

# BUREAU OF MUNICIPAL RESEARCH

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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TELEPHONE EL. 1904



TORONTO  
CANADA

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## POLICE STORY No. 3

### The Trend of Development in Police Administration

#### INCREASED DEMANDS ON POLICE DEPARTMENT

The cost of any department depends on the number and amount of the services required of it and of the unit costs of producing those services. If unit costs remain constant and required functions do not change, the total appropriation should not increase. If, however, more services are required, unless these are offset by decreases in cost and improved administrative efficiency, either the appropriations must increase or in the long run existing services must suffer as to quantity, quality or both. For a time, added burdens may at least apparently be carried by increased activity on the part of personnel; but in the long run increased services mean increased costs.

#### NOTE

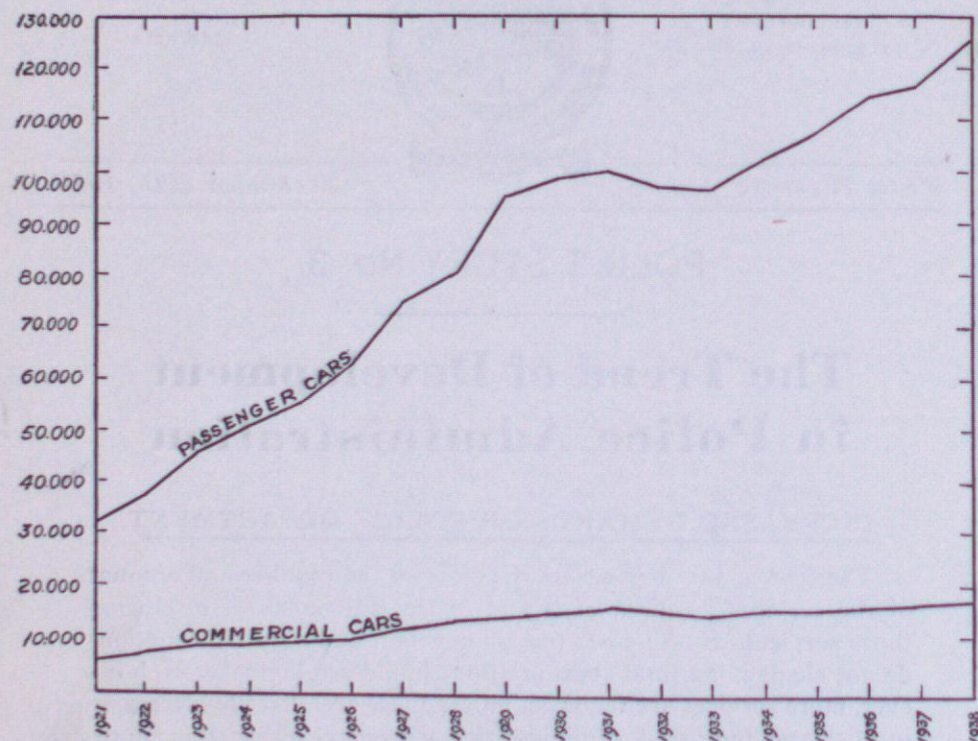
This White Paper was drafted before the outbreak of war. It is evident that the pressure of work on the force in discharging its duty of protecting the lives and property of citizens will be greatly increased.



## EFFECT OF THE MOTOR CAR AND TRUCK

Since 1921 there has been a change in the centre of gravity in police administration, involving a great increase in the amount and cost of certain services due to the rapid motorization of the population. The chart below illustrates the increase in motor registration in Toronto since 1921. Registration has a very direct relation to the police traffic load.

MOTOR REGISTRATIONS IN TORONTO 1921-1938.



This increase in motor traffic has increased the load on the police department in these ways among others:

1. Control of traffic on the streets so as to secure the greatest flow consistent with safety.
2. The control of parking.
3. The examination of cars for defects in brakes and other mechanical features.
4. The protection of school children at crossings.
5. Investigation of vehicular accidents.

The first of these has been assisted greatly by the installation of automatic traffic signals which are being supplemented by later devices such as traffic actuated signals. The others, however, represent an additional dead weight on the personnel resources of the department. The total number of breaches of the Motor Vehicles Act in 1922 was 13,806. The total number of traffic offences excluding those against City by-laws was 76,982 in 1937 and 79,069 in 1938. In 1937, 67,145 parking tags were issued; in 1938, 108,369.

## INCREASE OF "PRESSURE" OF CRIME

In addition to the increase in the weight of traffic duties, there has also been an increase in the seriousness of the problems of crime prevention and crime detection for the solution of which the department is responsible. The city cannot afford to allow anything whatever to interfere with the efficiency of protection against crime and crime detection which lie at the very root of community well-being.

In the first place the growth of a city in population results in a more than proportionate increase in the pressure of crime on the life of the community, both because the ease of hiding criminal activities increases and because the wealth of seizable form tends to concentrate in the largest urban centres. In the second place, the increased activity in the United States against criminals, may have led to a large influx of criminal population which formerly avoided Canadian residence with great care or may have prevented our own criminal population from migrating. In the third place, the long-continued depression greatly increased the "pressure" on the community of some forms of crime, although, it may have had a restraining effect in others. How far this influence is purely temporary is not yet apparent. In the fourth place, Canada has recently witnessed a recrudescence of the gambling spirit and the growth of gambling centres either within or on the outskirts of large cities, centres which tend to become havens carefully guarded and often even fortified, for the fraternity who desire by force or guile to acquire from others the fruits of labour without personally investing any time or energy in normal work.

## CHANGE IN POLICE "TYPE"

To cope with this situation, a city needs not only a well-equipped, thoroughly trained, incorruptible, intelligent and active detective branch, but every man on the beat must be of undoubted probity, high intelligence, excellent physique and must be thoroughly and continuously trained not only in protecting the general public, but in habits of close observation. The day of the "cop" is past. A police career is not only an occupation, but in its highest branches at least a profession.

The maintenance of a police school, the increase of the motor equipment, the installation of a modern signal system, the installation of radio have contributed to maintaining the efficiency of the department in crime prevention and crime detection. Developments and inventions in traffic signals have been continuous and demand continuous modernizing on the part of Toronto. Possibly not all units of the detective and uniformed force are as efficient as they might be under existing conditions; but the facts shown in our Police Story No. 2 cannot fail to raise the question in the mind of many citizens whether or not the time had arrived when increase in equipment must be followed by increase in personnel? The appointment in recent years of cadets eligible for appointment as probationary constables should lead to an increase in the standing and efficiency of the department.

## STEPS IN ADVANCE

Recently there has been a great deal of discussion as to the desirability, even the necessity, of

1. Means of more rapid communication between municipal police units.
2. Greater co-ordination of police administration throughout the Province.
3. Extending radio equipment to take in all members of the force.



The first two are undoubtedly necessary in order that the citizens of Toronto may get the full value of their expenditures for police protection. Whether or not the efficiency of the highly organized existing system of local communications would be increased by individual receiving sets for all members of the force is a question. In smaller cities with less equipment, individual radios have proved of value as the following extract from the 1934 report of the Police Department of Brighton, England, shows:

### POCKET WIRELESS

"Many enquiries from home and abroad have been received as to the efficiency of the police pocket wireless sets, but it is not known that any other force has installed a similar system. Wireless for police purposes has usually favoured the use of receiving instruments on motor cars, and experiments are being carried out in other districts in the hope of establishing an efficient two-way speech system. The operation of wireless, when restricted to cars, must be very limited, as it is governed by the number of vehicles in use, and it is only in the bigger police districts where the cost would be justified. The advantage of such a system is that orders can be spread quickly, but when these can only be received by two or three cars its success is restricted. In this direction the pocket set has achieved what it set out to do, not only in getting in touch with a large number of constables at one time, but directing the actions of the man on the beat. It is felt that this system is one which must specially appeal to the small and medium forces on the grounds of efficiency and economy, and that soon there should be a big step forward in its adoption. Many of the initial technical difficulties have been overcome, and the year's use of the system has definitely established it as a practical working proposition."

"The wireless sets have helped to effect captures in several instances when the offender might otherwise have escaped."

From the 1938 report of the Chief Constable of Toronto:

### PUBLIC CO-OPERATION WITH POLICE

"Closer co-operation between the public and the police can do much to control unlawful activities in the community. To the many citizens who have given their invaluable assistance, in confidence, to the police during the past year I desire to express sincere gratitude. Without this information, which otherwise might never have become known to the higher executive officers of the Department, many crimes which have been cleared up may have remained unsolved. Let us not deceive ourselves,—if the criminal is to be effectively restrained it will require not merely the efforts of the police, but the unabating united efforts of all good citizens and the police. The source of such information is held in strictest confidence by the police and any citizen co-operating in this manner is assured that this confidence will not be betrayed."

We have repeatedly been reminded officially that all of us have a part to play in performing our daily tasks to the best of our ability and in co-operation with the public authorities. We owe fullest co-operation to our police force which, in a real way, is our first line of defense.