

Citizen Control of the Citizen's Business

TORONTO'S CITIZENS CAN CONTROL TORONTO'S AFFAIRS ONLY THROUGH FREQUENT, PROMPT, ACCURATE AND PERTINENT INFORMATION WITH REGARD TO TORONTO'S BUSINESS.

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MUNICIPAL POLICE SERVICE

STORY No. 3

Part C—Some Canadian Cities.

As was explained in the two White Papers preceding this, the facts presented in the series are given only as illustrative of the kind of impersonal fact material which would assist the Board of Control, the City Council and the citizens in their consideration of the Police Estimates.

Canadian cities are obviously not strictly comparable as regards either police results or police requirements, to cities of the Old Land or of the United States. It is equally true, but not so obvious, that they are not strictly comparable with one another. Of the three cities mentioned in this paper, one is a lake port, one a seaport, and the other an inland city with little riverborn traffic. The degree of homogeneity of their people also varies.

On this account, and for the further reason that strictly comparable crime statistics are not available, the material contained herein is not put in tabular form but is given in descriptive notes.

General comparison of the material submitted herewith and in previous numbers of this series, bearing in mind the essential differences, will throw light on Toronto's police needs.

VANCOUVER.

Population, 137,197. Area: land, 16.48 square miles; water, 5.99 square miles. The police force numbers 246, including chauffeurs, jailors, elevator men, heating engineers, etc. Force per 10,000 population 17.9, and per square mile of land area 14.92 and total area 10.9. The force has eleven autos and nine motor cycles. There is no regular motor patrol system and no booth system. The men can get in touch with headquarters through the police signal system, but there does not seem to be provision for headquarters getting in touch with men on beats by light or bell signal systems. Recruits

receive training from a sergeant. Admission to the detective branch is through promotion from the patrol force on the basis of "ability and seniority." The requirements of admission to the patrol force of the department are stated as follows: "British subject; 21-32 years of age; physically fit; 5 feet 10 inches". The police department is administered by a Commission made up of the Mayor, one Alderman and a private citizen appointed by the provincial government. The Police Chief, who is appointed by the Commission, has authority to discharge constables, subject to the right of appeal to the Commission. In 1906, 18,253 cases were before the Court in all, of which 6 were for murder, 1 for burglary and attempted burglary, 25 for housebreaking, 14 for robbery, 53 for shopbreaking, 33 theft from person, and 346 theft or attempted theft. The number of crimes reported is not available at present to the Bureau.

WINNIPEG.

Population, 198,932. Area: land, 23.23 square miles; water, .66 square miles. Police force numbers 240, including clerks and chauffeurs. Force per 10,000 population 12.1, and per square mile of land area 10.34 and total area 10.05. Motor equipment, 19 pieces, including 10 motor cycles (6 with side cars). The booth system is not used. Headquarters get in touch with men on beat through signal system—bell in the daytime and red light at night, which system has been in use since 1911. There is a police school which all recruits attend until proficient and until they have obtained St. John's Ambulance First Aid Certificates. For admission to the patrol force "candidates must be 5 feet 10 inches, under 30 years of age, have good education, and pass medical examination of Police Surgeon". The basis of appointment to the detective force is said to be "ability as a constable," and all appointments are made from the patrol force. All appointments, promotions and discharges are made "by Chief Constable, subject to the Board of Police Commissioners. This Board is made up of the Mayor of the city, the Senior Judge of the County Court, the City Police Magistrate and two members of the City Council". The number of crimes reported to the detective department in 1926 was 4,620, of which 218 were for housebreaking and theft, 22 attempted housebreaking, 215 shopbreaking and theft, 55 attempted shopbreaking, 59 warehouse breaking and theft, 4 attempted warehouse breaking, 66 garage breaking and theft, 4 attempted garage breaking, 1 post office breaking and theft, 2 theatre breaking and theft, 52 robbery, 1 bank robbery, 9 attempted robbery, 3 murder, 1 attempted murder, 36 theft from person, 8 attempted theft, and 3,123 theft. There were arrested for crimes and various offences 4,704, and 9,668 were summonsed and brought before the Police Court.

TORONTO.

Population (1926), 556,691. Area: land, 34.89; water, 6.44; total, 41.33. The Police Force at the end of 1926 numbered 897. Force per 10,000 population, 16.1. Force per square mile of total area, 21.7; of land area, 22.84. In 1926 lectures were given to two classes in First Aid, and 58 certificates were issued. Certificates issued by the St. John's Ambulance Association were held by 868 members of the Department.

The following paragraphs are from the 1926 report of the Chief Constable and from other official information:

"The signal system, though old, is kept in good condition by the Bell Telephone Company, and continues to give good service. I would suggest, however, that provision be made for additional circuits in the newer sections of the city which are without this service." (This signal system enables the officers on beat to get in touch with headquarters at the required intervals and at will, but headquarters cannot get in touch at will with the men on the beat.)*

"May I again emphasize the need for a new Administrative Building for the Police Department. Provision could be made to accommodate all branches of the staff, the Police Courts, Juvenile Court, a central police station, and all persons in custody on remand. As a consequence the present jail could be closed, Nos. 1 and 2 Police Stations closed, and the properties in connection therewith sold. That portion of the City Hall now occupied by the Police Department and Police Courts, Clerks, etc., would be available for the use of other civic departments."

"Recruits for the Toronto Police Department are selected by the Chief Constable. In the first instance they must produce proof of age, certificates of character, and voluntarily submit to fingerprinting in order to prevent undesirables entering the service.

"When called they are subjected to rigid examination in respect to physical fitness, particular attention being given to eyesight, also tested as to degree of education, etc.

"Approximately 17% of the candidates offering are selected and assigned to the Police School under a sergeant instructor for a period of about six weeks, given class room instruction in regard to criminal law, provincial statutes, city by-laws, deportment, civility and courtesy to the public being stressed.

"The importance of observation is not lost sight of. As an example, a picture is exposed on a screen from 5 to 10 seconds and removed, then each member of the class is required to describe in writing what he has seen, the result being sometimes remarkable, men describing almost every detail in the picture, which may be a store window and contents, group of persons, tray of articles, various makes of automobiles, etc. This teaches the men to visualize a scene in order that they may more accurately describe it when giving evidence in the courts. It is obvious how necessary this is in major crimes, such as murder and robbery, also in fatal and other accidents on the streets.

"As it is found expedient, men are assigned to the detective division who by their work indicate that they possess intuition, resourcefulness, tact, good memory, observation, and are trustworthy. However, if after a reasonable time it is found that they do not measure up to the requirements, they must return to the uniform rank. It is often a very difficult matter to decide who are best fitted to perform detective duty, as it takes time and experience to develop a successful detective."

In 1926 there were in Toronto 3 murders, 2 attempted murders, 18 cases of manslaughter, 62 robberies, 4 burglaries, and 698 cases of housebreaking and shopbreaking. There were 9 arrests for murder, 20 for manslaughter, 53 for robbery, 18 for burglary, and 391 for house and shopbreaking.

*The words in brackets are the Bureau's.

The Toronto Police Department is administered by a Police Commission through the Chief Constable. The Commission is made up of the Mayor, a Judge of the County Court, and the Senior Police Magistrate. Thus the majority of the Board is made up of members whose offices are held for life on good behaviour. As it is essential that police administration shall have as little contact as possible with consideration of local politics, Toronto, therefore, has a tremendous initial advantage over many cities.

How Police Expenditure in Toronto has increased relative to Population and General Taxation

Year	Population	General Taxation (Not including Schools)	Total Police Expenditure	Per Capita General Taxation (Not including Schools)		Per Capita Police Expenditure	
				Actual	On basis of the 1913 Dollar	Actual	On basis of the 1913 Dollar
1913	445,575	\$ 5,649,790	\$ 756,729	\$12.68	12.68	\$1.70	1.70
1914	470,151	6,720,155	844,897	14.29	13.87	1.80	1.75
1915	463,705	9,541,942	879,514	20.58	19.23	1.90	1.77
1916	460,526	9,218,444	844,367	20.02	16.15	1.83	1.49
1917	473,829	10,782,645	886,283	22.75	15.91	1.87	1.31
1918	489,681	13,769,610	949,375	28.12	17.36	1.94	1.20
1919	499,278	12,569,127	1,152,406	25.17	14.30	2.31	1.31
1920	512,812	12,892,464	1,540,703	25.14	13.16	3.00	1.57
1921	522,666	15,596,815	1,786,740	29.84	18.42	3.42	2.11
1922	529,083	15,173,421	1,783,837	28.68	18.15	3.37	2.13
1923	538,771	15,515,294	1,846,430	28.80	18.11	3.43	2.16
1924	542,187	15,470,475	1,905,937	28.53	18.29	3.52	2.26
1925	549,429	15,823,292	1,928,292	28.80	18.00	3.51	2.19
1926	556,691	15,666,820	1,977,595	28.14	17.92	3.55	2.26
1913	445,575	5,649,790	756,729	12.68	12.68	1.70	1.70
Inc.	111,016	10,017,030	1,220,866	15.46	5.24	1.85	.56
Inc. %	24.9 %	177.5 %	161.3 %	121.9 %	41.3 %	108.8 %	33.0 %

General taxation under the direct control of the City Council conveys to every one a definite idea which does not vary from year to year. Hence the total general taxation, exclusive of schools, is taken as a basis rather than general current expenditure which may be interpreted differently by different persons at different periods. The figures used are the general levies, less allowances for uncollectable taxes, etc.

The police expenditure figures are taken from the annual financial reports from 1920 to 1926 and for years previous are computed on the same basis, using the figures of actual expenditures from the municipal estimates or the Chief Constable's report, including in every case the civic contribution to the Benefit Fund, and civic charges for rent, etc. Debt charges are not included.

According to the United States Department of Commerce, the per capita operation and maintenance cost of the police in over 200 United States cities increased 90% (without allowing for changing purchasing power of the dollar) between 1916 and 1926. The percentage of police expense of the general expense was 11.2 in 1916 and 10.4 in 1926.