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User Report

A VISION OF THE FUTURE OF
POLICING IN CANADA

"Supplementary Documentation"

NO: 1990-13

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Solicitor General Canada
Ministry Secretariat

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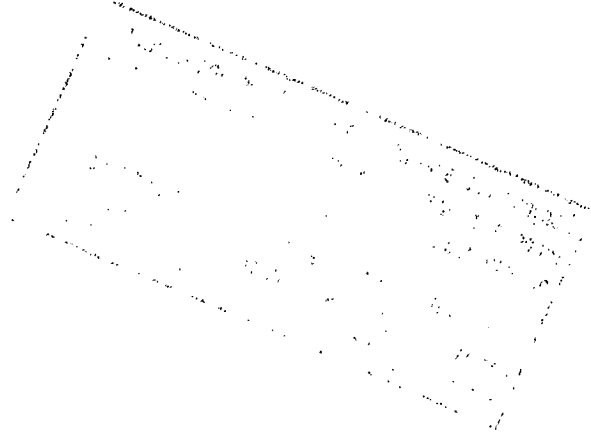
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A VISION OF THE FUTURE OF
POLICING IN CANADA

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The views expressed in this working paper are those of the authors and are not necessarily those of the Ministry of the Solicitor-General of Canada.

This working paper is available in French. Ce document de travail est disponible en français.

A VISION OF THE FUTURE OF POLICING IN CANADA

"Supplementary documentation"

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FOREWARD

The Ministry of the Solicitor General of Canada has published in October 1990, a Discussion Paper and a Background Document under the title:

A VISION OF POLICING IN CANADA: POLICE - CHALLENGE 2000.

These documents follow a national consultation of the ten (10) provinces and two (2) territories of Canada. This User Report makes available for concerned citizens the tools of consultation, i.e.

- the Minister's press release;
- a briefing of the project;
- the guide for consultation;
- a bibliography on community-based policing;
- a mission statement on policing;
- the list of people consulted in the tour.

The Discussion Paper and the Background Document are available upon request from the Secretariat Communications Group of the Ministry of the Solicitor General of Canada or from the Regional Offices of the Ministry Secretariat. If you wish to receive a copy of these documents, please indicate whether you would like the English and/or the French version.

Write to:

Police - Challenge 2000: "Background Document"
Communications Group, Ministry Secretariat
Ministry of the Solicitor General of Canada
340 Laurier Avenue West
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K1A 0P8

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News Release

Communiqué

November 14, 1989

ANDRE NORMANDEAU JOINS SOLICITOR GENERAL CANADA SECRETARIAT UNDER CANADA EXCHANGE PROGRAM

OTTAWA -- Renowned criminologist Andre Normandeau has joined the Ministry of the Solicitor General for a one year term, Solicitor General Pierre Blais announced today.

The appointment was made possible through the Canada Exchange program under an agreement with the Montreal School of Criminology, where Mr. Normandeau was Director from 1970-1980.

Mr. Normandeau will be preparing a report discussing the principles and values to govern police work in the future. He will also be advising on issues relating to Canadian police forces and visible minorities. He is working in the Law Enforcement Policy and Programs Division of the Ministry Secretariat.

Mr. Normandeau holds a Ph. D in criminology from the University of Pennsylvania, is the author of numerous works and sat on the special inquiry on police relations with visible minorities in Quebec (Bellemare Inquiry).

Mr. Blais said: "I welcome the fresh insight and expertise Mr. Normandeau will bring to the Ministry on important topics such as police-minority relations. And we look forward to a thought-provoking report on the fundamental values and principles that may guide the future direction of policing in Canada."

-30-

Reference: Marie-ève Marchand, Solicitor General Secretariat
613-991-3309

PROJECT 1990

JANUARY 1990

A VISION OF THE FUTURE OF POLICING IN CANADA

The Ministry of the Solicitor General of Canada solicits the collaboration of elected officials, police authorities and officers as well as other citizens interested about The Future of Policing in Canada.

While respecting the Canadian Constitution on federal-provincial-municipal responsibilities, the Police and Security Branch of the Ministry wishes to submit to Canadians a discussion paper on the challenges of the '90s for policing. This paper will be developed in consultation with federal and provincial ministries, police forces as well as professional and community associations across the country. For example: the Canadian Associations of Chiefs of Police and Provincial Associations, the Canadian Police Association and Provincial Associations, the Federation of Canadian Municipalities and Provincial Federations...

The main issues are the following:

- Q. 1 - mission statement about Canadian police;
- Q. 2 - environmental assessment (economy, demography, immigration, public opinion ...);
- Q. 3 - trends and patterns in crime;
- Q. 4 - community-based policing;
- Q. 5 - professionalism and policing;
- Q. 6 - effectiveness, efficiency and accountability;
- Q. 7 - police discipline and ethics;
- Q. 8 - police associations/unions;
- Q. 9 - police recruitment;
- Q. 10 - police training;
- Q. 11 - police powers;
- Q. 12 - technology and police;
- Q. 13 - applied research in policing;
- Q. 14 - the role of elected officials;
- Q. 15 - the role of ministries and departments;
- Q. 16 - the role of police commissions;
- Q. 17 - the role of para-professional volunteers;
- Q. 18 - private security;
- Q. 19 - do more and better with less resources?
- Q. 20 - an open question!

This discussion paper will be modest (25 to 50 pages) and written in a non-technical language, yet not superficial. It will reach interested professionals and citizens who have limited free time.

The leadership of the project is assumed by a criminologist, Dr. André Normandeau, a professor at the School of Criminology of the Université de Montréal (and Special Advisor to the Ministry), and by Dr. Barry Leighton, Senior Research Officer at the Ministry.

To obtain further information about the project, or if you wish to contribute to the consultation, you are invited to call directly Professor André Normandeau at (613) 990-2701 or Dr. Barry Leighton at (613) 990-2699.

We have planned a two-month consultation period in February and March of 1990. The paper is to be published in the fall of 1990.

REFERENCE – CONSULTATION

"PROJECT: FUTURE OF POLICING"

Police and Security Branch
Ministry of the Solicitor General of Canada
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ENGLISH
JANUARY 1990

GUIDE
CONSULTATION

DISCUSSION PAPER

A VISION OF THE FUTURE OF POLICING IN CANADA

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JANUARY 1990

GUIDE FOR CONSULTATION

"A Vision of the Future of Policing in Canada"

Introduction

This guide, qualitative by nature, is addressed to police officers, elected officials, citizens' associations and academics interested in the topic. Our goal is to write a modest and non-technical yet not superficial discussion paper on the role and mission of the police in Canadian society.

This document is only a guide. Each topic will not be necessarily discussed with each consulted person. We will select the topics according to the interest, experience and expertise of the persons consulted.

The main issues are the following:

- Q. 1 - environmental assessment (economy, demography, immigration, public opinion ...);
- Q. 2 - trends and patterns in crime;
- Q. 3 - community-based policing;
- Q. 4 - professionalism and policing;
- Q. 5 - effectiveness, efficiency and accountability;
- Q. 6 - police discipline and ethics;
- Q. 7 - police associations/unions;
- Q. 8 - aboriginal peoples and policing;
- Q. 9 - ethnic communities and policing;
- Q. 10 - police recruitment;
- Q. 11 - police training;
- Q. 12 - police powers;
- Q. 13 - technology and police;
- Q. 14 - applied research in policing;
- Q. 15 - the role of elected officials;
- Q. 16 - the role of ministries and departments;
- Q. 17 - the role of police commissions;
- Q. 18 - the role a para-professional volunteers;
- Q. 19 - private security;
- Q. 20 - Sir Robert Peel principles of policing;
- Q. 21 - mission statement about Canadian police;
- Q. 22 - do more and better with less resources?
- Q. 23 - an open question!

Question number 1ENVIRONMENTAL ASSESSMENT/SCANNING (Economy, Demography, Immigration, Public opinion ...)

Increasingly, police forces are planning their future in the context of the political, economic, social and cultural environments.

In your opinion, what are the environmental factors which will significantly influence police forces in the next few years? And what will be the direction of this influence?

Examples:

- budgetary restraints of federal, provincial and municipal governments: more taxes, less services?
- political development: more laws, more regulations, more directives ... or less?
- Economic development: economic growth or recession? more jobs or a rise in unemployment? prosperity or poverty? free trade agreement Canada/U.S.A.? A transnational economic context?
- social development: more social involvement of the private business sector, community organizations, volunteers ... or less? more private services?
- cultural development: more creativity, more leisure and free time ... or not?
- technological development: bio-technologies, computer, communications ...?
- judicial development: a new criminal code for Canada in 1992? a new philosophy and a new practice with regards to sentencing?
- multicultural development: important immigration in Canada from Latin-America, Asia and Africa: mosaic-integration or cultural conflicts? tolerance or racism? racial tensions?
- urbanization: more and more citizens in cities?
- demography: less and less young people, more and more senior citizens?
- social movements: more powerful pressure groups?
- public opinion and the media (radio, television, newspapers, magazines ...): more and more critical? more and more demanding?
- special issue: the new Canadian constitution:
 - a) the 1982 Charter of Rights and Freedoms: new interpretations by the court: impact?
 - b) Meech Lake Accord of 1990: accepted or not? impact?

Question number 2

TRENDS AND PATTERNS IN CRIME AND POLICE FORCES

A number of issues have a relatively large impact on police forces. What impact will they have on the organisation, the policeman/woman, the citizen?

Examples:

A) CRIMES

- will crimes against the person (violence) increase? homicides? sexual aggressions? family violence against women, children, senior citizens? assaults? robberies (with violence)?
- crimes against property?
 - a) traditional crimes: breaking and entering, auto thefts, other thefts?
 - b) modern crimes: economic thefts and frauds?
 - c) new crimes related to computers?
- crimes related to the protection of the environment?
- firearms and other weapons: more or less available? more and more sophisticated and murderous?
- drug traffic and consumption: crack and others?
- criminal gangs? organized crime? terrorism?
- youth violence: myth or reality?
- street violence and crime? in public transportation?
- more automobile? traffic control more complex? more time consuming? and what about: speeding? drunken driving? security belt?
- more and more residential and commercial alarm systems ... and false alarms?

B) VICTIMS

- sense of security/insecurity in the community: public expectations? fear of crime impact?
- social movement: crime victims' associations and victim's centers? claims?
- a move towards "vigilantism": small business people who arm themselves? "guardian angels" in the subway?

C) RESOURCES

- police financial, material and human resources? ups and downs?
- growth, stability, decrease? consequences?
- number (and rate) of policemen/women? ups and downs?

Question number 3

COMMUNITY-BASED POLICING

In the last few years, we have witnessed a change from a so-called "traditional policing" to a "community based policing". A list of 14 differential characteristics between the two models follows (Sparrow, 1988).

Which model do you think will predominate in the future?

Why?

Taking into account this choice, should we change some answers presented in the attached list? Should we add some? Which? Why?

TRADITIONAL VERSUS COMMUNITY-BASED POLICING; QUESTIONS AND ANSWERS
 (Source: Sparrow, 1988)

<u>QUESTIONS</u>	<u>TRADITIONAL ANSWERS</u>	<u>COMMUNITY-BASED ANSWERS</u>
1. Who are the police?	A government agency principally responsible for law enforcement.	Police are the public and the public are the police; the police officers are those who are paid to give full-time attention to the duties of every citizen.
2. What is the relationship of the police force to other public service departments?	Priorities often conflict.	The police are one department among many responsible for improving the quality of life.
3. What is the role of the police?	Focusing on solving crimes.	A broader problem-solving approach.
4. How is police efficiency measured?	By detection and arrest rates.	By the absence of crime and disorder.
5. What are the highest priorities?	Crimes that are high value (e.g., bank robberies) and those involving violence.	Whatever problems disturb the community most.
6. What, specifically, do police deal with?	Incidents.	Citizens' problems and concerns.
7. What determines the effectiveness of police?	Response times.	Public cooperation.
8. What view do police take of service calls?	Deal with them only if there is no real police work to do.	Vital function and great opportunity.
9. What is police professionalism?	Swift effective response to serious crime.	Keeping close to the community.
10. What kind of intelligence is most important?	Crime intelligence (study of particular crimes or series of crimes).	Criminal intelligence (information about the activities of individuals or groups).
11. What is the essential nature of police accountability?	Highly centralized; governed by rules, regulations, and policy directives; accountable to the law.	Emphasis on local accountability to community needs.
12. What is the role of headquarters?	To provide the necessary rules and policy directives.	To preach organizational values.
13. What is the role of the press liaison department?	To keep the "heat" off operational officers so they can get on with the job.	To coordinate an essential channel of communication with the community.
14. How do the police regard prosecutions?	As an important goal.	As one tool among many.

Question number 4PROFESSIONALISM AND POLICING

Is the policeman/woman a true "professional"? Is the police organization a "professional" organization? A "professional service"?

A. Individual professional qualities

- personal "excellence";
- probity, integrity, honesty;
- sense of responsibility, autonomy, leadership;
- judgment, insight, impartiality, credibility;
- discretion, loyalty;
- maturity.

Q. Are these qualities adequate? comprehensive?

Q. Can a young policeman/woman of 20 years old possess all these qualities? or almost all?

Q. Is it realistic for an older and more experienced policeman/woman?

Q. Excellence often signifies knowledge and know-how of a high caliber at the level of human relations and at the technical level. Increasingly, policemen/women, are being asked to be criminologists, sociologists, psychologists, lawyers, administrators ... as well as technicians. We often wish him or her to be a "generalist" and a "specialist". A policeman/woman sometimes feels that it is beyond his/her means. Are these demands normal in comparison with other professionals?

B. Organizational professional qualities

- leadership and styles of management;
- organizational "excellence";
- institutional credibility;
- working "climate" (tasks; promotion ...);
- labour relations.

Q. What is the significance of these qualities for a police organization?

Q. What is the ideal organizational model for the future of policing?

Question number 5**EFFECTIVENESS, EFFICIENCY AND ACCOUNTABILITY FOR THE POLICE: SOME INDICATORS OF PROFESSIONALISM**

A few operational definitions:

- **effectiveness**: the right means to reach the objectives;
 - **efficiency**: the right means to reach the objectives but at the best costs;
 - **administrative accountability**: "internal accountability to the police organization itself and other municipal and governmental services, if appropriate.
 - **political accountability**: "external" accountability to elected officials at the municipal, regional, provincial or federal level, as the case may be.
 - **community accountability**: "external" accountability to the community at large through associations and the media.
 - **judicial accountability**: accountability of the individual policeman/woman for a professional fault: accountable to a civil or criminal court, to a police commission, to a discipline or ethic committee, to a human rights commission ... (See next question).
- Q. How do we measure in practice effectiveness and efficiency in a police organization? Are there alternatives?
- Q. What is the meaning in practice of "accountability" for a police organization? Are there alternatives?

Question number 6POLICE DISCIPLINE AND ETHICS

As with other professionals (lawyers, doctors, accountants, psychologists ...), police have a "code of ethics". The policeman/woman is accountable for his/her professional faults to an "internal" committee and/or other "external", commissions or to the courts.

The most recent model of accountability is referred to as a "public complaint commission". This commission is now controlled by "civilian professionals". This is the case for the RCMP (1988), the Metro Toronto Police (1981, 1984) and, as of 1990, for all the police forces across Québec.

- Q. Even if it is relatively recent, do you think that this new ethical system is a progressive initiative in the direction of professionalism? Is it the model for the future? Are there alternatives?

Question number 7POLICE ASSOCIATIONS/UNIONS

Within this developing professionalism, we observe that police associations have evolved.

- Q. What are the professional characteristics of police associations/unions? Qualities, weaknesses?
- Q. What is the future of police associations/unions?

Question number 8**ABORIGINAL PEOPLES AND POLICING**

Aboriginal people and police collaborate more and more in the respect of aboriginal values.

- Q. Is this collaboration satisfactory?
- Q. Can we improve the situation? How?
- Q. How does this collaboration show:
- at the level of police daily routine activities? discrimination or not?
 - at the level of recruitment?
 - at the level of basic and continuous training?
 - at the level of police community relations with aboriginal peoples?
- Q. Is an aboriginal system of justice a solution for the future? Advantages and disadvantages?

Question number 9**ETHNIC COMMUNITIES AND POLICING**

In the 80's, Charters of Rights and Freedoms as well as inflows of immigrants have sensitive Canadian citizens to the special relations between ethnic communities and the police. Some dramatic events have also led to reflection ... and action.

- Q. Has this new sensitization change the world of policing? and how?
- at the level of police daily routine activities? discrimination or not?
 - at the level of recruitment?
 - at the level of basic and continuous training?
 - at the level of police community relations with ethnic communities?

Question number 10POLICE RECRUITMENT

Police recruitment has undergone important transformations in the last few years. A young policeman/woman now has usually 14 years of formal education. The evaluation criteria for a police career are more selective.

Some questions:

- Q. Do you think that a college degree (16 years of formal education) will be a standard for the future? Advantages and disadvantages?
- Q. Will there be a significant increase in the recruitment of women? Impact?
- Q. Will the recruitment of aboriginal citizens be more important? Impact?
- Q. Will the recruitment of new Canadians, especially visible minorities, be more important? Impact?
- Q. Will there be more lateral access to policing: ex. a young accountant who joins the police economic crime unit?
- Q. Will there be more civilian employees to take over some traditional police tasks: ex. telephone intake and dispatching? traffic control and parking regulations? Some technical crime investigations? Other tasks?
- Q. In general, can we expect some recruitment difficulties due to the police image (authority and discipline)? Due to the high requirements of the profession? Due to employment equity programs?

Question number 11POLICE TRAINING

Due to the demands of the profession, the quality of police training has substantively improved in the last few years.

Some questions:

- Q. Is basic training now adequate? Some suggestions?
- Q. Is continuous training now adequate? Some suggestions?
- Q. Is it desirable to train specifically for multicultural policing? Some suggestions?
- Q. Should we turn out a "generalist" or a "specialist"?

Question number 12POLICE POWERS

Some questions:

Q. Should we better control police discretionary powers with regards to: stop and questioning, frisk and search, seizure and arrest?

Q. Should we better control the use of force and of firearms? Some alternatives?

To be more specific:

- When the police are entitled to arrest someone, do you think that they should be able to use force likely to cause death or serious bodily harm so long as it is necessary in the sense that less violent measures would not be effective.
- When the police suspect someone of wrongdoing, should they be able to check it out by stopping and questioning the person and should the person fails to stop or respond to questions should the police be entitled to insist or take further action.
- Under what circumstances should police be allowed to engage in high-speed chases? When should they be obliged to stop and let the person being chased escape.
- Should the police have the authority to obtain a sample of blood or saliva or other bodily substance where it would be useful in securing the identity of a suspect or in determining whether a suspect is the perpetrator of a crime through DNA testing.
- Should video surveillance of private activities be controlled in the same way as audio surveillance.

Q. Other government agents have police or similar powers. Ex. some public employees with regards to environmental laws or hunting and fishing regulations. Must we better control these powers? How? (see the F.L.E.U.R. project)

Question number 13TECHNOLOGY AND POLICE

For many years now, police forces have been introducing new technologies in the following areas:

- police sciences;
- communication systems;
- information systems;
- crime analysis system.

Q. What are the advantages and disadvantages of these technologies?

Q. Will these technologies promote, in one way or the other, community policing? How?

Question number 14APPLIED RESEARCH IN POLICING

Applied or operational research in policing is more and more being used by police forces, either through contracts or, sometimes, through an internal research unit.

Q. Has research been really useful to police organizations in the last few years? Some concrete examples?

Q. Should police force maintain or create an internal research unit? Why?

Q. Do you think federal and provincial ministries or departments responsible for policing should maintain or create their own research unit?

Q. Do you think academic police research in Canada is sufficiently developed? Can we associate more closely academic people and police services? How?

Q. Large private corporations invest 1 or 2 per cent of their budgets in research and development. Should large police organizations invest as much?

Q. What do you think of the idea of creating in Canada a National Police Research Institute?

Question number 15THE ROLE OF ELECTED OFFICIALS WITH REGARDS TO POLICE

Ministers and mayors control police budgets according to their mandate. Over the last few years they are also more pro-active in policy and strategic objectives formulation.

- Q. Is this increasing involvement in policy justified? Why?
- Q. Should they be even more involved? On what topics?
- Q. Should we fear political interference? What are the limits?

Question number 16THE ROLE OF MINISTRIES/DEPARTMENTS RESPONSIBLE FOR POLICING

The Ministry of the Solicitor General of Canada and its provincial counterparts develop on a regular basis police policies (Police Act, Regulations, Directives ...)

- Q. What is the role of Ministries and Departments?
- Q. Is it appropriate? Should we change it? In what directions?

Question number 17THE ROLE OF POLICE COMMISSIONS

Some provinces have created police commissions. Their role has changed through the years.

- Q. What is the role of police commissions?
- Q. Is it appropriate? Should we change it? In what directions?

Question number 18THE ROLE OF PARA-PROFESSIONAL VOLUNTEERS IN THE FIELD OF POLICING

In the context of community policing, and budgetary restraints, one theme is increasingly popular: "shared responsibilities" with the community, particularly with regards to the social and preventive aspects of policing.

In other respects, we observe that more and more persons retire early. Many of these persons are still in good physical and intellectual condition. Many are interested in "serious voluntarism" of a para-professional nature.

Some questions:

- Q. For the years 1990, can we imagine the involvement of a very large number of para-professional volunteers for the following tasks, as example:
- prevention programs (at large);
 - victims programs;
 - educational programs (Drugs...);
 - traffic, parking, false alarms... programs
 - some foot patrols;
 - some mini police stations monitoring;
 - translation services, field training and contacts between the police and ethnic minorities;
 - pro-active presence for vulnerable citizens (children, women, seniors, handicapped ...);
 - Office work (secretarial, computer ...).
- Q. Can we develop appropriate training for these volunteers?
- Q. Can we "hire" volunteers half time or even full time with a symbolic annual mini-salary of \$5,000 or \$10,000.?

Question number 19PRIVATE SECURITY

Budgetary constraints in the 80's have stopped the growth of police forces. In return, private security made great strides.

- Q. What are the advantages and disadvantages of the growth of the private security sector?
- Q. What are the responsibilities of the police which could be from now on be taken by private security?

Question number 20**SIR ROBERT PEEL PRINCIPLES OF POLICING**

In 1829, Sir Robert Peel put ahead nine (9) principles of policing for England. These principles are now traditional.

PRINCIPLES OF POLICING: SIR ROBERT PEEL (1829)

1. To prevent crime and disorder as an alternative to their repression by military force and by severity of legal punishment.
 2. To recognize always that the power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour, and on their ability to secure and maintain public respect.
 3. To recognize always that to secure and maintain the respect and approval of the public means also the securing of the willing co-operation of the public in the task of securing observance of laws.
 4. To recognize always that the extent to which the co-operation of the public can be secured diminishes, proportionately, the necessity of the use of physical force and compulsion for achieving police objectives.
 5. To seek and preserve public favour, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law, in complete independence of policy and without regard to the justice or injustices of the substance of individual laws; by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing; by ready exercise of courtesy and friendly good humour; and by ready offering of sacrifice in protecting and preserving life.
 6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public co-operation to an extent necessary to secure observance of law or to restore order; and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
 7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen, in the interests of community welfare and existence.
 8. To recognize always the need for strict adherence to police executive functions, and to refrain from even seeming to usurp the powers of the judiciary or avenging individuals or the state, and of authoritatively judging guilt or punishing the guilty.
 9. To recognize always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.
- Q.** In whole or in part, are these principles still relevant for a modern police? Why? Would you have other principles to suggest?

Question number 21MISSION STATEMENT ABOUT CANADIAN POLICE

Is the following mission statement satisfactory?

Goal "In Canadian society, police are responsible for the maintenance of law and order, the protection of life, the protection of property and the protection of democratic rights under the Canadian constitution and the Charter of Rights and Freedoms.

General Objective The ultimate objective of policing, while complementing society's political, economic, social and cultural structures, is best defined as the reduction of crime and the increase of the public's sense of security.

Strategic Objectives Police carry out their mission by respecting themselves the law, by vigorously encouraging respect for the law, by assisting citizens threatened by crime, by actively participating in crime prevention and by collaborating with all levels of government, the judicial system, correctional services, community organizations and citizens at large.

Main Means Police control crime by the apprehension of suspects and engenders or increases the public's sense of security by its dynamic presence in the community.

Question number 22FINAL QUESTION ... ALMOST: THE \$100,000. QUESTION!

- Q. Do more/ and better/ on all the current police tasks/ with the same or even less resources? Is it possible? How?
- Q. Do less/ but better/ on some tasks only/ with the same or even less resources? Which tasks must we choose? Can we take into account "The Mission"?
- Q. Do more/ and better/ on all the current police tasks/ with more resources? Where will these resources come from?

Question number 23

AN OPEN QUESTION!

Q. In you opinion, should we add and discuss other issues in the perspective of a vision of the future of policing?

Answer

COMMUNITY-BASED POLICING: A WORKING BIBLIOGRAPHY

June, 1990

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MISSION STATEMENT:

**A MISSION FOR POLICE FORCES
IN CANADIAN SOCIETY**

Discussion Paper

1990

Ministry of the Solicitor General of Canada

NOTE TO THE READER

This document is strictly a working document. The views expressed are those of the authors and are not necessarily those of the Ministry of the Solicitor General.

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FOREWORD

Over the past few years, most large government bodies in Canada, including Justice ones, have publicly defined their missions; the National Parole Board did so in 1987, Correctional Service Canada in 1989. A number of police forces have recently done likewise, among them the Royal Canadian Mounted Police, the Quebec Police Force, the Ontario Provincial Police and several municipal police forces.

Using the ideas expressed by these agencies, we have developed a "model statement of mission" which if need be could serve as a guide for police forces that are about to define or redefine their own missions. This general model is made up of elements which are common to all police forces but can be adapted to the specific needs of each force. The proposed statement reflects the context of and respect for the distribution of constitutional powers over the administration of justice, in particular police services. The role of the Solicitor General of Canada in this regard is to provide support.

The proposed statement of mission is in two parts. The first deals with the importance and usefulness of a statement of mission to police forces. The second sets out a mission for police forces in Canada. The mission has three components: a statement concerning the ultimate purpose of police forces in Canada; a list of the means used to carry out the mission; and a statement of fundamental values which guide police officers in carrying out their mission.

PART ONE

THE IMPORTANCE OF A MISSION

THE NEED FOR A STATEMENT OF MISSION

As a rule, successful public or private entities are those which have a clear and precise idea of what they want to accomplish. Having a firm plan enables them to set appropriate 4strategic objectives, identify specific and pertinent means, and engage in daily activities that help make the organization a success.

One feature common to all such organizations is the principle underlying their statements of mission: they are based primarily on the nature of the work done by the organization. Statements of mission are drawn up not to identify the organization's main function, but rather to reflect that function in a tangible strategic approach that will make the organization better able to carry out its mandate. Statements therefore draw entirely on the resources already available within the organization. It is not a question of reinventing the wheel, but simply of using the tools already at hand in a strategic planning model referred to as "the mission".

The criminal justice system is made up of a great many organizations and agencies under federal, provincial, municipal, paragovernmental, private and community jurisdiction. Because of this fragmentation, we could easily question whether this is in fact a system. Indeed, it is more a series of interacting, fully independent subsystems, each with its own objectives, its own administrative system and so on. Their only common feature is that they all administer the criminal justice system. The decisions made by one agency often affect the work of another. For example, a decision by a police officer to lay a charge has a direct impact on the work of the courts. The preparation of a presentencing report and the nature of the resulting decision will have an impact on the organization responsible for administering the sentence. Decisions on parole, release and supervision must take all previous actions into account. This is a simplified description of how the system works, yet it clearly illustrated its heterogenous nature. This interdependence underlines

the importance of defining a mission so that the various agencies engage in complementary work in order to better protect the public. Most of the organizations that have already adopted a statement of mission recognize this by confirming that they work within the criminal justice system. Such recognition is equally important in establishing co-ordinating mechanisms to ensure that all parties work toward the same end and that the efforts of one agency complement those of the others. Defining a mission is essential to such complementary action. Defining a mission within the criminal justice system is important for the organization itself, but is also a vital link through which the components of the system can build true solidarity and combine their efforts to improve Canadian society.

THE NATURE OF A MISSION

A mission is a set of principles that defines the nature and ultimate purpose of an organization. It enables managers involved in decision making to identify the most appropriate methods and strategic objectives.

A mission is a general systemic approach with several levels. It is normally part of an integrated management strategy. Given its role in the justice system, the Ministry of the Solicitor General of Canada does not have the authority to adopt such strategies as this would run counter to the principles of the distribution of powers and authority among the various police forces in Canada. Rather, we concentrated our efforts on the general aspects of a mission: the ultimate purpose of police forces, the primary means used by them and their fundamental values. We felt it was possible to bring together in a document such as this all aspects on which there is consensus. Of course that would just be the beginning. For example, we can easily say that patrols are one of the primary means used by police forces. Authority over scheduling and the strategic objectives

of patrols rests clearly and squarely with the individual police force. All we have done is confirm the importance of patrols as a means by which police forces carry out their mission.

This statement of mission is not, therefore, a management document. It does not indicate the procedure to be followed by police forces in managing their human resources, setting their priorities or handling staff relations.

The statement of mission we are proposing comprises the following components: the mission itself, a statement of general means and a statement of values. The procedure used is intended to make the ultimate purpose set out in the mission operational. The purpose is a very abstract general statement of the ideal toward which the police force works. The definition of means is a tangible statement of the primary means used to carry out the mission; it refers to the main types of action taken, not specific day-to-day actions. The final element is a statement of the fundamental values that link all three components. The values clarify the framework in which activities are planned and carried out and are of tremendous importance in determining attitudes and guiding the decisions that each member of the organization is required to make in the course of his or her duties.

With such a document in hand, managers and decision makers will be able to plan relevant actions and communicate them to their members.

THE ADVANTAGES OF A MISSION FOR POLICE FORCES

Many police forces feel a need to have a mission. It is widely acknowledged that police forces have changed a great deal since they were created in 1829 by Sir Robert Peel. In the beginning, police forces were based almost entirely on a military formula. The police officer's duties were essentially physical, and considerable emphasis was placed on strength and size (arrest,

dissuasion, etc). The parameters set forth by Peel certainly influenced the administrative structures associated with police forces: a central organization with strict selection criteria. The context in which Peel designed his model is very different from the context we are dealing with today.

The role of the police is constantly changing. For many years, the police were associated with political power and the separation between the two was often more a matter of theory than of practice. In the early 1960s, attention was increasingly paid to the preventive and service aspects of police work. Police officers thus came to accept a great deal of social responsibility. A few years ago, the police were responsible for moving injured persons. In most situations today, this task falls to ambulance drivers. And ticketing for parking violations is increasingly delegated to specialized services. The joint reports used for minor traffic accidents are now considered a perfectly normal form of accident report. An increasing number of municipalities and private companies engage private security services to carry out patrol duties. Community policing, victim services, youth division officers and services for cultural groups are just some of the new concepts that have been incorporated into police administration.

On another note, some types of action are increasingly viewed as criminal acts. Greater attention is focused on such crimes as violence against women and children, and this has resulted in an increase in the number of people to be dealt with by the system. In addition, the number of charges relating to such crimes as crimes against children and other vulnerable groups is also on the rise. And finally, the creation of new offences such as driving while impaired has helped alter police work: increasingly, police officers are involved in law enforcement and in searching for and charging alleged offenders.

Despite their diversity and large number, police forces share a common objective. They carry out their mission using similar means and convey a certain number of fundamental values. Generally, they embrace the principles set forth by Peel in 1829. Although they are a century old,

these principles are still very well suited to many police forces; indeed, we made extensive use of them in preparing this paper.

A mission provides each member of the organization with guidelines for their daily activities. This enables police officers to act in a professional manner and in accordance with the stated values. While the discretionary power of police officers is increasingly controlled by legislation, a statement of mission provides a framework in which to make effective use of that power. Police officers are required to intervene in many different situations. It is impossible to anticipate every circumstance or identify one approach that could be used in every situation. The mission makes it possible to establish operating parameters to guide police officers in their duties, thereby facilitating the effective use of discretionary power. As a result, police officers can determine the best response to an unexpected situation.

The public and the media have increasingly high expectations of police action. Accordingly, the existence of a statement of mission for police forces in Canadian society will foster the development of standards of excellence that will enable police forces to meet those expectations.

PART TWO
STATEMENT OF MISSION FOR POLICE FORCES
IN CANADIAN SOCIETY

TITLE/TITRE

Une vision de l'avenir de la police au Canada
"Documentation additionnelle"
(Rapport Pour spécialistes No. 1990-13)

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I - MISSION OF THE POLICE

AS PART OF THE CRIMINAL JUSTICE SYSTEM AND IN ACCORDANCE WITH THE CANADIAN CHARTER OF RIGHTS AND FREEDOMS, THE POLICE ARE RESPONSIBLE FOR MAINTAINING PEACE, ORDER AND PUBLIC SECURITY, FOR PREVENTING CRIME AND OTHER OFFENCES, AND FOR LOCATING OFFENDERS AND BRINGING THEM TO JUSTICE.

II - MEANS USED

THE POLICE CARRY OUT THEIR MISSION BY PATROLLING THEIR AREAS, INVESTIGATING CRIMES AND OTHER OFFENCES, TAKING PART IN CRIME PREVENTION, PROVIDING ASSISTANCE AND WORKING WITH CITIZENS, COMMUNITY ORGANIZATIONS, THE LEGAL SYSTEM, CORRECTIONAL SERVICES AND THE VARIOUS LEVELS OF GOVERNMENT.

III - STATEMENT OF VALUES

POLICE OFFICERS UPHOLD THE PRINCIPLES SET FORTH IN THE CANADIAN CHARTER OF RIGHTS AND FREEDOMS AND THE GUARANTEES ENJOYED BY CANADIANS UNDER THE CHARTER.

POLICE OFFICERS ARE AN INTEGRAL PART OF THE COMMUNITY AND ARE ACCOUNTABLE TO THE COMMUNITY THROUGH EXISTING ADMINISTRATIVE SYSTEMS.

POLICE OFFICERS COMMIT NO ACTS OF CORRUPTION. THEY CONDUCT THEMSELVES SO AS TO MAINTAIN THE PUBLIC'S TRUST AND RESPECT BY APPLYING STRICT STANDARDS OF INTEGRITY.

POLICE OFFICERS ENDEAVOUR TO PROVIDE THE PUBLIC WITH PROFESSIONAL, QUALITY SERVICES.

POLICE OFFICERS MAKE LAWFUL AND MODERATE USE OF THEIR POWER. THEY ARE AWARE OF THE PROBLEMS AND RISKS ASSOCIATED WITH THE USE OF SUCH POWER.

POLICE OFFICERS USE FORCE ONLY AS A LAST RESORT WHERE NO OTHER MEANS MAY BE USED.

I - MISSION OF THE POLICE

AS PART OF THE CRIMINAL JUSTICE SYSTEM AND IN ACCORDANCE WITH THE CANADIAN CHARTER OF RIGHTS AND FREEDOMS, THE POLICE ARE RESPONSIBLE FOR MAINTAINING PEACE, ORDER AND PUBLIC SECURITY, FOR PREVENTING CRIME AND OTHER OFFENCES, AND FOR LOCATING OFFENDERS AND BRINGING THEM TO JUSTICE.

The mission of police forces in Canadian society comprises six elements. The first is explicit recognition of the fact that police officers carry out their mission within a system in which they are partners. The second recognizes the fundamental importance of the Canadian Charter of Rights and Freedoms as the foundation on which Canadian society rests. The remaining four are statements of the ultimate objectives of police work in our society:

1. maintaining peace, order and public security;
2. preventing crime and other offences;
3. locating offenders;
4. bringing offenders to justice.

"AS PART OF THE CRIMINAL JUSTICE SYSTEM"

Police forces do not work in isolation. They know they are part of a system that is designed to ensure the full protection of society. If this objective is to be attained, the various subsystems must work together as a single unit. Police forces know that co-operation is essential to the justice system.

This aspect of the mission of police forces in Canadian society is discussed at greater length in the section on means used.

"IN ACCORDANCE WITH THE CANADIAN CHARTER OF RIGHTS AND FREEDOMS"

Police forces carry out their mission in compliance with the Canadian Charter of Rights and Freedoms. The Charter sets out the basic principles that underlie Canadian society and directly influence the development of Canadian laws, including criminal laws.

Police forces play a key role in protecting the rights and freedoms of Canadians. Maintaining order is essential if Canadians are to enjoy their social and economic freedom without the threat of criminal behaviour.

Police forces also help promote rights and freedoms. As protectors of rights and freedoms and by properly enforcing Canada's criminal laws, they help promote the notion of a fair and democratic society.

Such respect for and promotion of rights also take into account provincial and international charters.

The Canadian Charter of Rights and Freedoms is vital to and an integral part of the mission of police forces (see Appendix I).

"MAINTAINING PEACE, ORDER AND PUBLIC SECURITY"

Police forces were first established as a means of maintaining order, peace and public security. Police forces have an obligation to foster good relations between individuals and the various groups that make up our society. They must help maintain a stable social structure, ensure that public services function as they should, and take whatever steps are needed to protection society as a whole.

"PREVENTING CRIME AND OTHER OFFENCES"

Police work is by nature preventive. Preventing crimes and other offences is therefore both an objective and a means. As an objective, prevention consists in maintaining peace, order and public security. As a means, it covers all measures taken to prevent or reduce the incidence of crime.

Crimes are defined by the Criminal Code and related statutes. Offences are defined by various federal, provincial and municipal criminal laws. The jurisdiction and scope of these laws vary from region to region.

"LOCATING OFFENDERS AND BRINGING THEM TO JUSTICE"

While this is the aspect most closely associated with police work, it is important to remember that law enforcement is but one of many means used to solve problems. This aspect of police work gives police officers a great deal of power that enables them to override an individual's rights. Police officers have the legal authority, means and abilities needed to investigate crimes, locate the persons responsible and bring them to justice, and assist the courts in the legal process.

II - MEANS USED

THE POLICE CARRY OUT THEIR MISSION BY PATROLLING THEIR AREAS, INVESTIGATING CRIMES AND OTHER OFFENCES, TAKING PART IN CRIME PREVENTION, PROVIDING ASSISTANCE AND WORKING WITH CITIZENS, COMMUNITY ORGANIZATIONS, THE LEGAL SYSTEM, CORRECTIONAL SERVICES AND THE VARIOUS LEVELS OF GOVERNMENT.

Police forces use a variety of means to carry out their mission. These take into account the many improvements that have been made and the pertinent technological innovations that have been introduced. Police forces constantly endeavour to remain at the forefront in terms of personnel management, coordinating mechanisms, community involvement, criminology, and crime information or analysis systems.

1. PATROLLING:

"THE POLICE CARRY OUT THEIR MISSION BY PATROLLING THEIR AREAS"

Patrols are used to perform many of the functions related to the police force's mission:

- police officers interact with members of the community;
- police officers engage in control and prevention;
- police officers are available to answer calls;
- police officers help maintain order;
- police officers help ensure road safety;
- being in strategic places at strategic times enables police officers to control crowds and traffic.

Patrols are the most visible aspect of police activity and are probably the most traditional means used. Patrolling may be done in a car, on foot, in an airplane, and so on.

2. INVESTIGATION:

"INVESTIGATING CRIMES AND OTHER OFFENCES"

Police officers look for information that will help them solve and explain crimes and offences. The expertise they develop enables them to take or suggest the measures needed to find appropriate solutions to the problems that arise.

Investigations are made up of a series of specific actions, among them:

- responding to complaints;
- analysing information;
- examining crime scenes;
- questioning;
- maintaining an information system on criminals;
- communicating with other police forces;
- co-operating with laboratories;
- intercepting communication;
- identifying criminals.

In the course of their investigations, police officers gather information on the private lives of individuals, suspects and non-suspects alike. Police officers are aware of the importance of protecting the reputation and privacy of innocent people. They make enlightened use of the information they obtain concerning individuals.

Police officers exercise discretionary power, particularly in dealing with minor offences. Law enforcement does not always mean laying charges; it sometimes means using discretionary power to find a solution appropriate to the situation. Good judgment is an important and essential skill.

3. PREVENTION:

"TAKING PART IN CRIME PREVENTION"

Their dynamic presence enables police officers to help prevent crime and create and maintain a sense of security among the public. Crime prevention is also an important means by which police officers carry out their mission. Officers take part in designing and developing many different types of crime prevention program.

In the course of their duties, police officers develop a variety of skills relating to crime and the community. Their experience is invaluable in planning crime prevention programs and improving social and community conditions that foster criminal activity. Police officers work with others to identify and understand problems, particularly those that may lead to crime.

Much of the public's sense of security depends on co-operation between the police and the community. Planned surveillance and personalized contact are also essential in making the community feel it is well protected.

Police officers maintain information systems dealing with individuals who are at risk and share this information with other police forces.

The role of the police officer in crime prevention varies considerably with the nature of the prevention programs to be implemented. Depending on the situation, they may take a leadership role or act as front-line partners or resource persons.

4. ASSISTANCE:

"PROVIDING ASSISTANCE"

Police officers assist victims, potential victims and others whose lives or property are in danger:

- when a crime or offence has been committed;
- in emergency situations;
- in the event of a terrorist threat or attack;
- in any other situation where a person's life or property is threatened.

Police officers provide assistance using the means best suited to the situation: survival device, transportation, tactical group, mediator and so on.

Victims and people whose lives are threatened generally experience a great deal of stress.

They are particularly sensitive and are very vulnerable. They require special and prompt attention. Police officers provide first aid for those who are injured. While police officers are not normally in a position to meet specific or long-term needs, the approach they use can ease or compound the trauma. Police officers ensure that the person is referred to the agency most likely to provide the proper care. They must be sympathetic to the suffering of those they deal with.

Police officers are driven by a genuine desire to help and protect the public. They assist people who are unable to take care of themselves (those who are ill or have physical or mental disabilities) when their lives or their health is in danger.

5. CO-OPERATION:

"WORKING WITH CITIZENS, COMMUNITY ORGANIZATIONS, THE LEGAL SYSTEM, CORRECTIONAL SERVICES AND THE VARIOUS LEVELS OF GOVERNMENT"

Police officers cannot carry out their mission in isolation. They must be assured of the co-operation of individuals and organizations in Canadian society. They also know it is important for them to co-operate with other organizations so that they, too, can carry out their missions. As Peel stated, "the police are the public and the public are the police"

Community:

Most police activities lie outside the criminal justice system. It is therefore important that police officers develop good working relations with social, community, educational and health groups and develop effective mechanisms for co-operating with them. Police officers cannot carry out their mission without the support of the community they serve. They must take care to improve the quality of community relations, communications and mutual understanding, and promote the view that the administration of justice is also a community responsibility.

Cultural communities:

Owing to the importance of their role in society, police officers must be sensitive to and endeavour to understand the specific needs of the various cultural communities they serve. Police forces have an obligation to reflect the multicultural nature of Canadian society. They must work to recruit members of cultural communities and establish programs designed to ensure an adequate response to the communities' specific needs for protection.

Police forces adapt their procedures to take into account the multicultural context of Canada today. They have a responsibility to foster acceptance of cultural communities by establishing mechanisms for liaison and training.

Legal system:

The police co-operate with the courts because the courts depend a great deal on the information held by police. The courts are thus able to make appropriate rulings on the cases brought before them. Police officers help maintain a link between the court, victims and witnesses. In co-operation with the court, they make certain that the parties are kept informed as to the status of their cases and are not needlessly called to appear.

Correctional services:

Police officers co-operate with correctional services by providing information on those in custody so that correctional and parole officers can make decisions on their prospects for reintegration into society.

III - STATEMENT OF VALUES

In carrying out their mission, police officers uphold, protect and promote the fundamental values relating to their professional role and the democratic principles of Canadian society.

"The police are the only member of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest welfare (PEEL)"

These values can be linked to:

1. the Canadian Charter of Rights and Freedoms;
2. accountability;
3. integrity;
4. professionalism;
5. discretionary power;
6. the use of force.

1. Canadian Charter of Rights and Freedoms:

**"POLICE OFFICERS UPHOLD THE PRINCIPLES SET FORTH
IN THE CANADIAN CHARTER OF RIGHTS AND FREEDOMS
AND THE GUARANTEES ENJOYED BY CANADIANS UNDER
THE CHARTER."**

This is the basic context in which police work is carried out. The Canadian Charter of Rights and Freedoms is a statement of the fundamental values of Canadian society. In a democratic society, police officers are the protector of these rights and freedoms. The strength of a democracy and the freedom of its citizens are determined by the ability of police officers to carry out this mission. Police officers also uphold, protect and promote provincial charters and the United Nations Declaration of Human Rights.

The attached copy of the Charter of Rights and Freedoms is an integral part of this paper.

2. ACCOUNTABILITY:

"POLICE OFFICERS ARE AN INTEGRAL PART OF THE COMMUNITY AND ARE ACCOUNTABLE TO THE COMMUNITY THROUGH EXISTING ADMINISTRATIVE SYSTEMS".

Police officers are accountable on four different levels: community, administrative, political and legal.

"The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them (PEEL)"

a) community

Police officers are an integral part of the community and are, because of the authority delegated to them, accountable to the community for their actions. Whenever they act, police officers should consider the community aspect of their decisions and the impact those decision may have on the community.

The public must approve of the actions of the police. Police officers must be capable of maintaining and increasing public respect as this will assure them of the public's co-operation and ensure greater compliance with the law.

"The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior, and the ability of the police to secure and maintain public respect (PEEL)"

Police officers must be open and willing to communicate. Police forces provide the media with the most complete and pertinent information possible concerning their activities and results, but at the same time must protect the lives and reputations of victims and innocent people.

b) administrative

The police account for their actions internally by establishing mechanisms for monitoring and evaluating their activities.

c) political

The police regularly account for the results of their actions to duly established political authorities through such means as municipal public security councils.

d) legal

Police officers are responsible for ensuring that the court cases assigned to them are properly prepared.

A number of legal or paralegal mechanisms are used to ensure the accountability of the police in the event of professional misconduct or a criminal act:

- police ethics codes;
- disciplinary committees;
- public complaint boards;
- provincial and municipal police commissions;
- human rights commissions;
- ad hoc investigative committees;
- the courts.

3. INTEGRITY:

"POLICE OFFICERS COMMIT NO ACTS OF CORRUPTION. THEY CONDUCT THEMSELVES SO AS TO MAINTAIN THE PUBLIC'S TRUST AND RESPECT BY APPLYING STRICT STANDARDS OF INTEGRITY".

"(The police demonstrate) absolutely impartial service to the law, in complete independence of policy, and without regard to the justice or injustice of the substance of the law (PEEL)"

As guardians of social rest and constitutional rights, police officers shoulder a great deal of responsibility. Police officers carry out their duties under the constant scrutiny of the public eye. For this reason, they must conduct themselves in exemplary fashion.

Police officers must be above all suspicion. The public cannot trust them unless they discharge their responsibilities with integrity and in accordance with a code of ethics that sets high standards. Failure to respect this value undermines public confidence and social stability.

Moreover, corruption and the abuse of power are inconsistent with the nature of the responsibilities delegated to the police by society. In this statement of values, corruption is used in a broad sense that goes beyond the strict legal definition. Police officers must resist political interference and the many sources of community and individual pressure, but at the same time must co-operate with political officials, individuals and the community at large.

"The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty (PEEL)"

4. PROFESSIONALISM:

"POLICE OFFICERS ENDEAVOUR TO PROVIDE THE PUBLIC WITH PROFESSIONAL, QUALITY SERVICES".

Police officers do much more than enforce laws. They provide a wide range of services that meet a great many needs. In most cases, the people requesting the service are in tremendous need. Police officers provide very high quality service by attempting to respond in a manner that meets the needs expressed and at the same time apply high standards of excellence.

Police officers deal with a variety of situations in which they have to act in contradictory ways simultaneously: they must be very strict and authoritative when arresting a criminal, but very sensitive to the victim. In addition, they must be completely neutral in their investigations and do their work impeccably, courteously and on time. Police officers must treat the people they arrest with respect, dignity and courtesy.

Police officers have considerable discretionary power that allows them to gear the solution to the particular problem. They must always work toward finding a solution and not make matters worse.

Police officers have a duty to carry out their mission in a professional manner. They must demonstrate integrity, honesty, judgment and a sense of responsibility.

Police forces display professionalism in planning their activities, in the management methods they use, and in the relations they develop with other social agencies.

5. **DISCRETIONARY POWER:**

"POLICE OFFICERS MAKE LAWFUL AND MODERATE USE OF THEIR POWER. THEY ARE AWARE OF THE PROBLEMS AND RISKS ASSOCIATED WITH THE USE OF SUCH POWER".

Police officers are invested with a great deal of authority. They have the power to:

- question;
- arrest;
- investigate;
- search;
- detain;
- use force.

These powers can have considerable impact on the freedom of individuals. Police officers hold the view that depriving an individual of his or her freedom is extremely harsh even when such action is necessary.

The use of these powers demands a great deal of judgment, sensitivity and discernment. Police officers often intervene in critical situations where the protection of life interferes with the protection of dignity and the continued presumption of innocence.

Police officers help maintain and develop informal means of social control.

6. **USE OF FORCE:**

"POLICE OFFICERS USE FORCE ONLY AS A LAST RESORT WHERE NO OTHER MEANS MAY BE USED".

Force (firearms, car chases, physical force, etc) is to be used only under exceptional circumstances. Police officers have very little time to react to situations which may require the use of force. In many instances, a person's life is in danger. In some cases, however, police officers have to use force to protect lives, prevent crimes or arrest a suspect. Where force is necessary, police officers must decide just how much force should be used. Police officers know that the using their weapons and physically removing people are exceptional measures.

"The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective (PEEL)"

Police officers use their weapons as a last resort. They do so with caution and make every effort to ensure that lives are not endangered.

Solicitor General of Canada
Police branch and security

List of the 586 persons consulted in the tour
(January - April 1990)

A vision of the future of policing in Canada:
POLICE - CHALLENGE 2000!

André Normandeau
Conseiller spécial/Special Advisor

NOTE TO THE READER

A breakdown of the 586 persons consulted:

A. BY PROVINCE AND TERRITORY

NEWFOUNDLAND	13
PRINCE EDWARD ISLAND	14
NEW BRUNSWICK	17
NOVA SCOTIA	75
QUÉBEC	116
ONTARIO	212
MANITOBA	26
SASKATCHEWAN	27
ALBERTA	42
BRITISH COLUMBIA	30
YUKON	2
NORTHWEST TERRITORIES	<u>12</u>
TOTAL	586

B. BY REGION

ATLANTIC	119
QUÉBEC	116
ONTARIO	212
PRAIRIES	95
BRITISH COLOMBIA	30
YUKON AND NORTHWEST TERRITORIES	<u>14</u>
TOTAL	586

C. BY GROUPS

MINISTRIES	131
ELECTED OFFICIALS	51
POLICE MANAGERS	211
POLICE ASSOCIATIONS	53
COMMUNITY MEMBERS	140
TOTAL	586

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March 29, 1990

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North Sydney Town Police
Nova Scotia

Chief F. Ross Campbell
Annapolis Royal Town Police
Nova Scotia

Chief Allan Cathcart
Louisbourg Town Police
Nova Scotia

Chief Oswald Chaulker
Westville Town Police
Nova Scotia

Chief Robin Clark
Mahone Bay Town Police
Nova Scotia

Chief Kenneth G. Cook
Middleton Town Police
Nova Scotia

Chief Douglas Crowe
New Waterford Town Police
Nova Scotia

Deputy Chief Lloy Gillis
New Waterford Town Police
Nova Scotia

Chief Cecil Martin
Hantsport Town Police
Nova Scotia

Chief Alan Dewolfe
Berwick Town Police
Nova Scotia

Chief Mark Gardiner
Glace Bay Town Police
Nova Scotia

Deputy Chief Michael MacLean
Glace Bay Town Police
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Chief Delma Crowell
Kentville Town Police
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J. Sidney Peckford
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Deputy Chief John Miller
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Chief Stephen Kinnaird
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Deputy Chief Rod MacIntyre
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Deputy Chief Gary Copeland
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VIII. COLLOQUE SUR L'AVENIR DE LA POLICE SEMINAR ON THE FUTURE OF POLICING

Winnipeg, 22-24 mars / March 1990

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NOTE: The Federation of Canadian Municipalities has actively participated in the consultation, in particular through its committee on public safety. We have met many mayors in our national tour.

X. CANADIAN ASSOCIATION OF CHIEFS OF POLICE

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NOTE:

The Canadian Association of Chiefs of Police has actively participated in the consultation. We have met many Chiefs of Police in our national tour.

XI. L'ASSOCIATION CANADIENNE DES POLICIERS**CANADIAN POLICE ASSOCIATION**

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Halifax, Nova Scotia
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XII. GROUPES SPÉCIAUX / SPECIAL GROUPS

1. Le Symposium annuel des Commissions de police provinciales / Annual Symposium of Provincial Police Commissions
Québec, 19 - 22 septembre/September 1989
2. La Conférence Européenne et Nord-Américaine sur la sécurité et la Prévention en milieu urbain / European and North-American Conference on Urban Safety and Crime Prevention
Montréal, 10 - 13 octobre/October 1989
3. Institute of Multicultural Resource Development -- Innovations in Multicultural Training and Development: A Canadian State of the Art.
Calgary, 19 - 21 novembre/Novembre 1989
4. Collège canadien de police / Canadian Police College
Session de/of novembre/Novembre 1989
Session de/of février/February 1990
Session de/of mai/May 1990
5. La rencontre fédérale-provinciale sur la police / Federal-Provincial Meeting on Policing
Ottawa, 19 - 21 mars/March 1990
6. Le comité national mixte de l'Association canadienne des chefs de police et des services correctionnels fédéraux / National Joint Committee of the Canadian Association of Chiefs of Police and the Federal correctional Services
Ottawa, 29 - 30 mars/March 1990
7. National Institute of Justice (NIJ) "Modern Policing" Conference
Washington, D.C., 12 - 13 avril/April 1990
8. Le Congrès de la Société canadienne de la sûreté industrielle / Canadian Society for Industrial Safety
Québec, 1 - 2 mai/May 1990

GROUPES SPÉCIAUX / SPECIAL GROUPS (continued)

9. The Canadian Evaluation Society Conference 90
 Toronto, 14 - 16 mai/May 1990
10. International Education Services / A Symposium on Community-Based Policing
 Victoria, British Columbia, 19 - 22 juin/June 1990
11. La Direction de la police et de la sécurité du Secrétariat du ministère du Solliciteur général du Canada / Police and Security Branch of the Secretariat of the Solicitor General of Canada, 340 Laurier ouest/west, Ottawa, Ontario K1A 0P8
- Ian Glen, sous-ministre adjoint
 - Owen Davey, directeur général
 - Marie-ève Marchand, Directrice des politiques
 - Scott Burbidge, Directeur de la recherche
 - Arnold Zeman, Directeur (G.R.C.)
 - Margaret Beare
 - Brion Brandt
 - Fred Bobiasz
 - Doug Dalziel
 - Mario D'Eer
 - Jacques de Verteuil
 - Ron Ferri
 - Robert Malo
 - Ingrid Pipke
12. Le Centre national de coordination de la sécurité / Solliciteur général du Canada / National Security Coordination Centre, 340 Laurier ouest/West, Ottawa, Ontario K1A 0P8
- Directeur général: R.W. Christensen (613) 991-2900
 Pierre Sénécal
 Michèle Veilleux
13. La Commission des plaintes du public contre la GRC - Solliciteur général du Canada / RCMP Public Complaints Commission, 60 Queen, Ottawa, Ontario K1P 6L4
- Président: Richard Gosse (613) 952-8037
 Vice-président: Fernand Simard (613) 952-2452

GROUPES SPÉCIAUX / SPECIAL GROUPS (continued)

14. Le Comité externe d'examen de la GRC - Solliciteur général du Canada /
RCMP External Review Committee - Solicitor General of Canada, 365
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Président: René Marin (613) 993-2584
Recherche: Lynne Bennett (613) 990-2891

15. Le Service correctionnel du Canada - Solliciteur général du Canada /
Correctional Service Canada - Solicitor General of Canada, 340 Laurier
ouest/West, Ottawa, Ontario

Commissaire: Ole Ingstrup (613) 995-5781

16. La Commission nationale des libérations conditionnelles - Solliciteur
général du Canada / National Parol Board, 340 Laurier ouest/West,
Ottawa, Ontario

Président: Fred Gibson (613) 995-0798

17. Le ministère de la Justice du Canada / Ministry of Justice of Canada,
Édifice Kent et Wellington Building, Ottawa, Ontario K1A 0H8

Programmes: Nicole Parker (613) 957-4580

18. La Commission de réforme du droit du Canada / Law Reform
Commission of Canada, 130 Albert, Ottawa, Ontario, K1A 0L6

Secrétaire: Francois Handfield (613) 996-7852

19. Antonio Lamer, Juge - La Cour suprême du Canada / Antonio Lamer,
Judge -Supreme Court of Court, Rues Kent & Wellington Streets,
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20. Ministère de la défense nationale / Ministry of National Defense, Ottawa,
Ontario K1A 0K2

Le Chef d'état-major de la défense: A.J.G.D. de Chastelain
Brigadier-général: Bob Dobson
Brigadier-général: Les Rowbottom
Colonel: Gordon Lewis

GROUPES SPÉCIAUX / SPECIAL GROUPS (continued)

21. Le ministère des Affaires indiennes et du Nord/ Ministry of Indian and Northern Affairs, 10 Wellington, Hull, Québec, K1A 0H4
- Affaires Scientifiques: Harold Finkler (613) 997-9666
22. Le Secrétariat d'état du Canada - Multiculturalisme et citoyenneté / Secretary of State of Canada - Multiculturalism and Citizenship, 15 Eddy, Hull, Québec, K1A 0M5
23. L'Autorité régionale des cris / Cree Regional Authority, 2 Lakeshore, Namaska, Québec J0Y 3B0.
- Recherches et Politiques: Carol Laprairie (819) 673-2600
Conseiller juridique: Francois Robert
24. L'Association canadienne de justice pénale / Canadian Criminal Justice Association, 55 Parkdale, Ottawa, Ontario, K1Y 1E5
- Directeur général: Gaston St. Jean (613) 725-3715
25. Les Associations nationales intéressées à la justice criminelle / National Associations Active in Criminal Justice, 55 Parkdale, Ottawa, Ontario, K1Y 1E5 (613) 725-3715
26. L'Association canadienne des sociétés Elizabeth Fry / Canadian Association of Elizabeth Fry Societies, 195 Bank, Ottawa, Ontario (613) 238-2422
27. La Société John Howard du Canada / John Howard Society of Canada, 55 Parkdale, Ottawa, Ontario K1Y 1E5 (613) 728-1865
28. Le Conseil des Églises pour la justice et la criminologie / Church Council on Justice and Criminology, 507 Bank, Ottawa, Ontario K2P 1Z5
- Analyse et recherche: Lorraine Berzins (613) 563-1688
29. The Salvation Army / Correctional and Justice Services Department, 700 - 880 Wellington Street, Ottawa, Ontario K1R 6K7
- National Representative: David Howell (613) 236-9615
30. L'Association des services de réadaptation sociale du Québec, 4217 - 1 d'IBerville, Montréal, (Québec) (514) 343-6523

GROUPES SPÉCIAUX / SPECIAL GROUPS (continued)

31. Centres de criminologie canadien / Canadian Criminological Centres
- University of Dalhousie (Halifax, Nova Scotia)
 - Université de Montréal
 - Université d'Ottawa
 - University of Toronto
 - University of Manitoba (Winnipeg)
 - University of Regina
 - University of Alberta (Edmonton)
 - University Simon Fraser (Vancouver, British Columbia)
32. Institut des hautes études de la sécurité intérieure - Ministère de l'intérieur, 15 rue de l'Hotel de Ville, B.P. 103, 92203 Nevelly Cedex (Paris) France
- Recherche: Dominique Monjardet 46.37.20.49
33. Centre d'études sociologiques sur le droit et les institutions pénales - Ministère de la justice, C.N.R.S., 4 rue de Mondovi, Paris 75001, France
- Directeur: Philippe Robert 42-61-80-22
34. Centres étrangers (documentation) / Foreign Centres (documentation)
- Centre d'études et de recherches sur la police (Université de Toulouse, France)
 - Centre de recherche interdisciplinaire de Vaucresson (Ministère de la Justice, Paris, France)
 - Institut de criminologie (Université de Poitiers, France)
 - Institut de criminologie (Université de Gênes, Italie)
 - Institut de criminologie (Université de Liège, Belgique)
 - Institut de criminologie (Université de Lausanne, Suisse)
 - Société internationale de criminologie (Paris, France)
 - Home Office (London, England)
 - Police Foundation (Washington, D.C., U.S.A.)
 - Police Executive Research Forum (Washington, D.C., U.S.A.)
 - Australian Institute of Criminology (Woden, A.C.T., Australia)



GROUPES SPÉCIAUX / SPECIAL GROUPS (continued)

35. **Statistique Canada - Centre canadien de la statistique juridique / Statistics Canada - Canadian Centre for Justice Statistics, Imm. R.H. Coats, Holland et Scott, Parc Tunney/Tunney Pasture, Ottawa, Ontario, K1A 0T6**

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36. **Membres de la communauté / Community Members**

NOTE: We have also met and discussed with many citizens interested in the field of policing. We cannot identify them individually.

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