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Police Training In The R.C.M.P.

A Historical Perspective

by

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A Report Submitted In Partial Fulfillment

Of The Requirements For The Degree Of

Master of Arts

in the

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Darryl Coleman Porter, 1987

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## ABSTRACT

The purpose for this research is to examine the relationship that exists between the responsibilities and duties of the Royal Canadian Mounted Police and the training of the Royal Canadian Mounted Police and to determine whether the training of the Royal Canadian Mounted Police Personnel change with changes in the duties and functions of the force.

This study is essentially a historical one timing the evolution of the Royal Canadian Mounted Police from the Force's founding year to the present time, focusing on the changes in the responsibilities and duties of the Force from its beginning in 1873 to the present time and on the changes in the Force's personnel from the founding year of 1873 to the present time.

The first chapter of this study deals mostly with police training generally and not specifically with the Royal Canadian Mounted Police. It offers information on the history of the different schools of thought concerning Police training and education, providing valuable information on the different approaches to policing and on questions concerning the relationship between the police's role and the education and the training requirements for the policeperson of today. The first chapter deals as well with the question "Is policing a profession?".

The second chapter of this study is the methodology

chapter which examines the historical method being the methodology used in this study.

The third chapter deals with the responsibilities and duties of the Royal Canadian Mounted Police and the changes from the Force's founding year to the present time.

The fourth chapter deals with the education and training of the Royal Canadian Mounted Police and the changes from the Force's founding year to the present time.

The fifth chapter links the changes noted in chapter three with the changes in chapter four.

This study concludes that the training of the Royal Canadian Mounted Police personnel changes with changes in the duties and the functions of the Force.

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## PREFACE

Please note the abbreviations which are used in this study. The abbreviation N.W.M.P. stands for the Northwest Mounted Police. The abbreviation R.N.W.M.P. stands for the Royal Northwest Mounted Police and the abbreviation R.C.M.P. stands for the Royal Canadian Mounted Police.

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## CHAPTER 1

### EDUCATION AND TRAINING - Preparation for Work 1

In its main report, the President's Commission on Law Enforcement and Administration of Justice (U.S.A. Report) (1967 2, P. 279) recommended that "the ultimate aim of all Police departments should be that all Personnel with general enforcement Powers have baccalaureate degrees"<sup>1</sup> and that immediate steps should be taken to begin a gradual increase in educational requirements for entry and promotion. In its task force report on the Police, the Commission (1967, P. 126) supported the recommendations by arguing that "the complexity of the Police Task is as great as that of any other Profession",<sup>2</sup> and that higher educational requirements were necessary - if not sufficient - for improving the quality of Police Service.

In recent years the question of Police Education and Training has been hotly debated. On the one hand, there are those who believe that the Police must be better educated and better trained in order to meet the needs of Society. On the other hand there are those who, while recognizing the value of education, claim that there is not enough proof that college education is necessary for performing Police Tasks.

Studies on Higher Education seem to indicate an absence of justification for better educated Police Officers. The Carnegie Commission on Higher Education (1973), which made one such study concluded education upgrading of jobs is

artificial. They recommended against the practice, unless there is a clearly demonstrable relationship between education and performance. In this connection the Carnegie Foundation for the Advancement of Teaching (1977) argued that over-education for many jobs would lead to dissatisfaction and frustration among the college graduates in those jobs. As far as the Police are concerned, studies have found a heavy turn over among college-educated Police officers. (Levy, (1967), Pornrenke, (1966), Schrotel, (1966), Beckman, (1974) attribute this to frustration of the educated in the performance of jobs that require little or no education.

There exists a number of variables as Sherman (1978) points out that can contribute to a lack of a clear relationship between education and Police Performance. These variables include the conflicting public expectations for police behavior, inadequate methods for achieving Police objectives, Police violation of the law, and poor relations between the Police and the Public. Hence higher education for Police officers can be expected to have little effect on Police performance unless these elements can be influenced. (3)

Gross (1973) contends that semi-military bureaucracies have a tendency to isolation with crippling consequences for interpersonal interaction. These consequences can be neutralized, it has been demonstrated (Dalley 1973), by participation in education at a university where the more humanizing environment would liberalize them. It can be said that if even the

education and the university environment has no effect on the individual Policeman, it could have an effect on the public perception of the Policeman. Supporting this argument is the experience of the Ventura Police, where a four-year college degree was made mandatory for recruitment and hiring. When over three-fourths of the Patrolmen were college graduates, the overall crime rate was found to be down 2.96% per 1000 population. The local citizens pointed with pride to the local standards of employment of their Police. This employment standard brought about better relations between the Police and the community. It was also found that the Police didn't over-react to insults and weren't threatened and provoked by abusive citizens. (4)

Vollmer was the first to suggest higher education as the central element for professionalizing the Police, for giving them dignity and raising their social status. His objectives for Police education included both a change in the Police, and an improvement in the social status of the Police officer. The curriculum he envisioned for college study for Police careers was a general education in academic subjects relevant to the field. It was not meant to be a Technical Police School within a university setting. (5)

Education is also conceived of as orienting the Police towards change. Sherman in his book on The Quality of Police Education states that the teachers in Police Education Programmes are well qualified for teaching a Paraprofessional.

Training Curriculum. Teachers in the Police Education Programmes may well accomplish the objectives of making Police officers more efficient at their present task. But the teachers are underqualified for teaching either a liberal Arts or a Professional Curriculum of Police - related studies. Given their often uncritical acceptance of current Police practices, the Police educators are most unlikely to accomplish the objectives of educating the Police institutions toward change. (6)

Sherman (1978) suggests that faculty members in Police education programmes should have at least two full years of Post-graduate education. Without a full understanding of the meaning of Scholarship and the resources of higher learning, the present faculty are not able to connect theoretical knowledge to practical problems. Sherman believes the best way to ensure that Police education faculty will contribute new perspectives to Policing is to require that they be well educated themselves. (7)

Role and Training

One of the challenges to contemporary Policing that emerged in the 1960s and 70s, came from those who believed that a considerable overemphasis had been placed on the crime-related functions of the Police, to the detriment of other Public service functions they perform. (8) Research by Alein and

Lindemann suggests that officers are involved in many interpersonal service functions, for which traditional Police training leaves them unprepared.

(Walsh 1970) states that the Social or Public Service functions of the Police such as family disputes and peace-keeping and community services take up a good share of the officers calls to action.

Consequently there appears a need for the education and the training of the Police to be overhauled towards the performance of these duties.

Such social service function training Programmes would allow the Police officer to meet these increasing demands by expanding his working knowledge of human psychology and acquiring special techniques for dealing with people. The Social Service Training would equip Police officers to deal with the many family disputes in which they must intervene and in dealing with children or juveniles or both who need help. Researchers also claim that proper Social Service Training gives Police officers constructive resolutions to interpersonal conflicts and give the officer the opportunity to demonstrate concern for people. (9)

Studies such as the Miami Fatigue Study, (1970-71) and the Miami Police - Community Interaction Program (1970-71) suggest that those who enter Police work are generally psychologically healthy and competent young men who display common personality features that should serve them well in a

Police career.<sup>(10)</sup> These studies also suggest there are certain ambiguities, inconsistencies, and conflicts in the socially and legally sanctioned roles of the Police which impede optimal resolution of the identity struggle that the recruit experiences. These studies showed that there is a conflict between the peacekeeping, community-service, and crime fighting roles of the Police. In this role conflict, the young officer finds himself in a role situation that shows disrespect for citizenry, emphasis on crime fighting to the detriment of peacekeeping and community service, and a disregard for discipline and command. (11) C

Ashburn (1973) study believes this role conflict brought concern during the 1960s with the increasing public concern over the apparent breakdown in the quality of the relationship between Police and Citizens, particularly minority citizens. It was believed that the quality of the man power and the lack of ethnic representation within the Police force, led to abrasive relationships between Police and ethnic minorities.

There is, of course, the possibility that what is needed is not recruitment from ethnic minorities but education of the recruited Policeman, no matter what ethnic group he may belong to, so that he could understand ethnic minorities better and empathize with them. Another important element in the role of the Police is that education and training of the Police helps the Police officer to become more liberal, less traditional, and less authoritarian these were

the results of Dalley (1973) studies on the effects of Training and Education on the attitudes and personalities of Policemen. Concerning the question about the actual role of the Police today Sidney Epstein identifies the problem concerning the Police role conflict in relation to applied behavioural research:

The key fact affecting the place of applied behavioral research in Police work today is the rapidly changing nature of the Police role itself. Because the Police role is changing, all other aspects of Police Personnel will have to change, including selection method and training and education practices. If this important commonplace is overlooked, there is little chance of advancing beyond the trouble shooting mode in Police research and development work. Role research is not simply a matter of summing up, tidying up, and systematizing present day practice. It is also a matter of modifying, adding to and subtracting from present day practice. (12)

Bernard L. Gramice has proposed long range changes in Police strategy. He suggests that the role be divided into two specialized roles:

1. A Community Service Arm (order, maintenance, peacekeeping, community service, crime prevention). (13)
2. The Crime Fighters Section would move against crime particularly street crime and violent crime - where and when it occurs. (14)

The community service role and the crime fighter role are the functions the Police perform today. But under the current system, each and every Police officer is called upon to perform each and every function and perform them expertly.

However it can be said that each officer is poorly prepared for these roles and implicitly disavows some of these roles.

Towards the evolution of this system is the implementation of the neighborhood or Team-Policing concept which evolved from the community service idea. The neighborhood Police Team would function best when each Patrolman is a "generalist - Specialist". Each member of the neighborhood Team would be trained both as a neighborhood Patrolman - generalist and also as a specialist in a particular peacekeeping or community - service aspect of police work, such as performing family - crisis intervention work, working with youth in the schools, functioning as Paramedical Personnel (particularly in dealing with acute alcoholics and drug addicts), or becoming community organization specialists.<sup>(15)</sup> Training Policemen for a certain role is not a science in the sense of having closely and logically set rules governing each situation, in which the predictability of outcome is very high. It will never be possible to know what to expect with Police - Citizens encounters. But Police Training must be rigorous and must inculcate basic and practical principles to govern the Policeman's behavior. Once the Policeman has mastered these principles, he can exercise his judgement against a background of educational and organizational disciplines.<sup>(16)</sup> Jesse Rubin states that in order to accomplish this goal of governing the Policeman's behavior against a background of educational and organizational disciplines, academic training should prepare Police in their specific roles.

He mentions two learning techniques: 1.) Group Technique  
2.) Semi-Programmed Learning Techniques. These learning techniques in Police Training include classroom discussions and lectures from successful "role models" from each arm of the Police, and action (Psychodramatic) method films depicting street situations coupled with post-film discussions, and street recreation (simulation) of difficult situations. (17) The questions concerning the role of the Police and the conflicts associated with the Policeman's role and the suggested remedies to the Policeman's role through education and training brings the question of whether Policing is a profession.

For more than sixty years, prominent spokespersons and students of the Police occupation have maintained that Policing is a profession (Fosdicll, 1921, Vollmer, 1936, Smith, 1954, Kooken and Ayres, 1954, Kennedy, 1956, Brannon, 1968). While others such as Wilson (1970, 1972) suggest that as a craft the Police possess no generalized body of knowledge and do not deliver a service that is easily evaluated. Reiss (1971) while believing that professionalization for Police is a viable goal, argues that centralization of decision making, specialization along technical lines, and decision making centering at the staff level impede the development of a Police Profession. Others argue that the fragmentation of Police agencies, intraorganizational conflicts by Police Personnel, lack of autonomy and the issue of accountability preclude Police from the professional realm or present obstacles to the pursuit of the professional mandate

(Coldwell, 1972, Weiler, 1976). Pavalko (1971: 18-27) presents a model which distinguishes them from other occupations. The model's eight dimensions include 1) a generalized body of knowledge, theory, and intellectual technique; 2) an extensive period of education and training usually conducted in an academic setting; 3) relevance of work to basic social values; 4) autonomy; 5) motivation that involves a sense of mission; 6) an overriding commitment to occupational duty on behalf of the client; 7) a sense of community among practitioners; and 8) a code of ethics institutionally enforced to ensure compliance. This model assumes that occupations vary along a continuum from unskilled to highly professional. An occupation may possess one or more of the characteristics, while the profession typically possess all of them in some degree.

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Analysing the situation in terms of this professional model Ben A. Menki (Washington State University), Mervin F. White (Clemson University), and William L. Carey (United States Coast Guard) conferred that the Police claims to professional status are hollow. They have suggested that 1) there is no agreed - upon knowledge base for the occupation; 2) provisions for education and training are weak; 3) the link between Police work and basic social values is strained by virtue of the particularistic world view of the Police; 4) the autonomy necessary for the Police to constitute a profession may be illegitimate; 5) that a professional community does not exist among the Police; 6) the motivation and commitment that characterize the occupation is for the Police's own self-

interest, and 7) enforcement of the code of ethics is a bureaucratic rather than a professional function in the case of the Police. 19

Barbara Price (1977) mentions that the Police administration, in recognizing that the Police own best self-interest will coincide with the further professionalization of the Police occupation, hope and believe that the rhetoric will lead to a new reality. She suggests that the Power of Professionalism is manifold. It is to be found in professional action which can lead to role-taking by members in accord with community needs. It is to be found in worker (and leadership) satisfaction and opportunities for meaningful personal growth. It is to be found in widening occupational attention to exploring the entire system of social control. 20)

A second approach to the question of professionalization is not to ascertain whether Policing is a profession but whether Policing should ever be a profession. There are certain characteristics of a profession that are unsuited to Police work. The professional characteristic of autonomy would give Police discretion without accountability. Meuke, White and Carey claim that were the Police to acquire this Professional status in the absence of achievement congruent with the professional model, there would be a particularly serious consequence. They believe that the grant of autonomy to the Police would be an empty one requiring the Police to use more complex state props to manage the professional appearance. In this case, the Police would always be

"potentially discreditable" (Goffman, 1965), having created insecurity and requiring an increasingly defensive posture.

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Meuke, White, and Carey further maintain that were the Police to acquire a professional status, it would undermine our democratic principles. Taking into account the revelations about the activity of other state agents, society must always have the right to debate public issues of the day. Meuke, White, and Carey continue to suggest the Police in their quest for power and authority want the right to define social situations. A democracy is based on the right of the individuals and the responsibility of citizens to define social issues and to debate them. This right must not be waived to any group of self-interest individuals, occupationally based or not. (22)

There is a strong appeal for all occupations to be considered professional. This is due to the increasing importance of the professions in society and the influence which accompany it. This rapid growth of professional influence in society has been one of the most striking developments of recent years. James O. Wilson has this to say about a profession.

The right to handle emergency situations, to be privy to 'quality information' and to make decisions involving questions of life and death or honor and dishonor is usually...conferred by an organized profession. The profession certifies that the member has acquired by education certain information and by apprenticeship certain arts and skills that render him competent to perform these functions and that

he is willing to subject himself to the code of ethics and sense of duty of his colleagues. (23)

It can be said whether Policing is a profession or not, the education and training of its personnel should be directed to the achievement of these professional goals.

The Royal Canadian Mounted Police, in determining its educational and training needs of the Force's Personnel, have sought assistance from the academic community to determine what the training of the Police should be so as to fulfill their responsibilities to society. The academics have designed a criteria that is used by the Royal Canadian Mounted Police called the systems approach its function is to find out what training is needed to meet the obligations of the Royal Canadian Mounted Police and what is needed to evaluate this training of the Force. The systems approach deals with the training need and the terminal outcome of that training and what goes in between to get from the training need to the terminal outcome of that training and what goes in between to get from the training need to the terminal outcome. Professors Arnn and Strickland of the Texas Christian University states that the systems approach involves a definition or statement of the problem to be solved and a selection process of the best potential solutions from alternatives and that solution implementation and an evaluation process, based on the problem and modification as necessary. (24)

The Royal Canadian Mounted Police uses another methodology in determining its training need it is called the

Course Training Standard. The Course Training Standard is an instrument that is used to measure the changes that is made in training. The Course Training Standard is a written account of the research and analysis involved in the four steps of the training cycle: determining the job requisites, determining the knowledge, skills and attitudes required, the end of the course behaviour, and the methods and materials to be used. The written account of that kind of information becomes the course Training Standard. (25)

Another methodology called the Progressive Training model has been adopted by the Royal Canadian Mounted Police. This kind of training is considered to be the backbone of a progressive Police service. Prior to the Progressive Training model, the conventional talk-and-chalk method of teaching was used. However, it was shown that most officers became bored and passive. The answer to this problem was the introduction to "Student-Centered" learning when students learn by doing the work - not by being told how to do it.

The Royal Canadian Mounted Police offers training and education courses at different levels. Training and education courses are offered at the recruit level and the specialized personnel level and at the different levels in the Police command.

The Royal Canadian Mounted Police determine their actual training needs two years in advance. It is being suggested that they project their training needs for a further four years. This suggestion is being made to assist the Canadian Police

College. The information will permit the Canadian Police College to realistically project training staff growth and accomodation needs to meet the needs of the Royal Canadian Mounted Police. (26)

The Royal Canadian Mounted Police in its history has evolved from a small Force in 1873 when the major role of the Northwest Mounted Police was to watch over the territories and to maintain law and order, to ensure that peace existed between the Traders and Indians. The training of this period reflected these duties. The main focus in training was semi-military, and the recruits were required to ride horses. The responsibilities and duties of the Royal Canadian Mounted Police today are very different from those in the beginning, and the education and training requirements have changed over the years as a result. And the training and education in the Police, as in any other matter, is a preparation for work.

That Police training and education is related to the Police role, to the responsibilities and duties that the Police have to perform, than as these responsibilities and duties change, so do Police training, is the hypothesis that will be tested in this study.

## FOOTNOTES

1. The President's Commission on Law Enforcement and Administration of Justice U.S.A. Report 1967, p. 279.
2. Ibid., p. 126.
3. Lawrence W. Sherman, Police: Problems and Issues, University of Ottawa, 1975, p. 19.
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13. Ibid., pp. 145-146.
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16. Jack and Sharon S. Goldsmith, The Police Community, Palisades Publishers, Pacific Palisades, California, 1974, p. 149
17. Ibid., p. 149.
18. Barbara Raffel Price, Police Professionalism, Lexington Books, D.C. Health and Company, Lexington, Massachusetts, Toronto, London, 1979, p. 79.

19. Ibid., p. 101.
20. Ibid., p. 98.
21. Ibid., p. 102.
22. Ibid., pp. 102-103.
23. Jack and Sharon S. Goldsmith, The Police Community, Palisades Publishers, Pacific Palisades, California, 1974, p. 129.
24. S/Sgt G.M. Carter, Course Development and Evaluation, Canada Police College, Rockcliffe, Ontario, 1978, N.P.
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CHAPTER II  
METHODOLOGY

The Royal Canadian Mounted Police has evolved from a small unsophisticated Force beginning in 1873 being responsible for the opening up of the Northwest Territories and the building of the Canadian Pacific Railway to being a sophisticated federal force having federal policing duties and having contracts with eight of the ten provinces for provincial policing duties. In the process of this evolution the training that its members were given so as to enable them to perform their duties better has also changed. This study seeks to relate the evolution of the duties and functions of the force to the evolution of its training programs. It is essentially a historical study and is committed to the use of what has come to be called the historical method.

The historical study involves the use of data of the past and in this regard I am compelled to gather my information from persons who were participants in the drama; persons who were not participants but who were living at that time and were aware of what was happening; and historians who have obtained the information I need from such persons.

My data can be obtained orally in interviews with knowledgeable people or from documents which could be

categorized as published material - history books, reports of commissions and annual administration reports - and as unpublished material found in the archives of Canada.

My research methodology involves precautions that I have to take to ensure that the data is accurate will force me to ascertain whether the person providing the information was in a position to provide it, whether he was in a position to provide accurate information and whether he did in fact provide accurate information.

#### Historical Method and the Problems with its Usage.

A. The historical method involves the problem of evidence, the historian is separated from his subject-matter by time. The researcher is guided by research done by his predecessors, he has to treat their conclusions with caution. The historians may have misinterpreted their sources. Only by examining the sources that the historians used can the researcher be confident that their work was accurate. This axiom gives use to the conventional division of source material into primary sources original evidence from the period under scrutiny and secondary sources derivative evidence in the work of other historians. (1)

Primary sources are more likely to reflect the reality of the historical process than secondary sources.

B. Another reason for the discrepancy between written history and the actual past, standing alongside the problem of the evidence, is the problem of the historian himself.

The historian has to select and arrange the evidence. This demands the exercise of the historian's judgment. Have to take into account his temperament and his political, cultural, religious values he may hold. The attitudes that a historian brings to the evidence forms an equally important element in the creation of history. The bias of a historian enters his history. (2)

History demands a critical frame of mind. The historian guide to history is based upon probability.

C. History has no direct access to the past. A complete account of their deeds is irrecoverable. Another factor that prevents the historian from presenting pure facts is a corollary of the problem of himself. The historian's judgment enters into his account of the past. (3)

D. In reality historians are like others in showing the convictions and prejudices of their time and place. The historians basic beliefs about the past, about its shape and meaning, are likely to remain and are certain to influence what they write. (4)

The variables that are looked at in this study are training and education within the Royal Canadian Mounted Police and the responsibilities and duties of the Royal Canadian Mounted Police.

My manuscript contains both primary and secondary sources.

The search for sources has taken me to the libraries at the University of Ottawa and the Canada Police College

and to the Montreal Headquarters of the Royal Canadian Mounted Police.

The first Chapter of this manuscript discusses the different schools of thought dealing with Police training and education and looks at the question of Police professionalization. My primary sources for this chapter comes from the studies and research of social scientist who have involved themselves with Police research.

The third Chapter of this Thesis discusses the responsibilities and duties of the Royal Canadian Mounted Police starting from the Force's beginning to the present day. The primary sources for this Chapter are the Annual Reports of the Commissioner of the Royal Canadian Mounted Police being a valuable primary source being written each year since the Force's founding year detailing the responsibilities and duties of the Force and the changes for each year to the present day. The secondary sources for the third Chapter comes from books written on the historical role of the Royal Canadian Mounted Police and from articles written by staff members of the Canada Police College on the role of the Force from a historical perspective.

The fourth Chapter, in its dealing with training and education of the Royal Canadian Mounted Police personnel has as its primary sources the Annual Reports of the Commissioner of the Royal Canadian Mounted Police which discusses the training and education of the Force's personnel and the changes for each year since the founding year to the present

day. A valuable primary source for the fourth Chapter comes from a training film titled First Year Part I and II, which was seen at the Montreal headquarters of the Royal Canadian Mounted Police. The film details today's recruit training within the Force. My secondary sources for the fourth Chapter comes from articles written on the history of the Force which summarizes the changes in the training and education of the Force's personnel written by members of the training staff at the Canada Police College at Rockcliffe, Ontario.

The fifth and concluding Chapter links the changes in Chapter three with the changes in Chapter four, the fifth Chapter has as its primary sources the Annual Reports of the Commissioner of the Royal Canadian Mounted Police and the fifth Chapter's secondary sources includes articles written on the historical role of the Force and the changes in the training and education of the Force's personnel by staff members of the Canada Police College and historical books written on the Force.

Some of the problems to be considered in using data which comes from my primary sources.

I must be conscious that the Annual Reports of the Commissioner of the Royal Canadian Mounted Police doesn't contain a certain bias and a possible intent to put a better face on the Force's situation and to add a certain urgency which can be manufactured to show the importance and value of the Force which can help to increase the budget and the

strength of the Force. Government documents can contain distortion and error due to selection and bias and mistaken facts and mechanical errors.

In regard to the precautions that must be taken in considering the Annual Reports of the Commissioner of the Royal Canadian Mounted Police, I am satisfied that the information taken from the Annual Reports of the Commissioner of the Royal Canadian Mounted Police are accurate documents containing simple records not intended to be erroneous.

Concerning the precautions to ensure accuracy, I am satisfied the training film entitled First Year Part I and II is an accurate account of today's recruit training within the Royal Canadian Mounted Police, the training film being used by the Royal Canadian Mounted Police recruiting office as an information source for engaging recruits.

I am confident that the accounts on Police training and education and Police professionalization are accurate being the actual studies of research scientist.

A difficulty in the use of my secondary sources is judging the intent of the composer in order to consider the credibility or plausibility of the sources.

I am confident that my secondary sources offers an accurate account on the historical role of the Royal Canadian Mounted Police all the sources used are properly footnoted and all references given. All my secondary sources offer a consensus in regard to the historical facts of the Royal Canadian Mounted Police.

The contribution value of my primary sources to my manuscript is authenticity. The secondary sources used in this research has given evidence to support my hypothesis by offering more detail and an analysis on the history of the Royal Canadian Mounted Police.

In analysing my data I have related the evolution of the Force's training programs by looking at the responsibilities and duties of the Force over the years to changes in training of the Royal Canadian Mounted Police over the years to determine if there is a direct relationship between the responsibilities and duties of the Force with the training of the Force's personnel. The criteria to show if my hypothesis is proven or disproven is dealt with in the concluding Chapter of this Thesis. In the concluding Chapter I have linked the changes in Chapter three with the changes in Chapter four and this linkage will show the significant relationship that exist between the responsibilities and duties of the Force over the years with the training and education of the Force's personnel over the years.

## FOOTNOTES

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## CHAPTER III

### RESPONSIBILITIES AND DUTIES OF THE R.C.M.P.

Preparation for the establishment of the Northwest Mounted Police is traced to 1869 when Sir John A. MacDonald began making plans for a Police Force modelled on the Royal Irish Constabulary in anticipation of assuming controls of lands granted by charter in 1660 to the Hudson Bay Company. Prime Minister John A. MacDonald hoped to avoid the costly Indian Wars which caused problems with the settlement of the Western United States and which would retard the implementation of his visions for western development. (1,2)

From 1870 through 1872 official reports by American Secretary of State Hamilton Fish, Manitoba Lieutenant Governor Adams George Archibald and British Army Captain F.W. Butler, and the adjutant general of the Canadian Militia, Colonel Robertson-Ross, all showed an alarming extent of independent fur trade for whiskey, rifles and ammunition with Indian peoples in the Canadian Northwest. (3)

Early in 1873 the effect of these reports was strengthened by a Hudson's Bay Company request through the British Colonial Office for Canadian authorities to protect its trade and posts in the Northwest Territories. (4,5)

By this time in 1873 Robertson-Ross and Deputy Minister of Justice Hewitt Bernard were preparing reports which would illustrate both the necessity and the proposed

detailed organization of a Mounted Police Force for the Northwest. Colonel Robertson-Ross suggested in his recommendation the establishment of a regiment of 550 mounted riflemen manning a chain of military posts from Manitoba to the Rocky Mountains. (6,7,8)

#### Founding of the Northwest Mounted Police

The enabling bill passed through Parliament to receive Royal Assent on May 23, 1873 (Statutes of Canada, 1873, 36 Vic., c.35) (9,10,11)

#### Early Duties

The main reason for the establishment of the Northwest Mounted Police was to show ownership of the Hudson Bay Territory by occupation to make it safe for settlement. The Force was to maintain peaceful relations between Indian and mixed-blood native peoples of the Northwest Territory and the incoming settlers. (12)

The essence of the Northwest Mounted Police duties until 1885 remained the preparation of Indian peoples "for the painful adjustment to the advance of white society". (13,14)

Another major responsibility was the enforcement of the liquor prohibition in the Northwest Territories. (15,16,17 )

During the middle 1870's the Northwest Mounted Police had the delicate task of keeping an uneasy peace between the Canadian Indians and the refugee Sioux who migrated to Canada after the Sioux under Sitting Bull defeated Colonel George

A. Custer in June, 1876 in the Valley of the Little Big Horn in Montana Territory. The Force at the same time was responsible for keeping the Sioux from using Canada as a base from which to attack American Settlers across the border. (18,19)

By 1881 the last Sioux band returned to the United States to live on reserves assigned to them. Sitting Bull surrendered in 1881 with the return of the Sioux to the United States. (20,21)

With the influx of settlers during the early 1880's, the Northwest Mounted Police was responsible for seeing that the Treaties of 1876 and 1877 were upheld by ensuring that there was no encroachment of Indian rights and reserve lands by settlers. Another problem was with the extinction of the buffalo the Northwest Mounted Police was responsible for the prevention of cattle stealing by the Indians. (22,23,24)

Some of the other duties which occupied much of the time of the Northwest Mounted Police during the 1880's were providing relief provisions to the destitute, awarding contracts to Indians for Police necessities, and facing down Indians potentially disposed to violent rebellion against the new authorities. (25, 26)

In order to perform these tasks effectively they established themselves in a number of outposts or detachments. Some of the duties the Force were called upon to perform during the 1880's and 1890's were 1.) curtailing the whiskey trade, 2.) reinforcing the Canadian presence in

the Northwest Territories and the enforcement of the criminal law and the customs regulations; and 3.) preventing the demoralization of the native people. They also acted as a buffer against the encroaching western civilization before the Treaties were negotiated and enforced the Treaties when signed. They were expected to make meteorological observations, sell stamps and collect mail, investigate breaches of the fish and games regulations as well as the evasion of customs. Officers were required to visit reserves and check the identity of Indians who were not registered. As well they were used as agents of the government to fulfill a sort of symbolic function as the instrument of policies which the Force neither planned nor formulated. (27)

Until 1879 there were no Federal Indian Agents in the Northwest, there were no customs, postal, census, health, agriculture, or judicial officials. These administrative duties given to the Northwest Mounted Police would not be removed entirely until settlement was well advanced into most Prairie areas. (28,29)

The Northwest Mounted Police were the first Dominion and Territorial administrators in every Western locality. The Force was used by many government departments by reporting western conditions. (30,31)

One major responsibility of the Northwest Mounted Police during the 1880's was to prevent crimes and disorders among the workers building the Canadian Pacific Railway through the Prairies and into the mountains from 1881 to

1884. Another major responsibility was the 1885 Saskatchewan Rebellion of the Metis under Louis Riel which brought responsibilities to the Force to prevent more Indian Tribes from joining Riel's rebellion. The Force was responsible to see the rebellion was settled and to stop it from spreading among the Indian Tribes. (32,33,34)

Another situation which brought added work to the Northwest Mounted Police was the Klondike gold rush on August 13, 1896 (35,36)

From 1897 to 1904 two or three hundred of the Force's members were diverted to the Yukon for duty during and after the Klondike gold rush. By 1898 the Force had 285 men in the area, with new headquarters at Fort Herchmer in Dawson City. The Police registered claims, settled disputes in their courts, ran the jails, established hospitals, supplied food to starving people, and served as land agents as well as customs officers and postmen. These duties were performed in addition to dealing with thieves, gamblers, drunks and bullies. (37,38,39)

By 1900 the gold rush was over. (40)

The Force during the turn of the century were used as an emergency service. Some of the emergency services they provided were Prairie fire prevention and suppression, human quarantine enforcement during times of epidemic and at the border to prevent the spread of contagious animal diseases, provision of information to newcomers, and assistance to those whose animals had strayed. (41,42)

After the turn of the century until World War I, the Royal Northwest Mounted Police's (prefix added by Royal decree in 1904) major responsibility was "preventive policing". The Force's duty was crime prevention and general government administration. (43,44,45)

By the early years of this century problems with the Indian population had been reduced to a minimum and the need for some outposts had disappeared. Because of the threat of American cattle crossing the border and bringing disease with them, some outposts had to be maintained. (46)

#### Changes Required

With the increase in settlements and population at the turn of the century changes were required. It was not just necessary to make the Northwest Territories safe for settlement but to impress the laws of Canada on the increasing number of European, American and other foreign immigrants who had settled in the Northwest Territories. (47)

#### The Canadian North: New Responsibilities for the Force

In 1894 a new Canadian region, the North was opened to Mounted Police attention: first the Yukon and gradually the remaining areas of the remote modern-day Northwest Territories. Most of the vast expanse had come to Canada from the Hudson's Bay Company in 1869, but non-native activity there was limited almost exclusively to a few fur traders and missionaries. Gold miners began to locate along the Yukon River

just on the Canadian side of the rather loosely determined border after a small gold strike was made there in 1886. (48,49)

By an order-in-council of May 26, 1894 (P.C. 1201), the Canadian government decided to dispatch Mounted Policemen to the Yukon. The government received reports of possible trouble in the area from missionaries, government surveyors, and trading companies. The reports confirmed the rising problem of uncontrolled liquor traffic with the Indian population and the challenge from the burgeoning American element in the mining population who might press for American claim to the region. (50,51)

The duties of the Mounted Policeman were to regulate and control liquor traffic, to administer Canadian mining regulations, and to collect custom duties. Other duties of the Mounted Policemen came about when the Canadian government started to establish law and order in other parts of the Canadian Northern mainland. Permanent detachments of the Northwest Mounted Police were opened at Fort Chipewyan, Athabasca Landing and Lesser Slave Lake late in 1897. (52,53,54)

In 1903 the Canadian government was concerned about the policing requirements of the Western Arctic. The Northwest Mounted Police established detachments at Fort McPherson near the mouth of the MacKenzie River and on Herchel Island in the Beaufort sea. After this Canada's laws about liquor and customs duties were enforced on the American whalers who were wintering at Herchel Island just off the mainland coast. The American whalers were

restricted by the Force from supplying the native Eskimos with excessive liquor. (55,56)

In 1904 headquarters for the Force was established for that area at Fullerton which is situated on the West coast of Hudson's Bay which allowed the officers to Police the whalers using that area and to extend Canadian jurisdiction westward into the District of Keewatin. (57,58)

By 1926 Canadian authority was established in the entire eastern arctic islands region neighboring Greenland. (59,60)

#### Contract Policing - New Duties

When Saskatchewan and Alberta were formed in 1905, the Royal Northwest Mounted Police were contracted to Police the two new Provinces. And in 1912 when the boundary of Manitoba was extended northward, the force policed the northern part of Manitoba as well. (61 62,63)

#### W.W.I - Introduction to Internal Security Work

The first World War of 1914-1918 had two major effects on the Royal Northwest Mounted Police. First, it introduced them to systematic internal security work. Second, it gave them sufficient extra duty to recommend the relinquishing of Provincial policing to the appropriate Provinces. In 1917 the Provinces of Saskatchewan and Alberta took on their own Provincial policing. (64,65)

Both developments mentioned above paved the way to a purely federal policing role fulfilled for the entire nation by the Royal Canadian Mounted Police from 1920 to 1928.

During the First World War the Canadian government passed a "War Measures Act" which gave to the Governor-General-in-Council unusual powers "in the event of war, invasion or insurrection". These included restrictions on the freedoms of speech and press, stringent immigration controls, confiscation of enemy property, mail interception, and arrest and detention without trial. These powers were exercised mainly against immigrants classified as "enemy aliens", the majority of whom were situated in western Canada. There were hundred of thousands of people originally from Germany or the Austrian and Hungarian empire when the War began in August, 1914. The former homelands of these individuals were the enemy of Great Britain and Canada and other former colonies of Great Britian during the First World War. (66,67,68)

The new set of responsibilities with respect to enemy aliens introduced a fundamental shift in Mounted Police traditions.

The Royal Northwest Mounted Police for the first time became involved in a significant way in the preservation of Canada's internal security by keeping close watch over the enemy alien population, registering Austrian and German nationals and confiscating their weapons.

During 1918 the Royal Northwest Mounted Police formed two cavalry squadrons. "A"-Squadron and "B" Squadron. "A" Squadron saw action in France and Belgium although only briefly. "B" Squadron was sent to Siberia in the Fall when

Canada briefly supported the anti-Bolshevik "white Russians" forces in a Russian Civil War. (69,70)

### Social Unrest

In Quebec there was strong opposition to the Canadian government's late 1917 imposition of compulsory military service (conscription). There was social unrest in the country caused by poor working and pay conditions which produced labour discontent resulting in military strikes.

The overthrow of the Russian government by the Bolsheviks with their cry for the workers of the world to unite led the government to suspect that labour unrest was only the beginning of a bloody revolution. (71,72)

### War Measures Act

The government's reaction to these situations was to pass numerous Orders in Council under the War Measures Act to a.) broaden the category of enemy aliens; b.) to restrict the right to strike; c.) to prohibit the publication of anything in 14 different languages; d.) to prohibit the use of foreign languages at public meetings; e.) to declare illegal 14 different organizations including the Social Democratic Party, a national political party; and f.) to allow the authorities to declare any association as illegal. (73)

In 1919 the R.N.W.M.P. investigated the union movement leaders of such massive organizations as the industrial workers of the world and the "One Big Union" movement. The Winnipeg General Strike of May and June, 1919 kept the

R.N.W.M.P. in the internal security work in federal policing. (74,75)

The Royal Northwest Mounted Police landed the task of maintaining law and order by the Police Commission when the local Force, in sympathy with the strikers chose to do nothing.

The R.N.W.M.P. having gathered evidence that the leaders of the strike were in reality leaders of a nascent revolutionary movement arrested them. The climax came on June 21st 1919 when the Mounted Police were ordered by the Dominion Government, at the request of the Mayor of Winnipeg, to prevent the parade planned by the strikers for that date that would lead to bloodshed, and to restore order, using as little force as possible. (76,77)

The increasing unrest in the Eastern part of the country and the inability of the Dominion Police to control the situation there pointed to the need for the presence of a Mounted Police like force in that part of the country as well. (78)

#### The Need of a Federal Police Force

In August 1919 Commissioner of the R.N.W.M.P. A. Bowen Perry recommended an amalgamation of the R.N.W.M.P. and the Dominion Police Force. He argued that the R.N.W.M.P. should be the single force, with area of federal operations extended throughout Canada and headquarters moved from Regina to Ottawa. He suggested Internal Security should become the sole responsibility of the new Canadian Force.

Perry's recommendations formed the basis of the Order-in-Council (P.C. 188, January 27, 1920) which created the Royal Canadian Mounted Police from its two predecessors, to be the sole Federal Police force as of February 1, 1920. (79,80,81)

#### New Responsibilities for the Federal Force 1920

The establishment of the Dominion Police Force in 1868 brought new responsibilities to the larger Mounted Police segment of the new Royal Canadian Mounted Police: national internal security, federal physical security and national police service. Also in 1911 the Dominion Police opened the Fingerprint Bureau. This Bureau became the central repository for storage of the fingerprints of criminals from all over the country. (82,83)

The tasks of the Royal Canadian Mounted Police were defined as a.) enforcing specific federal statutes; b.) guarding public buildings; and c.) serving in the enforcement of "all orders in Council passed under the War Measures Act for the protection of public safety" and "generally to aid and assist the civil powers in the preservation of law and order wherever the Government of Canada may direct". They continued to be full police authority in the Yukon, the North West Territory and the Arctic Islands, and their presence was needed in all Provinces to enforce all Federal laws. In order to enable the new force to perform its duties, the headquarters was moved to Ottawa, and the administrative structure of the force reorganized. (84)

From 1920 to 1928 the R.C.M.P. were restricted solely to federal policing everywhere except in the Territories. (85,86)

Between 1920 and 1928 three Federal Statutes demanded much effort: the Customs Act (prevention of smuggling, especially in rum and other liquor on the east coast), the Inland Revenue Act (especially prevention of illegal liquor distillation and sale) and the Opium and Narcotic Drug Act (prevention of illegal drug trade notably in Vancouver and Montreal). (87,88)

Another important responsibility happened in 1922 when counterfeit five, ten and twenty dollar bills began to appear in Montreal and other eastern cities. (89,90)

During the years of Prohibition tracking down the makers and smugglers of illicit liquor took a great deal of the Mounties time. Canada's long land frontier with U.S. and thousands of kilometres of coastline made it very hard to enforce import laws. The Police were trying to combat international groups of smugglers who used the most modern boats, cars and airplanes to carry on their illegal trade. (91,92)

#### Contract Policing

In 1928 the R.C.M.P. took on new provincial contract policing with Saskatchewan. In 1932 the other Provinces of Alberta, Manitoba, Nova Scotia, New Brunswick, and Prince Edward Island, took on contracts with the R.C.M.P. for Provincial policing. (93,94,95)

British Columbia contracted with the R.C.M.P. in 1950. The Newfoundland Rangers were absorbed in the same year. (96,97)

#### Provincial Duties of the Force

The role of the R.C.M.P. in contract policing has introduced a new element into the role of the R.C.M.P. The role of the R.C.M.P. in contract policing has been spelled out as maintaining peace, order and security...through law enforcement and crime prevention. The R.C.M.P. interpret their role in contract policing as the protection of life and property, the preservation of public tranquility, and the control of crime in general, claiming that these alone stand out as a measure of whether or not we are attaining our objectives.

What the R.C.M.P. is obligated to do under the contract with the various Provinces is to assume the policing duties of the Province, and this means the enforcement of the criminal code and the Provincial Statutes. In addition they are required to enforce Federal Statutes such as the Migratory Bird Convention, the Canada Shipping Act, the Cultural Properties Act, the Export and Import Permits Act, and the Petroleum Act. (98,99)

The Royal Canadian Mounted Police continued being an agent of the Government, a tradition that had been established when the R.N.W.M.P. was entrusted with the task of maintaining peace and order. Towards this end, the Royal Canadian Mounted Police aided the Department of the Interior in fighting forest

fires, aided the Department of Agriculture in supervising the operation of Pari Mutuel Machines at race tracks, aided the Department of State in the surveillance of the Communist Party, aided the Department of Health in the quarantine endeavors and their anti-narcotic campaigns, and aided the Department of Fisheries in the prevention of illegal fishing, especially in the Maritime Provinces. They also aided in the investigation and solution of cases of mail robbery. Their main anti-crime activity, however, was in the control of the smuggling of alcohol and drugs and in the control of seditious organizations. In both these activities, they engaged in a considerable amount of under cover activity, posing as prospective buyers in their alcohol and drug control endeavours and as sympathizers and activists in their attempts to control sedition. (100)

In the northern part of the country the R.C.M.P. was still more of an agent of the government, performing a multitude of miscellaneous task, than a police force enforcing the law. In 1923:

"non-commissioned officers and constables on detachment (acted) as postmasters, veterinary inspectors, immigration officers, customs officers, and collectors of royalties. The officer commanding Whitehorse and the District (acted) as submining recorder, crown timber and land agent, and deputy sheriff. The officer commanding division (acted) as immigration inspector, and fisheries inspector for the Yukon Territory, Registrar of Vital Statistics and Chief Registrar of Weights and measures. All members of the force (were) game wardens ex-officio. Besides enforcing Federal and Yukon Statutes and ordinances (they enforced) the city by-laws, (collected) royalties on gold exported, (issued) permits

for the export of furs and licences to big game hunters. Under the direction of the administration, estates of persons dying from accidental, sudden or violent death, and those of insane persons in outlying points (were) looked after by (them)". (101)

### Preventive Security Duties

In 1932 the Royal Canadian Mounted Police took over the duties of the preventive service of the Department of National Revenue, thus becoming responsible for all field operations of customs and excise work. The R.C.M.P. acquired a Marine Section as the result of its takeover of preventive service work. In 1937 the R.C.M.P. established an Aviation Section. (102,103,104,105)

The R.C.M.P. gradually started to accept Municipal contracts after 1935. (106,107)

From 1933 the Force started to pay attention to industrial disturbances. The Force focused mainly on riot control and the safe guarding of national internal security. (108)

### W.W. II Duties

Canada entered World War II in September, 1939. (109) The War greatly increased the work of the R.C.M.P. Because of fear of sabotage the Force now had to guard major canals, bridges, dockyards, radio stations and public utilities such as hydro plants and water reservoirs. Enemy aliens were registered and had to report regularly to Police officers. (110) The Intelligence Section (Secret Service) was enlarged to check people employed in essential War industries or government departments involved with defence plans. The

R.C.M.P. were also directed by the government to keep records about people who were or might be enemies of Canada. (111)

During World War II tracking down black market offenders such as counterfeiters of gasoline and food ration coupons took much of the Mounties time, so did their wartime duties of tracking down army deserters, and service men absent without official leave. (112,113,114)

In September, 1945 an event of international significance occurred in Canada which altered the course of Canadian internal security work. Igor Gouzenko, a cipher clerk in the Russian (USSR) Embassy in Ottawa, defected to Canada. With documents and some explanatory disclosures about Russian espionage, he revealed to the R.C.M.P. that a communist spy ring was operating in Canada. (115,116)

#### Improvements for Security System: New Duties

A Royal Commission was struck to look into the disclosures about Russian espionage the report was published on June 27, 1946, with recommendations for improvements in Canada's security system.

The result of this Royal Commission for the R.C.M.P. was steady expansion and separate development of its security service to conduct investigations, to effect passport and visa control, to ensure the legitimate backgrounds of immigrants seeking naturalization as Canadian citizens, and to discover subversive or espionage experience among applicants for government positions or appointments involving access to government

secrets. To these new duties were added expanded efforts in the traditional duty of uncovering information about any subversive or espionage operations actually taking place or planned in Canada. (117, 118)

117,118  
By 1950 the increase in R.C.M.P. strength devoted to the objective of national internal security had just begun.

Modern Expansion Following 1950: Specialization in the Force Increases.

Organized crime caused concern for the R.C.M.P. as early as 1960. In 1967, commercial crime, stimulated concern in the R.C.M.P. Since the late 1960's Immigration Act offences seemed to be on the increase. (119,120,121)

Special responsibilities such as Expo 67, the 1970 October crisis, and the 1976 Olympic Games brought added duties to the Force. These events added to the security work of the Force. (122)

In 1962 the R.C.M.P. Commissioner announced the addition of 450 new positions to cope with structural reorganization. (123) The specialization of Police services and the reorganization of management to administer them is apparent in the R.C.M.P. annual reports of the past few years.

From 1951 to 1976 great increase in specialist and administrators from 400 in 1951 to 3,468 in 1976, an increase of 8½ times. The continual addition of specialists and administrators in all fields account for the abnormal increases in Headquarters establishment. (124)

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## CHAPTER IV

### EDUCATION AND TRAINING OF R.C.M.P. PERSONNEL

The requirements of original Northwest Mounted Police recruits in the 1870s were that each be "of a sound constitution, able to ride, active and able-bodied, of good character", and able "to read and write either the English or the French language"<sup>(1,2)</sup>. On the job training took the place of formal training through the 1870's and 1880's. But the Force's commissioned and non-commissioned officers were chosen for having a proven military experience and having military education. Training during this period was based on the English cavalry tradition with much target practicing and drill. (3)

Changes came under Commissioner Irvine (1880-1886) when he required all recruits to be able to demonstrate their ability to ride. Commissioner Irvine realized that all older officers and constables in the past who were between the ages of 30 and 35, had no chance of becoming good riders. Clause 6 of the 1880 Police Act states that "no officer or constable shall be appointed to the Police force unless he be able to ride". Commissioner Irvine believing that under-developed boys were not capable of handling the hardships encountered in the Police force, changed the minimum age from<sup>3</sup> 18 to 21 years. (4)

The training depot at Regina was established in 1880, when A.G. Irvine visited the Headquarters of the Royal

Irish Constabulary and, impressed with the training there, recommended that the headquarters of the Northwest Mounted Police be a depot of instruction in the various duties of a Police officer.<sup>(5,6)</sup> In 1883 the Force's Headquarters at Regina<sup>5,6</sup> became the training centre for recruits. This brought forth a change in training in that all recruits and officers joining the Force are sent to the training depot in Regina to be thoroughly trained in policing before leaving. Drill training remained the core of the program. (7,8)

Between 1886 and 1888 Lawrence Herchmer,<sup>7,8</sup> a new commissioner of the Northwest Mounted Police,<sup>(9)</sup> abandoned cavalry drill in favour of British Mounted Infantry drill regulations, and added lectures on the duties of Policemen in the techniques of observations, and in the regulations of the constables' manual to the training program.<sup>(10)</sup> In 1887 advanced courses were instituted for non-commissioned officers. By at least the turn of the century these were known as promotional classes, and the idea was extended to a class of qualification for constables seeking to become non-commission officers. The courses for promotion in 1906 included three months at drill (mounted and foot) and the study of criminal law, Dominion Statutes and Territorial ordinances (the Provinces had just been created), and general Police duties. The course concluded with an examination. (11,12)

Between 1886 and World War I training underwent little change. In 1917 new additions were added to the Force's

training in the area of military law, military engineering, veterinary medicine, machine gunnery, musketry, organization and administration, tactics, map reading, first aid and signalling. (13)

A new beginning in training came about by the 1920s. Six months training became a requirement for recruits. Recruits spent more time on learning rules and regulations of the Force, first aid, the history and the organization of the Force, the Criminal Code and Federal Acts, and the Constables' Manual. (14)

A new change by 1931, raised the Force's educational standards, and candidates for engagement faced a basic educational test. In 1931, the recruit training syllabus became more diversified to include practical demonstrations of investigations at scenes of crime, lectures on scientific aids to investigation, and detailed instructions on fingerprint, recording and analysis. (15)

In 1932 the onset of the period of rapid technological change was reflected in the addition of recruit training in the "care and operation of mechanical transport", though equitation continued to be a valued part of recruit preparation. (16) The use of the typewriter was also taught. In 1932 the Force took on new duties and responsibilities with their entry into contract policing with several Provinces, and they were therefore required to learn the workings of the Provincial Statutes. (17)

In the 1930's the Royal Canadian Mounted Police concentrated attention on the education of commissioned officers. The Force ceased to appoint officers from outside the ranks of experienced non-commissioned officers. During this period In-Service instruction courses began to involve Junior Commissioned as well as non-commissioned officers. (18)

In the late 1930s the Force first turned to the Universities for its specialists. The Force during this period sent some of its members to law school. (19)

Commissioner MacBrien in the beginning of 1938 turned to the outside examples of Scotland Yard and the Federal Bureau of Investigation in search of more sophisticated in-service training procedures. Royal Canadian Mounted Police representatives were dispatched to Scotland Yard to study the system in use there, and to the Federal Bureau of Investigation to take its three month senior course. A new course was developed when Sergeant R.M. Wood returned from this course in April, 1938, and he and newly appointed Surgeon Maurice Powers of the crime laboratory were instructed to draw up the curriculum for a three month course to be administered to senior non-commissioned officers and Inspectors of the Royal Canadian Mounted Police. The twentieth senior instructional class (old style) in July, 1938 became the first Canadian Police College course (new style). Modified from the examples of the Federal Bureau of Investigation and the British Metropolitan Police, the course made use of internal and external experts to demonstrate the latest available

scientific aids to investigations, to clarify practical applications of psychiatric and sociological theory, and to advance students' knowledge of traditional Police concerns with the law and statutes of the land. The personnel of the just - established crime laboratory provided much of the instruction. Most of what was likely to be new to the students was in the technical and scientific area. (20,21)

The Canadian Police College was established in 1938 to fill a need for advanced training. The Police College offered advanced courses for Police officers with the rank of Sergeant or higher and was concerned with instruction in the law and related Police procedures. (22,23)

In 1940, at Rockliffe (Ottawa) a sister training institution to the one at Regina was opened for recruits. Another important change during the 1940's came about in 1946 with the screening of recruits with the initiation by the new personnel section of a battery of psychometric tests and interviews of candidates. (24,25,26)

By 1950 the Force was well on its way to specialization in an increasing variety of technical services. In the new sections, branches and departments which arose during this period, the need was perceived for specialized training. This need saw the development in 1950 of specialized courses developed for the preventive service personnel and Criminal Investigation Branch officers. (27,28)

By the 1950s the fields of university sponsorships had widened to include arts and science courses expected to be useful in the development of good management and human relations. (29,30)

By 1961, an important change saw the beginning of a shift in emphasis. While the 1958 syllabus at the Canadian Police College devoted only two hours in a total of 327 (10 weeks) to "administration" and four to "man management", by 1961 "Public Organization and Administration" occupied 27 hours in the total course time of 311 hours, an increase in proportion from 2% to 9%. Administration and management was on the verge of becoming a specialty in itself for Royal Canadian Mounted Police officers. (31)

At Ottawa during the 1960s law enforcement courses were offered in such special areas as counterfeiting, identification, and commercial fraud. These courses lasted from three to eight weeks depending on requirements. These courses in the late 1960s were taught by members who had received a course in instructional techniques. (32,33)

During the late 1960s a change came about in the management-related courses when R.C.M.P. officers were encouraged to enroll in outside course. (34)

In the late 1960s the traditional advanced training courses for non-commissioned officers at Regina were replaced by similar courses within each Division which would include classes in local policy, and in administrative and investigative procedures. These courses were shaped to fit

the particular needs of each Division.

Another important change in Police training came about in 1966 when the 34 week recruit training period was reduced to 26 weeks by removing 140 hours of equitation and 70 hours of "stable management" from the course. There was no substitution of additional technical training in place of equitation. (35)

But 1966 saw the beginning of a half year of training in the field following basic training for each recruit at selected contract Province detachments. (36)

The Royal Canadian Mounted Police in 1968 started to recruit the already educated by recruiting university graduates with advanced education. (37)

In 1968, after a two year moratorium on advanced R.C.M.P. training, including Canadian Police College courses, the new emphasis on managerial and supervisory techniques was reflected in the course given by the Canadian Police College for Inspectors and Senior non-commissioned officers and the course was fittingly renamed the Senior Police Administration Course in 1971. (38)

With support from the Federal Treasury Board in 1973 and the support from the Report of the Committee on Corrections (1969) and the conferences of the Canadian Association of chief of police (1970 and 1973) the Canada Police College facility was created within the National Police Service of the R.C.M.P. When the new buildings opened at Rockcliffe in 1976, a change in curriculum

included the addition of a new top level Executive Development Course to prepare Senior Police executives for their roles as administrators and community leaders. (39,40)

The mission of the Canadian Police College today is to integrate professional education and police training. This is to be achieved through planning, development, and implementation of specialized and general training; development of related educational programs; and the provision of research, information, and advisory services to support and supplement the mission.

There are specific objectives that are used to recognize the need for change in Police education and training. These objectives are:

- 1.) Continuous review of training, education, and management development needs;
- 2.) translation of those identified needs into effective programs and courses of learning;
- 3.) development and implementation of systems for monitoring the environment in anticipation of future needs for change;
- 4.) Implementation of Program Evaluation Systems to measure effectiveness against standards; and
- 5.) Recruitment and development of expert human resources to meet program development and implementation demands. (41,42)

The Canadian Police College today has a broad and sophisticated curriculum which includes all facets of contemporary law enforcement.

The instructional staff at the Canadian Police

College is drawn from various sources. The R.C.M.P. have members permanently stationed at the College. The instructors are senior non-commissioned officers (NCO) and are selected for having experience in various aspects of policing. Many guest speakers are invited for having individual knowledge and expertise in the area of the academic, business, and government sectors. The college invites police agencies throughout Canada to send NCO's or officers to act as course directors for the duration of specific executive development course or senior police administrators course. (43, 44)

Professor William ~~Re~~lloway of the Canadian Police College anticipates that this phase of education will assist the Police officer in meeting the challenges of complex social systems and increasingly sophisticated forms of crime. (45)

During a conference in 1978 the Canadian Police College and the Federal Bureau of Investigation (F.B.I.) initiated a formal mutual agreement for an exchange program. The R.C.M.P. and the F.B.I. view this exchange program as a significant step in achieving the rapid exchange of information and concepts in the vast and always expanding area of law enforcement education. (46)

Another important feature of the Police College is recognizing that the major foundation of Police effectiveness and of their responsiveness in providing a community service must be through sound education and training. (47)

The Canadian Police College recognized early that much of the benefit of a Police training curriculum could be derived only if programs were flexible in response to change. (48)

The following are some of the courses offered today at the Canadian Police College.

The two principal administrative courses which form the nucleus of training and education for Police executives and managers are the following:

1. Executive Development Course.

This is a 6-week course for senior Police executives which is designed to present ideas, situations, and theories for analysis through class interaction and through dialogue with resource persons and seminar leaders. (49,50)

2. Senior Police Administration Course.

This course is specifically designed to meet the needs of the middle management level of Canadian Police forces and is attended by members of the senior non-commissioned and junior officer ranks who are currently serving or about to be appointed to supervisory positions. (51,52)

Specialized courses, offered on an inservice basis away from or at the College, range in duration from 4 days to 12 weeks. These are:

1. Drug Investigations Techniques Course (2 weeks).
2. Counterfeit Investigational Techniques Course (2 weeks).
3. Gambling Investigational Techniques (2weeks).
4. Intelligence Analysis Course (7 days).
5. Criminal Intelligence Course (2 weeks).
6. Commanders Course: Hostage/Barricaded Persons (4 days).
7. Negotiations Course: Hostage/Barricaded Persons (4 days).
8. Polygraph Examiners Course (12 weeks with 2 weeks in the field.)

9. Advanced Identification Course involves collection of evidence, forensic pathology, arson investigation, and photography. (3 weeks).

10. Identification Methods and Techniques includes fingerprint comparison, photography, crime scene search, and presentation of evidence. (8 weeks).

11. Multicultural Education Instructors Course offers instruction in cultural awareness, history of Canada's minority people, multiculturalism, and ethnicity. (1 week).

53,54,55

The disciplines offered at the Canadian Police College are: Sociology, Psychology, Economics, Business Administration, Management, Law, and Education. (56)

#### Recruit Training in the R.C.M.P. Today

Film seen at R.C.M.P. Headquarters in Montreal, Quebec. September, 1985.

Title of the film: First Year Part I and II.

Part I - Depot training at Regina: 6 months training.

#### Details of Training

1. First aid training.
2. Swimming.
3. Driving instruction.
4. Law courses dealing with Powers of Arrest.
5. Court instruction
6. Self-defense (Karate).
7. Learning to write reports (investigations).
8. Training in recalling detail (hundreds of details).
9. Taught that the law belongs to everybody.
10. Firing practice.
11. Physical fitness.
12. Fingerprinting.

Recruits can leave, if they wish. The recruit must have high school and be at least 19 years old. The depot is equipped with televisions for instructions.

Part II - Field Training Half: 6 months training

The recruit is on call 24 hours a day. Recruits must be careful about their personal character. They are with a trainer at all times and are under close supervision and reports are kept and are sent to Ottawa. The new Policeman learns to deal with people and is taught to be dedicated and disciplined. During his field training, the recruit will do Police patrolling and accident investigations, and will conduct break and enter and domestic violence investigations.

All the different opportunities in the Force for the recruit will be decided during the first year. The recruit can be stationed anywhere in Canada and is subject to transfer at short notices. (57,58)

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## CHAPTER V

### Linking The Changes Noted In Chapter III With The Changes In Chapter IV

My Thesis involves a study of the Police training within the R.C.M.P. from a historical perspective. My research has tested the hypothesis that Police training and education is related to the Police role, to the responsibilities and duties that the Police have to perform, than as these responsibilities and duties change, so do Police training. I have shown this relationship by connecting in this Chapter the duties and functions of the Force with the training and education of the Force's personnel and this connection shows the relationship.

#### Founding Years

The purpose for creating the Northwest Mounted Police was to establish ownership of the Hudson Bay Territory by occupation and to make the territory safe for settlement. The Force was responsible to maintain peaceful relations between the Indian and mixed-blood natives people of the Northwest Territory and the incoming settlers. Recruitment didn't emphasis education during these early years with the main focus being put on having an able body and a sound constitution and having the ability to ride a horse and being able to read and write the English or French language. (1,2)

A change in training came about when the Force in 1906 was required to impress upon foreign immigrants the laws of Canada this required the Force's personnel to study

the Dominion Statutes and Territorial ordinance in addition to the regular training which focused on drill. (3,4,5)

The Force after the turn of the century became responsible for preventive policing and the policemen during this period were required to be on the watch for diseased cattle which were coming from the American side and to be responsible for quarantine enforcement during times of epidemic and Prairie fire prevention and suppression, and the Force became responsible for internal security work during the War years which started in 1914. As a result in 1917 the Police were required to learn map reading, first aid, signalling, veterinary medicine, military law, these additions in training were added to accommodate these new acquired responsibilities of the Force. (6,7)

In 1920, the R.C.M.P. became responsible for Federal policing. The Force was responsible for enforcing specific federal statutes. The R.C.M.P. was restricted solely to federal policing from 1920 to 1928 everywhere except in the Territories. These responsibilities required the Force to learn the criminal code of Canada and the Federal Acts. (8,9)

By 1931, the Force during this period was changing from the old way and was adapting to the new changes in technology and this change was reflected in their training. This new adaptation changed the education requirements within the Force. The R.C.M.P. raised its educational standards, and candidates for engagement faced educational test. /

The Force, in 1932 having entered into contract policing with several Provinces and having already contracted with Saskatchewan in 1928 were now required to learn the workings of the Provincial Statutes. (10,11,12)

During the 1930's the R.C.M.P. was still in its evolution in regard to the Force's adaption to the new technology and were now learning to acquaint themselves with mechanic transport and to the technical and scientific area of training and to the practical application of theoretical thought such as psychiatric and sociology. This continuing adaption saw in 1938, a new direction to the senior instructional class which made use of experts to demonstrate the latest scientific aids to investigations. (13,14,15)

A sister training institution to the one at Regina, was opened in 1940, for recruits at Rockliffe, Ontario. (16)

The R.C.M.P. after the second world war was evolving into an era of specialization and the continuing development of technological sophistication of the R.C.M.P. was shown when the Force engaged the talents of civilian members and public servants with special expertise. (17)

In 1946, the Force having become more sophisticated in the performance of its duties and functions developed a new personnel section and started to screen recruits and all candidates for engagement were required to take a battery of psychometric tests and to be interviewed. The Force was using the latest psychological testing to ensure a top quality candidate was recruited into the Force. (18,19)

During the 1950's with the new sections, branches and departments, the Canada Police College was required throughout the 1950's to put heavy concentration on the latest techniques in a detailed list of Police operations. Some of the special courses in the 1950's were developed for the preventive service personnel and the criminal investigations branch officers. (20,21)

The R.C.M.P. during the 1950's faced a new direction in its duties and functions which included management and human relations and the Force during the 1950's saw the need to widen its university sponsorship to include courses in the arts and sciences to compliment this new direction taken by the Force.. (22,23)

Specialization within the Force has increased since 1950. The R.C.M.P. from 1951 right up to 1976 had a continual work load increase in specialist and administration in all fields. In 1961 a change was brought forth in police training to meet this demand with more time being shown to public organization and administration. (24,25)

The R.C.M.P. in the 1960's started to have concerns for organized crime and commercial crimes and immigration act offences which were all on the increase. These concerns were reflected in the law enforcement courses which were offered in the 1960's at Ottawa (Rockliffe) in special areas as counterfeiting, identification, commercial fraud. (26,27,28)

The important role of the horse within the R.C.M.P. had diminished over the years and this was shown in 1966 with the removal of 140 hours of equitation and 70 hours of stable management from the training program at Regina. This resulted in the reduction of the recruit training program from 34 to 26 weeks. An additional 6 months of field training was added in 1966 following basic training for each recruit at selected contract Province detachments. (29)

In 1967, Communication advances was a main theme within the Force. The Force was required to become knowledgeable in the use of the wire photo facility which is used to transfer pictures of known criminals from one part of the country to another in seconds. And the Force in 1967 was familiarized with the computerized information system which was a part of the inauguration of the Canadian Police Information Centre. This centre gives out information on stolen cars, wanted persons. (30)

The continuing importance of education within the R.C.M.P. was shown in 1968, when a different concept in recruitment came about. This concept saw the Force recruiting the already educated by recruiting university graduates with advanced education. (31)

The managerial and supervisory role and its continuing importance within the R.C.M.P. was shown in 1971 by renaming the course for inspectors and senior non-commissioned officers the senior police administration course. (32)

The R.C.M.P. in meeting the challenges of today's complex social systems and the increasingly sophisticated forms of crime created the Canada Police College facility in 1976 within the National Police Service of the R.C.M.P. The specific objective of the college is recognizing the need for change, which is the critical facet of quality police education and training. The Canada Police College has a broad and sophisticated curriculum which includes all facets of contemporary law enforcement. The College offers the Police officer information from many experts which come from the academic, business, and government sectors. (33)

My research has shown the then and now aspect of the R.C.M.P. The duties and functions in the beginning years of the Force has been shown to be of a much narrower focus than the duties and functions of the Force today. The recruitment and the training and education of the Force's personnel in the early years has also been shown to be of an inferior nature in comparison to today. Likewise the Force's evolution over the years in both the duties and functions of the Force and the recruitment and training and the education of the Force's personnel has been shown and the relationship that exist between the Force's duties and functions and the training of the Force's personnel has been shown and the accommodating relationship police training has with the functions and duties of the Force has also been shown.

Future research in Police training must take into consideration the following points:

- 1.) Research take into account what society wants from its policing service and this be reflected in police training,
- 2.) A better relationship between the researcher and the Police must be established,
- 3.) The Police should be willing to involve the Social Sciences equally with technology in future research,
- 4.) The Police must also be trained to have a full concern and understanding for the human rights of the individual in society and to apply the measure of the law in accordance to these rights,
- 5.) Quality instruction for Police officers by instructors having advanced degrees and possessing an understanding of scholarship with the ability to communicate to each Police officer a knowledge of the realities of the environment that the Police officer will find himself.

Promotion within the R.C.M.P. must be based on merit and not on the length of service. The important variables to take into consideration in determining promotion are 1.) a good quality education, 2.) good work record, 3.) In-Service training courses taken.

In conclusion, the police must become more a reflection of society that the police serves and not be content with isolation.

## FOOTNOTES

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15. Report of the Commissioner of the R.C.M.P., 1932, p. 88.
16. Report of the Commissioner of the R.C.M.P., 1940, pp. 8,26.

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28. Report of the Commissioner of R.C.M.P., 1963, p. 41.
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