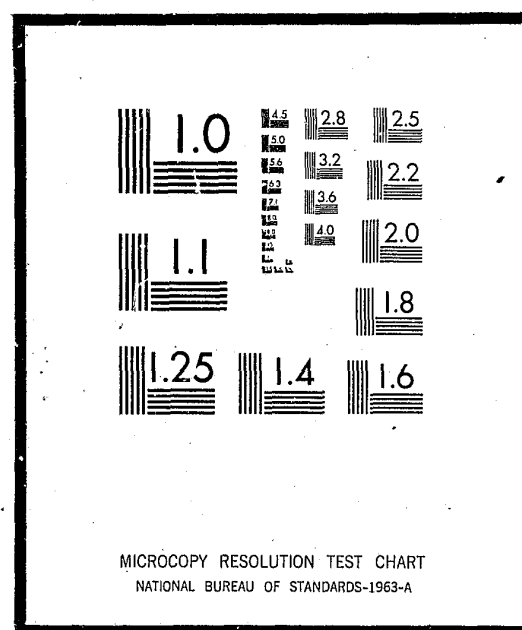


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Solicitor General
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Canada

THE POLICE FUNCTION IN OUR CHANGING SOCIETY

Proceedings of Conference "C"

"RESEARCH AND COMMUNICATION"

Montebello, Quebec
February 5-7, 1973

CONDUCTED BY: Project Planning Committee

Staff Superintendent F. Muir Adair
Metropolitan Toronto Police Department
Chairman

Inspector George L. McCully
Royal Canadian Mounted Police
Executive Secretary

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FOREWORD

The views expressed in this report represent the consensus of all persons associated with the project, but do not necessarily represent the opinions or policy of individuals, the agencies they represent, or the Department of the Solicitor General.

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1.

1. INTRODUCTION

During January 1971, a two day conference of training representatives from several major Canadian forces was held at Lake Couchiching, Ontario, under the joint sponsorship of the Department of the Solicitor General and the Foundation for Human Development, Hamilton, Ontario.

The original objectives of this project were:

- to study the needs for human resource developments in urban police departments
- to develop and validate new methods for developing these resources
- to recommend general systems changes which will improve efficiency and create a climate for individual growth with police forces
- to present the results of these investigations in a form which can be used by any urban police force in Canada

The goals of the initial conference were:

- to identify the problems in human resource development among police in urban centres
- to explore various solutions to these problems
- to develop a plan of action and to investigate the key problems thoroughly and develop actionable solutions

Three major problems were identified by the conference participants as:

- the need to define the police role in terms of the changing society and the relationship of the police to the community
- the selection and training of police personnel at and for all levels

- the lack of coordinated Canadian police research, bilingual publications and implementation of ideas

Having identified the apparent problems, the participants produced three general statements to chart the direction to proceed in search of solutions.

Briefly, the statements are:

Police Role

In addition to traditional functions, the police should also work together with other agencies and community representatives. There should be a built-in redefinition process at all levels, in order to adapt to changes in society. Dialogue, contact and liaison must be initiated with all subcultures. The general policy of the police should be framed in terms of commitment to the whole social system. The role of the police as both catalysts and initiators in all areas should be more fully exploited and appreciated.

Selection and Training

New criteria for selection are needed in order to fulfill a new police role. The standards have to be less arbitrary and more in tune with modern needs. The socio-cultural values of the selection committee should not prejudice the applicant's chances. Rules ought to be altered, if necessary, and other opinions sought out, acknowledged and evaluated. Training, in order to be

successful, should develop and fulfill the individual, both within and towards his profession, as well as within and towards his society. To achieve this, the police role should be well defined and training geared to meet the requirements of the role, always bearing in mind the variables present in our society.

Research and Communication

A central body for the coordination and dissemination of research projects and their findings should be formed. As the police function is one of social control, research projects in social as well as criminal justice areas are relevant and important. This body could be either within the Solicitor General's Department or outside of it. Since police research has been neglected, this body should consider methods of stimulating needed research. All communications should be bilingual, properly catalogued and published in a regular digest, available to all.

Recognizing that these general statements represent the view of a very small segment of the police community, and the limited research that formed the basis for the statements, the participants recommended a plan of action which would generate more meaningful analysis and rational conclusions.

In essence, the action plan called for three national conferences, each dealing in depth with one of the three major problems. The factual basis for these conferences would be supplied by a comprehensive systems analysis of the role of the police, their training needs, and the needs for special research projects. The objectives of the three conferences were:

Conference "A" - The Role of the Policeman

Redefine the relationship between the police and the antagonistic "out groups", taking into consideration how they affect the police role and the police attitude.

Conference "B" - The Training of the Policeman

Evaluate police training methods by comparing them to training techniques in other fields, examine and evaluate the effectiveness of both present and proposed training methods and establish what training is necessary to prepare the policeman for the role determined in the first conference.

Conference "C" - Research and Communications

Determine ways to generate and improve the present state of research within police organizations and establish methods of communication.

Following the initial conference at Lake Couchiching, a Planning Committee was established to provide direction and primary guidance in the conduct of the Project. Whereas only six police forces were represented initially, the Committee was expanded to include fourteen forces from across Canada, representative of Federal, Provincial and Municipal agencies. A complete list of Planning Committee representatives can be found in Appendix I.

The objectives of the project, redefined by the Planning Committee and accepted by the Solicitor General as the basis for continuing the study, are:

- define the police role in terms of the changing society, and the relationship of the police to the community;
- define selection and training criteria which reflect the current role of the police;
- identify the requirement for a central body to stimulate, coordinate and disseminate research in the police field; and,
- recommend viable plans of action which will ensure that the role, selection and training criteria, and research requirements identified become realities.

In pursuit of these objectives, the following goals were identified:

- develop patterns of communication between elements of the criminal justice system, at all levels, to maintain continuous assessment and formulation of objectives;

- promote dialogue between the various elements in society which are directly concerned with the criminal justice system in general, and the police function in particular;
- identify present functions of police forces in Canada, through consultation with a representative group of municipal, provincial, and federal police forces;
- identify present selection criteria and training programs in all major police forces and a representative sampling of small police forces in Canada;
- identify the current state of police research in Canada, including needs, current projects and information dissemination systems,
- establish and sponsor a series of national conferences of police personnel with multi-discipline community involvement in various locations across Canada with the following themes
 - "A" Role of Police
 - "B" Police Selection and Training Criteria
 - "C" Police Research; and
- present the results of these investigations and conferences in a form which can be used by police forces in Canada in future planning and development.

Conferences "A" and "B" were held at Lake Couchiching, Ontario, on September 11 - 13, 1972, and at Banff, Alberta on November 27 - 29, 1972 respectively. The proceedings are reported in separate volumes.

CONFERENCE

"C"

RESEARCH AND COMMUNICATION

Montebello, Quebec

February 5-7, 1973

2. RESEARCH AND COMMUNICATION

2.0 SUMMARY

The objective of this conference was to determine ways to generate and improve the present state of research within police organizations and establish methods of communication.

The participants agreed that research should be a continuous process and should be an integral part of a police organization, supplemented where possible by outside resources and expertise. To make ongoing research in the field of law enforcement a reality, it was suggested that police agencies must take the lead in mobilizing the research community and focussing their attention on the research requirements within the criminal justice system in general, and policing in particular.

It was felt that police forces were primarily responsible for their own overall planning process, the identification of problem areas requiring research, and the development of an integrated framework within which problems would be identified, and that independent research

studies should be undertaken in-house, or contracted out to competent researchers.

It was generally agreed that there are two basic requirements at this point in time, that of further integrating information into the police decision making process, and the centralizing of this information to provide national access.

Many areas of immediate concern to police planners were identified by the participants. Those receiving the most attention were, utilization of resources, development of effective selection and evaluation criteria, development of training programs with added emphasis on human relations and management principles, organizational analysis, police-community relations, role of the police, police "professionalization", crime causes and patterns, and the overall effectiveness of the criminal justice system as it presently exists.

During the second half of the conference, the participants attempted to design an organizational model for an advisory group or agency whose objective would be to stimulate, coordinate and fund research in the police field.

Four work groups proposed four different organizations, each of which contained suggestions which appear to merit further consideration.

There was general agreement on the need to form a central agency or research council, within the government structure. There was considerable discussion on the composition of the executive of the agency, with suggestions ranging from a totally federal agency with input in the form of official requests from provincial governments, to a federally-funded agency whose executive would consist of federal and provincial government representatives, university representatives and representatives from such organizations as the Canadian Association of Chiefs of Police and the National Research Council.

One major area of agreement was that such an agency could not be within or administered by a university or private agency.

A proposal to set up a task group on police research through the auspices of C.A.C.P., using as a nucleus the planning committee from this project, received little or no support and was rejected by the conference as a whole.

The major recommendation arising out of this conference was that the Ministry of the Solicitor General should seriously consider the formation of a research advisory group, council or agency within his Ministry to promote police research and, perhaps more important, to provide federal funds through this agency to police departments and law enforcement agencies in Canada to ensure the continued effectiveness of this major component of the criminal justice system.

2.1 OBJECTIVE

To identify the requirement for a central body to stimulate, coordinate and disseminate research in the police field.

GOALS

To promote dialogue between the various elements in society which are directly concerned with the criminal justice system in general, and the police function in particular.

To identify the current state of police research in Canada, including needs, current projects and information dissemination systems.

To determine the purpose and role of research in the field of law enforcement.

To determine if there is a need for expanding police research, provide the rationale for these findings and explore the possibility of alternatives.

To depict areas where research is required and demonstrate how research in these areas can contribute to decision making, policy formulation, etc.

To design an organizational model of an advisory group or agency to stimulate, organize and coordinate research pertinent to law enforcement, and disseminate results.

To determine the best method of funding such an agency and its operation, including sources of funds, possible cost-sharing arrangements, control and audit requirements, cost-benefit analysis, etc.

To determine the primary functions of such an agency, e.g., evaluation of research proposals, definition of priorities, conducting research, coordinating joint evaluation of research findings, etc.

To design effective working relationships between the proposed agency, the federal, provincial and municipal governments, law enforcement agencies, universities and private research groups.

2.2 PARTICIPANTS

All members of the Planning Committee and observers from the Department of the Solicitor General were invited to attend this three-day conference. In addition, ten resource people, selected on the basis of their knowledge and involvement in research in the police field, and eight additional police representatives currently involved in their Departments' Research and Development Units, were invited to participate. (For a complete list of participants, please see Appendix II).

2.3 CONFERENCE DESIGN

The Conference was opened by the Chairman who briefly reviewed the progress of the project to date, focussing on the two conferences held previously. He outlined the objectives of this conference and explained the aims of the project.

The Executive Secretary presented the conference agenda, divided the participants into four task groups for the first day and explained the topics to be considered. Each group was asked to appoint a Chairman to provide leadership and a recorder to present a comprehensive report at the end of each session.

The tasks for the day were;

- To determine the purpose and role of research in the field of law enforcement
- To determine if there is a need for expanding police research, to provide the rationale for these findings and to explore the possibility of alternatives

- To depict areas where research is required and demonstrate how research in these areas can contribute to decision making, policy formulation, etc.

The task groups worked within these guidelines for the remainder of the first day, then returned to a general session during the evening to present their reports. Discussion followed each presentation and the group Chairmen were given an opportunity to clarify and reinforce their submissions.

At a brief plenary session at the commencement of the second day, participants were again divided into four groups which were, as on the first day, predetermined on the basis of discipline, police functions, etc.

The tasks for the day were:

- To design an organizational model of an advisory group or agency to stimulate, organize and co-ordinate research pertinent to law enforcement, and disseminate results. Some possible alternatives which could be considered are: (a) Government - Federal and/or Provincial; (b) University; (c) Canadian Association of Chiefs of Police; and, (d) private organizations such as the Canadian Criminology and Corrections Association.

- To determine best method of funding such an agency and its operation, including sources of funds, possible cost-sharing arrangements, control and audit requirements, cost-benefit analysis, etc.
- To determine the primary function of such an agency, e.g. evaluation of research proposals, definition of priorities, conducting research, co-ordinating joint evaluation of research findings, etc.
- To design effective working relationships between the proposed agency, provincial and municipal governments, law enforcement agencies, universities and private research groups.

The groups again worked within their guidelines for the remainder of the day, then returned to a general session during the evening to present their reports.

On the final day, the conference met in plenary session to synthesize the findings and recommendations of the task groups. This session concluded with a written evaluation of the conference and the closing remarks of the Chairman and Mr. B.C. Hofley, Assistant Deputy Solicitor General, on behalf of the Department.

2.4 SUMMARY OF CONFERENCE PROCEEDINGS - FIRST DAY

The progress of the project to date, with special focus on the two previous conferences, was outlined by the Chairman for the information of new participants. The objectives of this, the last of the series of conferences were explained, as were the overall conference methodology and specific issues to be considered during the ensuing two and one-half days.

The participants were divided into four task groups, predetermined on the basis of geographic location, size of police force and the disciplines of the invited resource persons.

Each of the four groups was given the same tasks, being asked to:

1. Determine the purpose and role of research in the field of law enforcement;
2. Determine if there is a need for expanding police research, provide the rationale for these findings and explore the possibility of alternatives; and,

3. Depict areas where research is required and demonstrate how research in these areas can contribute to decision making, policy formulation, etc.

The task groups were given a brief paper entitled "Some Points to Consider" to stimulate their thinking in the areas of major concern. Briefly, this paper covered the following points:

1. Is the purpose and role of research in the field of law enforcement,
 - (a) to identify and analyze problems;
 - (b) to guide in decision and policy making;
 - (c) to permit theoretical and scientific comprehension of problems and issues; or,
 - (d) to provide meaningful employment for professionals?
2. Is there a need for police research, and if so, why? It has been suggested that too much emphasis on research can make administrators reluctant to take responsibility for decision making.
3. Is there need for a theoretical form of research that seeks to analyze certain tasks according to their consistency with certain social values, social problems or police role?

4. What are the criteria for determining priorities in research, i.e.,
 - (a) pressing practical problems,
 - (b) need to impress,
 - (c) pure academic interest, or
 - (d) selling aptitudes of researcher?
5. Do you agree that a primary task of a social scientist is to make explicit his own value assumptions and those of the research he undertakes? In other words, would the evaluation of a research proposal require an analysis of the value assumptions implied in the research and whether their social implications are consistent with an accepted police role?

2.4.1 TASK GROUP NO. 1

The first task group identified the goals of research in law enforcement as follows:

- 1) to identify problems of police activities and get involved in problem solving
- 2) to improve interpersonal relationship with the public
- 3) to provide a basis in fact to assist decision makers
- 4) to ensure community participation in law enforcement.

This group felt that research was required in the following areas:

- 1) Police decision making in regard to the exercise of discretion in enforcement of certain laws
- 2) relationships with the community, "social" duties of the policeman
- 3) cost-benefit analyses of enforcement programs
- 4) studies of the duties of policemen
- 5) identification of the total criminal justice system and all sub-systems
- 6) resource deployment

- 7) feasibility of utilizing civilians in "non-police" functions
- 8) selection procedures
- 9) applicability of para-military structure
- 10) police hardware, weapons, etc.
- 11) information dissemination

2.4.2 TASK GROUP NO. 2

The second group identified the purpose and role of research in the following manner:

- 1) planning
- 2) evaluation
- 3) dissemination of available information
- 4) development of methods
- 5) interpretation of available knowledge
- 6) support development through demonstration of program effectiveness

This task group supported unequivocally, the need for expanding police research, indicating that they felt that the police forces were primarily responsible for the overall planning process, the identification of problem areas requiring research, and the development of an integrated framework. They also suggested that the police must take the initiative in mobilizing the whole research community and focussing their attention on problems in the law enforcement field requiring the expertise of professional researchers, academicians, technologists, etc.

The Chairman of this group outlined, in some detail, areas where research is required. Briefly these

areas are:

- 1) mobilization of community resources in terms of crime prevention;
- 2) identification of the police role as a catalyst of social change within the system;
- 3) identification of factors causing crime;
- 4) hardening of targets, both in the residential sense and the business sense, as a means of community self-protection;
- 5) design of the urban environment (community planning) for physical and social control;
- 6) evaluation of effectiveness of the total criminal justice system;
- 7) the impact of the criminal justice system on the public, criminals, victims and police;
- 8) the effectiveness of all sub-systems, i.e., police, judiciary and correctional;
- 9) operational research, e.g. simulation and prediction in the area of crime occurrences and development of programs to meet predicted events;
- 10) development of police hardware;
- 11) crisis intervention with respect to individuals, groups and crowds; and
- 12) criteria for selection, training and evaluation of police.

Continuing their examination of research requirements, in general terms the group felt that the whole question of police discretion, i.e., the definition of options available to the police and the relative effectiveness of these options vis-a-vis the type of persons encountered, should be subjected to an in-depth study.

Also, there is an urgent need for research in terms of manpower deployment, police/population ratio in different environments, organizational structure of police forces in view of the changing role of law enforcement, specialization vs. generalization, tactical responses to given situations and sharing of police knowledge and expertise..

In reply to a question from the floor, "Was it your intention to indicate to the group that the police planners are the group to be responsible for initiating research," the Chairman of the task group replied:

"I think that if you look at the research in terms of effectiveness or alternatives other than the police themselves, you must ask yourselves, what are the other alternatives to be used. We discussed a gang project in Los Angeles County which was very well designed, very well documented, very well

supported financially, and with expert research staff and, in that particular project, they assigned a group worker to each gang in Los Angeles County. The idea was to redirect these gangs into legitimate activities. What happened is that you started with a loose, relatively ineffective working group as a gang, with a lot of conflict and exertions of energy within the gang, you developed a cohesive effective working group which became more delinquent, and the police were able to prove this, and the final evaluation of the project also proved that the experimental groups were more delinquent than the control groups.

The research is now out on the Seattle-Atlantic Street Project which was a classic project in the use of social intervention method, group work, case work, therapy of every description with an experimental group, very well financed with a lot of 'experts' involved, and was felt to be one of the best ever attempts to develop delinquency control and crime prevention. They demonstrated in that project that the treated group ended up more delinquent than the untreated group.

I know that was a long answer to your question, but the answer is 'yes'".

2.4.3 TASK GROUP NO. 3

The Chairman of this group commenced his report with a definition of the purpose and role of research in law enforcement:

"Research embraces all the processes of gathering, communicating, translating, interpreting, measuring, evaluating, applying and projecting observational data or concepts which affect the police function in society. Its purpose is to generate awareness of problems, to proposed reasoned solutions, to enable effective planning and to guide development."

In regard to the need for research, the group felt that there were two basic needs, that of further integrating information into the decision-making process, and the centralizing of this information to provide national access as both an economic and developmental facility.

The following subjects were suggested as currently valid research areas:

- 1) basic research into research methods, priorities and evaluation criteria;

- 2) developing the mechanism for collecting and disseminating research information on a national scale;
- 3) resources and their allocation;
- 4) patterns, nature, and extent of crime;
- 5) interrelationship with community-based social services, and with other agencies within the administration of justice;
- 6) personnel selection and development;
- 7) prevention techniques, including participation in community planning;
- 8) equipment and technology;
- 9) law and policy - their effect on enforcement;
- 10) communication, reporting, and records;
- 11) crisis intervention and critical incidents;
- 12) alternative mechanisms for social control;
- 13) budgeting techniques;
- 14) civilian support staff;
- 15) policing methods; and
- 16) organizational structure of police services.

2.4.4 TASK GROUP NO. 4

The Chairman of this task group commenced his presentation with an interpretation of the purpose and role of research in law enforcement:

"To mobilize and address resources to related areas of need, the outcome of which is expected to reduce the probability of the commission of crime or to increase effectiveness of law enforcement services".

Some of the participants in this group disagreed with the majority's interpretation, and provided theirs for inclusion in the record:

"Research is a service function whose aim is to provide guidance for policy formulation and operational decision making and to develop technology to improve operations. It should be pointed out that this role is restricted to operations type research and excludes the long-term type of research which tries to describe and explain various types of phenomena."

The group did unanimously agree that an expansion of police research is required. To suggest otherwise

would indicate that police have all of the information they require to carry out their functions in the most effective manner possible. It was pointed out that research should be a continuous process and should be an integral part of a police organization, supplemented by any outside resources that are available.

The following areas, listed in no particular order of priority, were suggested as those requiring further research:

- 1) allocation of police resources;
- 2) organizational structures and functions;
- 3) professionalism in police forces;
- 4) specialization vs. generalization;
- 5) police-community relations;
- 6) police role;
- 7) selection and training criteria;
- 8) development of improved technology; and
- 9) research into existing studies pertaining to law enforcement.

2.4.5 SYNTHESIS OF TASK GROUP REPORTS

In plenary session, the reports of the four groups were discussed at length and the majority of participants agreed to go on record as favouring the following definitions, purpose and role of research in law enforcement.

DEFINITION

The application of a scientific method to acquire knowledge. This embraces all of the processes of gathering, communicating, translating, interpreting, measuring, evaluating, applying and projecting observational data or concepts which affect, in this instance, the police function in society.

PURPOSES

To develop a knowledge base, to identify problem areas, to propose reasoned solutions, to enable effective evaluation and planning, to develop new methods and procedures and to guide development.

To mobilize resources in the police field in order to attack areas of need with a view to reducing the probability of crime and/or increasing the effectiveness of law enforcement generally.

To provide guidelines for policy formulation and decision making and to develop techniques to improve police operations.

RATIONALE

In the past there has been limited research in the administrative, operational and social science fields. However, the police community remains primarily reactive, with little emphasis on conscious and purposeful forward planning. Consequently, there should be an expansion of police research, operational and applied research being the first priority. Speculative, or long range research must not be overlooked as it can be most productive and will certainly add to the immediacy of applied research needs. To conclude otherwise would suggest that the police have all the information they need to carry out their functions in the most effective manner possible now, and in the future.

ROLE OF POLICE VIS-A-VIS RESEARCH

The police role in research is basically that of the planner. The in-house research unit would be responsible for identifying problem areas requiring research, then developing the integrative framework of research requirements. They would perhaps contribute their experience to the process but should avoid a deep involvement in actual ongoing research. This is not to suggest that there is no role for in-house research. Such is not the case - there is a particular need, of an ongoing nature, for in-house research in the area of operations to determine information needs, effectiveness of policies and tactics, strategy options, etc.

IMMEDIATE RESEARCH REQUIREMENTS

After discussing the merits of the task group reports, the participants agreed that the following topics should be considered for research should funds be made available:

- 1) Utilization of resources
 - a) evaluation of effectiveness of existing programs

- b) development of forecasting and simulation models to test effectiveness of planned programs.
- 2. Development of effective selection and evaluation criteria through psychological testing and other means of determining best type of recruits.
- 3. Development of training programs, with emphasis on human relations and management principles.
- 4. Studies of organizational structure and functions. Recognition of a need for experimentation with new approaches to police organization is urged. The feasibility of continuing to operate within the confines of the present para-military structure, particularly in view of the emerging emphasis on community relations, is questioned. The question of "specialist versus generalist" was also raised - this question would also be considered in conjunction with training research.
- 5. Research in the area of police involvement in community planning with a view to crime prevention. It was suggested that the police have an important role in the matter of "target hardening" or measures that can be taken to decrease the risk of victimization.

- 6. Research into the role and functions or duties of the police. What is the appropriate role of the police, what functions are they performing now that were assumed by default as a result of a crisis situation or emergency and perhaps should be allocated to other components of the system, what functions are being assumed, perhaps also by default, by private security and investigation agencies? The police role as a catalyst of social change within the system should be examined. Should the police be responsible for mobilization of community resources in terms of crime prevention?
- 7. Research in the area of police professionalization. Consider the effect of advanced education which may or may not lead to frustration due to constraints on advancement or non-fulfillment of expectations. The whole question of education and training geared to produce "super-specialists" should be examined. Does this reduce in-house mobility?
- 8. Examine the possibility of utilizing civilians in police departments in non-police functions, e.g. telecommunications, records, parking by-law enforcement, computer applications, etc.
- 9. Research into police-community relations. This also relates to the role of the police in the

community, particularly the question of the responsibility of the police as agents of social change or control. An example of unanswered questions concerns the effect of the apparent loss of personal contact in the community because of a desire to achieve increased mobility.

10. Identification of patterns, nature and extent of crime. Generally, it was agreed that "causes" of crime are not researchable, that this has been attempted by many disciplines, and that the results have been relegated to the intellectual "junkyard."
11. Problem solving survey. Survey of situational reports, pertaining to crisis intervention, critical incidents, etc., to prepare an inventory of knowledge of causes and effects, techniques and solutions.
12. Research into the integration of management, unions, police commissions and pressure group philosophies into coherent policy to provide guidelines for decision making.
13. Study the effectiveness of the total Criminal Justice System, i.e. police, judiciary and corrections, their inter-relationships and impact on the community, criminals, victims, and police, and examine alternative mechanisms for social control.
14. Determination of the effect of law and policy on enforcement and the effect of enforcement on law and policy.

15. Development of administrative mechanisms for collecting and disseminating research information on a national scale and eliminating duplication through a mutual sharing process.
16. Technical studies to identify technological advances in police equipment, i.e., firearms, telecommunications equipment, etc.

2.5 SUMMARY OF CONFERENCE PROCEEDINGS - SECOND DAY

Four new task groups were formed during the early morning plenary session and assigned the following tasks:

1. To design an organizational model of an advisory group or agency to stimulate, organize and co-ordinate research pertinent to law enforcement, and disseminate results.
2. To determine the best method of funding such an agency and its operation, including sources of funds, possible cost-sharing arrangements, control and audit requirements, cost-benefit analyses, etc.
3. To determine the primary function of such an agency, e.g. evaluation of research proposals, definition of priorities, conducting of research, co-ordinating the joint evaluation of research findings, etc.
4. To design effective working relationships between the proposed agency, provincial and municipal governments, law enforcement agencies, universities and private research groups.

In order to stimulate some new thinking in these areas, the organization and functions of both the Law Enforcement

Assistance Administration in the United States and the Home Office research organization in the United Kingdom were explained in detail by David Meade, one of the invited participants. Mr. Meade's presentation covered the obvious strengths and weaknesses of both systems and commented on the applicability of each under our system of government, and administration of justice in Canada.

2.5.1. TASK GROUP NO. 1

Task Group No. 1 concentrated on the design of an organization, within the existing political situation in Canada and taking into account organizations currently having jurisdiction in research matters, which could promote further research in the police field.

The group recommended:

1. The formation of a permanent police research council whose executive would consist of either,
 - a) representatives of federal and provincial governments, or
 - b) representatives of federal and provincial governments and additional representatives from universities and professional organizations such as C.A.C.P. and Canadian Criminology and Corrections Association.
2. That the research council be funded by an annual Federal grant equal to $1\frac{1}{2}\%$ of the total budget in Canada.
3. That the duties of the research council include:
 - a) maintenance of an inventory of research needs

- b) maintenance of an inventory of institutions and researchers competent in this field
 - c) maintenance of an inventory of completed and current research
 - d) dissemination of the aforementioned information to law enforcement agencies
 - e) responsibility for contracting for research studies, based on a knowledge of priorities and regional requirements
4. That either the executive of the research council, the research community at large or the users (enforcement agencies) be permitted to take the initiative in proposing research studies.

2.5.2 TASK GROUP NO. 2

This group commenced their presentation with a statement of program philosophy:

"Research activities should be directed towards providing assistance to help provinces and localities or local agencies to deal with crime and community needs within the framework of the present practice of administration of justice. At the same time, we affirm the principle that these are essentially local problems and that the federal government's involvement is directed towards support."

Programs were identified by this group as:

1. To encourage planning and research at all levels.
2. To authorize lump sum grants to provincial planning councils or to federal enforcement agencies to initiate and carry out such planning and research as may be desirable.
3. To set up a clearing house for research information specifically concerning completed projects, projects currently underway, those which are in the planning process and those which are considered worthy of further consideration at some future date.

4. To coordinate research projects within the police field to prevent duplication of efforts and to initiate research in areas of need.

With these programs as a basis, this task group proposed the formation of an agency, for the purpose of this report to be known as the Police Research and Development Agency, within the Department of the Solicitor General. Under the direction of the Solicitor General the agency would operate a central index and act as a central information point and clearing house, accessible to all levels throughout the police services process, i.e., individual police forces, provincial planning levels, provincial Attorneys General, federal enforcement agencies.

Recognizing the provincial responsibility in the area of police services, a provincial planning agency under the control of the provincial A.G. is envisaged. That agency would direct research activities within the province and be responsible for screening applications for research grants initiated at the local level.

With a view to providing a more detailed explanation of this proposal, the Chairman traced a request for funds from a "client" police force to the Agency.

The group felt that since the responsibility for effective law enforcement rests with the police, it would be more appropriate for the majority of requests for research funds to be generated by the police than by researchers whose perception of problems may not be totally realistic.

The police department, through continuous contact and appreciation of environmental factors, community needs and those conditions which affect its perception of these needs, obtains information from the central agency as to the current state of research in a particular area and makes a decision to go ahead with a research study.

The Department may use the information provided by the Agency and, utilizing the resources and expertise at their own disposal, complete the project on their own. As alternatives, the Police Department may decide to make an approach to local resources, on a community services basis, or ask for assistance from a provincial agency.

A request for provincial assistance would go to the provincial planning council who would be responsible, on behalf of the Provincial A.G. or comparable officer, to examine the proposal in light of overall provincial

law enforcement requirements. The provincial government then can either proceed with the project, using its own resources and expertise, or request the assistance of P.R.D.A. With the endorsement of the provincial Attorney General, a request is made to P.R.D.A. for assistance, stating the requirements in terms of money, services, expertise or other information.

The group next examined the funding flow to facilitate their proposed programs.

An initial planning grant is made to provinces for the purpose of establishing provincial planning councils and the mechanisms by which they will catalogue their resources, assess the likely needs of the province, determine priorities and formulate their own approaches to the situation.

Once such a master plan has been produced, a block grant, calculated according to any one of a number of formulae available, is made to each provincial planning council by the P.R.D.A. saying, in effect, "here are the resources which you will have for the forthcoming year which you must administer in accordance with provincial requirements in the police research field". Such a

block grant precludes the need to go through a lengthy fund generating process which could see the need escalated to such a point that the original project would no longer be feasible.

Thus, as requests are generated, they are endorsed provincially and confirmed by the federal agency as being within the context of the philosophy of the agency. The federal agency also ensures that the requests are not a duplication. Following this confirmation, the provincial planning council is authorized to release the funds granted for the purpose of research in terms of the master plan and the annual block grant.

Having released the funds to local departments or research institutions, the provincial planning council is responsible for ensuring the integrity of the research project and for accounting to the P.R.D.A. for funds utilized.

In reply to questions from the floor, the Chairman confirmed that, in this model, the central agency represents the federal responsibility, and its executive would have no provincial or other outside representation. The provincial input would be through their respective planning councils. No suggestions were made as to central agency staffing criteria.

A lengthy discussion followed this presentation and, notwithstanding the similarities between this model and L.E.A.A. it was apparent that many of the conference participants could see an application, with allowances for certain inherent constraints, in the Canadian system of criminal justice.

2.5.3 TASK GROUP NO. 3

This task group set out to design an organizational model of an advisory group or agency to stimulate, organize and co-ordinate research pertinent to law enforcement, and disseminate results. They felt that the need could be answered by adapting a step-wise strategy because the group or agency suggested could not possibly do all things for all people immediately. Many of the points set out for discussion could not be dealt with realistically in any specific terms at this time. Consequently, the approach adapted was to build in the flexibility of change as the next requirement of the task approaches. The accomplishment of the objectives as set out would eventually occur over a period of months or years, step by step.

Consistent with this strategy, therefore, the group formulated the following recommendations:

- 1) The Solicitor General should be asked to form a task group on police research through the auspices of the C.A.C.P. The nucleus of this group should be formed from the present Project Planning Committee. The total membership of the Planning

Committee should be retained and available for consultation to the task group.

- 2) The task group should concern itself initially with devising a central repository for current police research findings already available, so that this data could be disseminated to all forces in Canada. The task group could hire personnel, or second personnel, to carry out this task. Funds for this undertaking should be provided by the Department of the Solicitor General.
- 3) The task group should next establish the availability of funds to carry out new research. For this purpose the group could add members or consult with appropriate research people as necessary: for example, the National Research Council, universities, colleges, professional groups, etc.
- 4) The task group should then establish a research sub-committee to solicit and evaluate proposals for specific research projects. The sub-committee would likely include people actively involved in police research.

2.5.4 TASK GROUP NO. 4

This group decided they would specify the functions of the proposed agency before attempting to design the organization. Its functions, they felt, would be to:

- 1) create a central bank of information;
- 2) have the ability to disseminate materials on police research;
- 3) co-ordinate current projects;
- 4) evaluate research results;
- 5) determine new research needs;
- 6) consult with law enforcement agencies on needs;
- 7) provide training in the value of research and, to some extent, training in the techniques of research;
- 8) initiate research;
- 9) receive assignments from police agencies;
- 10) provide funding for new research and innovative demonstration projects; and
- 11) evaluate police effectiveness, i.e., management studies, etc.

With these functions in mind, the group developed a set of guidelines for the development of a central

agency. They suggest that the agency must:

- 1) respect jurisdictions;
- 2) include research and planning in every stage;
- 3) provide no funds for normal operational requirements;
- 4) make an effort to sell itself and its services;
- 5) be totally accessible to all police agencies;
- 6) be made up of representatives of all segments of Canadian police;
- 7) maintain a continuity of staff as well as frequent use of police as resource persons; and
- 8) maintain its relationship with universities and outside researchers through police agencies, where possible.

This group felt that the agency should be within the federal government with perhaps provincial representation or input, but opposed any form of organization within a university or private agency. In concluding his presentation, the Chairman recommended that agreement in principle for a central agency should be sought from federal and provincial authorities as soon as possible, and that a committee be set up to work out the representation from federal and provincial levels of government and outside organizations with a positive interest in police research, i.e., C.A.C.P. and National Research Council.

2.6 FINAL PLENARY SESSION

On the third and final day of the conference an attempt was made at synthesizing the organizational models and preparing a recommendation to present to the Department of the Solicitor General with the final report.

The Chairman of Task Group 2 was asked to present the model developed by his group the previous day as a basis for the construction of a final acceptable model. Because of certain fundamental differences of opinion based primarily on regional considerations, it soon became evident that this was not possible.

Consequently, it was agreed to present outlines of the different organizational models outlined in Sections 2.5.1 to 2.5.4 inclusive, with the hope that the ideas and suggestions therein would prove useful to the Department of the Solicitor General in the current assessment of research requirements in the criminal justice system. The feelings of the Department in this regard were aptly summed up by Mr. Bernard C. Hofley, Assistant Deputy Solicitor General, in his closing remarks.

In commenting on the overall project and the series of conferences culminating in this conference on "Research

and Communication", Mr. Hofley stated:

"I think when we got into these "police" conferences we had really never sponsored anything similar. We had done very little in this area and we didn't really know what to expect. We knew there was obviously a need, there were many people concerned about the problems in this area and we thought by sponsoring this series of conferences, we would afford the opportunity for people who had similar problems, similar interests, to get together to meet one another, to exchange information and possibly to meet some of the people in the academic field that were interested in the problems as well. I think from a very slow beginning the interest in these conferences has grown until today there are a great many people aware of what's happening, want to participate and I would expect, hoping that this kind of thing, in whatever form it may take, will be able to continue.

I think we will probably want to take a breather to look at the results of these three conferences, assess them, and decide just how we, as a Department, might be able to facilitate an ongoing thing, assuming

that this is what everyone wants and that it is useful.

The recommendations and discussions in these meetings will have a very great bearing on the kind of organization we set up in the Department to deal with research, and the kind of service that we can provide."

2.7 CONFERENCE EVALUATION

The strengths and weaknesses of this conference were commented on by the participants at the request of the Chairman. The sentiments which were voiced most frequently are set out hereunder, in point form.

MAJOR STRENGTHS

"The impressive pool of knowledge and expertise represented at the conference, together with the enthusiasm and degree of cooperation I found in all the sessions."

"Good mix of participants."

"Diverse number of persons contributing wide range of perspectives."

"Organization into task and work groups, i.e., provision for structure."

"The more structured form of conference as compared to previous conferences."

"The dynamic leadership of some of the people involved, guiding us on the right paths."

"High calibre of resource persons present."

"The facilities for the conference."

"Brought together people who have strong interests in the same area in order that they could communicate with one another, share their concerns, and engage in task-oriented discussions."

"Tightly organized, worked the participants hard and it seems to me reached its objectives. The general discussion on questions of research led nicely into the more specific discussions relating to structures."

"A broad range of expertise and interest was assembled, and the task group structuring method seemed quite effective."

MAJOR WEAKNESSES

"I feel it would have been useful for the work groups to have reconsidered the organizational models."

"Lack of real power to do anything immediately."

"Politics - defensive attitude."

"Preliminary material could have been sent ahead."

"Evening sessions a bit long."

"Not enough time to correlate all the ideas and plans into workable formulae to further our project."

"As has been the case in all these conferences, the weakness is mainly a shortage of time."

"The timetable did not allow for leisure time during which I believe many worthwhile contacts and discussions take place."

"The conference might have been extended for one day in order that the groups take back to the table the proposed models for criticism and re-structuring."

"The most significant weakness of the conference was the shortage of time."

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Inspector George L. McCully, Executive Secretary
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Mr. Normand-B. St-Georges
Quebec Police Commission
(President, Quebec Police Institute)

Chief Inspector Philip G. Young
Montreal Urban Community Police Department

The above Planning Committee members constitute a Co-ordinating
Committee, empowered to act on behalf of the Planning Committee
in the on-going conduct of the project.

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Quebec Police Force

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Chief Kenneth Duncan
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Judge Roger Gosselin
Chairman
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END