminary consultation and approval before action is taken, (2) action that may be taken without prior clearance but on which a report is desired, and (3) other matters on which no report is desired. The extent to which the police commissioners

participate in the management of the police program will depend on the terms under which a Board is established, the willingness and ability of the Commission members to delegate authority, and the confidence they have in the Chief Constable.

The foregoing are well illustrated by the role of the Vancouver Board of Police Commissioners and the Chief of Police as set out in the Vancouver Charter.

#### Vancouver Board of Police Commissioners

The Vancouver Charter provides for the establishment of a Board of Police Commissioners as shown in Section 455(1) which states "There shall be a Police Department of the city administered by the Board of Police Commissioners." The Charter also provides for the formation of the Board in s.455(2) which states "The Board shall consist of the Mayor as Chairman and three others to be appointed by the Lieutenant-Governor in Council."

The Vancouver Charter makes it clear that the Board of Police Commissioners has complete jurisdiction over the police force in its entirety. The authority and role of the Chief Constable is based on delegation of responsibility from the Board if it so wishes. This relationship is illustrated in the following sections of the Vancouver Charter.

1. "458. The members of the police force, being a Chief Constable and such other constables as may be necessary, shall be appointed by and hold office during the pleasure of the Board, and their remuneration shall be fixed by the Board."
2. "459.(1) The Board shall have jurisdiction over the

police force and its members, over special constables, and over police stations and gaols, lockups, and other places of detention provided by the city, except such as are established pursuant to the Juvenile Courts Act, and shall appoint and assign duties to such Police Court Prosecutors, gaol surgeons, and Police Court Clerks, and other clerks, stenographers, and assistants, as the Board deems necessary, and their remuneration shall be fixed by the Board."

3. "460. The Board may delegate to the Chief Constable such disciplinary powers (including the right to suspend any member of the force or special constable) as in the discretion of the Board seem reasonable, and the Chief Constable may in turn delegate any of such disciplinary powers as he thinks fit."
4. "462. A member of the police force who is dismissed or demoted may appeal to a Judge if, within thirty days after the dismissal or demotion complained of, he causes to be served upon a member of the Board a written notice of his intention to appeal containing a statement of the grounds of his appeal. The Judge shall appoint a place and time for hearing the appeal, notice of which shall be given by the appellant to a member of the Board. The Judge shall decide the appeal on the evidence adduced upon oath before him at the place and time appointed, in a summary manner, and may adjourn the hearing from time to time and defer judgment thereon at pleasure. The Judge may confirm or reverse the action of the Board or make such other order with respect thereto as shall be just. No costs of the appeal shall be awarded either for or against the appellant."
5. "463. The Board may make regulations for the discipline, control, efficiency, and government of the members of the police force and other persons under their jurisdiction, and the Chief Constable, each member of the police force, and all such other persons shall obey the lawful directions and be subject to the control, discipline, and government of the Board."
6. "465. The Board may from time to time appoint special constables to assist the police force, upon such terms and for such periods not exceeding one year as the Board sees fit. It may delegate to the Chief Constable the power to appoint special constables."
7. "469. The Board shall have power to summon and examine witnesses on oath in all matters in respect of which it has jurisdiction, and shall have the same power to enforce the attendance of witnesses and to compel them to give



evidence as is vested in any Court of law in civil cases. A notice to attend before the Board shall be sufficient if signed by the Chairman of the Board or any one of its members, and any such notice shall have the same effect as a subpoena."

8. "471. The Board may effect and carry out a plan of insurance of members of the police force against sickness or accident or death, and may contract for such policy of insurance as in their discretion they may see fit, and provide for the payment of the premiums, or any portion of same, in respect thereof."
9. "473.(1) The Board may make regulations for the disposal of property which has come into possession of a member of the police force or other person under the jurisdiction of the Board in cases where the owner of the property has not been ascertained and no order of a competent Court has been made with respect thereto."
10. "473.A. It shall be the duty of the Board to provide for the policing of the city and the enforcement not only of the city by-laws, but also the criminal law and the general laws of the Province and of generally maintaining within the limits of the city law and order; and of administering justice therein, including the prosecution of offenders triable summarily, and also of offenders triable upon indictment up to committal for trial. In order to carry out such duty the city shall provide a lockup."

It is interesting to note the relationship between the Board of Commissioners and the Vancouver City Council. Section 468 of the Vancouver Charter states

"The Board shall, on or before the first day of February in each year, cause to be prepared and submitted to the Council for its approval a detailed estimate showing all expenditures required to be made during such year in connection with the maintenance of the police force and with all other matters and things under the jurisdiction of the Board. The Council shall consider the estimates so submitted and shall adopt them in whole or in part. Save by resolution of the Council, the Board shall not authorize or make any expenditures except such as are provided for in the detailed estimates as adopted by the Council."

R. H. Tupper, Commissioner, in his report dated February.

17, 1956 to the Lieutenant-Governor stated that the essential difference in the role of the Board of Police Commissioners and the City Council is: 1. The Board of Police Commissioners should be free to establish a financial budget for the sole purpose of advancing the police force without consideration of any re-election circumstances. 2. The City Council, representing the citizens of Vancouver, shall determine the amount that will be spent on the police department in relation to other matters of city administration.

It is also interesting to note that Mr. Tupper in his report was concerned about the position that the mayor may find himself in from time to time. Because of this concern Mr. Tupper recommended that a fourth member be added to the Board of Police Commissioners with a full explanation. Mr. Tupper stated that:

"in addition to this change, and perhaps more important than it, the Mayor would no longer be faced with the necessity of determining any difference in policy which might arise between two Commissioners. In long term planning by zealous Commissioners, such differences are likely to arise, and in present circumstances must be resolved by the Mayor who may often have been in office a short time and will always be burdened with many other civic and sometimes conflicting responsibilities. It is unlikely that a man so burdened can give much time to Police affairs. He should not be required to assume alone the responsibility for making those important decisions which will arise when his two confreres differ. It seems right that he be given the choice to choose between the opinion of the majority of his confreres and that of any minority of one, rather than be required to determine an issue on which they are evenly divided. Yet as an elected representative I think his will should prevail when any difference of opinion exists between his colleagues."

In making the recommendation for a fourth member for

the Board Mr. Tupper again indicated his concern over clear roles by stating

"I think it is of great importance to maintain an appointed Board with the Mayor as Chairman. The addition to the Board of another elected representative would confuse what is now a clear difference in the functions of the Police Commissioners and the Council. The former should have no duty but to establish and maintain the efficiency of the Police Force. The duty of the latter is to determine what funds shall be devoted to that purpose. It is to be hoped that no step will be taken which will obscure and confuse these different obligations."

#### Recruitment and Selection

The selection of recruits must provide an officer who is best suited to the immediate job (which is almost invariably patrol) and in addition, contribute to the reservoir of leadership (choosing the officer whose present or potential qualifications fit him for supervisory and command positions). The characteristics of a good executive are essential for the satisfactory performance of patrol and most other police tasks. These qualities are, according to Wilson, intelligence; sound judgment; decisiveness; physical and nervous energy; strong character; and the ability to convince and inspire and maintain confidence, enthusiasm, and interest - and the police officer must himself be inspired by an unselfish desire to serve his community.

The patrolman works with people. He must like people and be able to deal with them in a calm and dignified manner; he must be emotionally stable, courageous and firm,

temperamentally equipped for police work, and free of bias or prejudice. He should have a forceful personality; he should be poised and have well developed powers of self-expression. The temptations that confront a policeman and the critical attitude of the public make it essential that his character and reputation be beyond reproach. He must have a high order of intelligence, which ensures his ability to learn, to observe, to retain, to reason rapidly and accurately, and to adapt quickly and satisfactorily to new situations. Finally and of utmost importance, he must have a keen sense of loyalty.

In addition, the recruit must be physically and organically sound; he must be young and of suitable size; he must have strength, energy and agility; and his speed, endurance and coordination must be adequate to deal with law enforcement or rescue operations that are physically demanding.

Persons who possess the above qualifications are in wide demand. Competition in the labor market makes it important that the conditions of police employment attract candidates with the desired qualities; preferably in greater numbers than are needed. Consequently the pay; hours of work week; relief and vacation time; pensions, insurance, sick leave; and sick, death and other benefits for the officer and his family should compare favorably with those available in other occupations.

Wilson goes on to say that more important than these material advantages in attracting and holding qualified men, is the tangible but nonetheless real spirit or atmosphere of

the department which reflects the morale and true character of the force. A high 'esprit de corps' is based on interest, enthusiasm held by all members of the force. But most important of all in attracting competent men is the prestige of the department, which is founded upon public recognition of superior service.

The opportunities for employment must be brought to the attention of those persons who possess the necessary qualifications in such an attractive way as to create a desire for appointment. This is done by advertising, the amount and character of which is influenced by the difficulties faced by the recruitment program. Departments with high prestige, adequate salaries, and favorable working conditions have little trouble recruiting qualified applicants.

The advertising campaign should be sufficiently intensive, selective and effective to attract the desired number of candidates who possess suitable qualifications, and any of the commercial advertising procedures may be utilized when necessary. Notices sent to schools, the YMCA, and labor offices, announcements made at civic and club meetings and on the radio and television; and selectively placed posters of attention-demanding design are all devices that may be used. Wilson believes news items are more productive than legal notices and paid advertisements in the press, but all should be used. Lectures and guided tours for various parent-teacher associations and women's clubs are helpful. Frank discussions

with editors and reporters regarding personnel policies and objectives, with explanations of the qualifications desired and the methods used in personnel selection, usually result in favorable publicity that stimulates applications by qualified persons. This kind of publicity also lessens the likelihood of unfavorable stories, resulting from ignorance of purpose and methods, that ridicule the procedures used.

Important advantages are gained by recruiting young men into police service. The younger recruit has more potential years of service and will provide a longer period of profitable return on the investment of his recruitment, training, and experience, postponing the day when further sums must be expended to select and train someone to replace him. Consequently, the younger man is a lighter burden on both the retirement system and the operating budget. He has greater physical endurance and disease resistance when properly selected. He is more plastic since his habits are not rigidly set, and he is more easily trained and more adaptable to the conditions of service. The younger man who has not engaged in other activities is more likely to have chosen police service as his career and to have prepared himself by intensive pre-service training. More important still, when a young man possesses the qualities desired in police service and is not appointed at the time he is available, he will nearly always find his niche in some other field.

The disadvantages of the immaturity of youth should

be discounted according to Wilson. Time and experience quickly correct the immaturity of otherwise well qualified men. When wisely selected, the young recruit will not be guilty of serious errors of judgment, and proper assignment during the early years of his service will guard against his offending the more critical citizens and will protect him from situations where his youth may be to his disadvantage.

University or college training has become a commonplace in American education, and curricula in law enforcement or police administration are offered in more than 100 institutions across the United States. Courses include all aspects of law enforcement, penology, criminalistics, crime prevention, and traffic control. Some of these institutions offer graduate degrees; others restrict their courses to two-year or four-year programs. In addition to students who receive this specialized and relevant training, there are many other capable young men in colleges and universities who are potentially good candidates but who are not attracted to a service in which low educational requirements prevail. It seems reasonable, in view of the above, to set the minimum educational entrance requirement for police service at two years of college, with provision for lowering the standard, when candidates excel in other qualities.

While university training will not make a competent person of one who is intellectually inferior or otherwise deficient, when all other factors are equal the university-

trained man is better qualified for police service than one who has graduated only from high school. He has had more broad experience with people and new situations; his adaptability has been tested; he has had the opportunity to meet students of many different nationalities, cultural backgrounds, and racial characteristics and, consequently, should have lost much of any previous bias, or prejudice he may have held. His studies will have given him a new perspective on the problems and aspirations common to all men, and he will have learned to some degree to withhold judgment and to restrain his actions and impulses in favor of calm consideration and analysis. In short, he will have started to prepare for the future position of leadership which it is hoped each new recruit will strive to attain.

### The Selection Process

Wilson states that neither expense nor effort should be spared in selecting the best qualified candidates for appointment. Training a man to be a competent policeman is expensive and time-consuming. It requires not just several months of intensive training but several years of experience before he can be of real value to the department.

The use of superior procedures administered by the best qualified specialists and technicians should be utilized without regard to cost if substantial police economies are to be effected. It should be remembered that public employment



is a privilege and not a right. Therefor, once standards have been set, a series of tests and examinations, designed to eliminate the unfit, should be administered by either the personnel office or by the police department itself.

Wilson believes that the various tests and examinations require the skills of a physical education instructor, an investigator, a physician, a neurologist, an endocrinologist, a psychologist and a psychiatrist. A competent medical examiner, when furnished with the results of clinical tests administered by a qualified psychologist, and fully conscious of the exacting needs of police service, may make the first physical examination and refer those whom he feels should be examined more critically to either a neurologist, psychiatrist or other specialist.

The evaluation of the personality of the candidate involves more than an appraisal of personal qualities by an oral board. Personality, is regarded as a reflection of the total makeup of the individual and, more particularly, the impact of this reflection upon others. Any procedure designed to evaluate it should attempt to discover emotional instability or immaturity and any conflicts that would make it difficult for the officer to work successfully with others. As in the case of character, the personality of the applicant in these respects is usually either acceptable or unacceptable and not good or bad in degree; it is an intangible quality that is not subject to appraisal in terms of exact measurement.

Although testing procedures are highly effective in eliminating the incompetent or emotionally disturbed candidate, tests have not reached a stage of perfection that precludes the possibility of the appointment of undesirable individuals. The final test must be trial on the job. The probationary period should last one year.

Personnel evaluation should be ongoing. Appraisal procedures should be kept simple and objective for the sake of reliability. The value of the individual policeman to the service must be appraised in order to discover those officers best qualified for promotion and to detect deficiencies that may be overcome or avoided through improvement in selection, training and operating procedures. The appraisal must be in terms of accomplishments and human relationships. Ignorance of personnel practice and policies damages department morale; consequently promotional procedures should be made known to all members of the force.

### Training

The purpose of training is to make sure the officer performs all tasks with ease and in such a way as to ensure his safety and the safety and satisfaction of the public. This is accomplished by developing such skill and dexterity that each act is performed naturally and semi-automatically with a minimum of conscious physical or mental effort. The act is preceded by a decision; therefore training must provide

a background of knowledge acquired through either actual or simulated experiences against which current situations may be related for judgment.

Nearly all police tasks involve people, and the accomplishment of the police purpose necessitates a control of people that is best effected by winning their compliance with laws and ordinances. An important training objective is therefor an understanding of people - why they act the way they do in certain situations - and of techniques that promote a desirable relationship between the police and the public. Training should also emphasize that the police must scrupulously avoid petty graft, corruption, brutality and prejudice.

The municipality has a responsibility to provide training for its police officers not only for their own safety, but also to protect the city against suits for damages resulting from the actions of inadequately trained officers. If the concept of community responsibility for training is accepted, there can be no question of city versus officer time. Recruit training should consist of a full-time police academy program, and this can be administered only by the municipality if the control of the curriculum is to remain in the proper hands. Sufficient time must be taken to provide the recruit with basic principles to guide him before he is placed on his own resources. The amount of time needed for the recruit program is considerable; and not to provide compensation would be unfair to the recruit and his family,

would damage morale, and diminish the efficiency of the officer both at work and in training.

Recruit training is the foundation for good patrol service and for continuation and special training. Wilson believes that a minimum of three months of recruit training is justified, and more time could be used to advantage.

Full-time department in-service training must obviously be on city time. Studies in institutions of higher learning, however, should be on the officer's own time. When he has successfully completed department-approved courses, he should be reimbursed for a part or all of the fees. A variety of courses are available on subjects of interest to persons engaged in the administration of criminal justice, such as English and public speaking, political science, public administration, psychology or sociology. These courses might offer members of police departments an opportunity to complete their undergraduate study and to work for higher degrees.

### Discipline

Discipline is a function of command which must be exercised in order to develop a force amenable to direction and control according to Wilson. Discipline is not a negative force; it is, instead a form of training and an important constructive leadership tool for eliminating weaknesses and preventing their development. It is a responsibility of the chief, who delegates to subordinate commanders the duties in

connection with it. The chief must retain the right of final review in disciplinary cases.

Discipline and punishment should not be confused. The former, properly provided, produces forces that voluntarily conform to department rules and regulations. The best-disciplined forces are the best trained and therefor the least punished.

Members of an undisciplined force suffer from a damaged morale and have a lackadaisical attitude toward their work, their superiors, their department and the public. The entire force and each unit in it suffers from a lack of direction or objective; incompletely trained members are inattentive to duty and guilty of violating department regulations. They disregard the rights of the general public, and as a group they have the characteristics of a mob, rather than an organized force. When the head of a force avoids applying corrective action except when forced to do so by an indignant public, he loses the confidence of the people, and his force loses the prestige so necessary for maintaining good public relations. Discipline is the responsibility of supervising officers and cannot be expected to develop from the level of patrolmen up through the ranks.

The welfare of his men, as influenced by the conditions of service, is an important consideration for the administrator because it affects the morale of the force and the desire of individuals to enter and remain in public service. If

qualified persons are to be recruited and retained, the conditions of police service must be as attractive as those of other public and private employment. Police salaries, length of work week, annual and sick leaves, sick benefits, and pensions must compare favorably with those in all enterprises that compete with the police in recruitment.

#### The Selection and Training for the Vancouver Police Force

The preliminary qualifications for candidates seeking appointment to the Vancouver Police Force are as follows:

- 1) Male: Candidates are required to be Canadian citizens or British subjects, between their 21st and 31st birthdays, not less than 5'9" in height (without shoes); of at least complete grade ten education, or its equivalent; physically fit; able to swim and resident within the Greater Vancouver area if appointed. Applicants with criminal court convictions are ineligible for appointment. Must have a B.C. Driver's License without restriction. Applications will not be accepted from anyone currently serving with any Federal, Provincial or Municipal Police Force. (See Appendix 1A).
- 2) Female: Candidates are required to be Canadian citizens or British subjects; between 21 and 35 years of age; minimum height 5'4" without shoes; of at least grade ten education, or its equivalent; physically fit; able to swim; resident within the Greater Vancouver area if appointed. Must have B.C. Driver's License, without restriction. Applicants with

criminal court convictions are ineligible for appointment.  
(See Appendix B).

3) Reserve Force: Candidates are required to be Canadian citizens or British subjects; between nineteen and fifty-five years of age; minimum height 5'9" without shoes; physically fit; minimum weight 160 lbs; no record of any criminal offence.  
(See Appendix C).

All applicants for the Vancouver Police Department are screened by the Vancouver City Personnel Department where applicants are interviewed and required to complete certain written psychological tests. Further screening is done by the Police Department Staff Counsellor and the Police Physician.

The training program at the Police Academy is a 17 week course usually held twice a year with an average class of 20 students. There is a one year probationary period before permanent staff appointment.

An outline of the course is as follows:

1. Orientation
  - organization of the department
  - disciplinary code
  - personnel expectations
2. Patrol Procedures
  - patrol and beat
  - emergency procedures
  - crowd control
3. Traffic

- motor vehicle acts
  - by-laws
  - reports
  - violator contacts
  - accident investigation
4. Investigation Procedures
- burglaries
  - robberies
  - frauds and cheques
  - homicides
  - juveniles
5. Physical Training
- firearms
  - first aid
  - swimming and life saving
  - driving
  - physical training and self defence
  - squad drill
6. Miscellaneous
- report writing
  - communications
  - observations
7. Community Resources
- films and lectures by guest speakers from community agencies
8. Sixty hours of Criminal Law by Police Academy staff who have attended law lectures at University of British Columbia.



It is stated that the purpose of recruit training is to provide generalists who may later specialize.

The upgrading of personnel from probationary status to Constable first class is compulsory. The constables are expected to study on their own time and examinations are written annually as a requirement for promotion.

When a constable reaches first class status, he is required to take a two week refresher course and from that time on, refresher courses are scheduled at a three year interval.

Detectives and supervisors are required to take a course at the academy every four years in procedures and methods.

It is interesting to note that the department has a youth squad of 10 staff who are chosen because of their interest and aptitude. There is no additional training.

It was reported that 15 constables and 3 policewomen are voluntarily attending a general psychology course on their own time through Adult Education programs. It was suggested that these people might be channeled into youth work at a later date.

Chapter V.SUMMARY AND SOME GENERAL CONCLUSIONSPublic Awareness

Until society deals more effectively with the conditions that create crime, the police face a very large problem. Only through resourceful law enforcement can the community maintain the degree of order so important to public safety and to the enjoyment of liberty.

The discrepancy between what the people expect the police to do and what the police are privileged to do in protecting public peace and security results mainly from a lack of understanding of the police purpose and of what the police must do to accomplish it. Two circumstances that tend to place the police in the role of agents bent on unnecessarily oppressing freedom grow out of police responsibility in the enforcement of traffic and other regulatory laws sometimes violated by the most conscientious citizen, an enforcement that aligns good citizens against the police. The other is ignorance of the facts involved in the war against crime in a free society. People are liable to fear and hate what they do not understand. The hate is often stimulated by traffic violation experiences.

These misunderstandings continue because the police are not a vocal, scholarly group that devotes much time to presenting in a favorable light the facts that bear on the

problem. The press, the literature and even case law are sometimes directed at incidents that discredit the police. On the other hand some men whose judgment and integrity are respected have accompanied the police on their tours of duty in order to learn and report the true facts. These men through their writing have helped to liberalize outdated rules and legislation.

The heart of police corruption is the vice squad of a police department. This squad enforces laws dealing with gambling, narcotics, prostitution, homosexuals and alcohol. Police protection is sought and found by the operators of these activities. The public demands the availability of these services, and people are willing to pay for them. It has been suggested that if these various activities were regarded as private affairs, and not as crimes then they could be handled in other ways than by criminal laws. The sale of alcohol has been legalized, but there is opposition to legalizing homosexuality, prostitution and the sale of drugs to addicts. Criminal law may be a most ineffective way to deal with what are essentially standards of private morality.

#### Police Work - A Profession

Most urban police departments have a juvenile division. The juvenile officer has initial contact with the offender, and a large percentage of these cases are handled by the

officer without referral to a judge or probation officer.

It is felt that juvenile officers should have training in delinquency prevention and control. In order to offer such training to police and probation officers the University of Southern California several years ago established the Delinquency Control Institute. Arizona State University at Tempe and Florida State University have similar institutes.

Whether or not police officers should be doing social work is a debatable point. It is felt that the best service the officer can provide is adequate patrol work in an area which will discourage delinquency. The juvenile officer can also make referrals to existing community agencies and so perform a very important function. Since the juvenile officer has initial contact with the delinquent he is in a position to play a vital role in delinquency prevention and treatment. Training in sociology, psychology, criminology and corrections will not hurt the police officer if he recognizes the limitations of the service he is able to offer.

When one considers what is asked and expected of the police, one can hardly look at the compensation accorded them as anything but outrageous; and one must recognize the training they get as very inadequate. They are called upon to discharge duties of the highest importance to the community. Police pay needs to be lifted not only by a conventional cost-of-living increase but dramatically in terms of a new concept of the job and its responsibilities. Only

men of genuinely high character and capacity should be hired as policemen, and they should be compensated accordingly.

Better pay is only part of the remedy. Police work must be professionalized. Exacting standards of discipline, a high sense of dedication and a new esprit de corps must be developed. Perhaps a contribution to this end could be made by distinguishing the more serious aspects of law enforcement from the regulation of traffic, the distribution of tickets for overtime parking and other minor jobs, and the record keeping at police stations. Routine duties of this sort might be assigned to civilians at appropriate pay scales below those of policemen. For the law enforcement officer there needs to be a restoration of the status and public respect which they must have if they are to serve as symbols of the law's majesty.

The greatest evidence that law enforcement can offer to the community as proof that it has come of age as a profession is an unwavering preoccupation with, and regard for personal rights and liberties. It is vital to the policeman's standing in the eye of the public, the courts, and administrative superiors.

The theme that must run through every police training program is that the rule of law is the very heart and soul of police action. No matter how carefully young officers are taught and no matter how skilled they become at such techniques as interviewing, patrol, or plaster casting, they

will not be real officers until the conviction has become part of their very being that everything they do must be done in a reasonable and constitutional manner. In the final analysis administrators should not be so interested in developing good photographers or good interviewers as they should be in sending into the community officers truly knowledgeable of their role in a free country who are incidentally good photographers and good interviewers.

Training schools must make clear to the young officer, the extent of his lawful powers, and perhaps more important the legal limitations to his powers. He must have a real appreciation for the significance of the presumption of innocence which shields every accused until a jury returns a verdict of guilty against him. It has been said that the greatest dangers to liberty lurk in the insidious encroachment by men of zeal, well meaning, but without understanding.

Training schools must stress the fundamental fact that a criminal trial is not just a contest which the public prosecutor tries to win against the defendant. It is rather a judicial enquiry into the truth of a charge of crime to insure that justice will be done. What does it profit a police officer to discover and apprehend a person responsible for a crime if he does so in a way so reprehensible to the rule of law that the evidence is inadmissible in court and consequently worthless in bringing him to justice? It must be understood that the short-cut of an involuntary confession becomes a

boomerang which flies back and hits not only the officer himself but his entire department and the community as a whole.

The needs of our modern society demand not only the freedom of the individual, but also his right to the conditions of life that would enable him to enjoy his freedom. Thus the law which should operate in a free and orderly society must be based on the fundamental principles of freedom of the individuals in the society and their right to a fair share of its benefits.

## Footnotes

### Chapter I.

- <sup>1</sup>Germann, Day, Gallati. Introduction to Law Enforcement, Springfield, Illinois, U.S.A., Charles C. Thomas, 1962, p.vii.

### Chapter II.

- <sup>1</sup>Claude R. Sowle and others, ed., Police Power and Individual Freedom, Chicago, Aldine, 1962, Introduction.
- <sup>2</sup>Alan Barth, The Price of Liberty, New York, The Viking Press, 1961, p.14.

### Chapter III.

- <sup>1</sup>Charles Reith, The Blind Eye of History, London, England, Faber & Faber, 1952, p.160.
- <sup>2</sup>Bruce Smith, The New York Police Survey (New York: Institute of Public Administration, 1952), p.31, cited in Alfred J. Kahn, Planning Community Services for Children in Trouble, Columbia University Press, 1963, p.217.

### Chapter IV.

- <sup>1</sup>Bristow and Gabard, Decision-Making in Police Administration, Springfield, Illinois, Charles C. Thomas, 1961, p.3.



INFORMATION FOR POLICE FORCE APPLICANTS (MALE)

1. PRELIMINARY QUALIFICATIONS: Candidates are required to be Canadian citizens or British subjects, between their 21st and 31st birthdays, not less than 5'9" in height (without shoes); minimum ~~weight 165 lbs.~~, of at least complete grade ten education, or its equivalent; physically fit; able to swim and resident within the Greater Vancouver area if appointed. Applicants with criminal court convictions are ineligible for appointment. Must have a B.C. Driver's License without restriction. Applications will not be accepted from anyone currently serving with any Federal, Provincial or Municipal Police Force.

3. TRAINING: Candidates who are accepted are required to attend the Police Training Academy for a period of four months. Salary at the initial rate of a Probationer Constable is paid during this training period. On completion of training, successful candidates are taken on the strength of the Police Force as Constables with probationer status until twelve months service is completed. It must be understood that the services of any member may be terminated during the probation period without notice.

Service Pay - \$3.50 per month after completion of five years' service and an additional \$2.50 per month for each completed five year period of service thereafter.

6. WORKING CONDITIONS: 40 hour week (five 8 hour shifts). Time off allowed for attendance at Court during off-duty hours.

8. STATUTORY HOLIDAYS: 10 allowed.

10. PENSION: Under the B.C. Municipal Superannuation Act, the employee and the City each contribute 5% of monthly salary to a pension fund. These contributions produce a pension (at minimum retirement age of 55 years, or maximum retirement age of 60 years) of 1 3/4% of average salary for each year of service. In addition, the employee pays a further 2% and the employer a further 2% of Special Superannuation which is credited to the employee's account as a special annuity added to the regular pension outlined above.

APPLICATIONS FOR EMPLOYMENT: Application forms may be obtained from Police Headquarters, 312 Main Street, or the Personnel Department at City Hall, but must be returned to the STAFF COUNSELLOR, Room 306, 312 Main Street, Vancouver 4, B.C., for further processing.

## Appendix B

## CITY OF VANCOUVER

INFORMATION FOR POLICE FORCE APPLICANTS (FEMALE)

For the information and guidance of those seeking appointment to the Vancouver Police Force, the following details covering qualifications required, working conditions, rates of pay, etc., are outlined: -

1. PRELIMINARY QUALIFICATIONS: Candidates are required to be Canadian citizens or British subjects; between 21 and 35 years of age; minimum height 5'4" without shoes, of at least grade ten education, or its equivalent; physically fit; able to swim; resident within the Greater Vancouver area if appointed. Must have B.C. Driver's Licence, without restriction. Applicants with criminal court convictions are ineligible for appointment.
  2. EXAMINATIONS: The following examinations are given; (a) written tests; (b) an interview by the Personnel Dept.; (c) an interview by the Police Dept.; (d) a medical examination by the Police Physician. It should be noted that vision must be normal without the aid of glasses. Applicants can be eliminated at any one of these steps.
  3. TRAINING: Candidates who are accepted are required to attend a Police Training School for a period of four months. Salary at the initial rate of a Probationer Constable is paid during the training period. On completion of training, successful candidates are taken on the strength of the Force as Constables with Probationer status until 12 months' service is completed.
  4. SALARY RATINGS:
 

Probationer Constable	- 1st year	\$386.00
3rd Class Constable	- 2nd year	\$420.00
2nd Class Constable	- 3rd year	\$469.00
1st Class Constable	- 4th year	\$511.00
- Service Pay - \$3.50 per month after completion of five years service and additional \$2.50 per month for each completed five year period of service thereafter.
5. UNIFORMS: Shoes, ties, gloves, shirts. Skirts, tunics, overcoats, caps, slickers and capes as needed.
  6. WORKING CONDITIONS: 40 hour week (five 8 hour shifts). Time off allowed for attendance at Court during off-duty hours.
  7. VACATIONS: Constables - 10 days after 1 year; after 5 years - 15 days; after 17 years - 20 days.
  8. STATUTORY HOLIDAYS: 10 allowed.
  9. MEDICAL SERVICES PLAN, ACCUMULATIVE SICK LEAVE PLAN, GROUP LIFE INSURANCE: All in effect.
  10. PENSION: Under the B.C. Municipal Superannuation Act, the employee and the City each contribute 5% of monthly salary to a pension fund. These contributions produce a pension (at minimum retirement age of 55 years, or maximum retirement age of 60 years) of 1 3/4% of average salary, for each year of service. In addition, the employee pays a further 2%, and the employer a further 2% of Special Superannuation which is credited to the employee's account as a special annuity added to the regular pension outlined above.
- APPLICATIONS FOR EMPLOYMENT: Application forms may be obtained from Police Headquarters, 312 Main Street, or the Personnel Dept., at City Hall, but MUST BE RETURNED to the Staff Counsellor, 312 Main Street, Vancouver 4, B. C., for further processing.

VANCOUVER CITY POLICE DEPARTMENTPOLICEWOMEN1. Nature and Scope of Work

This is specialized law enforcement and crime prevention work involving offences by or against women and children. The main responsibility in this work is for the prevention and control of crime and delinquency involving women and children and the apprehension of violators. It also includes investigations of a welfare nature in attempting to eliminate causes of future delinquency and other social troubles. Although the work is performed in accordance with prescribed regulations and procedures, an employee of this class must use independent judgment in deciding a suitable course of action in emergency situations. Assignments are given orally or in writing by a superior officer who reviews results by personal inspection, discussion and receipt of oral and written reports.

2. ILLUSTRATIVE EXAMPLES OF WORK

Systematically patrols public places such as dance halls, theatres, public lavatories, parks, rooming houses, playgrounds, etc., and makes enquiries respecting complaints against individuals or social conditions.

Investigates cases involving delinquent girls, parents and neglected children; interviews and counsels parents and young girls; interviews girls suspected of sex promiscuity; escorts girls to and from detention; and takes statements from the persons concerned.

Supervises women on suspended sentence and first offenders.

Escorts all girls and women in the hands of the police to and from Courts, and in transit from Court to prisons or other institutions.

Assists detectives in questioning women and children.

Exercises power of arrest as required.

Gives evidence in Court.

Prepares written case reports of investigations and other activities.

Performs related police duties as required.

3. Required Knowledges, Abilities and Skills

Ability to present ideas and information effectively in written or oral reports.

Ability to maintain harmonious working relationships with other employees, other agencies and the general public.

Ability to react quickly in emergency situations and to physically subdue violent persons without unneccessary injury to such persons or herself.

Skill in driving automotive equipment.

Must be intelligent and emotionally stable.

4. Knowledges, Abilities and Skills to be Acquired Previous to or After Joining the Police Force

Working knowledge of laws, regulations and procedures applicable to the investigation and apprehension of juvenile and female violators of the law

Good working knowledge of the relationship of police, courts, welfare and other agencies engaged in combating juvenile and general crimes and misdemeanors.

Working knowledge of the causes for and the method of treatment of social maladjustments.

Ability to conduct investigations and to obtain information required for prosecution or correction of violations.

VANCOUVER CITY POLICE DEPARTMENTPOLICEWOMEN

January 24, 1962

The primary function of the Policewomen's Section is in the preventive-protective field of police work concerning women and children. At the same time the Policewoman has the responsibilities and authority of all police in the detection of crime, the apprehension of offenders, and the preservation of the public peace.

Much of the work is in the same category as the male counterpart, i.e. Court duty, escort work, patrol when possible, and the taking of statements and complaints re family trouble, morality, aged or sick persons, etc., and such other complaints as may be referred to the Section. A close liaison is kept with the appropriate welfare and social service agencies.

There is a very definite place for women in police work because of their natural instinct to care for, protect and heal the ills of the human being and in their feminine outlook, which, together with the male outlook, brings about a proper perspective and balance.

The Policewoman should be of a sensible temperament but have a sense of humour. She should be diplomatic, mature, well-disciplined, and resourceful. She must have an infinite amount of patience, but not easily shocked or disturbed, be able to meet all levels of people, and be able to control her feelings and emotions. Her manner must be pleasant and agreeable but firm and, when necessary, commanding without being overbearing. She should be of above average intelligence and have high moral standards.

As for appearance she should be of a medium height or smaller and with a somewhat unassertive personality in order that she may not be too readily recognized in the many situations in which she may be used.

Previous work experience and training is of importance and women with nurses training, or those who have had courses or practical experience in dealing with abnormal behaviour problems, will be much better qualified for this work. It is preferable that the applicant be unmarried on recruitment. In the case of widows or divorcees a thorough enquiry should be made into their motivation and their emotional outlook, particularly toward marriage, as Policewomen are continually dealing with family problems.

## Appendix C

## CITY OF VANCOUVER

INFORMATION FOR VANCOUVER POLICE RESERVE FORCE APPLICANTS

1. PURPOSE - The purpose of the Reserve Force is to augment the regular Force in dealing with emergency situations and natural and man-made disasters. Members of the Reserve Force provide their time on a voluntary basis.
2. PRELIMINARY QUALIFICATIONS - Candidates are required to be Canadian citizens or British subjects; between nineteen and fifty-five years of age; minimum height 5'9" without shoes; physically fit; minimum weight 160 lbs., no record of any criminal offence.
3. TRAINING - Members of the Reserve Force are required to take training in First Aid, small arms, and field experience. Field experience is gained by going out with a member of the regular Force on patrol.

Candidates are required to report for academic training every 1st and 3rd Wednesday; report for pistol practice every Tuesday until they qualify; report for practical training, i.e., patrol, accident investigation, and crowd control at their convenience.

4. UNIFORMS AND EQUIPMENT - Members are supplied with boots, ties, gloves, shirts, pants, tunics, overcoats, caps, slickers, box key, flashlight and identification cards.
5. DUTIES OF RESERVE MEMBERS - On completion of training they are assigned to such duties as crowd control, directing traffic for football games, hockey games, downtown sale days, emergencies and special events.
6. PAID DUTY - When assigned to paid duty they are paid at the rate of \$2.24 per hour. Members will not be assigned to paid duty unless they have shown a willingness to participate in "Practical Training".

Reserve Force members are covered by Workmen's Compensation.

Recognition of every five years of service by 'service stars'.

July 15, 1964.

## APPENDIX D

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