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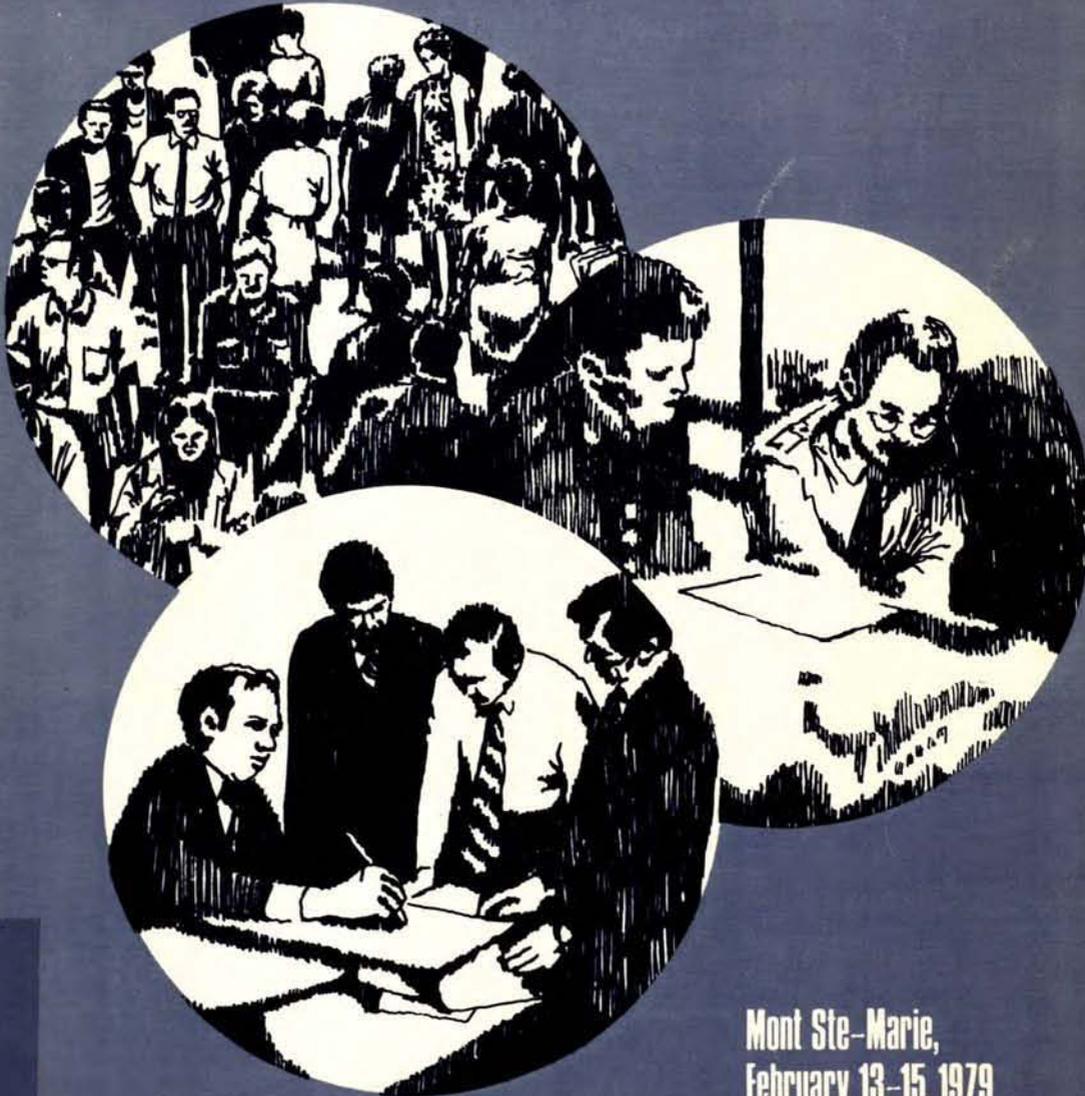
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# Report on the National Symposium on Preventive Policing



Mont Ste-Marie,  
February 13-15, 1979

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**Published under the authority of the  
Hon. Allan Lawrence,  
Solicitor General of Canada**

**Designed by The GS Design Group**

**Produced by the Communication Division,  
Ministry of the Solicitor General**

**This report brings together the conclusions of the police officers and other police authorities who attended the symposium. The issues, strategies and action plans identified are not necessarily endorsed by the Solicitor General of Canada.**

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# Report on the National Symposium ON Preventive Policing

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Mont Ste-Marie,  
February 13-15, 1979

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# Introduction

Over the last several years the policing community of Canada has been placing ever increasing emphasis on the need for new and innovative policing styles. Many of these techniques call for increased interaction between the police and the community, greater coordinated effort among the police and other components of the Criminal Justice System, and new and more enlightened management styles within police agencies.

During 1978, many police administrators and members of Police Commissions identified the need for an opportunity to engage in common problem identification and development of problem solving strategies at the national level. As a result, members of the staff of the Ministry of the Solicitor General of Canada, in consultation with the Canadian Association of Chiefs of Police, developed a National Symposium on Preventive Policing which was held in Mont Ste-Marie, Quebec, February 13-15, 1979.

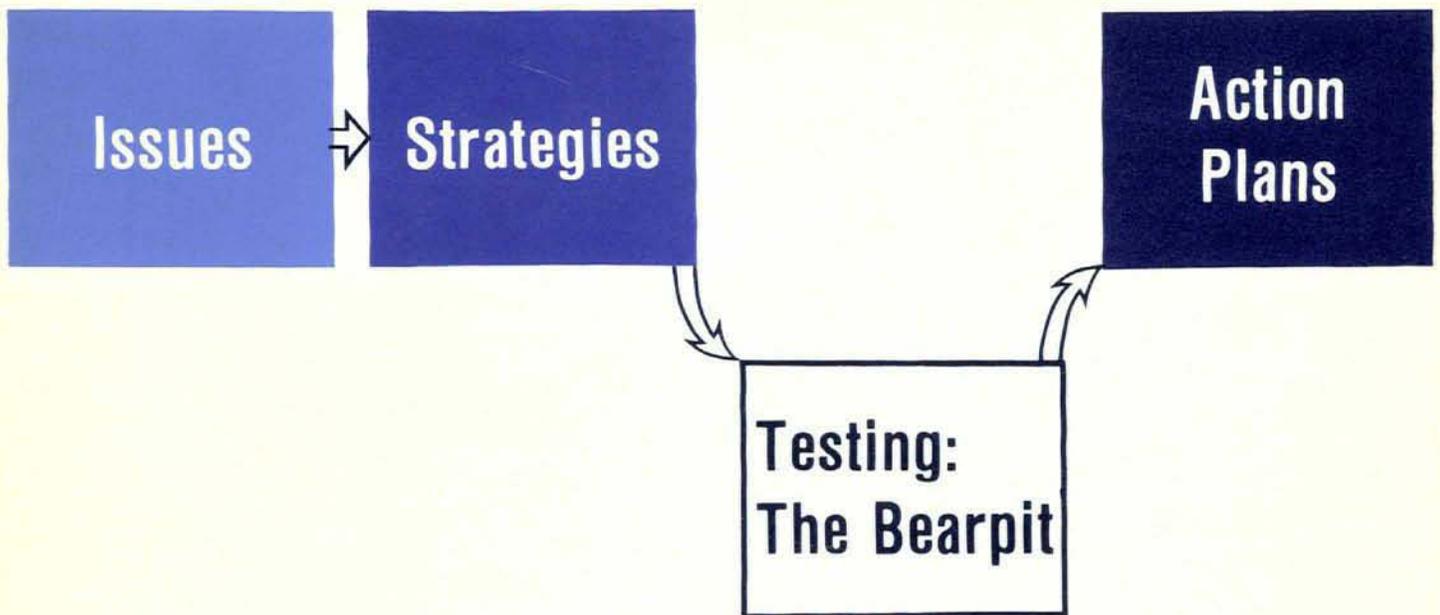
The Mont Ste-Marie Symposium brought together 101 people including senior police executives, members of Police Commissions, and representatives of the Solicitor General of Canada. Three days of intensive problem identification and problem solving took place.

The results of that activity is captured here in this document written by Fern Jeffries, Regional Consultant, Atlantic Region. In addition to providing a faithful record of the work of the Symposium delegates, it is my hope that this report will serve as a planning tool for all of us concerned about policing in Canada. To facilitate this, we have taken each of the seven Action Plans developed at the Symposium and re-ordered these recommendations into a National Action Plan.

As Chairman of the Symposium, I wish to thank all of those who gave so freely of their time and effort to make the Symposium a success.

Bill Snowden  
Chairman

# THE PROCESS



The format of the National Symposium on Preventive Policing reflects key stages of a planning process: 1. identifying priority issues; 2. developing overall strategies to attack these issues; 3. subjecting these strategies to critical scrutiny; 4. devising action plans to reinforce the overall strategies for change.

The first section of this report records the issues surfaced by each of the five regional workshops on Day 1 of the Symposium. These issues were then grouped into seven subject areas in order to plan appropriate strategies and actions. The Issues Section of the report refers the reader to the workshop responsible for the subsequent strategic and action planning processes.

On Day 2 of the Symposium, delegates were assigned to work on one of these seven main areas of concern. Section 2 of this report records the outcome of Day 2's strategic planning. In this section, the reader is referred to the Action Plan proposed for each strategy.

The regional design of Day 1 was not followed in the development of Strategic and Action Plans. The response from the police community to the issues raised is thus a National response, reflecting the collective Canadian experience. The Action Plans developed on Day 3 were enhanced not only by this regional cross-fertilization, but also by testing out the overall strategies in a Bearpit Session. Section 3 of this report contains a summary of the Bearpit. Section 4 records the Action Plans of the seven work groups.

Provision was made throughout the Symposium for feedback to a plenary session by all work groups. The primary purpose of these feedback sessions was to keep delegates informed, rather than to reach a consensus on each group report. The proposed National Action Plan contained in Section 5 was developed after the Symposium, in an effort to integrate the plans of the seven work groups.

The final section of the report lists those who participated in the Symposium. The process engaged in at Mont Ste-Marie worked well because of the high level of commitment and enthusiasm of these delegates to promoting the concept of preventive policing in Canada.

# ISSUES: PACIFIC REGION

**FACILITATOR:** Susanne Dahlin

**RAPPORTEUR:** Bob Stewart

**PARTICIPANTS:** Irv Bailey  
Scotty Gardiner  
Joe Hornell  
Dave Innes  
Bill Neill  
Bob Peterson  
Dorothy Wabisca  
Hugh Weibe  
Don Winterton

The administration of justice in the Yukon is the responsibility of the Deputy Commissioner of the Territory. Policing services are provided by the Royal Canadian Mounted Police 107-person division headquartered in Whitehorse and operating from twelve Yukon communities.

The British Columbia Police Commission is the arm of the Attorney General's Department, responsible for policing in the province. Training and education of all provincial criminal justice personnel is provided by the newly created Justice Institute. There are twelve municipal forces in the province and numerous R.C.M.P. detachments. The R.C.M.P. complement is approximately 4,000, the largest in Canada.

The following issues emerged at the Symposium in the discussions of representatives from the Pacific Region.

## 1. RECRUITMENT AND TRAINING

Group 4: 28-31

58-59

Within the category of Effective Management of Human Resources — Police, there is the concern that the public seems to have a rather distorted view of what police work is all about. In the recruitment process, we must project the real-life situation of the police officer, as opposed to the sensationalist view portrayed in the media.

Attitudes appropriate to community based preventive policing must be incorporated into our training and education programs at all levels.

## 2. REWARD SYSTEMS

Group 4: 28-31

58-59

Traditionally, reward systems within police departments are based on statistics — quantity rather than quality of effort. We must develop a reward system that adequately reflects the police role if we are to promote effective management of human resources within the police organization.

## 3. POLICE UNIONS

Group 3  
Group 4: 28-3157  
62

In some instances, police unions and associations have resisted change. Ways must be found in which we as managers can work with police unions in a joint crime prevention effort.

## 4. GENERALIST VERSUS SPECIALIST

Group 4: 28-31

58-59

Creating crime prevention specialists within a police department may tempt other police officers to downplay or even abdicate their responsibilities in this area.

A parallel problem exists vis-à-vis the police and the community. The community has seen the police as specialists, and in the past has tended to default in its responsibilities.

The pros and cons of crime prevention specialists must be considered.

## 5. POLICE/COMMUNITY PARTNERSHIP

The second major area of concern in the Pacific Region was the effective management of human resources within the community.

We must all accept the fact that the police and the community must work together to achieve and maintain the desired quality of life.

We, as police, must have knowledge of what resources exist in the community. We must communicate with these groups and individuals, clarify our roles and coordinate our efforts.

The police also have a role to play in identifying existing gaps in service delivery. In many instances, the police department can act as a catalyst in developing community resources to meet identified needs.

In so doing, we must promote the same degree of accountability in these community agencies as we in police agencies are subjected to.

Evaluation and feedback is necessary both to reinforce positive actions, and to forestall any breakdown in working relationships.

Group 1: 20-22  
Group 2: 23-25  
Group 3: 26-27  
Group 5: 32-34  
Group 7: 37-40

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60-61  
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## 6. MANAGEMENT STYLE

Preventive policing calls for an open style of management of the police organization — the third major area of concern in the Pacific Region. The traditional reactive style must be replaced by a more pro-active stance.

Police managers must be able to predict social trends, and make appropriate crime prevention plans to accommodate trends identified by the "crystal balling" process.

There is a need for in-depth planning: detailed situation analysis and priority setting. There are probably preventive programs that simply require too many police resources over a given period of time. Determining the potential for success in a given area, and allocating resources appropriately will enable us to be successful in a prevention effort without compromising enforcement or other police functions.

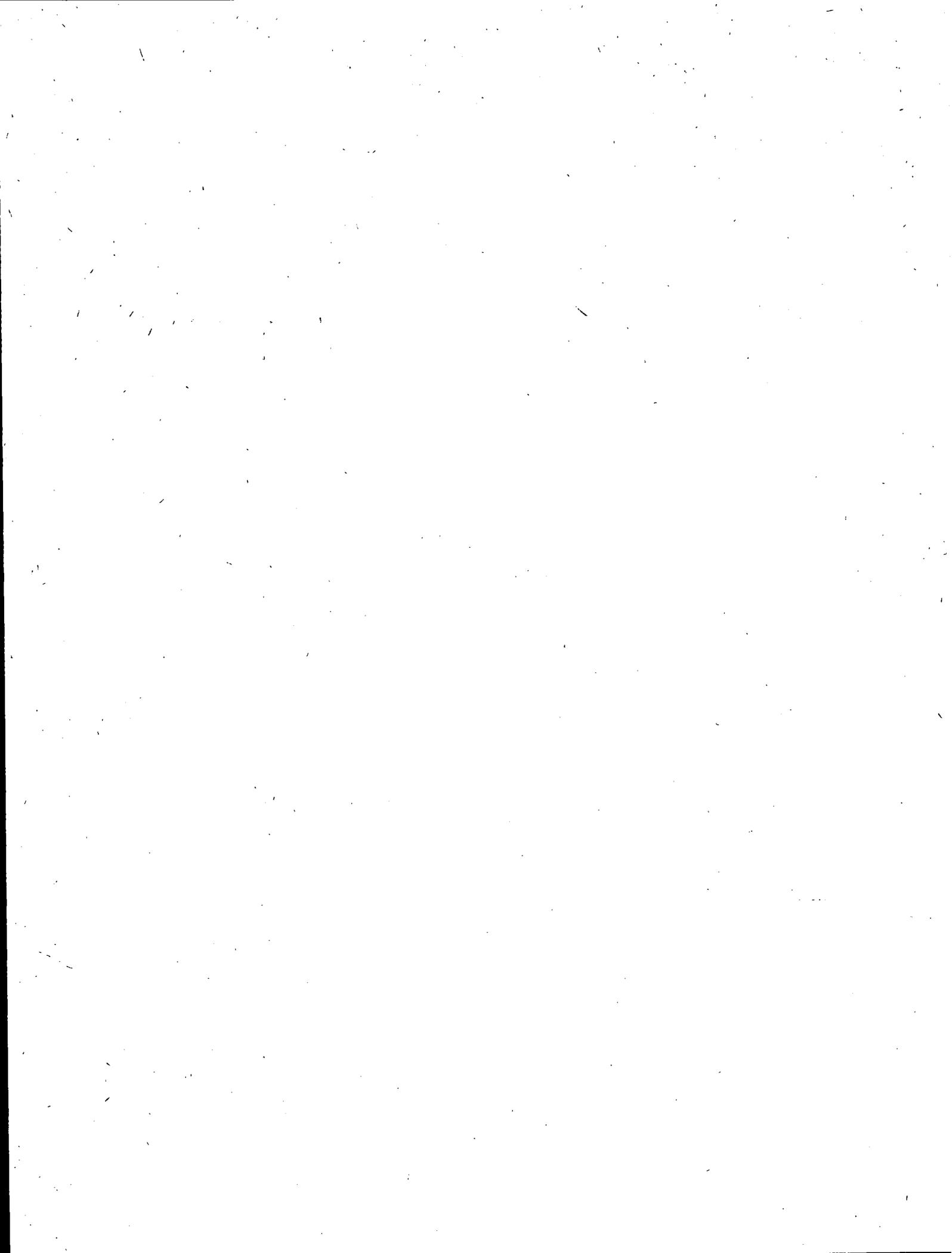
Cost benefit analysis must become a part of an on-going evaluation program.

Management style must be flexible and open. In redressing the current imbalance between prevention and enforcement, we also need to reassess community expectations and standards.

Part of this open management style is formal recognition to line level problem identification. A flattened hierarchy reinforces the ability of line level personnel to do problem solving and program planning and implementation. Our job as managers is to ensure adequate accountability of staff at the line level.

Group 2

56



# ISSUES: PRAIRIE REGION

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Ray Johnson  
Ken Johnston  
Tom Light  
Frank McKay  
Max Mulder  
Ron Riley  
Ernie Roberts  
Jack Rutledge  
Norm Stewart  
Bill Whetstone

**Policing in the North West Territories is performed by the Royal Canadian Mounted Police under direction from the Assistant Commissioner of the Territories.**

**In Alberta, the Office of the Director of Law Enforcement of the Solicitor General's Department has this responsibility. There are 11 municipal police forces in the province. The R.C.M.P., under contract with the province, performs the policing function for rural Alberta.**

**Similarly in Saskatchewan, the R.C.M.P. complements the municipal forces. The location of the R.C.M.P. training depot in Regina adds another dimension to policing in this province. Also located in Regina is the training academy for municipal police. The Saskatchewan Police Commission plays an important role in the province.**

**The Manitoba Police Commission assumes its responsibilities under the Attorney-General's Department for Manitoba's municipal forces. The R.C.M.P. polices rural Manitoba. In the southwestern part of the province the Dakota Ojibway Tribal Police Force operates as a unique experiment in police service delivery to Native Peoples. The following issues were identified in the brainstorming session of the Prairie Region work group.**

## 1. GOALS AND OBJECTIVES

Police organizations must establish goals and objectives which reflect a preventive orientation. This should be done, not by police administrators alone, but with the participation, understanding, and concurrence of the practitioner in the field.

Group 1: 20-22

55

## 2. STANDARDS IN RECRUITMENT AND TRAINING

In many instances, recruitment standards should be upgraded. Both in recruitment and training, attention should be paid to the whole area of ethics.

Education programs should motivate police personnel towards their preventive role and put the investigative function into a more balanced perspective.

In this light, police education should also address the issue of police strikes, as something that may work against the best interests of preventive policing.

Group 4: 28-31

58-59

## 3. FINANCIAL RESOURCE MANAGEMENT

This was an issue of general concern. There is an additional concern over the special funding that comes to police departments for specific prevention programs.

Program research and evaluation is a vital concern in the management of financial resources.

Group 1: 20-22  
Group 5: 32-3455  
60-61

## 4. THE MEDIA

There are a number of concerns involving the media, both electronic and print. In certain instances, the media may undermine public cooperation. For example, trial by media exposes citizens to embarrassment and ridicule, making the community more reluctant to become involved.

We must be aware that the media can be an important vehicle in promoting preventive policing. Police must learn how to use the media to educate and involve the public.

Television in particular promotes an unrealistic image in the minds of the public. Sensationalism in current television programming, the portrayal of police officers as supermen and superwomen, not only creates unrealistic expectations in the minds of the public, but also adds to the perceived imbalance between the preventive and enforcement functions of the police.

Group 3: 26-27  
Group 4: 28-3157  
58-59

## 5. MINORITY LIAISON

The predominant minority group on the Prairies is the Native population. Police and Indians should participate in cross-cultural experiences in order to promote understanding and communication.

Group 4: 28-31

58-59

## 6. VICTIM SERVICES

In many ways, our system seems more oriented to protection of the accused than to care for the victim. Rape Crisis Centres for example, are desperately trying to maintain their operations with inadequate funding.

Group 7: 37-40

63

Domestic crisis situations take up a considerable amount of police time. The dangers inherent in those encounters are a problem both to police personnel and to the public. For these reasons, we must examine domestic crisis intervention services, both those offered from within the police structure, and those offered from outside community agencies.

## 7. THE REFERRAL ROLE

We realize that the police cannot be all things to all people. The referral role of police must be promoted in police education and training.

Group 7: 37-40  
Group 4: 28-3163  
58-59

Police forces must identify individuals and agencies in the community who are able to perform some of the tasks which now inappropriately rest with police departments. Liaison with and coordination of these services is an important preventive policing activity.

## 8. COMMUNITY RESPONSIBILITY AND COMPETENCE

The police have a role to play in developing and ensuring community competence. The private sector has taken over many of the routine security duties that formally devolved upon the police. We however maintain an interest in the quality of security services and in the overall performance of the private security industry.

Group 1: 20-22  
Group 3: 26-27  
Group 7: 37-4055  
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The areas of juvenile delinquency and of diversion also raise concerns about the development of community competence.

## 9. POLICE/POPULATION RATIOS

Group 5: 32-34

57

In promoting a preventive policing orientation, we recognize that the use of police statistics to justify increased manpower is no longer appropriate. Support and understanding of Municipal authorities in maintaining a police/population ratio appropriate to prevention is a real issue.

Civilian review boards also involve the police in the political forum. A complaint handling procedure of police departments tie up precious manpower resources, and potentially detract from the police image we are trying to develop and project.

## 10. ENVIRONMENTAL DESIGN

Group 7: 37-40

63

It is essential for the police to become more knowledgeable in this area. The crime prevention element in city planning and building design must be promoted with city planners and architects as well as with the public at large.

## 11. COMMUNICATION WITHIN THE CRIMINAL JUSTICE SYSTEM

Group 3: 26-27

57

Better communication with fellow professionals in the Criminal Justice System is needed. Specifically, we at the front end of the system must make a special effort to promote communication with the Judiciary.

Court backlogs result in too much police time being spent in court, and reduced effectiveness of deterrence. This is a vital concern if we are to make the system work.

# ISSUES: ONTARIO REGION

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Bob Holmes  
Jon Jenkins  
Paul Laurin  
Stewart Loree  
Shaun MacGrath  
Mo Martin  
Stan Raike  
Gus Wersch

Provincial responsibility for policing lies with the Solicitor General of Ontario. The Ontario Police Commission carries out the duties associated with this responsibility under the Police Act of Ontario. There are 128 municipal forces, each with their own Board of Commissioners or Committees of Council.

There are approximately 18,000 police officers in the province. One-third of these are municipal officers, one-third are members of regional forces and one-third are members of the Ontario Provincial Police Force. The Ontario Provincial Force polices Ontario highways and municipalities without police departments, in addition to providing back-up investigation services to smaller municipal forces.

The following issues were identified by Ontario Region delegates in their work group:

## 1. ARTICULATION OF A COMPREHENSIVE POLICING PHILOSOPHY

We need to articulate a philosophy which will reflect a more adequate balance between the preventive, investigative, and enforcement functions of policing.

Group 1: 20-22

55

## 2. MANAGERIAL LIMITATIONS

There is a need for more effective police education in management skills. These more sophisticated skills are required because of the limitations imposed by unions, the challenges of lateral entry, and legislative restrictions imposed by provincial police acts.

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Group 5: 32-34  
Group 6: 35-36

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## 3. ECONOMICS OF RESTRAINT

We are faced with manpower and equipment restraints in times of increased public expectations and legislative requirements. Changes in other components of the criminal justice system have also increased the pressures on police departments.

The police manager is constricted by union contracts in some cases which require two men in a car on certain shifts. Simultaneously, the police manager must deal with court work and an increasing number of non-custodial sentences.

In times of economic restraint, the effect of these pressures on police attitudes and apprehension rates must be taken into consideration.

Group 5: 32-34  
Group 6: 35-36

60-61  
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## 4. PRO-ACTIVE PROGRAMMING

We need to analyse those areas where there are a great number of calls for police attendance and develop alternative strategies for prevention. A preventive strategy must be developed for nuisance calls, family crisis situations, as well as persistent trouble spots in our communities.

Group 1: 20-22  
Group 2: 23-25  
Group 5: 32-34  
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## 5. NEED FOR NEW MEASUREMENT TECHNIQUES

There is a need to develop new methods for measuring police effectiveness and efficiency. This relates not only to individual officers, but also to whole police departments. Present day use of police statistics is insufficient for this task.

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## 6. FRAGMENTATION OF THE CRIMINAL JUSTICE SYSTEM

We accept our responsibility in making the criminal justice system work more effectively. Some coordination, particularly with the courts, is necessary however.

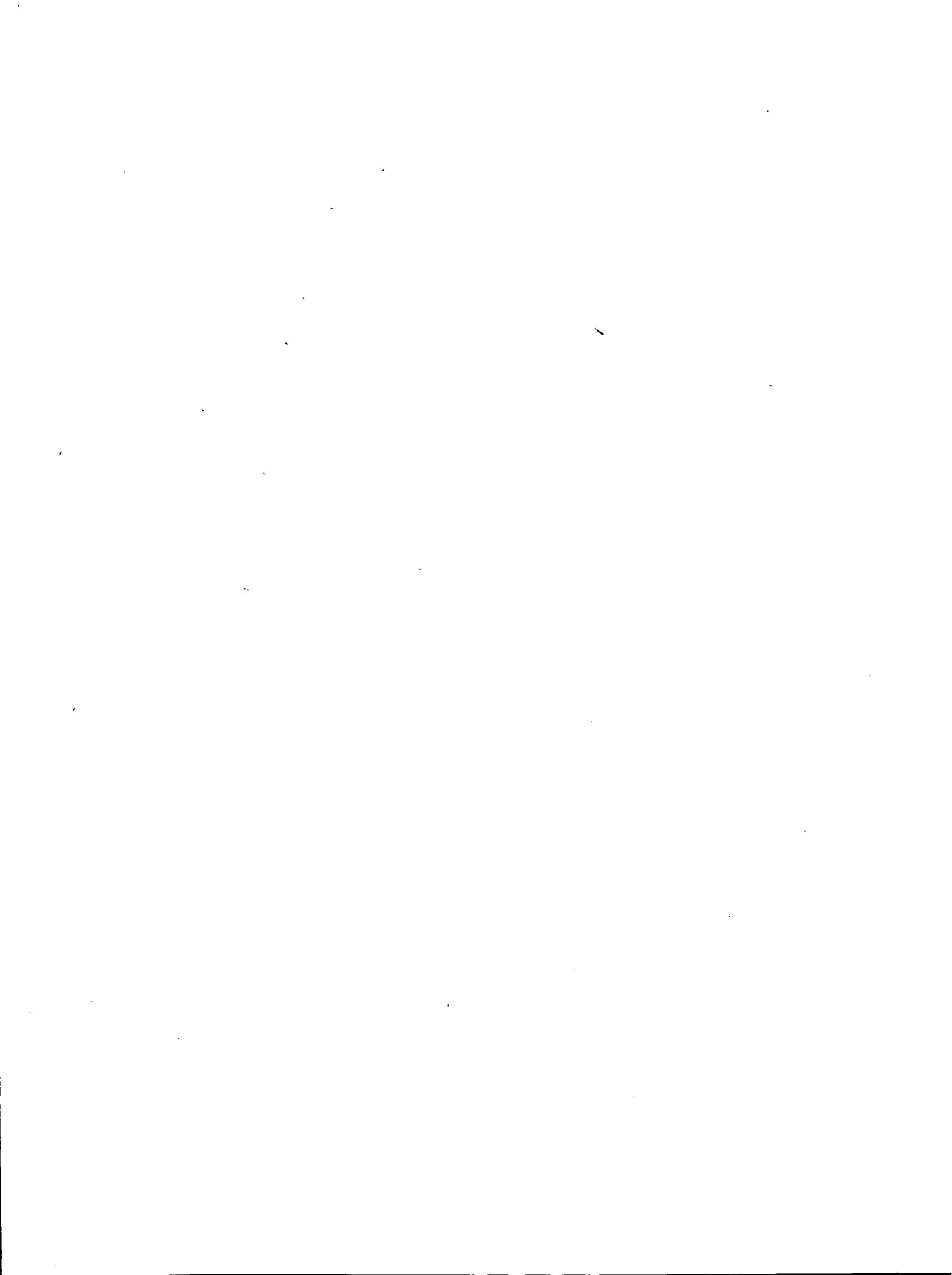
Group 3: 26-27	57
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## 7. PRIORIZATION POLICE SERVICES

Limiting or withdrawing some police services may be necessary. We should look to the referral function of the police as a solution to what seems to be an ever increasing demand for police services.

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In addition, we should develop public competency so that some police responsibilities may be transferred to the community. In this way, we could deploy our resources to those areas which most seriously affect public security.



# ISSUES: QUEBEC REGION

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Jean-Paul Pelletier  
Yves Pouliot  
André Ste-Marie  
Jean-Charles Vanhoutte  
Henri-Paul Vignola

Policing in Quebec comes under the jurisdiction of the Quebec Department of Justice and the Provincial Police Commission. There are 192 municipal forces in the province with the Sûreté du Québec providing services to those areas without municipal departments.

All recruits in the province must complete one year of training at Nicolet Police College before being eligible for employment with a police force. This mandatory co-ordinated training requirement is certainly unique in the country.

The Quebec Region work group raised the following issues in their discussions:

## 1. CLARITY OF DEFINITION

There is currently a lack of clarity in the definition of crime prevention. The roles and responsibilities of the police need to be clarified.

Group 1: 20-22

55

## 2. COMMUNITY INTERACTION

There is a need to change the attitudes of the citizen towards the police.

Group 1: 20-22

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Group 3: 26-27

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Group 5: 32-34

60-61

Group 7: 37-40

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## 3. OPERATIONAL ANALYSIS

We need better ways and means of identifying high risk areas, and relating this identification with specific crime prevention programs.

Group 1: 20-22

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Group 2: 23-25

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Group 5: 32-34

60-61

Group 7: 37-40

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## 4. INFORMATION NEEDS

There is need for information both for senior management and for constables, which would facilitate the adoption of preventive policing philosophy. The issue is of particular relevance at the local level.

Group 1: 20-22

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Group 2: 23-25

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Group 3: 26-27

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Group 5: 32-34

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Group 7: 37-40

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## 5. COMMUNITY INCENTIVES

There is a lack of incentive for the community to assume its responsibility for crime prevention. This is particularly true in the architectural design of buildings.

Group 1: 20-22

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Group 3: 26-27

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Group 5: 32-34

60-61

Group 7: 37-40

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In this area, perhaps we can learn from the models of fire prevention codes.

## 6. LOCAL LEVEL PROGRAMMING

Each community has different problems, resources, and needs. Crime prevention programs must be adapted accordingly.

Group 1: 20-22

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Group 2: 23-25

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Group 3: 26-27

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Group 7: 37-40

63



**STRATEGY**

**ACTION  
PLAN**

## **7. SPECIALIST VERSUS GENERALIST**

We cannot confine crime prevention to one specialist. Every police officer must be sensitive to crime prevention.

We may, however, need to develop crime prevention coordinators who could be identified as resources for the generalists.

Group 4: 28-31

58-59

## **8. COMMUNITY RESOURCE INVENTORY**

There is a need for police departments to gather information on all community agencies which could assist in crime prevention. Special health services, crisis service centres, are examples of community resources which could be integrated into an overall community crime prevention program.

Group 1: 20-22

Group 5: 32-34

Group 7: 37-40

55

60-61

63



# ISSUES: ATLANTIC REGION

**FACILITATORS:** Fern Jeffries  
Dan Stote

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Mike Dekouchay  
Fitz Fry  
Mac MacDonald  
John MacIntyre  
Harry MacKenzie  
Jack MacLaughlin  
Gilbert Michaud  
Lonnie Murray  
Cyril Oram  
Len Poirier  
Don Saunders  
George Smith  
Al Vaughan

While we share common problems, each of the four Atlantic provinces has a unique police service delivery system. In Newfoundland and Labrador, the Constabulary is a provincial police force, although they restrict their activities to the St. John's area. The R.C.M.P. are under contract with the provincial Department of Justice to police those areas beyond the city. A number of communities have active by-law enforcement departments, in addition to the R.C.M.P. services.

Prince Edward Island has four municipal forces and an R.C.M.P. division operating under contract with the Province. The Atlantic Police Academy is located in Charlottetown. This is the primary source of police recruits for the region.

New Brunswick has a newly created Police Commission. The R.C.M.P. is under contract with the Provincial Department of Justice to provide municipal policing, complementing the 26 municipal forces in the province.

The Police Commission of Nova Scotia sets policy guidelines for the 25 municipal forces in the province. The R.C.M.P. is under contract with the provincial Attorney General's Department. The Police Commission has recently organized a provincial Crime Prevention Committee which will co-ordinate programming throughout the province.

The Atlantic Region delegates identified the following issues in their work group:

## 1. POLICE UNIONS

Within the Atlantic Region, there are differences in the history of police unionization which make this issue a complex one. In some locales, the police union developed at the turn of the century, as part of the broader labour movement. Contracts are thus negotiated with labour leaders who have no police experience, and there are resultant insensitivities to the police mission. Change in police orientation to a preventive mode may adversely affect shifts schedules; community sensitivity rather than seniority may be more appropriate as a basis for reallocation of manpower or for promotion.

Even in locations where the unions are an outgrowth of police associations and negotiations are with experienced police officers, these sorts of factors may impinge upon management prerogatives.

Recognizing that unions have improved the working conditions of the police officer, it may be that lack of commitment to policing, an obstructionist stance with management, and a resistance to change may be merely symptoms of the "union problem". Perhaps we must look to inadequate salaries for police officers as the real problem in some of our communities. More participatory management styles should also be examined.

Group 5: 32-34  
Group 6: 35-36

60-61  
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## 2. RESOURCES

A prevalent problem in the Atlantic Region is the lack of financial resources. Municipal politicians have responded to public pressure for reduced spending. Police budgets have been seen as prime targets for cuts in spending.

This raises the issue of more effective use of existing resources, including those resources not formally within police control. These community resources, however, can and should be used in preventive policing.

Group 1: 20-22  
Group 3: 26-27  
Group 5: 32-34  
Group 7: 37-40

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60-61  
63

## 3. REWARD SYSTEMS

Investigative expertise and clearance rates are firmly entrenched in police agencies as the over-riding basis for recognition and promotion. We must re-structure this system to incorporate the principles of community based preventive policing.

Group 4: 28-31

58-59

## 4. USE OF NON-POLICE PROFESSIONALS

A preventive orientation within a police department usually involves the use of civilian professionals, e.g. social workers, community workers, lawyers. Cooperation and trust between police personnel and these civilians are often a problem.

Some police departments may also see a need to incorporate such professionals into their operations. This poses additional problems of police budgets which are geared to hiring at the recruit level. Moreover, lateral entry means that departments will have to grapple with the issues of rank and seniority.

Group 1: 20-22  
Group 3: 26-27  
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Group 7: 37-40

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## 5. FRAGMENTATION WITHIN THE CRIMINAL JUSTICE SYSTEM

Group 3: 26-27

57

The lack of overall coordination in policy planning results in fragmentation and a perceived lack of accountability between the police and the courts. Police are becoming more accountable to the public, but we see a real need to improve communications between the police and the courts, and between the public and the courts.

## 6. PUBLIC EDUCATION

Group 1: 20-22

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Group 3: 26-27

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Group 4: 28-31

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Group 5: 32-34

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Group 6: 35-36

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## 7. RECRUITMENT AND TRAINING

Group 4: 28-31

58-59

Group 6: 35-36

62

We must develop standards which reflect an appropriate level of commitment to preventive policing. Do we continue to tolerate moonlighting? How do we re-educate the older police officers to a preventive orientation? The issues of training and education must be addressed if we are going to succeed in a change toward a preventive orientation.

# STRATEGY: WORK GROUP #1

## PREVENTIVE POLICING PHILOSOPHY

**FACILITATOR:** Dennis Wiginton

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Jacques Duford  
Peter Engstad  
Fitz Fry  
Alan Grant  
Jack Routledge  
Bob Stewart  
Al Vaughan

Group #1 was charged with the responsibility of developing strategies and action plans around the identified need for a comprehensive Preventive Policing Philosophy. Included in this broad area is the need to balance prevention, investigation, and law enforcement in police operations; the overlapping responsibilities of police and community; the need for new efficiency and effectiveness measures that reflect the philosophy and balance of the police role.

The group agreed with Peel's Principles, however, recognized the need for a modern re-statement which incorporated current management styles. Underpinning the work of this group was the conviction that the over-riding mission of police was public safety. This mission incorporates prevention, investigation, and law enforcement.

The following strategies were suggested by Group #1. Page references to the appropriate action plans are provided.

## **1. DEVELOP A POLICING PHILOSOPHY WHICH INCORPORATES MODERN MANAGEMENT STYLES.**

Page 55

The policing philosophy should be articulated so that it guides police operations at every level. This philosophic re-statement should be developed in consultation with the Federal Ministry of the Solicitor General, the appropriate Provincial Government Department, the Provincial Police Commission, local Police Boards and Municipal Councils, and Senior Police Management. The consultation process will facilitate acceptance and support of this philosophy at all levels.

## **2. DEVELOP PROGRAMS WHICH CAN BE ASSESSED IN TERMS OF THEIR FEASIBILITY, SPECIFICITY, AND MEASURABILITY**

Page 55

These parameters are suggested in order to reinforce the incorporation of modern management principles into police operations.

## **3. INCLUDE AN EVALUATION COMPONENT IN ALL PROGRAMS**

Page 55

The effectiveness of preventive policing is merely the sum total of the measured effect of specific programs and activities. If efficiency and effectiveness measures are included in each program, we will then be able to say something about the effectiveness of preventive policing as a larger concept. This approach will also allow for the fact that different measures are appropriate for different types of programs. Each program will be measured according to its stated goals.

We should be aware also that in many programs, performance measures are rather elusive. The use of subjective evaluation information gathered by front-line officers should be considered. This methodology promotes involvement on the part of front-line officers, and communication among operational personnel at all levels. This is consistent with the more open, flexible management style seen to be more appropriate for community based preventive policing. Moreover, this information could be used in the development of more precise measures.

#### **4. USE EXISTING COMMUNITY RESOURCES TO DEVELOP EVALUATION DESIGNS.**

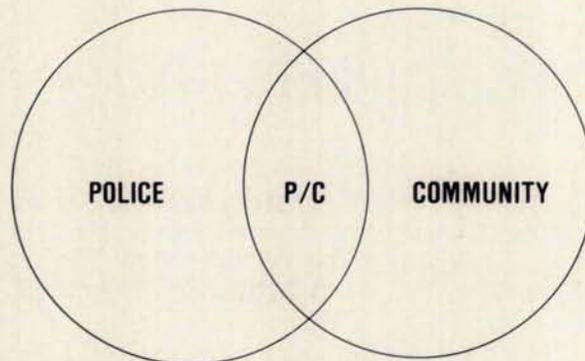
Page 55

There are many people in local universities, community agencies, and government agencies at all levels who are skilled in research methodology. Using these resources where police themselves lack the expertise is an effective way to promote community involvement. Moreover, this strategy will reduce the potential added costs of program evaluation.

#### **5. PROMOTE A JOINT PROBLEM SOLVING APPROACH.**

Page 55

In determining the respective police/community responsibility for crime reduction and prevention, it is necessary to determine which problems police alone can solve; which problems the community alone can solve; and which problems require joint responsibility.



For those problems identified as requiring police and community action, specific projects should be designed on the basis of analysis of police and community resource capability. These projects should include a clear statement of accountability of both the police and the community group.

A shared responsibility will have the added benefit of counteracting some of the myths perpetrated by the media. We, as police, are not supermen. We have limited resources and we must work with the community in order to accomplish the goals and objectives of preventive policing.

# STRATEGY: WORK GROUP #2

## MANAGING THE POLICE ORGANIZATION

**FACILITATOR:** Michel Vallée

**RAPPORTEUR:** Jean-Paul Pelletier

**PARTICIPANTS:** Doug Christen  
Dave Innes  
Gérard Giroux  
Jean-Claude Laroche  
Shaun MacGrath  
Max Mulder  
Yves Pouliot  
George Smith  
André Ste-Marie  
Jean-Charles Vanhoutte

The concern of this group was to develop strategies and action plans which would facilitate Managing the Police Organization. A key issue was planning within the police organization, the establishment of policies, goals and objectives and evaluation of programs designed to meet identified needs.

Police organizations are faced with a constantly changing social environment. They must be able to predict and plan for social change if they are to adopt a pro-active stance. The following strategies were developed in response to these issues:

## **1. ESTABLISH A PROVINCIAL POLICING POLICY WHICH INCORPORATES THE PRINCIPLES OF PREVENTIVE POLICING.**

Page 56

Policy-making is essentially a provincial responsibility. It is necessary however, to have meaningful input from local levels of government in order to ensure that the policy meets local needs. Of equal importance is communication with municipal police departments and with appropriate associations, e.g. Associations of Chiefs of Police.

## **2. ESTABLISH LOCAL GOALS AND OBJECTIVES IN PREVENTIVE POLICING BASED ON PROVINCIAL POLICY.**

Page 56

Local goals and objectives should take into account three elements: local needs; the existence of other agencies, e.g. social service and criminal justice agencies; and awareness of private sector community resources.

## **3. ESTABLISH A STANDARD CRIME REPORTING SYSTEM FOR USE BY PROVINCIAL POLICE COMMISSIONS, OR THEIR EQUIVALENTS.**

Page 56

Up-to-date information is necessary for police departments to do informed planning of preventive programs. This relates to the nature and extent of such programs as well as to the manpower resources which are to be deployed.

Standardization will facilitate communication among members of the police in Canada and permit joint problem-solving even in those cases which seem to be problems specific to a particular locale, e.g. cattle rustling problem on the Prairies may indeed be relevant to Quebec. Reports should be available to municipal police departments within a two week period. This will allow for analysis and programming at the local level.

#### **4. ESTABLISH EVALUATION AND RESEARCH MECHANISMS TO MEASURE THE EFFECTIVENESS OF PREVENTIVE PROGRAMS.**

Page 56

There is a need for an evaluation feedback loop into policy planning at the provincial level and program planning at the local level. The information collected as a result of Strategy #2 above will also provide important statistics for evaluation.

#### **5. ESTABLISH A MECHANISM FOR SHORT TERM CRIME TREND PREDICTIONS.**

Page 56

There is a need for long term planning, or "crystal balling". By establishing a mechanism which can be used to predict short term trends, we will soon develop sufficient competence to do long term predictions, or "futuring".

# STRATEGY: WORK GROUP #3

## COMMUNITY RESOURCE MANAGEMENT

**FACILITATOR:** John Roe

**RAPPORTEUR:** Bill Neill

**PARTICIPANTS:** Sam Goldstein  
Ed Hale  
Bob Holmes  
Stewart Loree  
Harry MacKenzie  
Mo Martin  
Len Poirier  
Gordon Torrance  
Dorothy Wabisca  
Hugh Weibe

Group #3 was charged with the responsibility of developing strategies and action plans in the area of Community Resource Management. Key issues of concern to the group were: community responsibility, competence, and accountability; public education; utilization of the media; private security operations; and coordination of crime prevention efforts.

The discussion was based on the philosophy that crime prevention is a community responsibility that could not be totally delegated to the police agency. Respective roles and responsibilities of the police and community must be defined. Efforts should be concentrated on building on community strengths.

## **1. DEVELOP PROVINCIAL/TERRITORIAL AGENCIES WHICH WOULD COORDINATE PREVENTIVE POLICING EFFORTS.**

Page 57

There is a need at the local level for a planning agency which would ensure a coordinated effort, appropriate funding, and maximum political impact. The State Planning Agencies used by the Law Enforcement Assistance Administration in the United States present us with one possible model.

This agency should come under the auspices of the appropriate provincial department. Community and police representation should complement representatives from appropriate government departments. The agency would link all three government levels and would provide provincial guidelines on preventive policing, act as an information clearing house, and disseminate crime prevention program packages.

## **2. INCREASE PUBLIC AWARENESS OF COMMUNITY RESPONSIBILITY FOR CRIME PREVENTION.**

Page 57

At this point, crime prevention is seen to be a police responsibility. The public must be made more aware of the need for community involvement.

Mass media advertising will be an important vehicle in carrying out this strategy. Potentially, this program could be coordinated through the Canadian Association of Chiefs of Police, and the Solicitor General of Canada.

It will be important to reinforce this strategy at the local level. Local media relations officers will be critical in dealing with those questions that come out of the national program.

## **3. DEVELOP A PROGRAM WHICH WILL INFORM ALL LEVELS OF GOVERNMENT OF THE NEED TO REALLOCATE RESOURCES TO ACCOMMODATE A PREVENTIVE POLICING THRUST.**

Page 57

Currently allocation of resources for police departments are based on crime statistics. This is not appropriate for preventive policing. If police budgets are to reflect the needs of the preventive orientation, all levels of government must be appraised of new program requirements.

## **4. TAP RETIREMENT EXPERTISE IN THE COMMUNITY IN THE DEVELOPMENT OF COMMUNITY COMPETENCE.**

Page 57

Our intent here is to make maximum use of existing community resources. Community based preventive policing requires certain levels of competence in the community. In the development of this competence, we are concerned that existing resources be used, including those people retired from the active work force.

# STRATEGY: WORK GROUP #4

## HUMAN RESOURCE DEVELOPMENT — POLICE

**FACILITATOR:** Fern Jeffries

**RAPPORTEUR:** Tom Light

**PARTICIPANTS:** Phil Crosby-Jones  
Tom Flanagan  
Reeves Haggan  
Ken Johnston  
Roger Lajoie  
John MacIntyre  
Frank MacKay  
Gilbert Michaud  
Don Morrison  
Ambrose Murphy

Human Resource Development within the Police Department was the area in which Group #4 developed the following strategies and action plans. People are the most vital resource to any police department. Issues of special concern are: recruitment, training, and promotion. Reward systems and career planning are important if we are to attract, and keep, good personnel.

The issue of police ethics and morality, discipline and performance assessment enter into the discussion of human resource development for preventive policing.

## **1. INITIATE A TASK ANALYSIS OF POLICE FUNCTIONS.**

Page 58

A detailed task analysis of the policing function is crucial if recruitment, training, education and promotion are to be done in a way which will maximize the human resources within the police department.

It is anticipated that such a detailed analysis will show the appropriate balance between the prevention and enforcement functions and dispell the myths currently associated with policing.

## **2. DEVELOP RECRUIT MATERIALS THAT WILL SHOW CAREER PATHS FOR INDIVIDUALS IN POLICE DEPARTMENTS PARALLEL WITH OTHER CRIMINAL JUSTICE PROFESSIONALS.**

Page 58

It is important that recruits see themselves as professionals within the Criminal Justice System. Equally important is the awareness recruits should have about the police role: prevention and referral, in balance with enforcement.

## **3. PROJECT TO THE COMMUNITY A REALISTIC ROLE OF POLICING.**

Page 58

Along with appraising recruits of appropriate attitudes, it is important that the community-at-large be aware of what policing is all about. Such a media campaign could counteract the more sensationalist approach to policing currently seen in television serials.

## **4. ENSURE THAT THE POLICE DEPARTMENT REFLECTS THE MAKEUP OF THE COMMUNITY.**

Page 58

Minority groups are noticeably unrepresented in police departments. Police agencies should make a special attempt to recruit from these minority groups in order to promote good community relations and a mutual understanding.

## **5. PROMOTE LATERAL ENTRY AT HIGHER LEVELS.**

Page 59

It is important for the police to be seen as part of a professional Criminal Justice community. As such, police departments should be open to recruiting at senior levels from other professional groups, e.g. Social Work, Universities, Corrections. This would have a positive impact on inter-agency relations and police professionalism.

Increased mobility within the country for police professionals would also result from this strategy, thus promoting cross-fertilization of ideas and greater utilization of human resources.

## **6. REDESIGN POLICE TRAINING AND EDUCATION TO MAXIMIZE EMPHASIS ON APPROPRIATE ATTITUDES AND ETHICS.**

Page 59

Specific attitudes are required for the success of a preventive orientation. These should be reflected in police training and education programs. Little concern to date has been shown in the whole area of police ethics. This area is also important.

## **7. IMPLEMENT A "TOP-DOWN" EDUCATION PROCESS TO PROMOTE THE PHILOSOPHY OF PREVENTIVE POLICING.**

Page 59

Training in preventive policing at the recruit level will not have the desired effect unless the preventive orientation is shared by senior police managers. Senior management must reinforce the preventive orientation for recruits.

## **8. MAKE RESOURCE PERSONS AVAILABLE FOR USE BY ALL POLICE DEPARTMENTS.**

Page 59

There are in the country, key police officers in the area of preventive policing. These key resource people should be available to all police departments to assist in the promotion of specific crime prevention programs as well as in overall preventive strategies.

## **9. DEVELOP A BANK OF RESOURCE MATERIALS TO BE MADE AVAILABLE TO POLICE FORCES.**

Page 59

Police departments should be aware of what material is currently available. This information bank would be used in technology transfer, complementing Strategy #8, above.

## **10. DEVELOP PERFORMANCE STANDARDS FOR VARIOUS POLICE JOBS TO BE USED IN PROMOTION.**

Page 59

Based on the Task Analysis articulated in Strategy #1, performance standards would facilitate promotion within police departments. The police officer would then know what he/she has to do for recognition and promotion. Career planning is an important part of police professionalism. Routine promotion standards and procedures would raise the level of professionalism within police departments to that within other criminal justice agencies.

## **11. FOLLOW-UP THIS SYMPOSIUM AT THE REGIONAL LEVEL.**

Page 59

In order to improve the management of police departments, the education process must be vigorously pursued. The results of this Symposium are potentially a key component to an education program. Follow-up at the Regional and/or Provincial level would promote the dissemination of ideas generated at this Symposium and facilitate implementation of the Action Plans.

# STRATEGY: WORK GROUP #5

## PROGRAM RESTRAINTS

**FACILITATOR:** Dan Stote

**RAPPORTEUR:** Jon Jenkins

**PARTICIPANTS:** Mike Dekouchay  
Clair Dent  
Bob Heywood  
Mac MacDonald  
Bob Peterson  
Ernie Roberts  
Henri-Paul Vignola  
Gus Wersch  
Don Winterton

Group #5 was responsible for strategic and action planning in the area of Program Restraints. Police managers must deal with economic restraints and with the resultant effect on the department's morale. The question arises: does preventive policing require additional funding, or is it simply a question of the reallocation of existing resources? The group was concerned with funding and with accountability for special funding.

At the same time that financial resources are decreasing, it appears that public expectations and requirements are increasing. The following strategies are offered in response to these problems:

## **1. PROMOTE A "TOP-DOWN" COMMITMENT TO PREVENTIVE POLICING.**

Page 60

Total commitment on the part of top management must then be communicated to those people who will be responsible for programming. Officers on the front line will not be successful unless they can rely on a police management which is committed to preventive policing.

## **2. PROMOTE UNDERSTANDING OF AND SUPPORT FOR PREVENTIVE POLICING WITHIN POLICE UNIONS AND ASSOCIATIONS.**

Page 60

Working agreements with police unions are often a restraint on police managers. Regular monthly meetings would promote communication, reducing the fear of the unknown on the part of the rank and file. This type of meeting is also a first step in a participatory management style which reflects a mutual commitment to the principles of preventive policing.

## **3. REALLOCATE EXISTING RESOURCES TO ACCOMMODATE PREVENTIVE POLICING PROGRAMS.**

Page 60

Given our current economic climate, it is unrealistic to think that police budgets will be substantially increased to accommodate crime prevention programs. A preventive policing orientation can be effected within existing resources.

## **4. PROMOTE KNOWLEDGE AND AWARENESS AMONG THOSE WHO APPROVE POLICE BUDGETS AND THE COMMUNITY-AT-LARGE.**

Page 60

Within a preventive orientation, we cannot rely on crime statistics to keep municipal authorities aware of the need to support police departments. Municipal authorities must be educated about preventive policing so that police budgetary submissions will be positively received. Moreover, the community-at-large can also be a prime motivator for crime prevention programming. Often it is the citizens of a community who bring to municipal authorities specific issues regarding standards of enforcement of by-laws. These interventions by the general public and municipal councils have a direct impact on police allocation of resources.

## **5. ENSURE PROPER ACCOUNTABILITY FOR SPECIAL CRIME PREVENTION FUNDING.**

Page 61

Many crime prevention programs are currently funded by community groups, service clubs, etc. In order for us to promote on-going community participation of this nature, adequate accountability must be assured.

## **6. CATALOGUE EXISTING COMMUNITY RESOURCES.**

Page 61

In light of manpower and resource restraints within the police agency, we must learn to make better use of what is available within the community. Knowing what is available within the community is the first step.

## **7. ENSURE THAT THOSE AREAS IN THE PRIVATE SECTOR WHICH ARE PARTICULARLY SUSCEPTIBLE TO CRIME, TAKE RESPONSIBILITY FOR CRIME PREVENTION.**

Page 61

There are a number of sensitive areas in each community, e.g. high-rise apartments, shopping centres, etc. The police cannot assume total responsibility. The private sector must take responsibility and develop the competence to do so.

## **8. EXPAND THE NATIONAL CONSULTANT ON POLICING PROGRAM WITHIN THE FEDERAL MINISTRY OF THE SOLICITOR GENERAL.**

Page 65-67

The work of the National Consultants is generally acknowledged to be a valuable resource both with the police community and for the community-at-large. Expansion of this program would greatly facilitate the success of preventive policing in Canada.

# STRATEGY: WORK GROUP #6

## POLICE UNIONS/ASSOCIATIONS

**FACILITATOR:** Andrew Smith

**RAPPORTEUR:** Greg Cahoon

**PARTICIPANTS:** Chuck Balik  
Stan Boone  
Dave Camp  
Keith Cole  
Jean-Luc Côté  
Scotty Gardiner  
Doug Green  
Ray Johnson  
Stan Raike  
Don Saunders

Group #6 met to develop strategies and action plans around the issue of Police Unions/Associations. Collective agreements have considerable impact upon the implementation of preventive policing programs. In some instances, unions have resisted change, and have restrained moves by management to promote preventive policing. Strikes by police unions have a negative impact on community confidence in the police department.

On the other hand, police unions/associations have played an important role in police professionalism, upgrading standards and working conditions. In articulating strategies and developing work plans, Group #6 recognized the positive aspects of police unions/associations. The group attempted to build on these strengths in the strategic and action planning which follows.

Secondary employment (moonlighting) was identified as a major concern by some participants. While the development of strategies was beyond the scope of this group, there was the concern that secondary employment had a negative effect on level of commitment and potential conflict of interest. It is to be hoped that financial settlements with unions will eventually eliminate the need for a second job. This will certainly result in the potential for a high level of commitment to the philosophy of preventive policing.

## **1. DEVELOP MANAGEMENT EXPERTISE IN CONTRACT NEGOTIATIONS.**

Page 62

Many municipalities do not have the substantive knowledge of police work to negotiate contracts which will permit effective policing. There is a real need for more input by police administrators into contract negotiation. In addition to police input in contract negotiation, there is a need for on-going consultation between the police and those civic officials who are charged with the responsibility of negotiating contracts.

## **2. INVOLVE POLICE ASSOCIATIONS/UNIONS IN A MEANINGFUL WAY IN THE CHANGE PROCESS.**

Page 62

In most parts of this country, preventive policing reflects a change in orientation. Communication between union and management is vital if this change is to be effected smoothly. Consultation with unions on proposed policy will lead to a greater degree of union receptivity to change.

## **3. DEVELOP POLICE CONTRACTS THAT PERMIT A MAXIMUM DEGREE OF FLEXIBILITY IN MANPOWER DEPLOYMENT.**

Page 62

Many contracts restrict the flexibility of management in developing preventive policing approaches. Contracts which specify a policing methodology, e.g. zone policing, platoon system, should be avoided. This kind of rigidity would be replaced by a more flexible management style, with on-going union/management consultation.

## **4. PROMOTE PUBLIC SUPPORT FOR PREVENTIVE POLICING.**

Page 62

Community receptivity to change will have a significant bearing upon the acceptance of the union to the change toward a preventive orientation. In addition, this public support will improve the effectiveness of the police in its community based programming.

# STRATEGY: WORK GROUP #7

## POLICE INTERACTION WITH THE COMMUNITY

**FACILITATOR:** Susanne Dahlin

**RAPPORTEUR:** Jack MacLaughlin

**PARTICIPANTS:** Dave Cowley  
Hugh Fraser  
Joe Hornell  
Tom Graham  
Lonnie Murray  
Cy Oram  
Ron Riley  
Norm Stewart  
Bill Whetstone

There were a great number of issues surfaced by Symposium participants concerning Police Interaction with the Community. Work Group #7 met to discuss these issues and to develop strategies and action plans in this area, along with Group #3. This group concentrated its efforts on overall crime prevention programming such as environmental design, reduction of opportunity for crime in the community, and public support for crime prevention.

# **1. INCORPORATE ENVIRONMENTAL DESIGN REGULATIONS INTO APPROPRIATE FEDERAL, PROVINCIAL, AND MUNICIPAL LEGISLATION.**

Page 72

Fire prevention codes have proven that regulatory boards can in fact change behaviour. There are a number of crime prevention principles which can be incorporated into building codes in much the same way as fire prevention regulations have been established. Mandatory regulations will be of great assistance in promoting crime prevention.

# **2. PROVIDE ADVICE AND ASSISTANCE TO LOCAL PLANNING BOARDS AND BUILDING PERMIT OFFICES ON ENVIRONMENTAL DESIGN CONCEPTS.**

Page 71

Police agencies can provide valuable advice and assistance on lighting, locks, access roads, etc. This knowledge should be shared with other government agencies who are responsible for building design and construction.

# **3. ANALYSE CRIMINAL ACTIVITIES WITH A VIEW TO PREVENTING FUTURE OCCURRENCES BY REDUCTION OF OPPORTUNITY.**

Page 71

Much crime is the result of opportunity rather than of careful planning on the part of offenders. By reducing the opportunities, it is possible to have an immediate reduction in criminal activity. Through on-going assessment of criminal activities, police agencies could use their knowledge and experience in devising preventive measures.

**4. ENSURE POLICE AGENCIES ARE PROVIDED WITH SUFFICIENT EXPERTISE AND INFORMATION NEEDED TO IMPLEMENT ENVIRONMENTAL DESIGN EFFORTS.**

Page 67

The group expressed its appreciation for the expertise and initiative provided by the Consultation Centre. Additional efforts in this regard would greatly enhance the ability of police agencies to serve its community.

**5. IDENTIFY AND PRIORIZE PROBLEM AREAS AND RESPECTIVE COMMUNITY RESOURCES.**

Page 63

This strategy would promote community support for preventive policing and increase efficient use of police resources.

**6. PROMOTE ALTERNATIVES TO REACTIVE POLICING.**

Page 63

Whenever feasible, police agencies and community together should use alternatives to enforcement. This strategy would also promote good community relations, stressing complementary roles of policing, e.g. referral and prevention.

**7. ESTABLISH PREVENTIVE POLICING COMMITTEES IN EACH COMMUNITY TO PROVIDE A FOCUS FOR UNIFIED ACTION.**

Page 63

If problem identification and program planning are done jointly, there is a greater potential for success.

## **8. SOLICIT FEDERAL AND PROVINCIAL SUPPORT IN PROMOTING COMMUNITY INVOLVEMENT.**

Page 63

Support is necessary not only in terms of seed money, but also in terms of providing technical assistance. These human resources and expertise would assist in promoting community involvement in appropriate crime prevention programs to be established by local committees.

## **9. DEVELOP MEANS TO DETERMINE THE LEVEL OF PUBLIC SUPPORT AND ACCEPTANCE FOR POLICE CRIME PREVENTION EFFORTS.**

Page 63

These evaluation efforts would focus both on police attitudes and on public attitudes. Feedback of evaluation to program planning would increase the potential for effectiveness of preventive policing.

## **10. PROMOTE A MULTI-DISCIPLINARY APPROACH TO PROBLEM SOLVING.**

Page 63

In suggesting a multi-disciplinary approach and community involvement, we are aware that there is a need for mutual accountability and responsibility.

## **11. IMPROVE COORDINATION OF SERVICES BETWEEN POLICE AND COMMUNITY SERVICE AGENCIES.**

Page 63

Local level planning and coordination of service between the police and welfare agencies, social service agencies and private service groups will have positive effects on our credibility with the public as well as on the quality of service delivery.

# BEARPIT SESSION

The intent of the Bearpit Session was to provide a forum for a critical examination of issues and strategies which emerged from the first two days of deliberations. The adversarial process of the bearpit format facilitated this critical review.

The Bait was offered by Alan Grant, and is presented in this report centred to the left-hand side. Leading the attack were:

Jack Ackroyd  
Ed Hale  
Bob Stewart  
Tom Venner  
Henri-Paul Vignola

As the session progressed, additional "Bears" emerged from the audience. These comments are presented in the report on the right-hand side.

This report cannot hope to capture the theatre of the Bearpit Session. What follows is an account of participants' insights and opinions, keynoted according to the related preventive policing issue and strategy.

**We talk as if things have changed, but very little has changed out there. The police still are a hierarchical, authoritarian group, who have through inflexible management created most of the problems.**

## **MANAGEMENT STYLE**

**Some years back, we may have had the stereotype hierarchical police management, but I don't see that today. I see innovation, and I see forward-thinking police management wherever I go. Certainly, some of these changes have been brought about by our transgressions and our failing to do things as well as we should have, but nevertheless changes are taking place at a phenomenal rate.**

**More and more we are moving toward a democratic style, using participatory management methods. We are following the normal course of evolution. The police are obviously an agency that function according to the law, and like the law, we are always behind the evolution of society.**

**The resistance to change has not changed a bit. All we have learned is the vocabulary with which to identify the problem as "resistance to change".**

## **RESISTANCE TO CHANGE**

**I find it amazing to be accused of "no change" and "inflexible police management". In our force, it's been about eleven years since we have started crime prevention officers and community relations officers and ethnic squads and race relations committees. We have been looking for new ways of policing for more than ten years, and I can say that in the last while I have seen more changes taking place within police circles than ever before. We are always looking for ways of improving.**

We talk about minority representation on police forces, and of the fact that police departments should be representative of the community they serve. Half of the human population is female, and yet there is not a single woman police officer here. When is that going to change?

## REPRESENTATION ON POLICE FORCES

We are promoting more women in our force than ever before. I cannot recall a selection board recently on which a woman has not been present. In all probability, we do need more policewomen in the management of police forces. We are not out of step with the rest of society. Women are struggling across Canada to get ahead in the business world and the situation is the same in policing.

Senior police management has contributed greatly to the problems of unions. They created this problem by being totally unapproachable. The men had to go away and create their own unions to look after their interests because senior management was not doing it.

## POLICE UNIONS

The unions — the people that are working for you — the frontline that you are so proud of talking about and never forgetting, so distrust you that they have to go away and form their own associations to look after their interests because you won't. Two of the strategies presented here involve regular monthly meetings with the union. We thought you were doing that all along but apparently it is a great break-through to suggest that you should actually meet with the unions.

Management sits back and allows unions to come with demands. What about leadership? What about executive demands? Why are you sitting back reacting? If you had been working with the unions on problems of policing and jointly creating solutions to those problems, maybe the frontline wouldn't be so busy in union activity. Maybe they would be busy with you in policing the community.

## **POLICE UNIONS**

We have been sitting down with our union every month for the past twenty years.

What I have come to find out in the past three years of experience with municipal policing is that there is more emphasis placed on contemporary management styles, on the participatory process, in the police service than probably in any other organization in the country. We are getting management training for police executives as well as for people at lower levels. I wish that the universities and people in the private sector would follow our example.

If I counted up all of my work hours in one week, I could probably find only ten that would be spent on something other than meeting, participating, consulting, and lending an ear, not to union demands, but to union suggestions.

One of the suggested strategies was that municipalities hire professional people to negotiate police union contracts. This strategy would put even more distance between senior management and the unions. The need is to work with the unions, to get closer. This will not be met by putting in yet another level of people between management and union.

## **PARTICIPATORY MANAGEMENT**

I have seen a tremendous amount of change in the attitudes of senior police personnel. Five years ago many of the things we are talking about, for example Participatory Management, would be resisted by all. These things are accepted to some degree today, so I think there is great hope for the future. However, we still accept defeat much too easily when we are talking about what the union will, or will not, accept. There must be a formula for approaching police unions and associations which can be used to our advantage. Perhaps the solution does lie in giving unions more say. Let us give unions a chance to demonstrate their responsibility, rather than continuing to put them in a position where they attack everything. Modern management methods are not the prerogative of just a few, in spite of the use of buzz words and jargon. These methods are to be used and to be shared, and it doesn't cost money to do so.

## **PARTICIPATORY MANAGEMENT**

Recently we put a very attractive offer in front of our association. What we were looking for in this was a little bit of relief in the deployment of police personnel so that we could get more officers for preventive policing activities. But we have seen large contracts go down the drain because the association would not accommodate our demands on personnel deployment.

Several years ago the men in one district came up with a whole new shift rotation system. It was excellent from the management standpoint and we immediately agreed. We knew that the constables who had developed the system had a vested interest in making it work. Within two weeks the police association was out there saying "Hey guys, you're violating our contract. If you violate the contract willingly then that puts us in difficulty in representing you at the association level".

I think you can easily sit down in the guardroom in any police station in Canada and work out a mutually agreeable system. But the association or union also has a vested interest in making sure that that kind of negotiation does not work out.

It's too late at the contract negotiation stage to be saying to the union "If you give in this direction, we'll give in the other direction." and "What we have in mind is to do this kind of policing program". If the men were involved from the very beginning in drawing up the kind of preventive policing program needed for their particular area, then right at the grass roots level, they themselves would be dealing with those manpower problems and seeing the difficulties as they arise and working them up through the developmental stage with you. It wouldn't be happening at the contract stage that you are saying, "We will give you a large settlement if you give a little bit of what the collective agreement is saying in respect to working arrangements."

It seems to me that it is necessary to involve the union or association in the strategy making session. If the men are involved at that early stage, then we are beginning to break down union resistance.

Before putting changes into effect, we started discussing with our union the issues involved in preventive policing and team policing. We had up to 50 or 60 meetings in one year before we ever came to talk about the contract. The rank and file thought it was a great idea, until CUPE came along to say that "You can't do that because it will violate the agreement". This is the reality of our situation.

I think perhaps we have given too much emphasis to the question of unions. Unions or police organizations are here to stay. As police administrators, we have to find ways to live with them. This is just another factor facing police administrators, like political power, criminality, the community. Obviously, there are times when we have confrontation and a lack of equilibrium. This is entirely normal, and something we have to learn to live with.

The financial problem is that the police are probably receiving too much of the taxpayer's dollar for what the community gets in return. Police must look at their budget and see what they are really doing with it. Show us for example that those cars circling around and around the street until the drivers are all dizzy are really doing something useful. The issue of preventive patrol also relates to union contracts and management prerogatives.

## **USE OF POLICE RESOURCES**

The contract says that I have to use a third of my personnel on each shift. Moreover, I have to have two-man cars between the hours of 3:00 a.m. and 3:00 p.m. This means that I have about 325 police officers on day relief that I really don't need. 90% of my budget relates to salaries, but I have little control over how these resources are deployed. It is a tremendous waste of taxpayer's money.

If a transit commission for example was forced to put the same number of buses on the road 24 hours around the clock, the taxpayers in the community would have to pay about another 25 million dollars but arbitrators don't seem to see the parallels.

There are problems of human resources, there are problems of finance, but the main problem is in the programs that are presented. I think there are things that the community can, and should do for themselves. Many of our detectives for example are doing next to nothing in the way of handling serious crimes. If you ask some police chiefs what their fraud squad is doing, you will find out that they are out chasing NSF cheques and credit card fraud. There are plenty of other things going on in the community; corruption among public officials and white-collar crime. Why is it for instance that at a meeting such as this, one hears about fraud against welfare but we never hear about people who evade taxation?

## **COMMITMENT TO PREVENTIVE POLICING**

Does preventive policing indeed require additional funds? Is it a question of operating with present manpower, and changing the orientation of this manpower?

How many people do we have in each of our police departments that have really made a personal commitment to crime prevention. I think that in most departments you will find a small unit that has a special responsibility. How many of our plainclothes members, how many people working in follow-up investigation work, spend their total time reacting but never giving one thought to preventing the kinds of crime they are following up.

I think the best example is that area of fraudulent cheques. We hear of an ever-increasing number of commercial crimes and white-collar crimes but none of us have ever tried to prevent those kinds of things from happening?

It is necessary to change the kind of training given to police recruits. We must demilitarize and humanize this training process if we are to have police with a preventive mentality. We have to stop making soldiers out of our police.

We must also humanize the relationship between those in our police departments who give orders, and those who take orders. The superior officer must recognize that those below him have capacity and ability. We must give these people the opportunity. Then we will be able to have preventive policing.

How many police departments operate a system under which the unwritten rule is that the way to success, promotion, and recognition in this department is to be engaged in preventive policing? How many are really actively saying that this is the unwritten rule in our force? Are we so committed to preventive philosophy that we put our money where our mouth is and the men know that that is the way to success?

## **ALTERNATIVE REWARD STRUCTURES**

I don't think that we're looking for an alternative, I think we need an additional reward structure. In other words, I think we have still got to reward good police work, and good police work is still those men on the street arresting criminals. I get the feeling here that we are going to throw out the baby and keep the bath water. One of the best preventive things is when you can go out and very quickly apprehend the offender, a speedy trial and a good jail sentence. That will do more to prevent crime in any community than all of our programs put together.

Preventive policing is wearing a uniform or driving a surveillance car, and it's also capital punishment if you want to talk in those terms. All policing is preventive policing and when you start setting up a reward system for being a crime prevention specialist, then we are contributing to alienation within the police force.

I think a reward system is already in place in each organization. What we are probably looking for, in the broadest sense of the word, is a promotional system that provides recognition for doing those kinds of things like preventive policing. So I think the system is already in place. I think that what's wrong is that the people who open the door for promotion, e.g. the line-level supervisor, if he himself has not got a commitment to preventive policing, then he is not going to recognize successful prevention work in his subordinates. Therefore the person who is actively engaged in crime prevention could find himself out of the main stream. We do not need a new reward system. We need people in our organization, particularly at the field supervisor level, who have made a personal commitment, as stated in the Peel philosophy to prevent crime and disorder. If line supervisors interpret that correctly, with support from above and below internally and externally, then the reward system we've got is going to be appropriate.

Lateral entry is certainly one of the issues that must be looked at. I agree that the way things are presently organized makes it very difficult to overcome some of the restrictive collective agreements.

One of the bad effects of inter-force transfer in Canada is that in respect of the RCMP, it is entirely a one-way flow. There are ex-RCMP officers who are senior police chiefs all across Canada. But it is quite impossible under the current situation for fresh blood from municipal or provincial police forces to be injected into the RCMP at various levels on the way up. This "in-breeding" system makes it very difficult indeed to change the RCMP from the inside.

## LATERAL ENTRY

Lateral entry in some way reflects a bit of failure upon police forces. One of the principles of good management is that you train yourself for the job above you, and you train three men for your own job. There may be constraints, or reasons why you cannot accomplish it, then you may have to look for outside ways of bringing people into the police management.

I agree with the statement that resorting to lateral entry in the sworn hierarchy of police departments, indicates some kind of failure in your own system to develop your own people. That may be a problem in smaller departments because they don't have the capacity to do this. There may be more of an inclination to recruitment from outside in small departments for this reason. But in this area of lateral entry we will meet head on with the unions and police associations. The only thing they really have is the privilege of seniority. This is very dear to their hearts. I think we are going to have to go through a lot of pain before we can convince police associations that lateral entry is an acceptable feature.

## **SPECIALIST VERSUS GENERALIST**

We all realize that when you confine certain tasks to specialists, we risk alienating the majority of police personnel. This is why more and more we are moving towards the generalist system. We used to think that it was only a police officer with a raincoat, a hat, and pointy shoes who could do good detective work. Now that myth exists only among those who do have raincoats and pointy shoes. Every time we take away part of a case from a constable, we devalue his work. That is to the detriment of those on the frontline. Today we are talking about crime prevention. A few years ago, this was a subject discussed by only a few idealists, who for the most part were just preaching in the desert. Today it is very important. We have a National Symposium for example. And I find that there is an evolution in our policing community. So we must convince ourselves that this is our problem. Before we thought that with one or two crime prevention officers, our conscience was clear and our problems were solved. For example when there was a series of break-ins, we quickly ran for an expert to do a security inspection. That was a very hierarchical response. We think now that prevention is a question of attitude, a question of awareness of everyone, at all levels.

We don't need more specialized crime prevention. We need people thinking about it and suggesting programs, no question about that. What we really need is total involvement of the police force. We have talked throughout the Symposium about motivating the community, the media, government, politicians, universities, police commissions, and so on. But we need to think about motivating the man on the street. I don't think we can do that in the union contract. We can do it by closing the gap between this kind of gathering and the ordinary everyday police work that goes on.

## **OUTSIDE SPECIALISTS**

We have always used outsiders who know nothing about police work. For the last two or three years, we have used civilian personnel for labour relations, building planning, and financial expertise. This has had a positive impact on our past archaic methods. Because someone is a policeman doesn't mean he is good at planning buildings or doing financial administration. He must know his limits. Also, he must be open enough to know when to appeal to outside specialists. It would be very nice if we could recruit these people into our ranks, but the cost would be prohibitive. An outside professional can come into an organization and revitalize it. We can not proceed only by "in-breeding".

The police are employed to maintain the status quo in society — to keep “haves” with what they have, and to keep “have-nots” without it. That’s your job. You have to recognize that and try maybe to change some of those attitudes as to how crime is defined by our society, and how we allocate resources for its prevention and detection.

## **ROLE OF THE POLICE**

The Criminal Justice System needs crime to survive. The police need crime to do their work; the lawyer needs criminals for his survival; the parole officer, the probation officer, the judge — all need criminals to survive.

Every time a police commission is formed, at any level in Canada, we see the realization of Fielding’s proviso that “the police is the public and the public is the police”. At this point in time that statement may appear rather emotional, but it does express a real need. Also, when we read that the first or primary role of police is the prevention of crime, that the efficiency of the police will be measured by the absence of crime, we read this documentation as pragmatists, not idealists. We work in an operational milieu. Within the police community, we have practitioners who favour detection and enforcement and who therefore talk about lack of personnel and budget. We have had a contradiction in approach in operationalizing Peel’s philosophy. This is why at the philosophical level, we need some definition.

I am not saying that crime prevention is a panacea. I am saying that prevention, detection, and enforcement are inter-related. The police have a responsibility to apply the law. This responsibility is with regard to a legally constituted government, and as well it is a responsibility to society.

## **NEED FOR DEFINITION**

One of the strategies is the development of a preventive philosophy requiring the support of five or six different levels of government. What are the expectations of these various agencies within the context of preventive policing? I think that if we know what kind of responsibilities are expected from each level, we would have a better way of communicating our individual concerns and exercising our individual responsibilities.

## **SUPPORT FOR PREVENTIVE PHILOSOPHY**

Without the support of all levels of government, any progress in the field of preventive policing would be very difficult. The Solicitor General of Canada has shown that there is certainly interest at the federal level — the work that has been done since the Peace & Security package was put together, and the very fact that we have had this Symposium is proof. As for Ontario, the Provincial Police Commission has taken a great interest in this field. They have assisted us, and have held regular meetings with the Ontario Association of Chiefs of Police Crime Prevention Committee. I think every police commission across Canada will have to take that kind of interest if we are to go any further.

Dealing with local police commissions, if a chief of police is to go in with his budget each year and the local police board are seeing reductions in crime, budgets will be cut. Local boards will have to support the strategy of crime prevention and should not cut dollars because we as police can reduce some statistics.

At the level of senior police management, if we can't get these people across Canada to support programs and push towards a more preventive orientation, then again we will fail. So we felt that there had to be input and support at all levels.

There is also a need to promote preventive policing within three levels of the police department. At the constable level, the frontline, simultaneously with middle management, and with top management. Each of these levels possesses the capability of sabotaging the whole effort if they do not understand and support preventive policing.

## **MEASURE OF EFFICIENCY AND EFFECTIVENESS**

I think most police officers know what happens when the police enter a preventive program, but some local police boards and commissions do not realize or understand what follows a successful entry into the community. If we are successful in convincing our community to get involved, we have to be prepared to follow up. The police usually generate the programs and provide the leadership, but one of the first things that happens in a community when we get the ear of the public, is an increase in crime. This is not a real increase, but an increase in reporting. Reported crime is usually not more than 60% of occurrences. But when we gain the confidence of the community, they begin to report things that they never would have reported before. The local police commission or board member would look at that and say "What's going on here? We have a good program and crime is going up." So we must have understanding and support from local police commissions.

Secondly, agencies within the community such as probation services, departments of health and welfare, and social service agencies are not committed to prevention in any way. Their whole role is reactive to situations. If the police are successful in prevention, we can turn that around and get other agencies involved with problem solving.

Initially additional funds are required. This will in the long run save money. Initially however, we do need support from local police commissions for that commitment.

## **GOVERNMENT COOPERATION**

Constitutional considerations are now complicating policing as far as the RCMP is concerned. I am not naive enough to think that you can divorce politics from police work. But we don't have to get bogged down by constitutional considerations in carrying out police duties, particularly in the implementation of crime prevention programs. I don't speak here as a federal police officer any more than as a provincial police officer, because as you know the RCMP has both kinds of responsibilities. The important thing is to get police work done efficiently within the law, bearing in mind the moral and ethical concepts. I would ask everyone here that when we turn our minds to inter-governmental and inter-departmental cooperation, to set aside the unnecessary complications of constitutional issues.

## **LAW REFORM**

One of the strategies was to suggest a multi-disciplinary approach to problem solving. What efforts are currently being made by the legal profession to support the development and passage of such significant legislation as the Young Offenders Bill?

Any reform of the current system will not have wholehearted support from all lawyers. The system at this time runs for their convenience, and operates to their great financial advantage. Why should they be in the vanguard of change?

It is up to those who see the current role played by lawyers in the Criminal Justice System as not always being very constructive or helpful, in respect of new programs, to put pressure on them to change their attitudes and not see the current system as merely a lucrative meal ticket.

The attitude of the Criminal Bar toward diversion is one example. Lawyers saw diversion as losing the opportunity to plead someone guilty and make money through legal aid. So they found a thousand reasons for opposing diversion. The Criminal Justice System is currently organized so that the lawyer benefits far more than the policeman. The lawyer will fight harder to keep the present system, totally inadequate though it may be.

Practising lawyers regard people in the law schools as just crazy people anyway. They use "rights of the defendant" to oppose diversion. The lawyers in academia generally advocate change right through the system — the law, the police, corrections, but our practicing colleagues continually present stumbling blocks to this change process.

Many within law schools attack the way provincial law societies operate legal aid funds for themselves. We have lawyers looking after a large part of the tax dollar, which they are in effect distributing to other lawyers. Many people from the Law Society of Ontario made this kind of submission to the Osler Commission. These interventions were not successful and the Law Society of Upper Canada still controls the Ontario Legal Aid Fund. I see it as a conflict of interest. So we in the academic community do regard ourselves as playing the role of critic, and are certainly by no means softer on our profession than on others within the Criminal Justice System.

Practising lawyers do in fact engage very heavily and strenuously in law reform. The very fact that I, as a practising lawyer, sit on a police commission shows a vital concern with the problems of police. We practitioners of Western Canada are seriously concerned with juvenile delinquency, and have recently made a submission in that area. I take strong exception to the criticism that practising lawyers are only concerned in the monetary aspects of maintaining the Criminal Justice System status quo.

The Law Reform Commission of Canada is currently working on a Police Powers Project. They are cooperating with the Chiefs of Police Association and others in their nationwide surveys and discussions. I would encourage everyone to give input, because the whole question of police powers of arrest and search are all being seriously looked at. Every effort will be made by the Law Reform Commission to have input from regions of the country, not just a big city view. I would encourage everyone here to contribute to the Law Reform Commission, giving their people the benefit of your experience.

Law reform does have an effect on crime prevention. There are a number of activities going on not presently controlled by law that indirectly affect crime. We on the frontline probably have the best knowledge of those things, and yet our input seems to be blocked. The police do not have a clear route for input into law reform. There is a Law Amendments Committee within the Canadian Association of Chiefs of Police, but I have a sneaky feeling that changes in legislation are drafted in an attic room somewhere long before we as police have an opportunity for review.

# **ACTION PLAN — WORK GROUP #1**

## **PREVENTIVE POLICING PHILOSOPHY**

Develop a policing philosophy which incorporates modern management styles.

**EACH LEVEL OF GOVERNMENT WITHIN EACH PROVINCE:** To express support for the philosophy of preventive policing.

**PROVINCIAL POLICE COMMISSIONS AND CHIEFS OF POLICE:** To disseminate the message of preventive policing within the appropriate provincial framework.

**THE CHIEF OF POLICE AND SENIOR MANAGEMENT OF EACH POLICE AGENCY:** To enunciate preventive policing philosophies at every level within their own organization, and to develop policies for the guidance of each police officer.

**THE MINISTRY OF THE SOLICITOR GENERAL:** To produce and circulate a final and comprehensive report on this Symposium for use as a planning tool.

By June, 1979

Include an evaluation component in all programs.

**THE SOLICITOR GENERAL OF CANADA:** To give priority to research regarding police productivity, and to the development of measures of police efficiency and effectiveness.

Promote a joint problem solving approach.

**THE POLICE:** To conduct an analysis of crime problems and potential crime problems at the community level in consultation with the community, and with community agencies, various levels of government, local colleges and universities.

**THE POLICE:** To develop an inventory of resources available within the community, including a social profile, and a skill inventory in relation to identified problems.

**THE POLICE:** By discussion and negotiation with other persons, to allocate responsibilities and areas of accountability for identified problems.

**THE JOINT PLANNING AND IMPLEMENTATION GROUP:** To evaluate all programs in accordance with previously identified criteria for success.

# **ACTION PLAN — WORK GROUP #2**

## **MANAGING THE POLICE ORGANIZATION**

Establish a provincial policing policy which incorporates the principles of preventive policing.

**THE PROVINCIAL ATTORNEYS GENERAL:** To identify an appropriate provincial organization to serve as a catalyst in the promotion of preventive policing.

**THE SYMPOSIUM ORGANIZERS:** To define clearly the term "preventive policing" so that we will all know the direction to take.

**THE SOLICITOR GENERAL OF CANADA:** To issue a public statement supporting the philosophy of preventive policing.

Establish local goals and objectives in preventive policing based on provincial policy.

**PROVINCIAL POLICE COMMISSIONS:** To recognize the need for citizen involvement in meeting the objectives of preventive policing.

**PROVINCIAL POLICE COMMISSIONS:** To give support to the philosophy and allocate sufficient resources to promote the program.

**THE POLICE AND THE COMMUNITY:** Jointly to identify local problems and respective areas of responsibility vis-à-vis community policing.

**MUNICIPALITIES:** To include crime prevention measures in building codes.

**POLICE TRAINERS:** To inculcate a community based preventive policing philosophy in all recruits.

**POLICE TRAINERS:** To re-educate all police officers in the philosophy of community based preventive policing.

**POLICE TRAINERS:** To give "equal billing" to prevention, investigation, and law enforcement.

Establish a standard crime reporting system for use by provincial police commissions or their equivalent.

**PROVINCIAL POLICE COMMISSIONS:** To establish standardized crime reporting which will produce Canada-wide statistics within two weeks.

# **ACTION PLAN — WORK GROUP #3**

## **COMMUNITY RESOURCE MANAGEMENT**

Develop provincial/territorial agencies which would coordinate preventive policing efforts.

**SOLICITOR GENERAL OF CANADA:** To produce the report on this Symposium as the vehicle for consultation with appropriate provincial Ministers in establishing this agency.

By June, 1979

**CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** To encourage the appropriate provincial Ministers to establish Provincial/Territorial Agencies.

By December, 1980

**REGIONAL CONSULTANTS:** To promote linkage with federal government, national information sharing, and funding.

By December, 1980

**NATIONAL CONSULTANTS ON PREVENTIVE POLICING, IN COOPERATION WITH THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** To develop program packages for "on request" use by Provincial/Territorial Agencies.

By December, 1980

Increase public awareness of community responsibility for crime prevention.

**SOLICITOR GENERAL OF CANADA AND THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** To develop a media campaign.

**PROVINCIAL/TERRITORIAL AGENCY:** To sponsor a mass media advertising program which reinforces community responsibility.

By Fall, 1981

Develop a program which will inform all levels of government of the need to reallocate resources to accommodate a preventive policing thrust.

**PROVINCIAL/TERRITORIAL AGENCY:** To develop such a program.

By December, 1981

Tap retirement expertise in the community in the development of community competence.

**PROVINCIAL/TERRITORIAL AGENCY:** To disseminate available studies and guidelines to appropriate senior citizens.

By February, 1981

# **ACTION PLAN — WORK GROUP #4**

## **HUMAN RESOURCE DEVELOPMENT — POLICE**

Initiate a task analysis of police functions.

**CANADIAN POLICE COLLEGE:** To form a research team which will examine existing research and conduct the Task Analysis.

By January, 1980

**PROVINCIAL POLICE COMMISSIONS:** To incorporate a Task Analysis into provincial standards.

By May, 1981

Develop recruit materials that will show career paths for individuals in police departments parallel with other criminal justice professionals.

**CANADIAN POLICE COLLEGE:** To prepare resource material for recruits.

By May, 1980

**CANADIAN POLICE COLLEGE:** To disseminate resource material to post-secondary institutions for inclusion in appropriate curricula.

By May, 1981

**POLICE EDUCATORS' CONFERENCE BOARD OF CANADA:** To expand its role so as to include personnel officers from police departments.

By May, 1979

Project to the community a realistic role of policing.

**SOLICITOR GENERAL OF CANADA:** To develop a national public education campaign based on the Task Analysis of police functions.

By Police Week, 1980

**POLICE DEPARTMENTS:** To incorporate appropriate resource material into their school liaison program.

By May, 1980

Ensure that the police department reflects the makeup of the community.

**POLICE DEPARTMENTS:** To review current status of police force vis-à-vis its community profile.

a.s.a.p.

**POLICE DEPARTMENTS:** To set objectives in order to redress any imbalance.

a.s.a.p.

**POLICE DEPARTMENTS:** To review progress in meeting established objectives.

By September, 1981

Promote lateral entry at higher levels.

**POLICE UNIONS AND ASSOCIATIONS:** To promote access to lateral entry between police departments across Canada as part of the development of police professionalism.

a.s.a.p.

Redesign police training and education to maximize emphasis on appropriate attitudes and ethics.

**CANADIAN POLICE COLLEGE:** To develop training and education standards based on Police Task Analysis.

By December, 1981

**ALL POLICE EDUCATORS:** To review current training and redesign curricula in accordance with standards developed by the Canadian Police College.

By December, 1982

Implement a "top-down" education process to promote the philosophy of preventive policing.

**REGIONAL CONSULTANTS OF THE MINISTRY OF THE SOLICITOR GENERAL:** To hold regional workshops for senior police managers in consultation with police commissions, police departments, and police unions and associations.

By Fall, 1979

**POLICE COMMISSIONS:** To review and reinforce the education thrust.

By Fall, 1980

Make available police resource people for use by all police departments.

Develop a bank of resource materials to be made available to police forces.

**NATIONAL CONSULTANT ON PREVENTIVE POLICING:** To develop an inventory of key police resource persons and resource materials.

By July, 1979

**PROVINCIAL POLICE COMMISSIONS:** To disseminate this inventory to all police forces in their jurisdictions.

By August, 1979

**NATIONAL CONSULTANT ON PREVENTIVE POLICING:** To up-date inventory in keeping with developments in the field of preventive policing.

Annually

**ASSOCIATION OF POLICE COMMISSIONS:** To establish a temporary assignment program.

By September, 1980

Develop performance standards for various police jobs to be used in promotion.

**PROVINCIAL POLICE COMMISSIONS:** To promote the adoption of the use of the performance standards which are to be developed in accordance with the Police Task Analysis.

On-going

# ACTION PLAN — WORK GROUP #5

## PROGRAM RESTRAINTS

Promote a "top-down" commitment to preventive policing.

**THE SOLICITOR GENERAL OF CANADA AND THE PRESIDENT OF THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** Jointly to prepare a national statement in support of preventive policing.

By Police Week, 1980

**CHIEFS OF POLICE AND SENIOR POLICE MANAGEMENT:** To communicate the philosophy of preventive policing to middle management, police unions and associations.

By February, 1980

**PROVINCIAL GOVERNMENTS AND PROVINCIAL POLICE COMMISSIONS:** To sponsor regional symposia on preventive policing, with the Regional Consultants facilitating this process.

By August, 1979

Promote understanding and support for preventive policing within police unions and associations.

**POLICE MANAGEMENT:** To develop frequent liaison meetings with unions and associations in order to provide a clear understanding of preventive policing before implementing change.

On-going

Reallocate existing resources to accommodate preventive policing programs.

**POLICE MANAGEMENT:** To review present deployment of staff and equipment in order to introduce preventive policing styles without the need for additional resources.

a.s.a.p.

**POLICE MANAGEMENT:** To examine the feasibility of reducing costs by staffing certain functions (e.g. communications, identification, lost and found, breathalyzer, court officer, summons officer) with civilian personnel.

a.s.a.p.

**CANADIAN POLICE COLLEGE OR THE PRIVATE SECTOR OR IN-HOUSE TRAINERS:** To provide senior executives with expertise on effective budget preparation and presentation.

By March, 1980

Promote knowledge and awareness among those who approve police budgets, and the community-at-large.

**CHIEFS OF POLICE AND PROVINCIAL POLICE COMMISSIONS:** To ensure that crime prevention programs are included as part of adult education course offerings.

On-going



Catalogue existing community resources.

**SENIOR POLICE MANAGEMENT:** To up-date social service directories, and flag those services which can be used in crime prevention programming.

By August, 1979

Ensure that those areas in the private sector which are particularly susceptible to crime, take responsibility for crime prevention.

**SENIOR POLICE MANAGEMENT:** To assure community responsibility is assumed by appropriate community groups.

By February, 1980

**SENIOR POLICE MANAGEMENT:** To identify high risk areas which require frequent police response (e.g. shopping centres, liquor establishments).

By August, 1979

**PATROL OFFICERS:** To transfer competence in crime prevention techniques to the citizens within these identified high risk areas.

On-going

# ACTION PLAN — WORK GROUP #6

## POLICE UNIONS/ ASSOCIATIONS

Develop management expertise in contract negotiations.

**CANADIAN POLICE COLLEGE:** To train police personnel in contract negotiations in order to increase their capacity to negotiate themselves, or participate with others, in the negotiation of agreements that will have the flexibility to allow for the use of preventive policing concepts in personnel deployment.

By August, 1979

Involve police associations/unions in a meaningful way in the change process.

**POLICE MANAGEMENT AND POLICE COMMISSIONS:** To involve union locals and expand consultation with local affiliates having national representation.

On-going

**POLICE COMMISSIONS:** To become involved in management/union discussions on the implementation of change.

On-going

Promote public support for preventive policing.

**POLICE COMMISSIONS:** To secure representation from the media on provincial crime prevention committees.

a.s.a.p.

# **ACTION PLAN — WORK GROUP #7**

## **POLICE INTERACTION WITH THE COMMUNITY**

Identify and prioritize problem areas and appropriate community resources.

**POLICE COMMISSIONS AND POLICE FORCES:** To act as catalysts in bringing together a multi-disciplinary research team to develop a profile of preventive policing requirements.

By April, 1980

**CRIME PREVENTION PERSONNEL FROM POLICE FORCES:** To contribute to this research effort.

a.s.a.p.

**THE SOLICITOR GENERAL OF CANADA:** To provide resources for research through summer student programs (e.g. job corps, S.S.E.A.P.)

a.s.a.p.

**THE CONSULTATION CENTRE OF THE MINISTRY OF THE SOLICITOR GENERAL:** To provide resources for research through its preventive policing program.

a.s.a.p.

**PROVINCIAL GOVERNMENT DEPARTMENTS:** Responsible for policing to allocate research staff to this project.

a.s.a.p.

**THE RESEARCH TEAM:** To draw on expertise and resources available in the universities, service clubs, senior citizens' groups, native groups, and the business community to complete its task.

a.s.a.p.

Establish evaluation and research mechanisms to measure the effectiveness of preventive programs.

**PROVINCIAL POLICE COMMISSIONS:** To exchange accurate research and evaluation information on prevention and enforcement on a quarterly basis.

a.s.a.p.

# NATIONAL ACTION PLAN

The detailed work plans of each of the seven Symposium Work Groups have been integrated to provide us with the following National Action Plan. This National Plan is organized according to the suggested responsibility centres at the federal, provincial, municipal, and community levels.

This will facilitate the process whereby each designated agency and department can act upon the overall strategies and detailed action plans devised by Symposium delegates. Reference is given to the Work Group(s) where each action step was devised.

## **PROPOSED FEDERAL GOVERNMENT ACTION PLAN**

**EACH LEVEL OF GOVERNMENT:** To express support for the philosophy of preventive policing.

Group 1

**THE SOLICITOR GENERAL OF CANADA:** To issue a public statement supporting the philosophy of preventive policing.

Group 2

**THE SOLICITOR GENERAL OF CANADA AND THE PRESIDENT OF THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** Jointly to prepare a national statement in support of preventive policing.

Group 5

**THE SOLICITOR GENERAL OF CANADA AND THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** To develop a media campaign.

Group 4

**THE SOLICITOR GENERAL OF CANADA:** To develop a national public education campaign based on the Task Analysis of police functions.

Group 1, Group 3

**THE SOLICITOR GENERAL OF CANADA:** To produce and circulate a final and comprehensive report on this Symposium for use as a vehicle for planning, and for consultation with provincial governments.

Group 2

**THE SYMPOSIUM ORGANIZERS:** To define clearly the term "preventive policing" so that we will all know the direction to take.

Group 1

**THE SOLICITOR GENERAL OF CANADA:** To give priority to research regarding police productivity, and to the development of measures of police efficiency and effectiveness.

Group 3

**NATIONAL CONSULTANT ON PREVENTIVE POLICING, IN COOPERATION WITH THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** To develop program packages for "on request" use by Provincial/Territorial Agencies coordinating preventive policing efforts.

Group 4

**NATIONAL CONSULTANT ON PREVENTIVE POLICING:** To develop an inventory of key police resource persons and resource materials.

Group 4

**NATIONAL CONSULTANT ON PREVENTIVE POLICING:** To up-date inventory in keeping with developments in the field of preventive policing.

Group 3

**REGIONAL CONSULTANTS:** To promote linkage between provincial and federal governments, national information sharing, and funding.

Group 4

**REGIONAL CONSULTANTS:** To facilitate regional workshops for senior police managers in consultation with police commissions, police departments, and police unions and associations.

Group 5

**THE SOLICITOR GENERAL OF CANADA:** To provide resources for research on local preventive policing requirements through summer student programs.

Group 7



## **PROPOSED ACTION PLAN FOR NATIONAL ORGANIZATIONS**

**THE PRESIDENT OF THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE AND THE SOLICITOR GENERAL:** Jointly to prepare a national statement in support of preventive policing.

Group 5

**THE CANADIAN ASSOCIATION OF CHIEFS OF POLICE AND THE SOLICITOR GENERAL OF CANADA:** To develop a media campaign on preventive policing.

Group 3

**CANADIAN ASSOCIATION OF CHIEFS OF POLICE:** To encourage the appropriate provincial Ministers to establish Provincial/Territorial Agencies which will promote and coordinate preventive policing.

Group 3

**ASSOCIATION OF POLICE COMMISSIONS:** To establish a temporary assignment program, in support of information exchange and cross-fertilization.

Group 4

**CANADIAN POLICE COLLEGE:** To form a research team which will examine existing research and conduct a Task Analysis of the police function.

Group 4

**CANADIAN POLICE COLLEGE:** To prepare resource material for recruits based on a Task Analysis of the police function.

Group 4

**CANADIAN POLICE COLLEGE:** To disseminate resource material to post-secondary institutions for inclusion in appropriate curricula.

Group 4

**CANADIAN POLICE COLLEGE:** To develop training and education standards based on Police Task Analysis.

Group 4

**POLICE EDUCATORS' CONFERENCE BOARD OF CANADA:** To expand its role so as to include personnel officers from police departments.

Group 4

**CANADIAN POLICE COLLEGE:** To train police personnel in contract negotiations in order to increase their capacity to negotiate themselves, or participate with others, in the negotiation of agreements that will have the flexibility to allow for the use of preventive police concepts in personnel deployment.

Group 6

**CANADIAN POLICE COLLEGE OR THE PRIVATE SECTOR OR IN-HOUSE TRAINERS:** To provide senior executives with expertise on effective budget preparation and presentation.

Group 5

## **PROPOSED PROVINCIAL GOVERNMENT ACTION PLAN**

**EACH LEVEL OF GOVERNMENT WITHIN EACH PROVINCE:** To express support for the philosophy of preventive policing.

Group 1

**THE PROVINCIAL ATTORNEYS GENERAL:** To develop appropriate Provincial/Territorial Agencies which will promote and co-ordinate preventive policing efforts.

Group 2; Group 3

**PROVINCIAL/TERRITORIAL AGENCY:** To sponsor mass media advertising program which reinforces community responsibility.

Group 3

**PROVINCIAL/TERRITORIAL AGENCY:** To disseminate available studies and guidelines in order to tap retirement expertise in the development of community competence.

Group 3

**POLICE COMMISSIONS:** To realize the need for citizen involvement in meeting the objectives in preventive policing.

Group 2

**POLICE COMMISSIONS:** To give support to the philosophy and allocate sufficient resources to promote the program of preventive policing.

Group 2

**POLICE COMMISSIONS:** To establish standardized crime reporting which will produce Canada-wide statistics within two weeks.

Group 2

**POLICE COMMISSIONS:** To exchange accurate research and evaluation information on prevention and enforcement on a quarterly basis.

Group 7

**POLICE COMMISSIONS:** To disseminate the inventory of key resource personnel and material prepared by National Consultant to all police forces in their jurisdictions.

Group 4

**POLICE COMMISSIONS:** To promote the adoption of the use of the performance standards which are to be developed in accordance with the Police Task Analysis prepared by the Canadian Police College.

Group 4

**PROVINCIAL GOVERNMENTS AND POLICE COMMISSIONS:** To sponsor regional symposia on preventive policing, with the Regional Consultants facilitating this process.

Group 5

**POLICE COMMISSIONS:** To review and reinforce the "top-down" education process promoting the philosophy of preventive policing.

Group 4

**POLICE COMMISSIONS AND CHIEFS OF POLICE:** To ensure that crime prevention programs are included as part of adult education course offerings.

Group 5

**POLICE COMMISSIONS AND POLICE MANAGEMENT:** To involve union locals in the move toward preventive policing and to expand consultation with local affiliates having national representation.

Group 6

**POLICE COMMISSIONS:** To become involved in management/union discussions on the implementation of change.

Group 6

**POLICE COMMISSIONS:** To secure representation from the media on provincial crime prevention committees.

Group 6

**POLICE COMMISSIONS AND POLICE FORCES:** To act as catalysts in bringing together a multi-disciplinary research team to develop a profile of preventive policing requirements.

Group 6

**PROVINCIAL GOVERNMENT DEPARTMENTS RESPONSIBLE FOR POLICING:** To allocate staff to research on local preventive policing requirements.

Group 7

**POLICE COMMISSIONS AND PROVINCIAL ASSOCIATIONS OF CHIEFS OF POLICE:** To disseminate the message of preventive policing within the appropriate provincial framework.

Group 7

## **PROPOSED ACTION PLAN FOR MUNICIPAL POLICE DEPARTMENTS**

**CHIEFS OF POLICE AND PROVINCIAL POLICE COMMISSIONS:** To disseminate the message of preventive policing within the appropriate provincial framework.

Group 1

**THE CHIEF OF POLICE AND SENIOR MANAGEMENT OF EACH POLICE AGENCY:** To enunciate preventive policing philosophies at every level within their own organization, and to develop policies for the guidance of each police officer.

Group 1

**POLICE MANAGEMENT AND POLICE COMMISSIONS:** To involve union locals and expand consultation with local affiliates having national representation.

Group 1; Group 5

**POLICE MANAGEMENT:** To develop frequent liaison meetings with unions and associations in order to provide a clear understanding of preventive policing before implementing change.

Group 6

**POLICE MANAGEMENT:** To review present deployment of staff and equipment in order to introduce preventive policing styles without the need for additional resources.

Group 5

**POLICE MANAGEMENT:** To examine the feasibility of reducing costs by staffing certain functions with civilian personnel (e.g. communications, identification, lost and found, breathalyzer, court officer, summons officer).

Group 5

**THE POLICE:** To conduct an analysis of crime problems and potential crime problems at the community level in consultation with the community, and with community agencies, various levels of government, local colleges and universities.

Group 1

**THE POLICE:** To develop an inventory of resources available within the community, including a social profile, and a skill inventory in relation to identified problems.

Group 1; Group 5

**THE POLICE:** By discussion and negotiation with the community, to allocate responsibilities and areas of accountability for identified problems.

Group 1; Group 2

**SENIOR POLICE MANAGEMENT:** To assure adequate responsibility is assumed by appropriate community groups.

Group 5

**SENIOR POLICE MANAGEMENT:** To identify high risk areas which require frequent police response (e.g. shopping centres, liquor establishments).

Group 5

**PATROL OFFICERS:** To transfer competence in crime prevention techniques to the citizens within these identified high risk areas.

Group 5

**POLICE DEPARTMENTS:** To incorporate appropriate resource material on preventive police image into their school liaison program.

Group 4

**POLICE DEPARTMENTS:** To review current status of the police force vis-à-vis its community profile.

Group 4

**POLICE DEPARTMENTS:** To set objectives in order to redress any imbalance in police/community profiles.

Group 4

**POLICE DEPARTMENTS:** To review progress in meeting established objectives in redressing imbalance in police/community profiles.

Group 4

**CHIEFS OF POLICE AND PROVINCIAL POLICE COMMISSIONS:** To ensure that crime prevention programs are included as part of adult education course offerings.

Group 5

**POLICE FORCES AND POLICE COMMISSIONS:** To act as catalysts in bringing together a multi-disciplinary research team to develop a profile of preventive policing requirements.

Group 7



## **PROPOSED ACTION PLAN AT THE COMMUNITY LEVEL**

**MUNICIPALITIES:** To include crime prevention measures in building codes.

Group 2

**THE COMMUNITY AND THE POLICE:** Jointly to identify local problems and respective areas of responsibility vis-à-vis community policing.

Group 2

**THE JOINT PLANNING AND IMPLEMENTATION GROUP:** To evaluate all programs in accordance with previously identified criteria for success.

Group 1

**THE MULTI-DISCIPLINARY RESEARCH TEAM:** To draw on expertise and resources available in the universities, service clubs, senior citizens' groups, native groups, and the business community to complete its task of identifying and prioritizing problems and resources.

Group 7

## **PROPOSED ACTION PLAN FOR KEY INTEREST GROUPS**

**POLICE TRAINERS:** To inculcate a community-based preventive policing philosophy in all recruits.

Group 2

**POLICE TRAINERS:** To re-educate all police officers in the philosophy of community based preventive policing.

Group 2

**POLICE TRAINERS:** To give "equal billing" to preventive policing, investigation, and law enforcement.

Group 2

**POLICE UNIONS AND ASSOCIATIONS:** To promote access to lateral entry between police departments across Canada as part of the development of police professionalism.

Group 4

**ALL POLICE EDUCATORS:** To review current training and redesign curricula in accordance with standards developed by the Canadian Police College in their Task Analysis of the Police Function.

Group 4

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