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DEVELOPMENT, ROLE, FUNCTION AND EFFECTIVENESS OF THE POLICE

Abstracts of the Seven Reports
ADMINISTRATIVE ABSTRACTS

Of the Final Reports submitted to the Solicitor General of Canada in fulfillment of a Contract with the ICC, Montreal, for research on the Development, Role, Function and Effectiveness of the Police.

BY
Samir Rizkalla
Research Co-ordinator
ICCC, Montreal

Report | Title
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1 | Historical-Judicial Study: Organization and Powers of the Police
2 | Study of the Police Manpower: Montreal, Toronto and Vancouver
3 | Police and Evaluative Research
4 | A Socio-Historical Approach to the Police in Montreal and in Ontario
5 | Auto Thefts: Cost-Benefit Aspect: I - Notions, statistics and preliminary study of the organization and of the costs
6 | Auto Thefts: Cost-Benefit Aspect: II - Criminal incidence, police action and model for assessment
7 | Auto Thefts: Cost-Benefit Aspect: III - Time-budget analysis and the relevance of police action
International Center of Comparative Criminology

DIRECTOR: DENIS SZABO

HISTORICAL-JUDICIAL STUDY: ORGANIZATION AND POWERS OF THE POLICE

by

Danielle Farot and Nicole Bérard
under the guidance of
Jean-Louis FAUCOIN, Jacques BELLEMARE and Jacques FORTIN

Report submitted to the Solicitor General of Canada
within the framework of the research into

Final Report No. 1

Research Co-ordinator
SAMIR RIZKALLA
FOREWORD

The first of a series of reports on the development of an analytical model of the police system, its costs and benefits, this paper forms part of a broader study on the police in Canada, financed by the Ministry of Solicitor General.

It develops certain fundamental notions such as systems analysis and planning, programming and budgeting, it undertakes a statistical study of the selected offence used as a sampling for the study, analyzes the organizational structures of specialized sections, and makes a preliminary calculation of certain costs related to the object under study.

Samir Rizkalla
Coordinator
International Center of Comparative Criminology
Director: DENIS SZABO

STUDY OF THE POLICE MANPOWER:
MONTREAL, TORONTO and VANCOUVER

by

EZZAT ABDEL-FATAH

Report submitted to the Solicitor General of Canada
within the framework of the research into


Final Report No. 2

Research Co-ordinator
SAKIR RIZKALLA

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Pierre Brien
Jean-Paul Gilbert
Jean-Paul Parent
Normand Saint-Georges

Assistants
Michel Gilbert
Jacques Lapierre
Louis Saint-Onge
3.

FOREWORD

This report is the second in the series of documents prepared within the framework of the study on the role, duties and effectiveness of the police in Canada; the project, which lasted three years, was financed by the federal Ministry of Solicitor General.

The previously set objective of this part of the study was to examine in detail the Montreal police force in order to provide future comparison with those of Toronto and Vancouver.

The greatest difficulty met with respect to this part of the study related to the collection of the necessary data. The final report is therefore limited to the examination of the standards applied in the hiring and selection of police officers in these three cities.

Less ambitious than the initial objective, this report nevertheless contains very useful information on the admission procedure, including the hiring and selection phases and, especially, the most frequent causes of elimination of candidates.

It has also attempted to highlight the nature and causes of the attractiveness or unattractiveness of the police career in the eyes of potential recruits.

The study compared and evaluated the selection criteria applied in the three cities as well as the examinations and tests which future police officers must take.
The report also examined the education and training of police officers, a subject which should be studied at length separately, especially if we compare the level of education of police officers with that of society in general.

Thus, the principal merit of this part of the study, as in the case of most other studies, is to show the importance of the problems raised by the police forces today, for example, with respect to manpower, in order to promote the development of other projects.

Such developments could be considered in the following areas:

- Evaluation and adaptation of the recruiting standards and educational as well as refresher course programs to the needs of the police forces and society;

- Pedagogical problems relating to continuing education and refresher courses with respect to the students as well as the teaching staff;

- Research on motivation to study;

- The socio-cultural and demographic profile of the police force compared with the area served;

- Finally, its corollary regarding the social acceptance of the police, its public image and the citizen-police relationship.

We are hopeful that such studies will be undertaken soon considering the importance and even urgency of the problems they raise.
As a matter of fact, since 1969, the education of future police officers has been the subject of intense reforms in Quebec which have not yet taken their final form.

It is said that "society has the police it deserves". We are striving to improve our police, but we have not yet reached our objective.

Samir Rizkalla
Coordinator
POLICE AND EVALUATIVE RESEARCH

by

GUY TARDIF

Report submitted to the Solicitor General of Canada
within the framework of the research into


Final Report No. 3
This report was prepared within the framework of a study undertaken in 1971 by the Centre International de Criminologie Comparée (International Center of Comparative Criminology) of the University of Montreal, financed by the Ministry of Solicitor General of Canada.

This study was the first of its kind to be made on the role, duties and effectiveness of the police in Canada, and its first objective was to explore this field.

Indeed, it proposed to examine the various areas relating to the police, especially:

- Its evolution through history as a social institution;
- The standards applied for the hiring and selection of police officers;
- The powers given to it by successive legislations;
- Evaluation of its action, organization and operation;
- The possible application of budgeting-planning techniques to the study of the cost-effectiveness of its activity.

Because of its originality, the study could not rely on previous Canadian documentation nor examine the various areas in depth.

Therefore, most of the work relied on available American or European material and available local data. The
documentation permitted the development of a theoretical or analytical framework for subsequent studies on this subject, and the local data collected constituted a first practical experience, however modest, demonstrating the possibility of more comprehensive research in the future.

The document presented here by Mr. Guy Tardif follows this general rule.

It is an evaluation of the police in two distinct and complementary sections:

The first section, completed in May 1972, makes an inventory of documentation available in matters of evaluation, analyzes and criticizes the various approaches and proposes practical research models.

The second section, completed in May 1974, attempts to evaluate, from statistical data, the distribution of human and physical resources as well as the organization and operation of the Montreal, Toronto and Vancouver police services.

Therefore, the two initial objectives of this report are achieved completely:

1) To analyze previous studies made outside Canada in order to establish an operational research framework;

2) To attempt an application of certain approaches in order to demonstrate their feasability.
These two objectives, applied to the evaluation of the police, respectively constitute the two sections of this paper.

Samir Rizkalla
Coordinator
A SOCIO-HISTORICAL APPROACH TO THE POLICE

IN MONTREAL AND IN ONTARIO

by

JOSE RICO AND MARCEL SARRAZIN

Report submitted to the Solicitor General of Canada

within the framework of the research into


Final Report No. 4

Research Co-ordinator
SAMIR RIZKALLA

Consultants:
Jean-Paul Parent
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Assistants:
Line Audet
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Carole Mailoux
FOREWORD

This report was prepared within the framework of a study on the development, role, duties and effectiveness of the police in Canada, undertaken by the Centre International de Criminologie Comparée (International Center of Comparative Criminology) of the University of Montreal, financed by the Ministry of Solicitor General of Canada.

No previous study of such importance had ever been undertaken. Therefore, considering the time and personnel available, our first objective was to explore the subject matter in order to pave the way for more comprehensive theoretical and operational studies.

We were concerned with five main areas of study which were entrusted to research teams under the direction of professors from the Ecole de Criminologie (School of Criminology), the Law Faculty and the Centre International de Criminologie Comparée (International Center of Comparative Criminology), namely:

1) The history of the police;
2) The evolution of the powers granted to it;
3) The standards applied for the hiring and selection of police officers;
4) The evaluation of its action, organization and operation;
5) The development of models for the application of budgeting-planning techniques in the evaluation of the costs and benefits of its various operational procedures.

This document attempts to achieve the first objective, that is, to study the history and evolution of the police so as to discover elements of continuity or change in the structures, organization and operation of the police in Canada.

The study dealt with two definite bodies: the Montreal police force and the Ontario police force.

The reader will observe that several aspects and problems of the police today are rooted in the origins of that institution.

Thus, the ambulance service, the carrying of firearms, the physical requirements and medical examination at the time of the recruitment of police officers, education, motorization, radio equipment and even unionization appeared as a result of social, collective or individual needs, the importance of which is more easily understood after reading this report.

On the other hand, one may be surprised by the continuing existence of certain problems such as political interference, the negative, even hostile attitude of the public and information media towards the police force, budgeting and recruitment problems, the shortage of equipment and manpower, the relatively lower standard of education of police officers and even the threats of mass resignation for the purpose of obtaining salary increases.

8.9.
The report also shows how the professionalization of the police force, the education of its personnel, the modernization of its structures and equipment, and its efforts to obtain political independence, have been made slowly throughout history and are still in progress.

One of the principal merits of this report is therefore that it has drawn attention to all these points which, in addition to providing a clearer interpretation of present developments in light of their historical evolution, are also likely to lead to more comprehensive and sophisticated studies applying the solutions advanced by the authors herein.

Samir Rizkalla
Coordinator
International Center of Comparative Criminology
Director: DENIS SZABO

AUTO THEFTS: COST-BENEFIT ASPECT

I - Notions, statistics and preliminary study of the organization and of the costs

by

SAMIR RIZKALLA

with the joint authorship of
Charles Laurin

Report submitted to the Solicitor General of Canada within the framework of the research into


Final Report No. 5

Research Co-ordinator: SAMIR RIZKALLA

Consultants:

Pierre Brièn
Denis Lauzon
Jean-Paul Parent
FOREWORD

This final report is the first in the series of documents prepared within the framework of the study on the police in Canada, financed by the federal Ministry of Solicitor General.

It studies the evolution of the powers of the police through history by a brief examination of legislation and jurisprudence.

Aware of the scope of the subject, the authors began their study which partakes of pioneer work more than comprehensive research. This corresponded to the objective of the general study which, considering its originality in Canada, was mostly aimed at making the researchers and practitioners aware of the need for further work in each of the areas studied.

Nevertheless, this report provides valuable information on the beginning and evolution of the police in England and in Canada, as well as on the powers of arrest of the police as officers of the peace.

The report first explains the circumstances of the organization of the police before and after Confederation and, with respect to this last period, the creation of the federal, provincial and municipal police forces.

The report then examines the powers given to the police by the Criminal Code, the notion of arrest, the justifications for the use of force and suggests the development of unified criteria in this area.

Samir Rizkalla
Coordinator
AUTO THEFTS: COST-BENEFIT ASPECT

II - Criminal incidence, police action and model for assessment

by

SAMIR RIZKALLA

with the joint authorship of

Robert Bernier

Report submitted to the Solicitor General of Canada within the framework of the research into


Final Report No. 6

Research Co-ordinator:

SAMIR RIZKALLA

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Consultants:

Suzanne Arcand
Pierre Brien
Jean-Paul Gilbert
Denis Lauzon
André Ledoux
Jean-Paul Parent
Alice Parizeau
Jean Savaria
FOREWORD

This report is the sixth in the series of studies made on the police in Canada, financed by the Solicitor General.

As opposed to the previous ones, this document attempts to develop in greater detail a general analytical model of the role of the police by examining a specific offence, that of auto theft.

The main concern of this study originates with the recent works undertaken during the sixties on the cost of crime and the optimal allocation of resources in matters of administration of justice.

The first section of the report therefore makes a comparative analysis of the frequency of the offence: Canada-United States; Quebec-Ontario and British Columbia; Montreal-Toronto and Vancouver. It also attempts to determine its importance among the major offences against property.

Considering a sampling of 10% of the complaints registered in 1971, the second section of the report draws a spatiotemporal outline of this offence and attempts to develop a vulnerability index regarding theft in order to establish theoretical and practical methods of prevention.

The empirical analysis of the complaint files has also permitted researchers to outline police action taken following the registration of offences and the results obtained.
Considering its role of preparing the way for subsequent studies on the cost of crime and the costs and benefits of police action, this report develops two general models:

- The first considers making operational a future study on the cost of crime and the intervention of the judicial system;

- The second indicates the specific objectives of police action and the means to achieve them.

This first in-depth study will be followed by an attempt to apply the budgeting-planning technique to the police in final report no. 7.

Samir Rizkalla
Coordinator
AUTO THEFTS: COST-BENEFIT ASPECT

III - Time-budget analysis and relevant of the police action

by

SAMIR RIZKALLA

in collaboration with

Robert Bernier and Rosette Gagnon

Report submitted to the Solicitor General of Canada
within the framework of the research into


Research Co-ordinator:
SAMIR RIZKALLA

Consultants:
Gilles Bourgouin
Pierre Brien
Denis Lauzon
André Normandeau
Jean-Paul Parent
FOREWORD

This document is the seventh final report prepared within the framework of a broad study on the police, undertaken by the Centre International de Criminologie Comparée (International Center of Comparative Criminology), financed by the Canadian Ministry of Solicitor General over a period of three years.

Its principal merit lies in the fact that, for the first time, the budgeting-planning technique is applied to all police forces in Canada.

The offence chosen involves the police at most organizational levels: from the patrolman who notes the report of the complaint, to the liaison officer who coordinates the testimonies given by police officers in court, as well as the commanding officers of the police headquarters in the various locations, the judicial areas or local police stations, the communications section, the youth assistance section, the special auto theft squad, the criminal records office, the detention quarters and even the municipal towing and pound services.

This analysis makes it possible, at each level, to determine the objectives of the action taken, to describe such action and to question the investment of time it required as well as its relevance to the objectives.
Although this paper is limited to the Montreal police force and to auto theft, the models developed are applicable to other offences and other police forces and we believe that they could also be used in the evaluation of the tasks of other bodies of the judicial system, subject to a certain adaptation of the technique and tools.

As any research, this study calls for others. Indeed, it would remain incomplete if it were not followed by a longitudinal analysis of the processing of complaints within the system since it consisted principally of a functional and, secondarily, of an organizational analysis. A better evaluation of the productivity and effectiveness of police action could thus be made in relation to financial costs which still remain to be calculated on the basis of the time investments under study.

In summary, this document may be considered as an attempt at a practical application of the budgeting-planning technique to police action. The specific area of research considered was the theft of automobiles and the Montreal police force, but its models could be extended to apply to broader areas.

This is an original criminological contribution to the development of methods of evaluation of the police which prepares the way for more comprehensive studies on the cost and effectiveness of police and judicial action in the fight against crime.

Samir Rizkalla
Coordinator
SUMMARY

Of the Final Reports submitted to the Solicitor General of Canada in fulfillment of a Contract with the ICCC, Montreal, for research on the Development, Role, Function and Effectiveness of the Police.

BY

Samir Rizkalla
Research Co-ordinator
ICCC, Montreal

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International Centre for Comparative Criminology
DIRECTOR: DENIS SZABO

HISTORICO-JURIDIC STUDY: ORGANIZATION AND POWERS OF THE POLICE
by
Danielle Barot and Nicole Bérard
under the direction of
Jean-Louis BAUDOUIN, Jacques BELLEMARE and Jacques FORTIN

Report submitted to the Solicitor General of Canada
within the framework of research on
THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

Resumé of Final Report No. 1

Coordinator of the research
SAMIR RIZKALLA

University of Montreal
April 1972
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Introduction

(1) This final report is the first of a series of resumés of the work done within the framework of research on the police in Canada, subsidized by the Department of the Solicitor General of Canada.

It describes the historical development of the powers of the police by briefly analyzing the relevant legislation and jurisprudence.

Cognizant of the scope of the subject, the authors have undertaken to pioneer the field rather than try to do a study in depth. This approach, moreover, corresponds with the objective of the research as a whole, which, since it is the first done in Canada, is intended for the purpose of making researchers and practitioners aware of the need for further work in each of the areas presented.

Nevertheless, the present report affords valuable information on the origins and evolution of the police in England and in Canada, and the policeman's powers of arrest as an officer of the peace.

First, an account is given of the circumstances surrounding the organization of the police before and after Confederation, and the subsequent creation of the federal, provincial and municipal police forces.

Secondly, the report studies the powers conferred on the police by the Criminal Code, the concept of arrest, justifications for the use of force, and attempts to set up uniform criteria in this domain.

(2) The report includes the following:

- Founding of the police organization in England and in Canada, and the various stages of its historical evolution;

- The powers of the police, particularly in the matter of arrest.
I - The founding and evolution of the police organization in England and in Canada

(3) The historical aspects of each of the two countries are studied separately.

1. In England

a) The period of the popular police

The first important law concerning the officer of the peace or the constable was the statute of Winchester in 1285. It remained in force up to the establishment of the metropolitan police in 1829.

The Winchester law, confirmed in 1361 by the Justice of the Peace Act, proposed a guard system and reaffirmed the "hue and cry", obliging the community to undertake the pursuit of "felons".

A short description is then given of the system, whose main importance was the development of the position of constable, as well as the reasons for its decline, and the reforms which John and Henry Fielding first tried to bring about in 1750.

b) The establishment of a professional police

It was Patrick Colquhoun who, in his treaty of 1797, was the first to use the word "police" as we understand it today. He advocated the creation of a Central Police Board which would be in control of police officers.

The Thames River Police Act subsequently accorded public status to the first police organized in the port of London, and after the bill of 1829 was passed, the first unified police force for the metropolis received its uniforms.

2. In Canada

a) Before Confederation

In Canada, from 1759 to 1764, the authority to maintain order in the city was given to officers of the militia, who were soldiers. They maintained this power until the passing of the Constitutional Act of 1791.

The English system of appointing constables then replaced the militia up to the insurrection of 1837-1838.

It was in 1838 that a police system was set up under the jurisdiction of the Secretary to the Governor of the Province of Quebec. For the first, there was a professional police force organized and established in the cities of Quebec and Montreal, subject to the Governor of the province.
b) After Confederation

The British North American Act gave specific authority to both the federal government and to the provinces in the administrations of criminal justice.

According to the texts, the federal government and the provinces had concurrent jurisdiction over police matters. In fact, the Royal Canadian Mounted Police, as Kelly (1) notes, enforced the criminal code only where they also functioned as provincial or municipal police.

Finally, both levels of government were able to create a police force having concurrent powers for the enforcement of federal laws. The hypothetical conflicts may well be imagined, but the Courts made no attempt to clarify.

i) The Federal Police

Created in 1868, this body answered the need, after Confederation, for the establishment of a police system on a much broader scale.

At the same time, a mounted police force, built along the same lines, was set up in the Northwest Territories. Its objectives were to prevent crime, serve judges, transport prisoners and search for intoxicating liquor.

In 1919, this police corps was replaced by the Royal Canadian Mounted Police. Their duties were to keep the peace, prevent crime, enforce the federal laws, and to carry out warrants, transfers and the guarding of prisoners (1954 S.C., Ch. 54, art. 18). They could also arrange with a province or municipality to assist in the administration of justice (art. 20).

ii) The Provincial Police

This corps was created in Quebec in 1870. The main duty of its constables was the keeping of the peace, the prevention of crimes and infractions against the federal, provincial and municipal laws, and where possible, to attend criminal Court hearings, serve warrants and assure the guarding and transportation of prisoners.

(1) Kelly, W.H. The Police, Ch. 6, in Crime and its Treatment in Canada, p. 113.
In 1840, these two cities were incorporated and received a Charter, and Quebec set apart funds for the establishment of a police system. In 1851, Montreal was able to do the same. Finally, in 1855, the system became general for the other municipalities.

The situation remained thus until Confederation. One might say that a municipal police force was set up in Quebec and Montreal, under the jurisdiction of the municipalities. In other cities, it was the government which set up police corps. Some additional police forces were created for sparsely inhabited areas, or under special circumstances.

Successive laws regulating the activities of the provincial police were those of 1940, 1960 and 1968, including that which created the Quebec Police Commission.

iii) Municipal Police

In Quebec, since the Police Act, all municipalities under the City and Townships Act, are obliged to maintain a police corps within their boundaries unless exempted by the Lieutenant-Governor in Council. Municipalities subject to the Municipal Code, are authorized to establish a police force of their own (art. 52).

II - Powers of arrest of the police in Canada as officers of the peace

1. Powers conferred by the Criminal Code

The study deals specifically with the powers of the police in the making of arrests and with certain rights surrounding the arrest, such as the use of force and searching the suspect.

After describing the powers of arrest in the case of a criminal offence accorded policemen by Article 450 of the Criminal Code, the report analyses the jurisprudence relating to one particularly complex element, the arrest of a person "about to commit a crime". Concerning the exercise of power in the case of provincial or municipal offences, the opinion of Judge Lagarde was then discussed.

The new law on bail, although not making any substantial changes regarding the powers of the police, nonetheless contains a new philosophy which imposes greater restrictions, especially where the public interest can be safeguarded without having recourse to arrest.
The idea of "breach of the peace" is also discussed. The usefulness of articles 30 and 31 is questioned, and the report concludes that if, from outset, a criminal act accompanied by violence is involved, the powers of article 449 are sufficient.

2. Study of the meaning of arrest

An individual is considered to be under arrest when he has no choice as to whether he will refuse or agree to accompany a policeman. The arrest can therefore simply be made verbally, if the person submits. If, on the other hand, he does not submit, the policeman must take concrete action. This action is interpreted by the Courts as a mere touch.

Thus defined, the arrest must be legal and, for this, must answer certain criteria:

a) If the policeman is not in uniform, he must identify himself;

b) The person being arrested has the right to know not only that he is under arrest, but also the reasons for his arrest; the policeman cannot give false reasons;

c) It is not necessary for the policeman to use technical terms, nor that the charge correspond in exact detail to the offence of which he is accused as long as the arrested person is told the act for which he is being subjected to such a measure.

d) However, this can be overlooked if the accused has made it impossible to communicate the information or if the circumstances are such that the accused already knows why he is being arrested;

e) If the arrested person is not thus informed, the policeman can be sued for false imprisonment.

Furthermore, a policeman is not allowed to ask a citizen for identification if he does not have reasonable and probable grounds to believe that a person has committed or is about to commit a criminal act. If the citizen refuses such a request, this is not sufficient grounds to make an arrest. The situation is not the same, however, if it concerns the driver of a motor vehicle (according to article 74 of the Highway Code, he is required to show his identity), or a person under the age of 18 found in a place where liquor is sold.
Concerning the right to search, the policeman is not authorized to do so until after an arrest. He must first find proof of the crime for which the person has been arrested. The policeman thus has no right to seize or to hold objects which have no connection with the illegal act. There is one exception to this rule: by virtue of the law on drugs, a policeman may search a person before arresting him during a search without warrant in any place other than a private home.

3. The use of force and justification measures

In order to carry out his duties, the policeman sometimes has to use force, coercion, fire-arms. But what is the area of justification? Will the policeman be protected against any criminal and civil proceedings if he complies with the regulations of the Criminal Code?

It is necessary first of all to make a distinction between the various terms used in the code, namely: "protected from criminal responsibility" on the one hand, and "justified" or "reasonable grounds" on the other. On examining the source of the two usages and the interpretations of the Courts, we find that in the first case, the policeman is protected only against criminal responsibility, whereas in the other two, he is protected against both civil and criminal responsibility, provided, of course, that he has complied with the criteria of article 25 of the Criminal Code.

Actually, police action must be motivated by the enforcement of a law. The force used must be reasonable and deemed necessary, and the criteria of proportion (art. 27) must be taken into account. Furthermore, it must not reach a point likely "to cause death or grievous bodily harm" unless in case of legitimate defence or if a delinquent takes flight to avoid arrest.

In the latter case, certain additional conditions are imposed, namely, 1) that the arrest must be lawful, 2) that the infraction is serious enough to justify an arrest without warrant and 3) that the delinquent takes flight to avoid arrest. However, the force used must not cause death unless it can be justified by legitimate defence measures.

Incidentally, since an arrest in 1907 (King vs. Smith), the use of firearms is not permitted except as a very last resort and only after reasonable and less violent means have been exhausted. The Supreme Court, however, does not seem to share this view of limitation and has declared itself in favour of the use of firearms to prevent the escape of a delinquent.
Towards unified criteria

A study of the jurisprudence affords no conclusions as to what constitutes the excessive use of force. Since estimating the force to be use is a subjective factor, it is sufficient that the peace officer believed on reasonable and probable grounds, that the force he resorted to was necessary to accomplish his mission, and that he believed he had exhausted all other means. But the trend in recent jurisprudence, especially that of the Supreme Court, seems to give the police the right to arrest an accused who is escaping by any means, without inquiring too far into whether or not less violent means were available, and without considering whether the harm done was proportionate to the social danger feared if the mission failed.

This laxity is due to the fact that the wording of article 25 of the Criminal Code gives the police very extensive power since it provides no directives, leaving them to act at their own discretion. The outcome of this is that they are freed of all responsibility, even toward a perfectly innocent third party. Before using deadly force, should it not be necessary to take into account both the more or less dangerous character of the criminal and the seriousness of the infraction he has just committed, as well as the risk of injuring innocent persons?

With a view to reform in this direction, we feel that it is not sufficient that the law punish excessive force, for this leads to inconsistencies vis-a-vis identical facts. The use of a degree of force unjustified in a homicide charge should be equally unjustified if the victim survives and a charge of assault has been made. We have examined the proposal of the American Model Penal Code on the use of force in making an arrest and it seems satisfactory, at least in the matter of the limitations it enumerates on the use of force resulting in death. The grounds are as follows: that the arrest must be for a felony, that there is no risk to innocent persons and that there is danger that if the person is not arrested there and then, he may cause serious injury, especially if he is armed or if he is a dangerous criminal.
Section 3.07: use of force in Law Enforcement

(2) Limitation on the use of force

a) "The use of force is not justifiable under this Section unless:

i. The actor makes known the purpose of the arrest or believes that it is otherwise known by or cannot reasonably be made known to the person to be arrested; and

ii. when the arrest is made under a warrant, the warrant is valid or believed by the actor to be valid.

b) The use of deadly force is not justifiable under this Section unless:

i. the arrest is for a felony; and

ii. the person effecting the arrest is authorized to act as a peace officer or is assisting a person whom he believes to be authorized to act as a peace officer; and

iii. the actor believes that the force employed creates no substantial risk of injury to innocent persons; and

iv. the actor believes that:

1) The crime for which the arrest is made involved conduct including the use or threatened use of deadly force; or

2) there is a substantial risk that the person to be arrested will cause death or serious bodily harm if his apprehension is delayed" (1)

The adoption of these criteria, especially those at variance with our jurisprudence, would give policemen better protection and would lessen the possibility of error and useless deaths.

(1) Model Penal Code, American Law Institute, art. 3.07 (2).
International Centre for Comparative Criminology

DIRECTOR: DENIS SZABO

STUDY OF THE MANPOWER OF THE POLICE:
MONTREAL, TORONTO AND VANCOUVER

by

EZZAT ABDEL-FATTAH

Report submitted to the Solicitor General of Canada within the framework of research on
THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

Resume of Final Report No. 2

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May 1972
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Summary of the contents

(1) The present report is the second in the series of resumés of the work done within the framework of research on the role, functions and effectiveness of the police in Canada; of three years' duration, the project was financed by the Department of the Solicitor General of Canada.

The original aim of this part of the research was to make a detailed study of police manpower in Montreal, in order to compare it later on with Toronto and Vancouver.

However, the project met with numerous difficulties, the most important of which was the gathering of the necessary data. Also, the work presented was limited to the examination of norms of hiring and selecting policemen in the three cities.

Less ambitious than the initial objective, this report nonetheless contains very useful information on admission procedures, comprising the steps of recruiting and selection, and, in particular, the most frequent reasons for eliminating candidates.

In addition, an attempt was made to show the nature and causes of the attraction, or lack of attraction, that a police career might have on future recruits.

The criteria of selection for the three cities were studied on a comparative basis, as well as the tests and examinations to which future policemen are subjected, and this was followed by an evaluative study of these norms.

The report also included a study of the education and training of policemen, a subject which, in itself, warrants more thorough examination, especially if comparisons are undertaken between the schooling of the policeman and that of the society in general.
In this resumé, we will try to give an outline of the information contained in the report and the projected research it involves.

Chapter I

Admission Procedures

This first chapter brings up the question of recruiting and selection.

A - Recruiting

It first describes the opening procedure of competitive examinations, the receiving of applications and the various elimination steps. Table no. 1 (see page 6 of the report) shows the main causes for elimination in 1968.

The motives for choosing a police career are then described, and it may be said that in Montreal, on the whole, the following reasons predominate:

1st: job security 35% of the respondents
2nd: personal ambition 30% " " "
3rd: to serve society 27% " " "
4th: a love of risk 42% " " "

In another survey carried out in Toronto, altruism and a sense of duty predominate with 37%, the desire for authority and prestige follow with 32%, and job security with 28%.

The report also points out the reasons why good potential candidates are not attracted by a police career.

B - Selection

The work brings up the two main problems involved in the selection of policemen:

1) The establishment of minimal norms or prerequisites;

2) Methods for evaluating the candidates in terms of these norms.
The complexity of police training today seems to justify a tendency to increase the requirements with regard to the qualities necessary in a policeman. A description of these by Katsenback (1967) and Courtis (1970) is reproduced in the report.

However, the present norms of selection in the regions studied seem to be well below theoretical criteria, physical qualities still prevailing over mental aptitude.

Table 5 shows the evolution of the minimal requirements of age, height and schooling from 1951 to 1971. This is completed by details of the physical norms to which the candidate must conform, and a comparative table (Table 7) showing the basic requirements in 1970 in Montreal, Toronto and Vancouver.

Conclusion

On the basis of this study, it is clear that the criteria of selection are for the most part arbitrary and were not established in the light of scientific research. Their use and their value in terms of predicting the future output of a policeman are, from many points of view, debatable.

In order to evaluate selection criteria, a Cohort study could be made. This involves a study of one or two groups of candidates hired by a police corps over a period of a given year in order to establish the relationship between certain predictors of output and the actual output as measured by a series of criteria yet to be established.

Chapter II

The education and training of policemen

A - Basic education

In this chapter, the report describes the theoretical courses and field training given over a period of 43 weeks by the Police School of Montreal and compares them with the courses given at the Toronto Police College that was opened in 1959. The Vancouver institution is called "The Academy" and it gives from 17 to 19 weeks training.
Table 10 establishes an interesting comparison between the three cities in terms of the total duration of the training, the distribution of courses, where the theoretical courses are given, and finally, the periods of probation to which recruits are submitted.

B - Continuing education

(8) This concerns programmes for further education offered to policemen, and especially the programme of police techniques given by "Cegeps" in Quebec, the courses at university level, and the facilities accorded policemen in order to encourage them to complete their education.

In conclusion, there is a comparison between continuing education methods in Montreal, Toronto and Vancouver.

Suggestions for Research

(9) This exploratory study opened up a number of avenues of research.

1) Evaluative Research

(10) Certain studies to evaluate the programmes for continuing education and recycling, now in progress in the three cities, could be considered. This evaluation could bear on various points:

a) The pertinence of material taught and its relation to the needs of the police services concerned, what is lacking and what subjects should be added. This naturally requires an evaluation of the needs of each of the services and the establishment of what knowledge is necessary to make a good policeman.

b) The duration of the programmes, the soundness of the amount of time given each of the different subjects taught. This could lead to the establishment of priorities and a more adequate distribution of time, and inform us of the advantages and disadvantages of constant or periodic continuing education and recycling.

c) The quality of teaching, the qualifications of the teachers and the effect this may have on the interest in the courses and on the motivation to take them. Research could also be undertaken to measure how much of the knowledge given at the continuing education and recycling courses is absorbed.
d) The results of continuing education and recycling: there are different ways of evaluating the results of programmes and of measuring their effectiveness and their contribution to the improvement in individual output of the police and the force in general. There is also a means of establishing the effects of continuing education and recycling on the public image of the police, on the policeman's self-image, and on the satisfaction he has in his work.

2) Research on teaching problems in connection with the continuing education and recycling of policemen

The teaching problems in continuing education and recycling are sometimes related to the student, sometimes to the teacher.

The continuing training courses offer a number of specific difficulties which affect teaching. These courses are given to adults, policemen who have been in service for a certain number of years. Some adults have long since lost contact with school, and methods that are purely for the schools, and have not been adapted for them, are not suitable.

As to the teachers, there is another problem. Outside of several professors at the college or university level, the teachers giving the recycling courses to policemen have not received any formalized teachers' training. This is particularly the case in Toronto and Vancouver. Continuing courses in any discipline presupposes recourse to school systems which cannot be improvised.

Some research could be undertaken to establish the main educational problems from both the point of view of the teachers and those taking the courses, and this would be the best means of solving these problems. These studies would also make possible the elaboration of special and specific techniques for the continuing training of policemen. The possibility, opportunity and benefits of using audio-visual methods in the courses could also be studied, as well as other innovation in teaching techniques.

3) Research on motivation, stimuli and incentives

It is not easy to motivate policemen to take further training and recycling courses with any degree of enthusiasm and application. Stimuli and incentives must be created to urge policemen, even those who show no desire to improve their education, to take an interest in either the programmes offered by the service or those given outside the service.
It should be noted that Ahuntsic College in Montreal has recently undertaken a study on the motivation of policemen to continue their training. The population studied was made up of professional policemen who were taking night courses at this college, within the framework of the programme "Techniques in the administration of justice - option: police sciences". To our knowledge, the results of this study have not been published(1).

Studies on motivation could furnish information on the differential power of various stimuli and incentives, and could thus direct the policy of the different services concerning further studies and recycling for policemen. They could tell us the reaction of the police to the various subjects taught, their opinion with regard to the pertinence and importance of each subject, what subjects they would like to have added to the courses and which ones they would like to see dropped, etc.

Conclusion

Thus, the main value of this part of the research, like most of the studies undertaken, lies in creating an awareness of the importance of today's problems with regard to the police. This being the case, it has dealt with the question of manpower, in order to promote the planning of further projects.

Highly relevant extensions of this study can be contemplated, then, in the following domains:

- The evaluation and adaptation of both the recruiting norms and training and recycling programmes to the needs of the police corps and society;

- Pedagogical problems involving both students and teaching personnel in connection with continuing education and recycling;

- Research on the motivation to study;

(1) Part of the study served as the basis of a Masters thesis at the School of Criminology of the University of Montreal, in December 1971, by Mr. Louis Saint-Onge, and was entitled "La motivation des policiers à l'éducation permanente".
- A comparative socio-cultural and demographic profile of the police in relation to the districts they serve;

- Finally, the effect of the image projected by the police among the public and citizen-police interaction on the social insertion of the police.

We hope such research can soon be undertaken, given the importance, and we may say even the urgency, of the questions it gives rise to.

We know that in Quebec, since 1969, the question of the training of future policeman has been the object of profound reforms which have not yet reached their final form.

It is said that "every society has the policemen it deserves", and ours is making a great effort to perfect its police, but we are not yet at the end of the road.
THE POLICE AND EVALUATIVE RESEARCH

by

GUY TARDIF

Report submitted to the Solicitor General of Canada within the framework of research on

THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

Resumé of Final Report No. 3

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June 1974
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Introduction

Within the framework of the research on the development, role, functions and effectiveness of the police in Canada, done on behalf of the Solicitor General of Canada by the International Centre for Comparative Criminology, the undersigned was asked to examine the three following points:

Point 4: The comparison and evaluation of the organization and functioning methods of the police in Montreal, Toronto and Vancouver, and the examination of the effects of the differences in organization on the fight against crime;

Point 9: The evaluation of the rate of success of the three police forces in their fight against crime and the attempt to at least relate this rate to the methods of organization, functioning and the problem of equipment;

Point 10: The measurement of the importance of the respective roles of prevention and repression in the task of maintaining public order which is incumbent on the police forces.
The paper presented here must be considered exploratory. It includes two parts, both separate and complementary at the same time. The first contains a critical review of the evaluative studies on the police, an analysis of the various approaches and proposals for concrete research models. The second, with the aid of the official statistics available, attempts to come to some evaluation of the police services in Montreal, Toronto and Vancouver.

Part One: Critical review of evaluative research on the police

The survey of studies made with a view to evaluating the police was done in a double perspective - classificational and critical.

The various analytical models examined were grouped from the beginning according to whether they were actually an assessment of the INPUT of the police or an evaluation of the OUTPUT. We have illustrated the first through judicial, bureaucratic, psychological and economic models, whereas the second were based either on public opinion, traffic control, or the impact of the police system on crime prevention and repression.

Regarding the attempts to measure the components of the police institution, that is, the INPUT, we found that a number of criteria were being used which we considered more or less necessary for realization of the aims of the police themselves, without any concern for their actual pertinence.
With regard to the research undertaken with the object of specifically measuring the possible relationship existing between INPUT and OUTPUT, the results systematically invalidated the relationship anticipated. Indeed, the results showed that the OUTPUT was not related to the police INPUT.

This is essentially what was revealed by research conducted abroad with a view to evaluating police action on what has always been considered its sole justification - the protection of life and property.

Our personal hypothesis, therefore, was that the reason for this contradiction should perhaps be sought not so much in the area of methodology as in the definition of the functions of the police. Nevertheless, before coming to any conclusions about the ineptitude of the police in the matter of public safety, we had to examine the situation in Canada, and to this end, have suggested several concrete research models in the appendix of the first part which, at least for the moment, have not been utilized.

Part two: Attempt to evaluate the police services in Montreal, Toronto and Vancouver

Despite the rather discouraging results of the evaluations done elsewhere, we thought it worthwhile to verify, even though summarily, the possible existence of relationship between police and crime in the cities of Montreal, Toronto and Vancouver,
which had been designated for the initial project. However, for lack of financial means, personnel and time, and having no assurance of the collaboration of the police, we had to give up the use of the various instruments of measurement suggested heretofore.

Instead, we developed a number of work hypotheses, although impossible to confirm or invalidate on the basis of the official data available, at least able to furnish some indication of the extent of the problems studied, as well as of the relationship that seemingly connects them.

Essentially, our objective was to see if there was any relationship

1) between police INPUT, independent variable measured in terms of:
   a) rate of police per population;
   b) budgetary input;
   c) the index of mechanization of the services;
   d) the organization of the services, and
   e) method of functioning

   and

2) OUTPUT expected, dependent variable measured in terms of:
   a) the rate of crime reported by the population;
   b) rate of crime detected through the initiative of the police;
c) rate of solution of reported crimes;
d) rate of highway accidents;
e) gravity of traffic accidents.

Having decided on an operations analysis of "the method of functioning" of the services through the rate of crimes detected through the initiative of the police, this variable was then used alternatively as dependent variable and independent variable. This was an innovation introduced by the present report as compared with previous studies.

The data used relate to the police services of the cities of Montreal and Vancouver, as well as that of Metropolitan Toronto. It covers a period of ten years, from 1962 to 1971 inclusive. Our main sources were Forms "A", "C" and "T" of Statistics Canada.

In general, the results obtained did not uphold the hypotheses formulated on the relationship between police INPUT and the presumed OUTPUT concerning crime, even when, as was the case here, a relatively important indicator such as "the method of functioning of the services" was used instead of the traditional measurements.

It can certainly be upheld that the rate of "crimes detected through the initiative" of the police is only one of many ways of analyzing the functioning of this institution, that the period of time studied was relatively short and that the method of processing the statistics was not the most sophisticated.
Our answer is that the introduction of the variable called "crimes detected through police initiative" is nevertheless a contribution, considering what has been done elsewhere, and that the "Uniform Crime Report" of Statistics Canada only going back to 1962, and the last available year being 1971, there was no question of a longer period of time; and finally, that because of the data at our disposal, we thought it more cautious to use the coefficient of correlation of rank rather than that based on absolute values.

Conclusion

It is also more on the basis of the converging of negative results than in the light of our single summary examination of the situation, that we feel authorized to state that the reasons for repeated failures should not be sought so much in the area of methodology as that of theory. We believe, in effect, that more than a refinement of the instruments and techniques for measurement and analysis, what is most urgently needed is a questioning of the basic hypothesis that proposes the existence of a simple mathematical equation between an agent of control, like the police, and deviance. It seems to us that there are too many intermediary variables for a linear relationship between these two elements to be conceivable.

Make no mistake. We are not implying that the obvious failure of the police in the matter of crime control means that
there is no connection between these elements, or that police action is not important or is of no use. It may be simply that the functions actually fulfilled by the police are different from, and much more diversified than, those generally assigned them.

We might suggest that research be directed toward the study of the symbolic functions that the police fill among the population, their functions as an instrument of power and those, no less real, whose object is the defence and promotion of their professional interests. It might therefore be realized that policemen are not independent socio-political actors and that any research based only on the two terms of the binomial, police-crime, is bound to meet with failure.
International Centre for Comparative Criminology

DIRECTOR: DENIS SZABO

A SOCIO-HISTORICAL APPROACH TO THE POLICE
IN MONTREAL AND TORONTO

by

JOSE RICO AND MARCEL SARRAZIN

Report submitted to the Solicitor General of Canada within the framework of research on
THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

Resumé of Final Report No. 4

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September 1974
Considering the fact that there are very few historical or sociological studies in Canada concerning this important part of the public administration - the police, and whereas its functions, organizational methods and structures have been changing, particularly during the past few years, and the situation is now critical, the present research has undertaken a socio-historical study of the police in Canada. For various reasons, this report is limited to the study of the evolution of the police in Montreal and in Ontario, from their origins to the present days.

The first part of the report is devoted to a statement of the problem and the methodology of the research. The second part presents a descriptive analysis of the socio-historic development of the police in Montreal and Ontario throughout the various periods of its evolution.
I - In the first part of the research, we gave our justification for the choice of the socio-historic perspective in studying the police, and defined the objectives sought as well as the method selected and applied in carrying out this study.

A. The need to resort to a socio-historic perspective is confirmed by work done in France (Le Clère, Buisson, Susini), in Great Britain (Reith, Critchley, Radzinowicz, Martin and Wilson), and in the United States (Lane, the Katzenback Report).

B. The aim of the research was to describe the evolution of the police in Canada, from its origins to the present day. Its object was to understand, through the study of its history, our present police system; to explain, in the light of the political, economic and social context of which it is a part, the changes that have taken place in its structures and functions throughout its history, as well as its place in public administration as a whole, and its relations with the other social systems; to point out the elements determining the different types of police forces in Canada; and finally to understand the factors for stability and progress which marked the evolution of this important social institution.

Because of the interest in studying the police in Canada, where they exist at the various levels of government, the limitations of this research as to human and material investment, the nature and tremendous scope of the works bearing on the evolutive and differential perspectives
involved in this research, and the fact that the latter was done at the University of Montreal, it seemed logical and expedient to devote our efforts to retracing the evolution of the Montreal police, at the municipal level, and the Ontario police at the provincial level.

C. To achieve our objective, that is, describe the evolution of the Montreal police and those of Ontario, we decided, where the Montreal police were concerned, to thoroughly study the minutes, reports, investigations and other files contained in the Archives of the City of Montreal. Concerning the Ontario police, we referred to the work of A.K. McDougall (1971), who made a complete and detailed study of the subject.

It is an exploratory and descriptive study. Exploratory because it constitutes the first of its kind in Montreal and because, being unfamiliar with the sources of information and the socio-historical approach, the study had to be done in a general way instead of adopting a more specialized mode of approach. It is descriptive because, at this stage of our research, there is no hypothesis to verify, nor theory to confirm or disprove. Our object is simply to discover and gather data on the evolution of the police of the City of Montreal and the provincial police of Ontario. The existence of scientific work on the latter and the lack of research on the former motivated our choice of method for gathering most of the historical data concerning these two police services.
Incidentally, various sources of information were used to complete our work: juridical treatises, the great historical manuals of Canada, Ontario, Quebec, Montreal; articles and monographs from scientific reviews placing the evolution of the police in the more general context of the economic, political and cultural evolution of society; articles dealing with the police in a Montreal newspaper, Le Devoir; the reports of various commissions of enquiry and study on the police, the administration of justice and municipal administration; and publications of the Federal Bureau of Statistics with a view to obtaining the data relating to social and police indicators.

II - The second part of the research constitutes a socio-historical analysis of the Montreal police and the Provincial Police of Ontario.

A. With regard to the former, we established a correlation between the history of the Montreal police and that of the political and social institutions of this city. That is why this part of the study was divided into three chapters, each corresponding with the three great periods that shaped the future of the main institutions of Canada, Quebec and Montreal: the French era (1642-1760), the English era (1760-1867) and the Canadian era (1867 to the present day). For each of these periods, we first presented the socio-political events relating to the police; we then described the characteristics of the evolution of the police in Montreal in regard to these events.
Our approach led to a number of findings which a further explanatory study could verify more systematically than this exploratory research permits. They were the following:

1) In Montreal, protection agencies were created, changed and abolished as social needs appeared, changed or disappeared;

2) These changes were made, until the past few years, without the preliminary research or planning necessary to determine needs, objectives and means, either from the point of view of the population or the police;

3) For a long time, the police function was not seen as a permanent need; and it was for this reason that for more than two centuries, there was an overlapping and intermingling of different types of police corps in Montreal;

4) As a true police structure began to emerge, a movement began towards making the police forces dependent on the municipal authorities; this dependency of the police on the local politicians was only opposed a number of years ago on the initiative of the provincial Government, by the creation of the Quebec Police Commission and the Montreal Public Security Council;

5) During the course of the periods studied, the principal factor for changes in the structure and functioning of the police in Montreal seems to have been the influence of the political elite which presided over the destiny of the city. The
accelerated process of urbanization as well as technical progress were also important factors for change;

6) From its inception, the Montreal police seem to have constantly met with great difficulty in recruiting members; the criteria for selection and promotion, incidentally, were until recently reduced to the lowest possible terms, and this fostered corruption, lack of discipline and was detrimental to the effectiveness and prestige of the police in Montreal;

7) Throughout its history, the Montreal police have experienced certain personnel problems, such as salary demands, the threat of strikes and resignations, the classification of functions and tasks, the elaboration and enforcement of disciplinary procedures, relations between the various groups of the police hierarchy and between the different sections, etc. Police and municipal administrations have always shown themselves ill-prepared the confront these problems, until finally, around 1960, systematic studies were undertaken by experts in administration to try to solve them;

8) Corruption, accentuated by political pressures, especially in the sectors relating to morality and organized crime, can be considered an everpresent feature in the evolution of the Montreal police;

9) The fact that the Montreal police have a police association seems to have accelerated the process of more rational
administration of the Service and provided better working conditions for the men;

10) On several occasions, over the course of the periods studied, attempts were made to improve the Service, but these did not amount to much in most cases, due to the incompetence and vulnerability of the administrators and their unwillingness to grant the latitude and budgets necessary for the proposed reforms.

B. With regard to the Ontario police, the study brought to light the difficulties of the police in two different contexts: rural and urban. The urban milieu, because of its large population and the variety and complexity of its needs, gave rise to a more rapid evolution of the police than in the country, where the local elite groups, their power threatened, and having been left for a long time to themselves with very limited material and human resources at their disposal, could not give their police corps the autonomy and resources necessary for development. A large provincial police force proved to be the solution for the rural milieu. In both cases, however, the police had to fight steadfastly to attain their independence from the politicians and to have the professional nature of their function recognized. In order to do so, they had to count on the aid of the provincial government and have their constables' association join forces with that of the police chiefs.
In 1960, its autonomy being less threatened and having acquired a status of respectability, the Ontario police could then set about to improve its structure with a view to becoming more effective. A provincial agency, the Police Commission became, then, the instrument for the development of a police system whose objectives are coordination, cooperation, training and standardization.
AUTOMOBILE THEFTS: COST-BENEFIT ASPECT

I - Concepts, statistics and preliminary study on the organization and costs involved

by

SAMIR RIZKALLA

with the collaboration of

Charles Laurin

Report submitted to the Solicitor General of Canada within the framework of research on

THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

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Introduction

In the first progress report, we have: 1) tried to define the objectives of our part of the research, 2) given a short outline of some theoretical considerations on the analysis of programming, planning and budgetary systems, 3) made a first general comparison of crime in the area we are concerned with - auto thefts - in three metropolitan regions in Canada: Montreal, Toronto and Vancouver.

I - Objectives of the research

The cost of the police is an important element in the social cost of crime. On the one hand, it includes what crime itself costs society in losses sustained by victims and, on the other, the operating costs of the system of the administration of justice as a whole: the police, courts, prisons, penitentiaries, probation, parole, etc.

According to Shoup and Mehay (1971)\(^1\), at the economic level, there is an optimal interaction between these two types of costs which should be attained. It occurs at the interaction of two curves, one representing the cost of administration of justice and the other the cost of crime, so that any increase in expenditures in the first sector involves only a minor decrease in the second.

Applied to the police, this means that expenditures in this area should be stopped the minute the costs involved in the fight against crime go beyond the benefits derived.

The object of such a general study would be to answer the following question: how can limited resources be reasonably allotted in such a way as to derive the maximum benefit?

With the methods at our disposal, a choice had to be made between the various police activities. We selected auto thefts for the following several reasons:

1) For all practical purposes, crime is accounted for in the statistics. This gives us a finite series, and consequently, better possibilities to analyze, interpret and evaluate the results without being afraid of any bias which could stem from the dark figure of crimes.

2) The Montreal Police have a special section for automobile thefts and so do Toronto and Vancouver. This facilitates the analysis of the direct costs involved, at least in part of the police activities concerning this sector.

3) The police stations as well as auto patrols which receive the complaints participate in this activity, and therefore present an area for the application of a time/budget study to determine the total cost of police intervention in this activity.

4) From the point of view of better allocation of resources for better results, it could be possible to introduce hypotheses directed toward technical improvements.

5) The offence is committed by various types of delinquents, and a study could be made of interesting relationships, such as those between the degree of recovery of stolen autos and the type of delinquent, because the motive varies even among these different types.

6) The cost of victimization, which is an important element in evaluating the social cost of crime, is easily calculable, particularly through insurance records.

7) Comparison between the three metropolitan regions of Montreal, Toronto and Vancouver could afford some interesting findings.
II - Basic ideas: analysis of P.P.B.S.

By definition, an analyst tries to relate the resources of a system to its objectives, and the director of such a system should make sure that adequate distribution of resources is made in relation to the aim or aims of that institution. To serve this purpose, new forms of budgeting have been developed over the past few years. These endeavour to assign resources (human financial, technical) to categories which give exactly the objectives or goals sought by the system or institution, instead of distributing the funds allotted to the institution by a traditional classification of posts.

In effect, the analysis of the system is like an expanded effort, based on the actual situation, to create a model which will establish the functioning of an organization so as to facilitate its total inclusiveness.

With regard to the planning, programming and budgeting system, it is more an attempt to evaluate the efficiency and reliability of the system in relation to the objectives it was created for or which justify its existence. The problem on the one hand, is the identification of the objectives and the various activities endeavouring to achieve them, and on the other, the evaluation of the cost of these activities and the extent to which the aims are realized.

The Planning, Programming and Budgeting System in Montreal

In April 1971, the Executive Committee of the city of Montreal created a "P.P.B.S." Committee to study ways of gradually introducing this system of budgeting. This committee drew up a programme structure which at the same time attempted to integrate the present system within this new structure.

Three types of activity were involved:

a) operational: these activities furnish a public service either directly or through an agency;

b) maintenance: these activities give rise to common general expenses. These include the cost of the administration of a service directly responsible for a particular programme. For example, the activity of the office of the director of police services is "Director of the Police Protection programme" whose function or objective is: "Public Safety";
c) support of the government: this heading covers the activities of the administrative services, such as the administrative office, municipal office, control and verification, estimates, etc.

Criteria of evaluation

According to the P.P.B.S. Committee, the criteria of evaluation, in non-financial terms, are the expression of what the money and effort put into programmes and sub-programmes should produce.

These criteria make it possible to measure the degree to which the objectives sought by programmes and sub-programmes are realized, at the same time indicating the latter's scope.

The criteria can be indicators of either quality, volume or relationships. Regarding the police programme, the Committee makes the following suggestions:

- the number of hours devoted to surveillance
- the rate of criminality according to age
- the number of arrests
- the number of recidivists.

The functions or objectives of the Montreal municipal administration are the following:

- general administration
- Welfare and Public Health
- transportation
- recreation, culture, education
- town-planning, development and improving the value of the land
- protection
- hygiene and ecology.
Protection, as an objective, gives rise to three programmes:

- police protection
- law enforcement
- fire protection.

The "police protection" programme is divided into four sub-programmes:

- criminal activities
- non-criminal activities
- maintenance
- "facilities".

Subsequently, based on these four sub-programmes, various activities such as prevention, investigation, arrest, etc., and the sub-activities were placed in groups.

In Montreal, through planning, an attempt was made to convert the traditional budget structure to one of budgeting by programme. Having established this system, an empiric verification is now being tried, as well as efforts to include certain activities and to identify those that could be budgeted. In addition, we are trying to evaluate the proportion of certain activities which are accomplished by the same service, but which belong to different sub-programmes, and to discover the activities common to several services which, according to the programme, are assigned different sub-programmes.

This step in the programming, planning and budgeting system is proving the most complex. It presupposes the elaboration of an observation screen which must be reliable and valid, and above all an empiric approach through participant observation.

Account of work done at the Montreal Police Service

In our opinion, the input of the Montreal Police service to date is centred on the preliminary stage of all programme budgeting, that is, the analysis of the system. We are trying to identify the components, study the relationships and interactions between these diverse elements, as well as the flow of
cases or problems submitted to the police. We are endeavouring to locate, through police activity, the components of the work they have to do.

It may be noted, however, that the programming, planning and budgeting system makes it possible to break down the programmes into a number of sub-programmes, and activities into a number of sub-activities.

In choosing motor-vehicle theft as our subject, we can easily and in all fairness presume that this sub-activity would come under the heading of the activity "protection of property" of the sub-programme and "fight against criminal activity" of the programme, "police protection". It is for this reason, in addition to other advantages, which will be enumerated further on, that the choice of this activity of the Montreal police service will enable us to take a "sounding" deep into police activity, with the assurance that when the whole P.P.B.S. structure has been worked out by the municipal services, it will not affect the results of our research, since our target is limited and constitutes a finite group of elements.

III - Auto thefts: basic data

Our first table shows the number of complaints of auto thefts registered in Montreal, Toronto and Vancouver between 1965 and 1971. The average is respectively 7,209 for Montreal; 6,350 for Toronto and 2,350 for Vancouver.

It further shows that the tendency to increase is much more marked in the last than in Toronto or Montreal. Whereas Montreal's percentual rate of increase went from 100 indicated in 1965 to 125 in 1969, Toronto reached 145 and Vancouver 168. In addition, in Montreal, there were fewer auto thefts in 1972 than there were in 1965.

The explanation given by key witnesses tends to emphasize the efficiency of the Stolen Vehicle Section, which succeeded in destroying twelve networks of auto thefts after a campaign launched in the autumn of 1970.
The rate of crime per 100,000 inhabitants is distinctly lower, however, in Toronto than in the other two cities:

<table>
<thead>
<tr>
<th>City</th>
<th>Rate per 100,000 inhabitants</th>
<th>Rate per 1,000 registered vehicles</th>
</tr>
</thead>
<tbody>
<tr>
<td>Toronto</td>
<td>326</td>
<td>7.9</td>
</tr>
<tr>
<td>Montreal</td>
<td>750</td>
<td>19.1</td>
</tr>
<tr>
<td>Vancouver</td>
<td>545</td>
<td>-</td>
</tr>
</tbody>
</table>

We then compared the rate of auto thefts with that of petty thefts, and tried to establish the rate of recovery of stolen vehicles. The latter was established at 86.1% for Montreal and 97.5% for Toronto.

As to cost, we calculated the gross and net value (that is, after deducting for the autos recovered) of stolen cars in Montreal and Toronto for the years 1965 to 1971.

<table>
<thead>
<tr>
<th>City</th>
<th>Gross Value in $</th>
<th>Net Value in $</th>
</tr>
</thead>
<tbody>
<tr>
<td>Montreal</td>
<td>134,323.700</td>
<td>18,602.073</td>
</tr>
<tr>
<td>Toronto</td>
<td>117,959.950</td>
<td>2,822.978</td>
</tr>
</tbody>
</table>

Finally, the rate of solution by arrest was calculated on a comparative basis for the three cities: petty thefts, auto thefts. Here is the average for the period studied:

<table>
<thead>
<tr>
<th>City</th>
<th>Petty thefts</th>
<th>Auto thefts</th>
</tr>
</thead>
<tbody>
<tr>
<td>Montreal</td>
<td>12.7</td>
<td>13.1</td>
</tr>
<tr>
<td>Toronto</td>
<td>28.2</td>
<td>18.0</td>
</tr>
<tr>
<td>Vancouver</td>
<td>18.5</td>
<td>12.4</td>
</tr>
</tbody>
</table>

It may be noted that Toronto has the highest rate of solution. For petty thefts, the Montreal rate is very low.
IV - Description of the stolen vehicle sections

The report finally shows the organizational charts and directives explaining the functioning of the stolen vehicles sections in Montreal and Toronto.

Conclusion

First of a series of reports intended to design a plan of analysis of the police system and its cost/benefit aspects, this document is part of a global study on the police in Canada.

It has notably developed some basic concepts such as planning, programming and budgeting systems, has undertaken a statistical study of the crime selected to serve as a sample of the study, analyzed the organizational charts of the special sections, and calculated, as a preliminary step, certain costs concerning the problem studied.

The other reports in this series will go into greater detail on all these questions.
AUTOMOBILE THEFTS: COST-BENEFIT ASPECT

II - Criminal incidence, police action and evaluation model

by

SAMIR RIZKALLA

with the collaboration of

Robert Bernier

Report submitted to the Solicitor General of Canada within the Framework of research on

THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

Resume of Final Report No. 6

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June 1973
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(1) Introduction

For some years now, the automobile has become almost indispensable. The expansion of large cities to suburbs farther and farther from the business centres, and the construction of more and more factories on the outskirts of the city, has made the automobile the prime mode of transportation, in spite of efforts to develop public transportation.

Furthermore, the increase in leisure time and the week-end travel this engenders, has made the car a necessity for many.

But, over and above its usefulness, the automobile has become a symbol of success and of virility. Proof of this are all the decorative fittings and gear for extra performance which add to the appearance of the car and give the driver an added sense of power.

An instrument, then, for work and leisure, a much coveted object of pride, the automobile has become an integral part of our modern culture. But its importance at the criminological level has also increased considerably. It is often used in the perpetration of certain crimes or to facilitate the escape of their authors; it can also itself become the object of crime. It is this that made Bloch and Geis (1962) say that automobile theft is linked with cultural habits.

On the basis of these considerations, we thought it would be of value to study the problem of automobile theft in depth.

(2) Objectives of the research

Our research is certainly not the first in this field. Its merit, however, lies in its global aspect, the fact that it attempts to look into all aspects of the phenomenon. It starts with as detailed a description as possible of the criminal incidence of auto theft in order to discover its social, economic and police consequences and implications. It is also intended as a model that can be adapted to other types of crimes and to the study of proactive and reactive methods which a criminal act or even the fear of victimization gives rise to.
Contents of the report

The preliminary chapter consists of an effort to discover the extent of the problem in both time and space, on a comparative basis.

In the first chapter, we give a summary of the literature on the subject and an outline of the method used for the present research.

In chapter II, the report gives the pattern of auto thefts as they appear through the study of a sample of the Montreal Police files of complaints, as well as a rough sketch of the model of vulnerability. An attempt is then made in chapter III to place prevention and its various methods in systematic order.

Police action, with regard to its organizational and practical aspects, is examined in the two following chapters, while chapter VI contains an evaluation model which is to be applied during the course of subsequent work.
Preliminary Chapter

Extent of the Problem
This chapter is a statistical study of the incidence of auto thefts.

In space, it compares Canada and the United States, three Canadian provinces: Quebec, Ontario and British Columbia, and three metropolitan areas: Montreal, Toronto and Vancouver.

In time, it deals with the fluctuations of this type of crime over the last ten years recorded by the statistics, from 1962 to 1971.

We particularly note that in the United States, in 1970, the rate of crime per 100,000 inhabitants is close to 55.6% higher than in Canada, whereas in 1962, it was only around 8% higher. In fact, the index of the increase in the rate of vehicle thefts in 1970, in comparison with 1962, is 225.39 for the United States against only 156.35 for Canada.

Compared with all major crimes against property, the figures show as sharp an increase in the United States, but in Canada, the increase is less marked, the indices, in 1970, being respectively 223.01 and 172.03. The fact remains that vehicle thefts, in both the United States and Canada, represent a large proportion of all major crimes against property; for 1970, they were respectively 19.0% and 16.8%.

This comparison gave British Columbia the highest rate of vehicle thefts per 100,000 inhabitants, with 400.18 in 1970 against a national average of 291.29, whereas in Quebec and Ontario the rate was respectively 299.75 and 304.04.

On the other hand, Quebec is in the lead for the rate per 100,000 registered vehicles, with 892 for a national average of 737, and a rate of 769 in Ontario and 783 in British Columbia.

These differences are in part explained by the relatively low average income per capita in Quebec (in 1970: $2,783 against $3,124 for Canada, $3,691 for Ontario and $3,377 for
British Columbia), and the fact that in Quebec there are fewer vehicles in proportion to the population (1 vehicle for every 3 inhabitants against 2.5 in Canada and Ontario, and 2 in British Columbia), which makes the automobile an even more coveted possession.

(7) The metropolitan areas

The metropolitan areas show a higher rate of crime than the provinces to which they belong. This is quite natural.

In addition, the Montreal rates are considerably higher that those of Toronto and Vancouver for the years 1962 and 1963 (in 1962: Montreal 481.63; Toronto 244.87; Vancouver 370.04), but show a marked decrease since then which, in 1970, brings them to a lower rate than that of Vancouver (Montreal: 453.72; Vancouver 594.26). It is remarkable to find that in Montreal, the rate of vehicle thefts in 1970 is lower than it was in 1962 (94.21%).
Chapter I

Review of the Literature and Methodology
Review of the literature

In this chapter, we review the various studies on auto thefts done chiefly in the United States and in France. These deal mainly with the psychology of the auto thief, the outline of the crime and the cost of the crime.

Methodology

The method used to collect, compare and analyze data is summarized as follows:

1. We took a sample representing 10% of the complaints received by the Montreal police in 1971.

2. We designed a questionnaire that would enable us to collect the data relevant to our research. It contains the following questions:

A - Concerning the crime

a) What was stolen? (type, model, trade-mark, year of the stolen car).

b) Where? (police jurisdiction: division, station; type of place: private property, street, etc.)

c) When? (season, month, day of the week, hour, etc.).

d) How? (state of the vehicle at the time of theft: key in the car, doors locked or not, etc.).

e) For what reason? (motive of the crime: joy-ride, to dismantle it for re-sale, to get away from the scene of a crime, etc.).

f) By whom? (sex, age, occupation, etc.).

g) With whom? (accomplices or not, description of the accomplices).

h) From whom? (owner or person in possession and their description).
(11) B - Concerning police action

a) Persons interrogated, witnesses, information obtained;

b) Circumstances of the recovery;

c) Steps taken to know who committed the theft;

d) Circumstances of the arrest.

Furthermore, in order to prepare the way for an evaluation of the police action in accordance with our objectives, we proceeded with an analysis of the content of the Montreal police directives.
Chapter II

Patterns of Auto Thefts
In this chapter, we try to answer the following questions: What vehicle was stolen? When? Where? How? By whom? With whom? Why?

A - Object of the crime

95.4% of the vehicles stolen in Montreal in 1971 were automobiles; 2.4% were trucks and 2.2% motorcycles. 52.81% of the stolen vehicles were made by General Motors, 17.35% by Ford, 15.57% Chrysler, 3.06% American Motors; Quebec's Manic, with 0.75% and imported cars, made up the remainder, that is, 10.96%.

With regard to the year the cars were made, vehicles of the current year constituted 6.36% of the sample, those one year old 7.13%, those ten years and over about 3%; the 4, 7 and 8 year old cars fluctuated between 10.5% and 15%, whereas the 2, 3, 5, 6 and 9 year old cars varied from 8% to 10%.

To calculate the index of vulnerability of the automobiles according to type and year of manufacture, we compared these percentages with those of registered vehicles. Not counting the Manic, of which there are very few in circulation, imported cars are found to have the highest index, especially the Volkswagen with 5.15, the Porsche 4.17, the M.G. 6.22 and the Triumph 2.81. Among the American cars, the General Motors all have an index higher than 1 and Fords fluctuate between .40 and .79. The Dodge seems to be the least vulnerable with an index of .38. The data were compared with those of the study made in Denver.

Old cars of 7, 8 or 9 years seem to be the most vulnerable, a fact which can only be explained by the scarcity of replacement parts.

B - Data relating to time

The month of the year when most automobiles seem to be stolen is July. Furthermore, more cars are stolen on Thursdays, Fridays and Saturdays than on the other days of the week, and between the hour of 4 in the afternoon and 4 in the morning.

These findings have made it possible to develop certain ideas on the patterns of the use made of the vehicles and the motivations of the authors of the thefts.
(15) **C - Data relating to space**

Divided according to police jurisdiction, there seems to be a higher concentration of auto thefts in the southern centre of the city.

In addition, 71.2% of the thieves tend to take vehicles that are on the street. However, premises are not immune from theft, for they constitute 8.2% of our sample.

Locking the doors does not seem to discourage thieves either; at least according to the statement of the victim, which must be taken with some reservations, 70% of the vehicles stolen were locked when the theft occurred.

(16) **D - Modus operandi**

It is difficult to obtain exact details on the methods used to make the thefts through the examination of the complaint files, particularly since the description given by the victim of the state in which he left the car before the theft cannot always be relied on.

Also, as we are limited here to a review of the various methods currently used, we are unable to study them statistically.

(17) **E - The victim**

The victim was an individual in 92.5% of the cases and an institution in 7.5%. He was the owner in 82.8%, and a person other than the owner in the rest of the cases. Victimization according to age is in almost direct proportion to that of license holders, with 31.3% between 20 and 29 years of age; 25.4% between 30 and 39; 16.9% between 40 and 49, and 13.8% between 50 and 69 years of age. In fact, if the index of vulnerability is calculated according to the age of the victims, it would be higher than 1 for the 20 to 39 year-olds and less for those 40 to 69 years old. Can this be due to greater prudence on the part of those over 40?

With regard to the sex of the victims, 84% are men as against 68% of male licensed owners, and 12% are women as against 32% of female licensed owners. This does not necessarily mean that men are more victimized than women, as we believe that the number of licensed owners does not reflect the actual use of the car.
F - The author of the crime, accomplices, motivations

Considering the fact that our sample includes only 33 arrests, we have used the statistical data of the Montreal police.

It was established, first of all, that in 1971, 33.5% of the persons charged were juveniles, and 66.5% adults. In Denver, on the other hand, 71% were juveniles. Furthermore, in more than 50% of the cases, the author had one or more accomplices.

Finally, regarding motives, these are difficult to establish, since only close to 10% of the crimes are solved by the arrest of the author, and in all the other cases, it is difficult to determine the motive for the theft. Nonetheless, the report did study the various classifications found in the literature on motives for auto thefts.
Chapter III

Prevention
Chapter III of the report describes various methods for the prevention of vehicle theft, and attempts to classify them according to:

A - The source of the preventive action, that is:

1) The legislator and the authorities requiring manufacturers by law to respect certain security norms, or requiring drivers to take certain precautions;

2) The police, through surveillance and patrols;

3) The manufacturers through safety devices;

4) The insurance companies and civic groups through information campaigns.

B - Where the prevention is directed, that is:

measures applying to parking lots, to dealers in new and used cars, to the owners of vehicles and to the potential author of the crime.

C - The object of the preventive action:

this is a question of security devices with which the vehicle can be equipped.
Chapter IV

Objectives, organization and procedures of the police in connection with auto thefts
Here we proceeded with an analysis of the content of the Montreal police directives in order to determine the objectives of police sections and to become acquainted with police organization and procedure.

Two main objectives were found:

A - To reduce crime

B - To reduce the cost of crime

The first includes:

1) Prevention

2) Repression, that is:

   a) to arrest the author
   b) to recover the vehicle

or:

   a) to arrest the members of the network
   b) to destroy the vehicle theft network.

The chapter next defines the various methods by which these objectives can be achieved, both theoretically and in terms of the directives. It concludes with an analysis of the organizational chart of the Stolen Car Section and of the outcome of complaints.
Chapter V

Police action and its results
Content

Here a study is made of police action (as it actually takes place) in the Stolen Car Section.

I - The police stations

By following the outcome of a complaint step by step, the factors capable of influencing the results of police action can be studied:

A - Pre-recovery investigation

1) First of all, account must be taken of the time taken to respond to the complaint, which could have an influence on the future development of the investigation. In our particular case, the important thing is not the time taken to answer the call, but the time lapse between the crime and the arrival of the police, since the hypothesis can actually be formulated that the shorter the delay, the better the chances of intercepting the author of the theft. As to the time the complaint is received, it is of little importance if it is made long after the crime has been committed.

Thus, we calculated the delay: vehicle seen for the last time/official report. This delay is less than one hour in only 23% of the cases. It seems to us that any other delay cannot seriously influence the results of police action.

2) The content of the investigation is a second element to be considered. This includes two types of content:

- The action-content which refers to the steps taken by the investigator
- The information-content which refers to the type of information obtained.

a) Action-content

We have ascertained that in 54.2% of cases, no one other than the complainant was questioned; and in 95.9% of cases, there was no witness. This is explained by the idea of criminal visibility, which we explained in our report.
b) Information-content

Regarding the type of information gathered, we found that, in 97.34% of cases, the license and serial numbers were obtained 80% of the time during the report, and 17% later on. The direction taken by the car, on the other hand, is unknown in 95.5% of cases.

B - Results of police action

1) Recovery of the vehicle:

The majority of stolen vehicles are recovered. In fact, 80.4% of vehicles were recovered in varying, but generally short periods of time, for 35.1% were found the same day the theft was made, 23.8% the next day and 17.2% in a matter of two to four days, making a total of more than 76% of vehicles recovered.

On the other hand, even though it can be said that the recovery was due to police investigation, it must be recognized however, that in 74.7% of cases, it was police action which made the recovery of the auto possible. In 10.8% of cases, it was recovered by the owner, the rest being unspecified.

This recovery is made, for the most part, by patrolling (57.3%) but also following a traffic violation (9.7%) or as the result of a call (4.8%) and even of an accident (3.2%). In 21% of cases, however, the circumstances of recovery are not mentioned.

The car is found abandoned in 87% of cases. But it is intact only 52 times out of 100 and damaged 31 times out of 100.

Among the causes of the damage, we find 23.8% were on account of accidents, 13.8% vandalism and 48.7% as a result of the break-in by which the vehicle was stolen.

2) Arrest of the author

Although the vehicle is recovered in 80.4% of cases, the author himself is arrested in only 8.1% of cases. Of these, he is apprehended 59.4% while driving the vehicle, 6% while in possession of the vehicle but not inside it, and 23.5% not in possession of the vehicle.
C - Relation between the content of the police inquiry and the result obtained

The time of the official report does not seem to have a significant influence on the result of the police action. In fact, although 84.8% of vehicles whose theft was reported within less than an hour are recovered, it is the same (90.4%) for those reported between 2 and 4 hours after the incident. Nor does the pattern of arrests show any significant relationship. Similarly, the number of persons questioned have no effect on the results, since 79% of cases where no one was questioned resulted in recovery. It is only when two or more persons are questioned that we find a slightly higher percentage of recovery: 84.6%. The same can be said of information-content: license and serial numbers.

Obtaining the description of a suspect at the time of the report seems to affect the result -"arrest"- positively, for only in this case were 52.6% of the arrests obtained as against 20% when there was a suspect but his description was not given, and 5.7% when there was no suspect. The rapidity of the arrest is also increased when the suspect is described during the taking of the report.

In addition, it seems that knowing the direction taken by the author of the crime when driving the stolen vehicle is key information for police action. It was ascertained that 78.6% of cases where this information was obtained, the vehicles were recovered in less than an hour.

D - Post recovery investigation

Here it was a matter of finding out if the police take steps to arrest the author after the recovery of the automobile.

Our study showed that once the vehicle was recovered, in 65.81% of cases no one was questioned, whereas in only 34.18% of cases were one or more persons interrogated by the police.

Out of 107 cases where one or more persons were questioned, only in 15.1% was the description of a suspect obtained.

This confirms the hypothesis that in the majority of cases, police action ends with the recovery of the vehicle.
II - Stolen Car Section

If a vehicle has not been recovered within five (5) days from the date of the complaint, the case is transmitted to the Stolen Car Section.

For the year 1971, the total of complaints thus registered totalled 1,878, of which 804 were resolved by the recovery of the vehicles, that is, 42.81%.

Furthermore, the main activity of the section consists of detecting and destroying the vehicle-theft network. In 1971, the work of the section made it possible to destroy fifteen networks and to make close to 200 arrests, 134 of which resulted in committal for trial.
Chapter VI

The Cost
The object of this chapter is to prepare the work of the third year's research.

After having reviewed the various definitions of cost as explained by different authors, we set up calculation models applicable to the crime under study and the social reaction it engenders.

Figure XIII of the report, which we reproduce here, gives a general outline of the different cost items to be calculated, the sources of financing, the institution financed and the activity involved.

The future work will involve examining the desired objectives in order to analyze the means to attain them and, with the aid of precise criteria of productivity and efficiency, to evaluate the police action actually extended.
Figure XIII: Distribution of costs and expenditures entailed by vehicle thefts

Victim → Driver → Taxpayer

- Deprivation
- Damage
- Loss

Insurance

- Protection against loss

Prevention Publicity campaigns

Prevention Safety appliances

Purchase of safety appliances

Manufacturer

Three levels of government

- Prevention
- Legislation

Police

- Prevention
- Investigation

 Courts

- Preliminary proceedings
- Arrest
- Detention
- Investigation
- Sentence
- Trial
- Preliminary investigation
- Acquittal
- Release
- Parole
- Probation
- Fine or suspended

Key:
- Source of financing
- Institution financed
- Activity
The present report, in our opinion, contributing substantial information to the study in time and space of vehicle thefts, to methods of prevention, to police activity and its objectives, at the same time constitutes a work instrument preparing the way for next year's evaluative studies.
AUTOMOBILE THEFTS: COST-BENEFIT ASPECT

III - Time/budget analysis and relevance of police action

by

SAMIR RIZKALLA

in collaboration with

Robert Bernier and Rosette Gagnon

Report submitted to the Solicitor General of Canada within the framework of research on
THE ROLE, FUNCTIONS AND EFFECTIVENESS OF THE POLICE

Coordinator of the research:
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University of Montreal
September 1974
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Introduction

(1) The immediate object of this research is to study the resources consumed by the police in the matter of automobile thefts, and to question the relevance of each step taken by the police with regard to this offence. After an additional year of work, we hope to be able to measure, besides the work time involved, the actual cost of these operations as well as the effectiveness and productivity of the action taken, as recorded by means of a longitudinal analysis (see figure II).

Outline

(2) The general plan of the present report and the prospects it outlines for the next twelve months can be set down as follows:

Having given a detailed description of the activities of the police (see figures I, III and IV) in the case of auto thefts, from both the organizational and functional points of view, the work time consumed and the cost entailed, the results are studied. This analysis of the results or benefits of police action is not done "in abstracto", but by taking into account the costs involved. In this perspective, the productivity and effectiveness of police action are measured by referring to criteria of evaluation based on the objectives sought by the police in this domain.

(3) In this short resume, we shall try to state briefly the methodology used and the conclusion reached following a time/budget analysis of the various organizational and functional police units involved.
I - Methodology

(4) The concept of "consumption of resources" has two distinct, but complementary operational elements, namely the "work time" invested in the accomplishment of various activities, and the "financial cost" which it involves.

"Work time" easily lends itself to quantitative measurement. One has only to calculate the number of man-hours devoted to the carrying out of diverse tasks, that is, the "time/budget" of police action with regard to auto thefts.

"Financial cost" is the conversion of "work time" into dollars and cents. This calculation of the "cost of production" of police activities takes into account not only the direct expenditures for salaries and equipment underlying the concept of "work time", but also the indirect salary and equipment expenditures (general expenses) which, if not as obvious as the first, are nonetheless real and quite considerable.

Over and above their complementarity in describing "consumption of resources", these two concepts also complement themselves as a parameter, which makes it possible to evaluate police strategy, that is, the use made of available personnel and material.

Whereas the measurement of "work time" constitutes one of the bases on which one can proceed with an evaluation of the relevance of the action deployed, and, as a first step, the "effectiveness" of the use made of available resources, the measurement of "financial cost" is the only appropriate basis on which to evaluate the "efficiency" evidenced in their use.

This means that the data used in the first phase of the research to describe the "consumption of resources" arising from police action, and used to make a first evaluation of relevance, will be as useful for the second phase, when an evaluation will be made of the "productivity" and "effectiveness" of this action.
In this chapter, after having defined the analytical objectives of the research, we developed methods to achieve them.

**Method selected**

(5) Considering the advantages it has to offer, we chose the time/budget technique. Questionnaire cards, which may be seen in the appendix of the final report, were designed for this purpose.

A special card was made for each organizational section, detailing the various activities it could accomplish, among which the respondent had only to tick off those that were in fact undertaken; space was also provided in which respondents indicated the time invested in regular hours and in overtime.

The information necessary for referring back to the complaint file was included to permit an eventual longitudinal analysis.

Every precaution was taken, including constant contact with the police service, to guarantee the exactness of the data.

**II - Data analysis**

(6) This is included in five chapters, each dealing with one functional aspect of police action:

Chapter I: Taking down the report

Chapter II: Search for the vehicle and pre-recovery investigation

Chapter III: Recovery of the vehicle and post-recovery investigation

Chapter IV: Arrest, detention, appearance before the Court

Chapter V: Prevention and destroying the car theft networks.
FUNCTIONAL ANALYSIS OF POLICE ACTION

INVESTIGATION SEARCH FOR STOLEN VEHICLES

1st FIVE DAYS
DETECTIVE B U.

SYNTHETIC VERIFICATION
CONSULTATION OF THE
SELECTIVE VERIFICATION
LIST OF STOLEN AUTOS

ROUTE VERIFICATION
CONSULTATION OF THE

AFTER F 5 DAYS
DETECTIVE B U.

INVESTIGATION OF NETWORKS
STUDY OF THE FILES
VISITS TO ESTABLISHMENTS

RECOVERY OF THE VEHICLE

REPORT SUBMITTED TO
THE STATION OFFICER

WRITING OF THE
REPORT

DISTRIBUTION OF THE
REPORT

ASSIGNMENT OF AN
INVESTIGATOR

PHOTOGRAPHIC AND VERI-
FICATION OF THE CAR

MAKING UP THE LIST OF
STOLEN AUTOS AND
DISTRIBUTING SAME

OPENING OF A FILE

CONDITIONMENT OF A
CARD AT P.I.C.

ARREST OF THE AUTHOR | PROSECUTION

ARREST AND ESCORTING
TO THE STATION

ARREST-REPORT

DETECTION AT STATION
WRITING OF A SPOILS
TO APPEAR BAIL-HEARING
CASE REFERRED TO THE
Y.S. (CONSIDERED TO
PARENTS OR TO DETEN-
TION CENTRE)

TRANSPORT TO GENERAL
DETECTION N.O.
DETECTION AT GENERAL
HEADQUARTERS

INTERROGATION PRISER
FILE OPENED ON THE
PRISONER OR BROUGHT
UP TO DATE

PREPARATION OF THE
CASE

LIST OF POLICE CALLED
IN AS WITNESSES

TIME SPENT IN COURTS
BY POLICE WITNESSES
COMPIRING A FILE ON
THE CASE

FIGURE I

TAKING DOWN AND RELAYING INFORMATION CONCERNING THE CRIME

OFFENCE DISCOVERED
BY POLICE REPORT
IT WAS REPORTED

COMMUNICATIONS
CENTRE RECEIVES CALL
COMMUNICATIONS
CENTRE SENDS POLICE CAR

CITIZEN GOES TO POLICE
STATION OR SENDS A
PASSING POLICEMAN

INTERROGATION OF
PERSONS PRESENT
WRITING OF THE
REPORT

PATROLLING OF THE
DISTRICT

REPORT SUBMITTED TO
THE STATION OFFICER

STATION OFFICER READS
& COUNTERSIGNS REPORT

DISTRIBUTION OF THE
REPORT

ASSIGNMENT OF AN
INVESTIGATOR

PHOTOGRAPHIC AND VERI-
FICATION OF THE CAR

MAKING UP THE LIST OF
STOLEN AUTOS AND
DISTRIBUTING SAME

OPENING OF A FILE

CONDITIONMENT OF A
CARD AT P.I.C.

RECOVERY OF THE VEHICLE

INVESTIGATION OF
THE CASE

CONSULTATION STATION
OFFICER ATTACHES
THE CASE

WRITING OF THE REPORT

CALL FOR AND WAIT
FOR THE TOW TRUCK

TOWING OF THE
VEHICLE

EXPERT EXAMINATION

RETURN OF THE
VEHICLE TO ITS OWNER

SUBMISSION OF REPORT
TO STATION OFFICER

STATION OFFICER READS
& COUNTERSIGNS REPORT

DISTRIBUTION OF REPORT

CANCELATION OF TELEX
ELIMINATION FROM LIST
OF STOLEN AUTOS

REPORT OF RECOVERY &
INSERTION IN THE FILE

ARREST AND ESCORTING
TO THE STATION

ARREST-REPORT

DETECTION AT STATION
WRITING OF A SPOILS
TO APPEAR BAIL-HEARING
CASE REFERRED TO THE
Y.S. (CONSIDERED TO
PARENTS OR TO DETEN-
TION CENTRE)

TRANSPORT TO GENERAL
DETECTION N.O.
DETECTION AT GENERAL
HEADQUARTERS

INTERROGATION PRISER
FILE OPENED ON THE
PRISONER OR BROUGHT
UP TO DATE

PREPARATION OF THE
CASE

LIST OF POLICE CALLED
IN AS WITNESSES

TIME SPENT IN COURTS
BY POLICE WITNESSES
COMPIRING A FILE ON
THE CASE
FIGURE II
LONGITUDINAL STUDY: SYSTEM ANALYSIS

KEY:
- : RESULT
- : PROCEDURE
- : ACTIVITIES CONSTITUTING A PROCEDURE

1. IT CAN HAPPEN THAT A COMPLAINT IS DISCOVERED TO BE INFOUNDED ONLY AFTER THE REPORT HAS BEEN TAKEN

VEHICLE RECOVERED
INVESTIGATION OF VEHICLE
1. LEFT WHERE IT WAS OR MOVED BY POLICE; OWNER COMES TO RETRIEVE IT
2. TOWED TO A MUNICIPAL PARKING LOT; OWNER COMES TO RETRIEVE IT
3. TOWED TO THE SCRAPYARD IN THE FORD; OWNER OF STOLEN VEHICLE

RECOVERY OF VEHICLE
INVESTIGATION OF VEHICLE
1. DETECTIVE BUREAU OR S.A.S., DETERMINES
2. DISPOSAL OF RECOVERED VEHICLE
3. ISSUES OF RECOVERED VEHICLE
4. INVESTIGATION OF VEHICLE

INVESTIGATION
1. INVESTIGATION BY PRECINCT DETECTIVE BUREAU
2. DISTRIBUTION OF RECOVERED VEHICLE
3. DISTRIBUTION OF RECOVERED VEHICLE
4. INVESTIGATION BY DEPARTMENT OF PUBLIC SAFETY

INVESTIGATION
1. INVESTIGATION BY PRECINCT DETECTIVE BUREAU
2. DISTRIBUTION OF RECOVERED VEHICLE
3. DISTRIBUTION OF RECOVERED VEHICLE
4. INVESTIGATION BY DEPARTMENT OF PUBLIC SAFETY

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3. DISTRIBUTION OF RECOVERED VEHICLE
4. INVESTIGATION BY DEPARTMENT OF PUBLIC SAFETY

INVESTIGATION
1. INVESTIGATION BY PRECINCT DETECTIVE BUREAU
2. DISTRIBUTION OF RECOVERED VEHICLE
3. DISTRIBUTION OF RECOVERED VEHICLE
4. INVESTIGATION BY DEPARTMENT OF PUBLIC SAFETY
FIGURE III
POSITION OF THE POLICE IN THE JUSTICE SYSTEM

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<td>REPORTED</td>
<td>TO THE POLICE</td>
<td>COM PLAINT FOUNDED</td>
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<td></td>
<td>UNDISCOVERED</td>
<td>NOT REPORTED</td>
<td>TO THE POLICE</td>
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<td></td>
<td>NOT PROSECUTED</td>
<td>LIBERATED FOLLOWING PRELIMINARY INQUIRY</td>
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<td></td>
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<td>FINE</td>
<td>END OF PERIOD OF INCARCERATION</td>
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FIGURE III
POSITION OF THE POLICE IN THE JUSTICE SYSTEM
## FIGURE IV

### ORGANIZATIONAL ANALYSIS OF POLICE ACTION

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<th>DETECTIVE BUREAU INVESTIGATOR</th>
<th>TOWING SERVICE</th>
<th>MUNICIPAL FOUND</th>
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<td>WITNESSES</td>
<td>YOUTH SQUAD WITNESSES</td>
<td>LISTING OF POLICE PERSONNEL PRESENT IN COURT KEEPING FILE OF CASE UP TO DATE</td>
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Chapter I: Taking the report

The questions discussed in this chapter are based on a four point approach.

I - In the first, we have tried to determine the objectives of the police, which consist in answering the call of the complainant and taking a report of the case. We found that there were three objectives:

1) To open a file of the complaint and to start police proceedings;

2) To respond to the expectations of the victimized citizen;

3) To gather and broadcast the optimum amount of significant and pertinent information in order to facilitate the recovery of the vehicle; the arrest of the author of the crime and his committal for trial.

II - The second point was a descriptive analysis and critique of the police action taken. This was done in terms of the objectives mentioned above, following an overall description of the situation as to:

- the nature of the event, which proved to be an auto theft in 67.5% of the cases;

- the type of report taken, which is a report of complaint in 83.7% of the cases;

- the distribution of the offence by precincts where it took place and that which took the report. We found that, in the great majority of cases, the precinct under whose jurisdiction the event took place and the one that took the report are one and the same. We also compared our present data with the study done on the data of 1971, and found that the areas in which the offence is concentrated are practically the same;

- the distribution of the crime over the days of the week, but we found that there was no structure stable enough to permit any systematic design;

- the distribution of the crime over the three shifts; the first, extending from midnight to 8 A.M., receiving the fewest complaints.
The analysis enabled us to describe and analyze each phase of police action as compared with the objectives.

a) The starting point of the procedure is marked by the beginning of police activity, which proves to be a telephone call from the citizen in 81% of cases. This led us to focus close attention on the "time taken to respond to the call".

The circumstances of the "taking of the report", examined next, made it possible to ascertain that patrol cars intervened in 82.7% of the cases, that their intervention was mainly concentrated on thefts or attempted thefts of cars, whereas stationhouses were directly notified mainly of events concerning licence plates. Finally, in 87.9% of cases, the report was taken by two policemen. This then allowed us to go more deeply into the data on time differential depending on the method by which the citizen contacted the police or the nature of the latter's intervention.

Nevertheless, whatever its nature, this intervention effectively signifies the starting point of the police process.

b) The response to the expectations of the citizen is an objective of police action as well, but it is difficult to measure. However, in a cost/benefit approach, it adds a considerable element in the evaluation of the relevance of certain actions taken by the police which would otherwise seem superfluous, as they do not contribute concretely to the effectiveness of police intervention, i.e., the recovery of the vehicle or the arrest of the thief.

c) The gathering of information. It was found that in 84.5% of cases only one person was questioned, in 93.4% cases there was no witness, in 97% no description of the suspect was obtained, and finally, that no special patrol was undertaken in 71.4% of the cases, this last measure being mainly used when there was a witness or a description of the suspect. These elements actually being the most important for recovery or arrest, we may well ask the justification for sending out two policemen in a patrol car to take the report.

The only possible answer is to satisfy an expectation of the citizen, thus the need to limit the investment of police time to the strict minimum necessary to fulfill
this expectation. But to consider changing this procedure is to risk coming up against the terms of the collective convention of the police, which requires that there be two men per auto patrol.

This brings us to the third step of our approach.

(13) III - At this third step, we tried to do a more thorough time study analysis. This included:

- the "time of response" to the call;
- the time required to communicate the information to telex and have the latter broadcast it;
- the duration of the intervention;
- the duration of special police action (ex. district patrol) once this has been undertaken.

In this phase, however, the analysis was done using different variables to measure average time differentials.

a) The "time of response"

We feel that this is only important in terms of the results it can achieve. If the call was made beyond a certain lapse of time after the offence was committed, which we call the "critical time", the speed of the response will have no effect on the recovery or the arrest. Only the objective of satisfying the public remains valid. Therefore, the response to a citizen who lodges a complaint that his automobile has been stolen should or should not be granted priority, depending on the importance accorded this objective in comparison with that of efficiency.

In any case, the "time of response" is on an average 3.1 minutes, and varies according to: the origin of the police intervention, being obviously longer when the call is made by telephone than when the citizen comes to the station; the nature of the complaint, since it is shorter in cases of auto theft or attempted auto theft than in cases of theft or loss of licence where the citizen did not come to the station, respectively 3.8, 3.6 and 4.2 minutes; and finally, the shift, as response time is shorter for the first shift because there is less traffic on the roads and fewer calls during this period.
b) Broadcasting of the information

The object of this is to extend the area of search for the vehicle, and the speed with which this operation is accomplished greatly affects the results of the police action.

However, we have seen that the average delay between the citizen's call and communication of the information to the telex is 42.7 minutes and it is relayed, on the average, about 15 minutes later. It goes without saying that this delay reduces the chances of immediate recovery, for the "critical time", that is, the time which would make an interception of the stolen vehicle possible, would be much shorter; a few minutes is enough for the offender and vehicle to get away. The fact remains that transmitting the information, whether by telex or publication of the list of stolen autos, is on the average, still important for the search of the vehicle. We shall come back to this at the end of the next chapter.

c) Duration of the intervention

This study of the average duration of police intervention enabled us to test a number of theories concerning the "taking of the report".

1) We noted that a longer time was taken when the police were informed of the event by telephone and a patrol car or other police unit had to go to the scene of the crime. While it took an average of 20.6 minutes when the citizen came to the police station, it took 39.2 minutes when a call was made.

2) It is therefore obvious, under these conditions, that the time varies from 15.7 minutes for the officer who takes the report at the station as against 37.8 minutes for a patrol car and 53.8 minutes for an ambulance.

3) We also know that the citizen more often comes to the station to lodge a complaint when it is a matter of stolen licence plates. It was also found that intervention for these types of cases was on an average of 26 minutes as against 39.4 for theft and 36.5 for attempted theft. This phenomenon might eventually be explained by the degree of importance attached to each case according to its gravity, even if this cannot be proven decisively.
4) The study showed too that the duration of the intervention is considerably lengthened by the questioning of several persons: 35 minutes when only one person is questioned and 50 minutes when there are two. The same is true when there are witnesses: 52.5 as against 35.3 minutes, or when a description of the suspect is obtained: 67.9 minutes as against 35.4.

This additional investment of time in such activity seems superfluous, however, for previous research has shown that activity of this kind in no way furthers the objectives of recovery and arrest. Furthermore, it does not contribute very much to the satisfaction of the victimized citizen.

5) Finally, the specific steps themselves, which consist almost exclusively of patrolling the area, last an average of 12.6 minutes, which are added to the length of time of the intervention. The fact that there were witnesses or other persons questioned does not increase the time very much. On the other hand, special patrol, generally with two policeman to a car, varies according to the day of the week and the shift. In effect, there is an inverse relationship between the frequency of the number of complaints lodged in a day and the duration of the special steps taken. For instance, the latter is of longer duration during the first shift which is known to have fewer calls than the other two. Thus the action time would be related to organizational and circumstantial data rather than to the content or source of the information gathered by the police.

(17) IV - The fourth point of our approach consisted in a time analysis preparatory to further research aimed at computing the costs, a decisive phase for cost/benefit analysis.

Thus we saw that, for the Communications Centre, the operators spent .58% of their time taking calls concerning the theft or recovery of vehicles, the dispatchers 1.1% of their time, the telex 3.69% and the P.I.C. 2.47%.

In addition, work time, totalling 321 hours and 48 minutes, is divided into 316 hours and 3 minutes in regular time and 5 hours, 45 minutes in overtime. Thus we were able to omit the latter in our further calculations.
The actual hours, or man-hours, consumed by the constabulary in taking the report of an event are increased to 628 hours and 30 minutes when taking into account that one hour of work for two policemen who take the report makes two hours of actual time.

The latter was calculated in terms of the origin of the police action, which led us to question the relevance of mobilising two men to respond to a citizen, particularly if the latter came to the police station.

The time study on the police section involved also enabled us to establish the time police vehicles are in use, which reads as follows:

- Radio car .................. 273 hrs. 02 min.
- Ambulance .................. 24 hrs. 08 min.
- Preventive patrol .......... 2 hrs. 50 min.
- Mobile units ............... 2 hrs. 24 min.
- Motorcycles ................. 1 hr. 02 min.

Depending on the nature of the event, accounting for the actual hours allowed us to change the average duration of police intervention, bringing it in the case of auto thefts from 39.40 to 78.3 minutes; in cases of attempts from 36.49 to 68 min; and in the case of thefts or loss of licence plates from 26.44 to 48.5 min, thus accentuating the gap between the cases of theft or loss of plates and the more serious cases involving the vehicle itself.

The same type of time study was done according to the origin of the police action as well as the section concerned.

Regarding the number of persons questioned, witnesses, or obtaining the description of a suspect, we question the value of investing a substantial number of man-hours in such activities.

Finally, we saw that these special patrols cost the police some 46 hours of actual time, whereas there is always some doubt as to the results of this action.

Thus ends this chapter, on a note which leads us to the study of the search for the vehicle and its recovery, which will be the subject of the next two chapters.
Chapter II: Search for the vehicle and pre-recovery investigation

This chapter enabled us to examine the steps taken to find the stolen vehicle.

Two methods are used:

1) The member of the patrol who questions the witnesses takes special measures, such as patrolling the sector or making certain verifications;

During the period studied, we saw in the previous chapter that P.I.C. was consulted 1,712 times for verifications regarding stolen or recovered vehicles.

But there are two different kinds of verification: systematic verification and selective verification. Despite the fact that a study of these would be interesting, we came to the conclusion that, for theoretical, methodological and practical reasons, it would be impossible, at least for the entire city of Montreal, to do it on the same level as the rest of the study.

2) With regard to the Precinct Detective Bureau, we began to notice some ambiguity in the presentation of the questionnaire, which led to some of the data being imprecise. Although the sample was made up of a population of 252 cases, we nevertheless analyzed four aspects of the work:

a) The outcome of the complaint

We showed that 67.5% of complaints resulted in recovery, and 4.4% in arrest.

b) Study of the average duration of police action

This was nearly one hour for a pre-recovery investigation, but increased to more than an hour and a half when a police car was used. Finally, we saw that the longer recovery was delayed following the complaint, the more time was invested by the detective.

c) Time analysis

The time spent was 13,128 minutes in regular hours and 45 in overtime. The use of vehicles was 7,238 minutes.
d) Relevance of the pre-recovery investigation

We have explained our theory concerning the irrelevancy of the pre-recovery investigation, and emphasized the need to develop criteria for the exercise of some discretion by the detective in deciding whether or not to open such an investigation.

Chapter III: Recovery of the vehicle and post-recovery investigation

(19) The chapter concerning the recovery of the stolen vehicle, like the preceding ones, enabled us to first determine the objectives of the police action taken in such cases in order to see to what extent this action is relevant and leads to the results anticipated. The question of relevance can only be considered in terms of the time invested in accordance with diverse variables and different alternatives, which permits a choice of the most effective steps as far as the time consumed and the objectives are concerned.

I - The circumstances of recovery

(20) To do this work, we first analyzed the circumstances of recovery from the point of view of both time and space.

We saw that whereas auto thefts were more concentrated spatially, the recovery itself tended to be more decentralized.

The time/space study was then done in terms of three hypotheses:

A - 1) The more often the vehicle is found within a limited area and within a short space of time, the less the police have to make a "specific search". There is one exception, however, and that is when specific steps are taken immediately after the "taking of the report".

2) If this hypothesis were confirmed, it would denote a marked tendency towards theft for joy-riding rather than professional theft.

B - Most recoveries being made through fortuitous circumstances, their frequency should vary with the number of thefts.
C - In the opposite case, the recoveries would vary in accordance with the availability of policemen for specific search duty.

With reference to these hypotheses, we made a point of making a distinction between "specific search" for the vehicle and "incidental search", the latter occurring as the result of a verification whose original objective was not the recovery of a stolen vehicle.

The study of the data practically confirmed all our hypotheses:

- the vehicle is found in 71.2% of cases within the territory of the police precinct where it was stolen, and in 80.8% within the territory of the same police division;

- 60% of vehicles are found the same day or the day after the theft;

- With regard to the days of the week, the rates of recovery are related to the rates of complaints, but here the hypothesis is not entirely confirmed;

- Concerning the shifts, the second coincides entirely with our hypothesis, whereas for the other two, the third hypothesis that recovery varies in accordance with the availability of the police seems to be more correct.

Recovery by chance rather than as a result of a search for the vehicle is also confirmed by the fact that only in 2.1% of the cases is it certain that the auto was found following a "specific search"; on the contrary, in 32.8% of cases it is certain that the opposite is true, and 65.2% are ambivalent.

These figures were obtained bearing in mind the type of police unit that effected the recovery. By looking at the stimulus that led to this recovery, however, we find that in 35.3% of cases, the police made no specific search, the other 64.7% being ambivalent.

This can lead to serious doubt as to the pertinence of police action with the object of recovering a vehicle, which is no longer the case since the action begins after recovery, at least as a complete operation.
II - Action taken after recovery

We have seen that once the vehicle was discovered, two policemen were no longer superfluous, as the steps to be taken could include:

- Establishment of the recovery;
- The writing of the recovery report;
- Communication of this information to the police authorities concerned;
- Eventual supervision of the vehicle while awaiting its final disposal;
- Disposal of the vehicle;
- Arrest of a suspect;
- His being conducted to a detention cell;
- The writing of the report of arrest or police report;
- Contacting specialized sections for identification or other information.

Some of these activities also include sub-items that were previously mentioned.

A - Number of policemen

Thus we note that in spite of the presence of two policemen, in almost 12.5% of cases, they called upon the assistance of another policeman. This assistance was asked for in 25% of the cases when the recovery was made by a single policeman, and when there were prisoners, help was requested in 31.2% of the cases. Finally, when there was one policeman, the time of recovery was longer than an hour in 40.7% of cases, whereas such was the case in only 26.2% when there were two policemen.

B - Disposal of the vehicle

Concerning the disposal of the vehicle, towing it to the police depot or handing it over directly to the owner is almost evenly divided between the sample, with respectively 49.8% and 40.4%.
A recent police directive recommends that tow trucks should be used as little as possible and that the policeman either deliver the car to the owner or take it to the depot himself.

With regard to time consumption, this last approach does not seem profitable, since in nearly 27% of cases where the vehicle is handed over directly to the owner, the police consume less than 30 minutes, which is acceptable; the same is true in 13.6% of recoveries where the car is not removed and in 20% of those where a tow truck is used. However, when the policeman moves the car himself, the action takes more than an hour 50 times out of a hundred, which is considerable.

Thus the solution of the policeman removing the vehicle seems to consume the most time, and if this cannot be eliminated, a possible alternative would be to improve the methods.

On the other hand, returning the car to its owner seems the least expensive method and should be adopted.

To leave the vehicle where it is, which should be the least costly method from the point of view of time, does not seem to be so according to our data.

Finally, towing can only be considered in a comprehensive way, including the cost of the policeman's time, that of the tow truck, the storage and the time taken by the owner to reclaim his vehicle. On the other side of the balance, the police time that could be saved by a measure of this kind should be taken into account. These considerations are not within the framework of the present part of the research, but enter fully into our plan should we have the chance to continue next year.

Nevertheless, our final suggestion would be the establishment of precise criteria, which could be included in a new police directive, to guide the police officer in making a decision as to whether to call upon the services of a tow truck or not; we are speaking of the accessibility of the owner, the state of the vehicle and the requirements of the inquiry.

The fact remains that the police - motorcycle squads, preventive patrols and traffic section - do not consider it their province to dispose of a vehicle other than to have it towed, and they do so in almost 90%, 85% and 100% of the cases as against 54% for the patrol. This leads us to suggest the above mentioned directive state that it applies to all police who effect a recovery, no matter what their function or their specific jurisdiction.
C - Intervention of the Precinct Detective Bureau

(24) In the preceding chapter, we questioned the pertinence of the action taken by the Precinct Detective Bureau in the matter of the pre-recovery.

there can be no doubt, however, of the pertinence of its action subsequent to recovery, particularly if there is an arrest, detention and appearance before the court.

This section, in collaboration with the service for the identification of prisoners, can then be submitted to expertise or other action following the arrest. We do not believe, however, that the intervention of precinct detectives is necessary in delivering the vehicle to its owner, in pursuing the investigation if the arrest was not made at the time of recovery, or if there are no valid indications that could lead to an arrest.

We are also of the opinion that, considering the low rate of post-recovery investigations, these sections are fully aware of this, and behave accordingly.

III - Computation of time spent on the case

(25) Concerning the average duration of time and frequency, the conclusions to be drawn from the data have already been given in the previous chapter.

As far as the time analysis is concerned, it was briefly presented in part IV of this chapter and we see no need to go into it further here.

We have now to consider arrests, detentions and appearances before the court. These will be dealt with in the next chapter before concluding with a study of the Stolen Car Section.

Chapter IV: Arrest, detention, appearance before the court

(26) In this chapter, we have analyzed the results of the measures involved in arrest and their outcome. We have observed certain facts, such as:

Arrests of the authors of stolen vehicles are rare. It was found that 8.1% of the offences result in one or several
arrests. Of 399 cases, the station officer reported 20 arrests made, with 41 individuals imprisoned. The Department, itself, made 15 arrests for a total of 29 suspects.

In addition, the arrests proved to be concomitant with recovery of the vehicle. This is made particularly evident in terms of the following hypothesis, which was partially verified: the shorter the theft/recovery time, the better were the chances of making an arrest. The only exception is in the case of recovery delays of six days or more, which is explained by the fact that, in these cases, the theft is the work of a professional rather than of an amateur who simply wants to take a joy-ride, and that as a result, police action is more vigorous and has a better chance of success.

Furthermore, the percentage of arrests in relation to the circumstances of recovery are very significant for our hypothesis, since from 0% when the vehicle is found after a call from the citizen, it goes to 100% in cases of pursuit, 50% in accidents and hit and run offences, and 33.3% where the police find the vehicle even before receiving the citizen's complaint.

We might add that the policeman who recovers the auto has a much greater tendency to ask for assistance when he makes an arrest (34.4%) than when he does not (9.6%).

As to the time invested in the transport of the prisoner and the writing of the police report involved, it averages 71 minutes for a total of 78 hours 55 minutes in man-hours.

The data with regard to 37 prisoners shows that in 16.3% of cases, they will be liberated unconditionally, and can thus leave the system altogether. The remaining 83.7% will either be summoned before the courts (18.3%), thus entering into a further phase of the system, conducted to general headquarters, or referred to the Youth Squad or to the detective bureau (57.2%), thus remaining at the police level while awaiting further steps.

With regard to the crimes warranting detention, we find that these are the most serious indictable offences, such as theft or theft and receiving of stolen goods.

The investigation made after the arrest, in the six cases where it took place, took 2 hours, 52 minutes of police time, for a total of 17 hours, 15 minutes. It seems to vary significantly depending on the number of prisoners per case, for it took more than 1 hour, 2 minutes when two persons were arrested and 6 hours, 40 minutes when there were six.
Finally, an appearance before the courts is rare, and for the police to be called as witnesses in connection with a case even more so.

With respect to costs, however, this type of intervention warrants consideration since, very often, the activities accomplished are paid at overtime rates.

Chapter V: Prevention and the breaking up of car-theft networks

After having defined each action undertaken by the Stolen Automobile Section, this chapter made it possible for us to do a detailed analysis of the percentages of regular time and overtime devoted to each task. The following table gives an interesting survey of these.

Table CXLIV

Time invested in the activities of the Stolen Car Section, consolidated table

<table>
<thead>
<tr>
<th>Activities</th>
<th>Regular time</th>
<th>Overtime</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Hours</td>
<td>%</td>
<td>Hours</td>
</tr>
<tr>
<td>Investigation</td>
<td>1647.25'</td>
<td>63.77</td>
<td>322.40'</td>
</tr>
<tr>
<td>Related work</td>
<td>564.25'</td>
<td>21.85</td>
<td>73.05'</td>
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<tr>
<td>Clerical</td>
<td>352.35'</td>
<td>13.65</td>
<td>40.05'</td>
</tr>
<tr>
<td>Awaiting patrol car</td>
<td>18.50'</td>
<td>0.73</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>2583.15'</td>
<td>100.00</td>
<td>445.50'</td>
</tr>
</tbody>
</table>

In conclusion, the question of pertinence is certainly answered in the affirmative as far as the action of the S.C.S. as a whole is concerned.
In the matter of prevention and the breaking up of networks, there is no denying that the S.A.S. accomplishes a task that is essential.

It is only the assignment of men that can be questioned. It seems to us that the high percentage of overtime deserves comment. It could be due to:

- either an organization and planning of the work which should be revised;

- a lack of personnel;

- or the nature of the work itself, which requires that an investigation started during regular time - or any other activity related to it - must necessarily be concluded, no matter what the hour.

If the hypothesis that there is a lack of personnel is correct, the percentage of overtime would stretch almost uniformly over all the activities, which does not seem to be the case. On the contrary, there is a concentration of overtime during the investigation and the activities related to it, which clearly points in the direction of the last hypothesis.

The fact remains, nonetheless, that overtime for the clerical work could be due to a lack of planning, and therefore, we feel authorized to make a recommendation in this connection.

Conclusion: Longitudinal and cost/benefit analyses

We must emphasize for the last time the need to pursue further studies in this regard.

Considerations of pertinence would profit by being completed by a longitudinal analysis together with considerations of costs, effectiveness, productivity and, more generally, the advantages of police action.

We are convinced that the police service of the Urban Community will appreciate, not only the evaluation model that the present research has made possible and which its research services can subsequently adapt to other forms of crimes, but also the criticisms made with the sole aim of finding alternatives to certain aspects of the present procedure.
This research is only a beginning; it should give rise to an exchange of views and even differences of opinion, and we consider our present report in this light. Our research next year, in the same spirit of collaboration and mutual understanding, could be a new phase of similar exchanges.

Meetings and seminars can complete the exchange of views between academics and practitioners as long as both keep in mind the basic common objective, namely: to promote in all sectors of the judicial system better crime prevention, better resocialization of the delinquent and more adequate public service.
Administrative abstracts of 7641 the final reports submitted .A6 to the Solicitor General of R5 Canada in fulfillment of a 1974 contract with the ICCC, c.2 Montreal, for research on...