

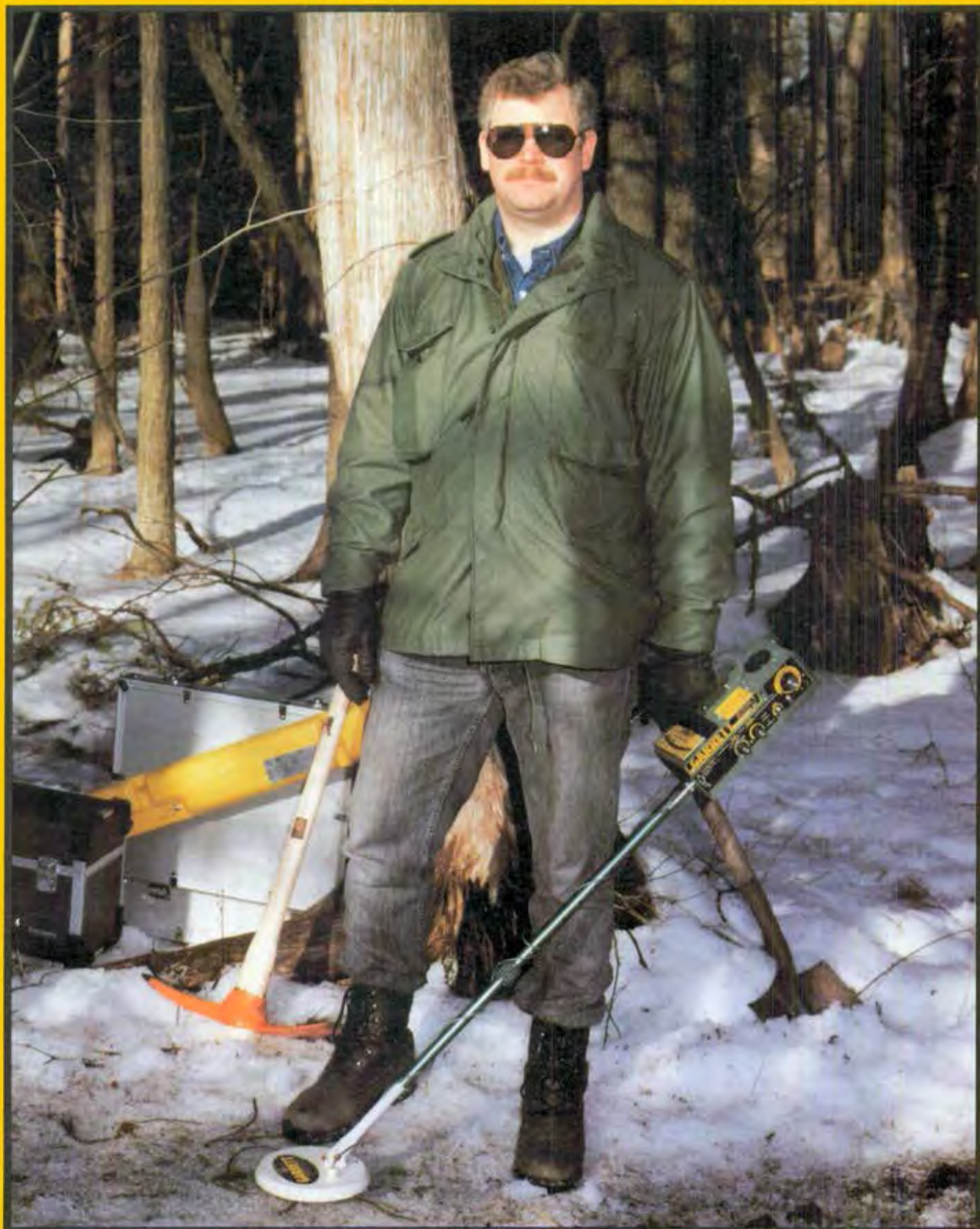
# Blue Line

March 1994

Volume 6 No. 3

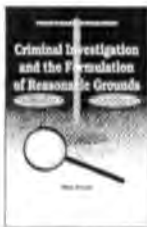


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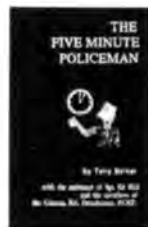
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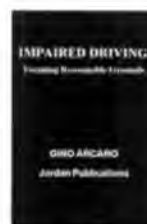
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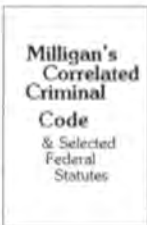
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Tony MacKinnon has a remarkable combination of artistic ability, sense of bizarre humour and worldly insight that only a cop could have. This combination has been the basis for a lot of good laughs over the five years he has been contributing cartoons to *Blue Line Magazine*.

Hidden in the back of Tony's cartoons is a certain realism that only a cop can understand completely. Some of the situations are bizarre or off-the-wall but so is much of police work. Many cops identify with some of the situations depicted by Tony or have found themselves in just such a situation. The cartoons in this book are not as much a credit to the profession as they are a credit to the man depicting them.

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"Getting Down And Dirty" is the theme for this year's Canadian Identification Society Conference in late June. This is also a fitting theme for Dave Robinson, shown here searching for some weapons used in an Oshawa holdup and murder in 1991. You can read more on this story in this issue.

Dave, a member of the Forensic Team with the Durham Regional Police, became involved in this case from the very start. "When I was searching for those weapons I was cold and the work was tedious", Dave said, "but knowing the circumstances surrounding this case made me determined to help in any way I could."

Dave refers to attending the autopsy of the deceased armoured car guard. "When the doctor took off that guard's shirt I saw the t-shirt he was wearing.... it said 'The world's greatest dad.' That hit me hard and when it came to that search the cold and the work didn't bother me at all."

Ident officers are a breed onto themselves. The qualities necessary include determination, patience, meticulousness and a keen eye for detail. Talent that is not easily found in so many of us.

This month we also present you with the first of Gary Miller's two part investigation into the aging of the police professional. Gary advises it was a good exercise for him and caused him to think about his own position and future in policing.

In another article we present a piece about the Winnipeg Police Force's live-scan fingerprint system which has revolutionized their Forensic Identification Section.

We hope you enjoy this issue and your comments are always welcome.



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## Commentary:

By Morley Lymburner

# Less Than Lethal... Less Than Correct

The news coming out of Ontario over the past 3 or 4 months regarding the handguns officers in that province will carry has turned the law enforcement community on its ear. So much has happened in such a short period of time (and most of it good) that many may tend to miss a real zinger when it is thrown at them. One case in point is the bullet to be issued for the gun.

Now let's get one thing straight from the start here. I am not a gun lover! I carried one for 23 years because I am also a realist and know how dangerous it really is out there. But the simple fact of the matter is that handguns are people killers. Personally, killing people is repulsive to me. The need to carry a gun is not my first choice but long ago I learned one must do a lot of things in life one would just as soon not do.

Because of my whimpy attitude toward guns I did not become particularly knowledgeable about them and vested my interests in other pursuits as a police officer. I have about as much knowledge about the gun I carried to know how to qualify twice a year with the 48 rounds they gave me and that the end with the hole in it points toward the bad guy. (He's the guy with the black hat and moustache in the movies).

When I received a copy of the new Ontario regulation which outlawed the revolver I was very happy. I was pleased on several levels. First I thought someone in government has finally listened to a problem and taken a courageous stand in spite of party loyalties (although the Ontario NDP are known to eat their young). Secondly the cop on the street will now be able to protect the citizens and himself better. I was also most pleased to hear that it was a constable, not a police chief or union boss, who got the job done. (And that's a pat on the back for you Cam!).

When one deals with such good news such as this it is easy to overlook the zinger. I saw the notice that the official bullet to be used will be the "Truncated Cone" bullet "which is virtually the same as the present .38 calibre semi-wad-cutter." I became curious and was introduced to some virtual reality. This ain't the same bullet! I have serious doubts and believe it is more dangerous to the public and possibly the officer using it.

I have given you my credentials before I made this statement because I want everyone to know that it did not take a ballistics expert to come to this conclusion. Just

like most cops I used a little common sense and made a couple of inquiries. The details of my research and concerns are documented on page 17 in this issue and I will not repeat myself here.

It would appear on the face of it that the powers that be determined it was better to go with a round that sounds nice when talking to the public about what it actually does when it strikes the body. It would appear that some politically correct thinking had gone into this decision and it was decided to offset some sectors of resistance to the move to the semiautomatic. The government "spin-doctors" went to work and this is what they found that pleased them;

- The bullet is described as a "Match Accurate Bullet." This makes it sound like every officer will be a perfect marksman by simply pulling the trigger and denigrates other bullets as being "inaccurate".
- The bullet can be used more universally in a wide variety of weapons with the least chance of causing problems in the chamber. Makes it easier and cheaper to bulk buy the bullet for the whole province.
- The bullet makes a clean hole in a body and the one voted, in its calibre range, least likely to kill. It was designed as a NATO specific round. If anyone knows about the psychology behind this it basically means if the bullet will incapacitate but not kill then the opposing army will spend more resources trying to help the wounded than the dead. Screaming wounded have a more negative effect on other soldiers.

Once again we have cops and the public being sacrificed for political correctness. This bullet is hotter than the .38 and has a higher risk of "collateral damage". This phrase is what they used in Desert Storm when hospitals were hit.

If a copper has to take the big step to using his gun then the government had darn well give him the tools to do it right. If he or she has to shoot at someone then the bullet that is used had better be able to stop the assailant, stop with the assailant, use as few rounds as possible and with the least risk to others.

If our officers have to use a gun then they should have every faith in their ability to use it and every faith in the tools used to do it with.

We can not pre-suppose the officer will be wrong in his judgement and hedge on the bet when the stakes are down.

# The Lethal Clue

Forensic Identification Aspects of The "Bridgman Homicide"

By Pat Robinson



On Saturday, December 14, 1991, four armed and masked gunmen shot and killed Richard Malcolm Bridgman, a Brinks guard, in the commission of an armed robbery at a grocery store

in Oshawa, Ontario. The guard was ambushed by the gunmen, who engaged him in a shoot-out in a crowded parking lot. Bridgman was shot in the hip and leg, and as he lay wounded and trying to reload his gun, he was brutally and fatally shot in the back at point-blank range with a 12 gauge shotgun slug. The suspects escaped with the guard's gun, a bag containing \$154,000 and the keys to the Brinks truck.

The plan had been conceived when the four were serving time together at Collins Bay Penitentiary. The subsequent investigation and arrests involved over 100 officers, civilian staff and Crowns personnel working thousands of hours. For the two Durham Regional Police Forensic Identification Officers assigned to the case, the "Bridgman Homicide" began at the main

scene of the grocery store shooting and ended over a year later in a remote ice and snow-filled swamp west of Toronto searching for evidence with metal detectors.

For Forensic Ident officers PC David Robinson and PC John Van Seters, the identification aspects of the case began much as any other, with crime scene video taping and photography, measurements, dusting for fingerprints, and searching and seizing biological exhibits, fragments of bullets, plastics, glass and metal at the scene of the murder and robbery. Scant hours later, PC Robinson was at a secondary scene, waiting for the Explosives Disposal Unit to neutralize what turned out to be a hoax bomb left on the console of the abandoned stolen getaway car at a nearby parking lot. Also found on the console was a key to a spare getaway car. PC Robinson spent about a week examining remnants of the bomb that were collected afterward - material that turned out to be "Keen Klay" - rarely seen in Ontario, bits and pieces of yards of black tape that had wrapped the "bomb", and pieces of electrical components. Through microscopic examination of the tape, hair and black fibres were recovered from the bomb materials. While

looking for fingerprints on the tape, he also discovered a cloth impression, indicating that gloves were worn while the bomb was assembled. Police detectives painstakingly went about tracing the origins of all of the evidence collected from the scenes. The searches eventually led to them to the Royal Ontario Museum in Toronto, where they were able to pin down the type of clay which had been used, and led them to theatrical supply companies that were also importers of the American product.

Meanwhile, a Crime Stoppers tip had been received naming one of the four gunmen. Police traced prison records and found the identities of the other three. Dennis Smysnuik, Kurtis Schweir, Wayne Judge and Jake Faulds were put under surveillance. What remained was to link the four with the evidence that had been gathered, and build the case.

Smysnuik, the ring leader, had been taking lessons in theatrical make-up techniques and had in fact been wearing a disguise during the robbery which he had made himself. The clay for the bomb had come from the same theatrical supply company that Smysnuik dealt with for disguise material, and a high-quality false beard used in the robbery was also found in the getaway car. All evidence was sent to the Centre for Forensic Sciences in Toronto for examination.

On February 6, 1992 a pre-dawn raid was executed by tactical teams from the Durham Regional Police Service, the OPP and the Metro Toronto Police on the residences of the four suspects in Toronto, and an outlying town. All four suspects were taken into custody, along with the common-law wife of Smysnuik, Lyn Ross.

After charges were laid, biological samples were taken of all the accused. The taking of the biological samples was an issue that was argued at length during the preliminary hearing. At that time, the Judge ruled that the samples were admissible. This contributed to Canadian Case Law in that police officers can now apply to a judge for a warrant to obtain biological samples when a suspect is not willing to give samples voluntarily.

The Identification Unit searched the residences and recovered large sums of cash, drugs, receipts, and numerous recently purchased items. The receipts showed that immediately after the robbery, some of the accused went on wild spending sprees.

Also seized were shoes belonging to Kurtis Schweir which matched a footprint found in one of the getaway cars. Schweir was also linked through DNA to a blood sample found on the seat of the getaway car.

At Smysnuik's residence home-made rubber masks and an assortment of clay was seized, along with "Kleen Klay", the material which had been used to assemble the bomb, complete with Smysnuik's fingerprint moulded in it. For presentation in court PC Robinson utilized dental stone, used to make footwear casts, and using the mask as a mould, made a casting. The result was a striking one to one likeness of Smysnuik, complete with age lines and scars.

Hair samples found in the getaway cars by PC Van Seters and the OPP Forensic Identification Lab in Toronto were identified to Smysnuik and Schweir. Hair from Fauld's residence was identified to Judge, linking all the main players to each other and the crime.

Lyn Ross was released on bail on drug possession charges. The remaining four were remanded to the Whitby Jail, where Judge and Schweir remained until trial. Faulds was transferred to Collins Bay Penitentiary on a parole violation and Smysnuik, having pled guilty to drug possession charges, was transferred to Millhaven.

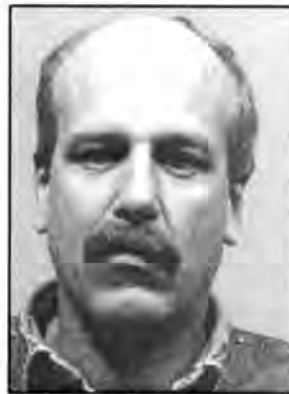
While at Millhaven, Smysnuik encountered two inmates who were soon to be released. He made plans for them to contact his common-law wife for details and instructions, and negotiated with them to commit "copy-cat" robberies to lead the police to believe that the suspects who had committed the Brinks robbery were still at large. He was granted several conjugal visits with his common-law wife, Lyn Ross. During the visits, he informed her that these men would be contacting her and supplied her with handwritten maps and drawings detailing how to assemble hoax bombs exactly the same as the one which had been left in the getaway car.

In February 1993, Metro Toronto Police arrested a suspect on an unrelated robbery charge, who turned out to be one of the inmates Smysnuik had contacted in jail. He related Smysnuik's plans and the name of a third party to Metro Police, who contacted the Major Crime Unit at Durham Region.

Two undercover officers contacted Lyn Ross and passed themselves off as the inmates Smysnuik had told her about. She in turn gave them all the maps, drawings, a theatrical make-up book and make-up supplies Smysnuik had given her. She was arrested and charged with being an accessory, and conspiracy to commit robbery.



Dennis Smysnuik



Jake Faulds



Kurtis Schweir



Wayne Judge

Smysnuik's fingerprints were found on all items turned over. The map described the Knob Hill Farms location as well as other potential robbery sites, and the route to the court from the jail, along with descriptions of escorting officers.

The third party was contacted and admitted to assisting in the dismantling and disposal of the firearms used in the original murder and robbery. In March of 1993, he led police to a 15-acre wooded park in Brampton where he had buried the items the previous summer. The two Forensic Identification officers, assisted by two uniform officers, spent three weeks searching the icy bog with metal detectors, and digging with pick axes and shovels for evidence. Hundreds of holes were carved through the snow and ice to locate the items which had sunk into the soft mud. The search paid off. Evidence recovered included components of a shotgun, a spent shotgun shell whose pin mark matched a shell found at the original scene, numerous other shotgun shells, dozens of rounds of .30 calibre carbine bullets, two calibres of spent revolver casings, and two pairs of handcuffs. The evidence that literally clinched the case against the accused was the discovery in the swamp of a set of keys. Upon examination, they proved to be the keys to the Brinks truck which had been taken from the dying guard's hand.

The preliminary hearing was already

underway when the search was completed. When disclosure was given, the four changed their plea to guilty. They were sentenced on May 27, 1993. In Whitby General Division Court, his Honour Judge John McIsaac referred to the Durham Regional Police Investigation as being as close as humanly possible to textbook perfect. Smysnuik received life in prison with no chance of parole for 19 years, and 10 years for conspiracy in the copy-cat robbery scheme.

Wayne Judge received life in prison with no chance of parole for 10 years. Faulds and Schweir, the getaway drivers, were each sentenced to 10 years with no possibility of parole for 5 years. Lyn Ross received 12 months in prison. She is now free.

The investigation that had taken the Forensic Officers from the scene to the swamp had involved countless hours of examination and analysis. It had paid off by ensuring that the evidence was in place to convict the accused. The Forensic Identification officers also learned an important science lesson. Poison ivy can be contracted through snow in swamps, in below freezing temperatures.

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Common Assault Becoming More Common In Canada

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Common assault is a crime that has been on the rise in Canada for more than a decade. This trend is particularly alarming because it accounts for more than half (56%) of all violent offences.

It is also of importance because with the high number of offences comes a greater concern from the public over the degree of violence in society. In 1988 for example, 43% of the Canadians interviewed for the General Social Survey claimed that violent assault was the crime they most feared.

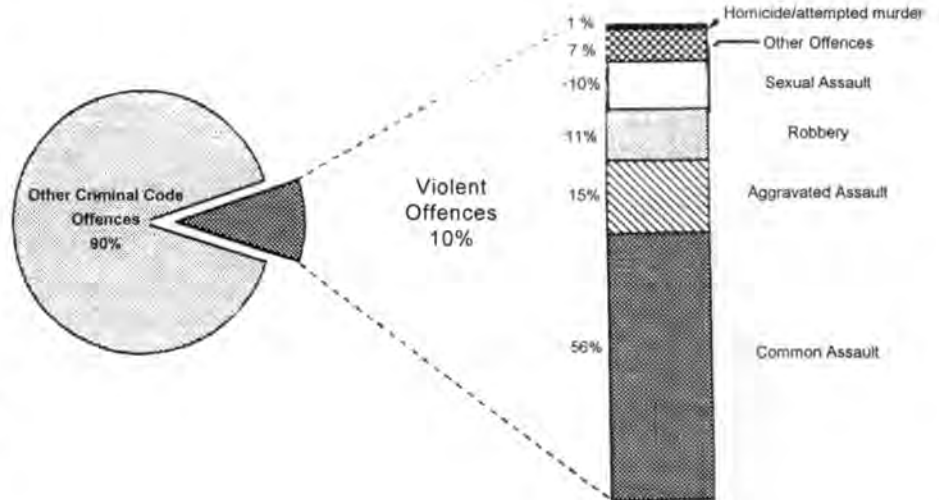
In reality however, violent offences, such as common assault only account for a small percentage of Criminal Code offences. Over a seven year period from 1985 to 1991, violent offences averaged 237,336 offences per year. This number represents 9.7% of all Criminal Code offences which average 2,452,966 per year. Within the category of violent offence common assault averaged 132,167 which is roughly 56% of all violent offences.

With the general concern involving violent offences, citizens are in search of information which may help protect them against such a crime. Information such as where they are most likely to be assaulted, when and by whom is of vital importance to the public. The location of common assaults was not distributed evenly among possible locations of occurrence. 51.7% of all common assaults were found to take place in the home. Commercial locations such as bars or shopping centres totalled 15.4%. Streets and roads were found to account for 17.5%.

Collected data has shown that common assaults according to the time of day most often occur between 3:00 pm and 12:00 midnight. Over all, most assaults tend to occur during the early morning, escalate in frequency as the day passes and then reaches a peak in the late evening.

Less frequently the perpetrators include business contacts (7.2%), a friend (8.2%), a parent (3.9%), a child (1.8%), another immediate family member (2.9%), and extended family members (1.3%). Surprisingly, strangers are the accused in just 22% of all common assaults.

The association between the victim of a common assault and the accused generally falls into two categories. Those involving family members and close friends, and those involving business relations, acquaintances and strangers. Assaults in the first category most often happen within the home. 89% of spousal assaults, 86% of other family member assaults and 75% of assaults involving a close friend occur in private. At the same time assaults which fall under the second category are more likely to happen outside of the home.



Between 1974 and 1992 the rate of adults charged with violent offences rose from 272 adults charged per 100,000 adults to 612 adults charged per 100,00 adults. These numbers represented a 125% increase over eighteen years. Throughout the same time a 125% increase took place in common assault charges involving adults. The number of adults charged per 100,000 increased from 116 to 342.

In 78% of all common assaults the perpetrator of the crime is known to the victim. A spouse or ex-spouse of the victim is the accused party in 28% of common assaults. Casual acquaintances of the victim each become the accused 25% of the time.

Less frequently the perpetrators include business contacts (7.2%), a friend (8.2%), a parent (3.9%), a child (1.8%), another immediate family member (2.9%), and extended family members (1.3%). Surprisingly, strangers are the accused in just 22% of all common assaults.

The association between the victim of a common assault and the accused generally falls into two categories. Those involving family members and close friends, and those involving business relations, acquaintances and strangers. Assaults in the first category most often happen within the home. 89% of spousal assaults, 86% of other family member assaults and 75% of assaults involving a close friend occur in private. At the same time assaults which fall under the second category are more likely to happen outside of the home.

Studies have also found that females are more likely to be assaulted by a family member or spouse. While males on the other hand, are more likely to be assaulted by business relations or strangers. It has been discovered that females are the victims in 92% of spousal assaults, 82% of assaults by close friends, including boy-friends, 57% of assaults by parents and 67% of assaults by children. Males are the victims in 69% of assaults by acquaintances and 73% of assaults by strangers.

With the increased concern over common and other violent assaults in Canada comes a greater supply of information. Hopefully there will be more resources made available on this subject in the future. One way to fight a crime such as common assault is to be armed with enough knowledge and understanding to ensure that you do not unknowingly make yourself a victim.

# The Greying Of The Blue

By Gary Miller

Part 1 of 2



Every day one hears it from someone, half in jest, half perhaps not. "Are you still around?" "How many years have you got on now?" "I thought you would have taken that last retirement package." Or the ever popular, "You should quit now, before they remove what payout benefits you still have." Then you explain why you are still around, how all your children are still living at home and going to school and you still have financial demands which can only be met with a full income.

Your inquisitor smiles indulgently, as-

ures you he understands fully and moves on to some other work place gossip (these days there's enough of it). You try to look behind the veil of chatter and facial expressions and read what is really on his mind: "Why doesn't the old fart just go and make room for somebody younger? Here I am worried about layoffs and a huge mortgage and he's a 30 year veteran with a nice pension there just for the asking."

The greying of the police really mirrors the greying of our whole national community. With improved health care people are

living longer. With a declining birth rate, fewer Canadians are being born to replace the elderly. The baby boomers of the forties and fifties are closer to being the seniors of the nineties. We are now at ZERO population growth. Our politicians will tell you it is a need to sustain and increase a shrinking population (and tax base) which explains why they have opened the floodgates to enormous waves of immigrants and refugees, in spite of popular resistance from most of the electorate.

So, while it is somewhat of a problem to staff police platoons with an aging workforce in what is essentially a young person's job, the problem cuts across society as a whole. And, yes, that young constable with just a few years service may indeed have cause to worry. Once again, our senior command officers, with all sincerity have assured us there will be no layoffs in 1994. But can they predict, or be held accountable for, the actions of politically ambitious police board members?

The Province of Ontario has just such a case in point. In a bizarre manipulation of public relations and arbitrary salary reductions called the "Social Contract" the Ontario Government has forced workers to make so called "contributions" of varying numbers of days' loss of pay in order to help finance the government's gross multi-billion dollar overspending.

The off-loading of senior long serving members of the police services before their mandatory retirement age may ease budget demands but will also increase hiring of those groups designated as disadvantaged by the Employment Equity laws. Since a high percentage of the retiring members now fill supervisory and command postings, these coveted positions can now be reserved for fast tracking and lateral entry of more women, allegedly disadvantaged racial groups and the disabled.

This will be a real boon to changing the

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face of the police forces in such ethnically acute and gender aware communities as Metropolitan Toronto, the power house of special interest politics in Canada.

Most of our senior command and our long serving officers of every rank were hired when our communities were overwhelmingly of British and European white stock. Except for the disparity of females and disabled, those long serving members reflected accurately the communities that hired them. However, certain communities are changing more rapidly than their police boards can rid their forces of their overwhelmingly male white component.

At the same time, a worsening employment picture has slowed the natural and at one time rather high turnover of police personnel seeking entry into other job markets which used to occur on a more or less regular and predictable basis. Feroocious budget slushiness and hiring freezes have left most police districts severely understaffed to the point where many detachments and special units are being closed down or trimmed in size to near uselessness.

It is pointless to complain. Police forces are huge, expensive, labour intensive services, whose high-profile crime fighting often disturbs the tranquil, attractive way politicians like their community to be portrayed. Can it be surprising that many local councillors would just as soon downplay police needs and soft pedal local crime problems which may hurt the civic image? It's a trade-off between more crime or higher taxes.

On a previous writing assignment, I learned that the Police Chief of Potsdam, Germany oversaw the running of a 2,100 member police force for a city of at most 240,00. Compare Potsdam to Scarborough, Ontario, a city some deem as rife with crime where a 700 member force patrols a community of 510,000. It must be conceded, the German city has been historically over policed, but Scarborough? With only two regular police precincts (reduced from three), a tiny substation and a district traffic office, one could hardly consider the streets over patrolled. Au contraire.

Even Scarborough has its share of older police officers, although recent incentive retirement packages have persuaded some to leave. A previous unit commander preferred the experience that more senior members brought to the supervisory roles and the stability it lent to the very young

members of the constabulary. Those who know, through life's experiences that "what goes 'round, comes 'round" are much less likely to overreact to a given situation on the street. Their years gained of practical know-how shows the younger troops the skill to bring about a solution and avoid the risk of becoming part of the problem.

Saner heads will prevail and those heads often belong to those leavened with the years of experience. Which is not to discount the essential and vital contributions of youth. If hiring cutbacks have accomplished nothing else, they have ensured that only the brightest, strongest, most dedicated young persons now proudly wear the uniform and "man" the plain clothes squads on the streets of our towns and cities today. Over recent years, the quality of recruits has never been higher.

So is there a place for those grey heads beneath the blue hats out their amongst our frontline crime fighters? The answer to this, and some statistics, may surprise you.

**Next month:  
Patrolling an aging Canada as it  
heads into a turbulent future.**

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# Live-Scan The Way Of The Future

*A new fingerprint system helps Winnipeg Police clear cases*



*The Winnipeg Police Department's TenPrinter system scans subjects' fingerprints and then sends them directly to an automated fingerprint identification system (AFIS), allowing for instant identifications. Ident Technician Daryl Francis is shown demonstrating the new instrument.*

What started out as a routine fingerprinting of a break-in suspect recently turned into something larger for police in Winnipeg.

The suspect was taken downtown to the identification unit, where his prints were "rolled" over a clear plastic prism, a process known as "live-scan." Afterward, the prints were transmitted electronically to a large computer. The prints were compared against others stored on its data base, including latent fingerprints recovered from the scenes of unsolved crimes.

Within minutes, officers found that the subject had left his fingerprints behind at half a dozen other break-ins in the Winnipeg area.

"He was brought in for one crime -- and we flushed out six more," said Sgt. Wayne Bellingham, head of the Winnipeg Police Department identification unit.

Identifications like this are possible because of a fingerprint processing system that is one of the most advanced in the world. The system consists of a Minnesota based Digital Biometrics, Inc. TENPRINTER live-scan fingerprinting system, which is attached to a NEC Automated Fingerprint Identification System (AFIS). (See side bar story)

The Winnipeg PD identification department is composed of both civilian and police members. The police collect the latent fingerprints from crime scenes, and the civilian members fingerprint subjects who are arrested and record the prints on the AFIS data base. The department fingerprints approximately 13,000 to 14,000 people a year and has about 10,000 latent fingerprints stored on the AFIS system.

When a subject is fingerprinted on the live-scan system, the images of the prints are sent directly to the AFIS. "Normally, you would know within five minutes if the person's prints are on file and he or she is giving you a false name," said Senior Fingerprint Technician George Bruce. "We also search all prints against the latents automatically. That takes another ten minutes."

Unlike inked fingerprints, the live-scan prints do not need to be re-scanned when they are sent to the AFIS. "The prints are going directly into the computer without having been re-scanned and losing that one generation of quality," said Bruce. "You can notice the difference on prints that have been scanned in as opposed to those that are directly read in. For our purposes, we like to have the best quality

fingerprints available when we're comparing them against latents. The latents usually aren't crystal clear."

According to Sgt. Bellingham, the main advantage of the TENPRINTER live-scan fingerprinting system is that it provides the AFIS with the best quality prints to use as its data base. The AFIS grades fingerprints as A, B and C quality impressions, with A being the best quality prints.

"We did some comparative testing between ink and live-scan; the results show us that the live-scan images being sent to AFIS and registered to our data base were 10% more 'A' quality impressions," said Sgt. Bellingham. "Live-scan gave us 80% 'A' quality impressions. That in itself makes livescan very worth while, because the better your data base with an AFIS, the better results you're going to get out of the system."

Another advantage of the TENPRINTER system is that the operators can easily reject and re-roll bad fingerprint images. "With the live-scan, when you roll a print, you see it viewed right away on a screen," said Bruce. "You know in your own mind whether it's a decent quality print. If you don't believe it's top quality print, you can re-roll it right away."

Sgt. Bellingham added, "With ink, you could get down to the eighth digit and the guy would pull his finger or smear it, so you have to throw that card away and start all over. With live-scan, you're accepting each image as you go along, yes or no. If you have a problem with one, you just redo it. You don't have to restart the whole process."

While the Winnipeg Police department fingerprints all subjects at a central site, Bruce said that the TENPRINTER system also allows police departments to operate remote fingerprinting stations which are connected to a central AFIS. "You can put a live-scan unit on a telephone wire and zap prints to the AFIS for searching," said Bruce. "I think that's a hot idea."

"The TENPRINTER system has drawn a lot of attention," said Sgt. Bellingham. "Everybody's impressed with how fingerprints go directly from the live-scan system to our AFIS. It's slick. Even the people being arrested think it's great. You can get some people at night who are half drunk and fighting all the way down the hall to when we try to process them. Then we put them in front of the live-scan and their jaws open and they say, 'Wow! Is this ever neat!' All of a sudden their anger disappears and everyone's attention is focused on the equipment, because it's space age stuff."

"I've waited 20 years to get a system like this. I've got fingerprints in my mind right now that I always look for. I'm sure that's true of every identification officer. They all remember those prints from that one specific case--maybe a high profile case like a murder, or it might be from a break-in. I'm just waiting for the day that person drops by my way. My only concern is for the victims of those crimes. That's who I'm working for. There's a certain amount of satisfaction for those people when they know that we've managed to find out who was responsible."

Sgt. Bellingham finds his new fingerprint processing system has given his department the ability to clear many crimes which would have gone unsolved in the past. "It's incredibly satisfying," he said. "Our identification people, both civilian and police, work together as a team. There's a bunch of happy, satisfied people around here that have done some spectacular work in the past year. There's no question that live-scan is the way of the future."

### NEC Addressing Expanding Needs



Winnipeg Police are the third Western Canada police agency to install the NEC Automated Fingerprint Identification System. Edmonton and Calgary Police previously installed the same systems and have found the identification of criminals to be made much easier. The systems offer a broad set of automated functions which assist users by giving positive identification of persons from fingerprint images.

NEC claims their new modular systems make the acquisition and upgrading of such systems more attractive to applications outside law enforcement. Interest has been shown from such sectors as Welfare services, immigration and private security.

The connectivity of such technology to related hardware such as provided by Digital Biometrics "Live-Scan" system results in a new era of criminal identification.

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## New Ballistics And Firearms Editor Appointed



Blue Line Magazine is pleased to announce the appointment of Mr. Manfred W. Bentin as the Weapons and Ballistics editor for the magazine commencing immediately.

Manfred comes with an impressive background in weapons and ballistics spanning over 30 years. In addition to a formal background in industrial engineering and physics, Manfred also comes with three years of practical police experience having served three years with the German Border Police in the early 60's. After basic training he was transferred into the police armory as a weapons and ballistic technician.

After coming to Canada Manfred accepted a position with Winchester Canada and eventually took up the position of Supervisor of Quality Control Ammunition. During his tenure he was instrumental in the development of the 38+P police loads. He held this position until the Canadian operations were terminated in 1980.

Since that time he has started his own ballistic consulting business in Kitchener, Ontario.

Presently Manfred works closely with Barrday Inc., Cambridge, testing Ballistic Fabric, soft and hard panels and helmets. He is also a special advisor to the Waterloo Regional Police Force and conducts all sniper training as well as transition seminars from .38 Spl. revolvers to Semi-auto pistols.

Manfred has been called to court numerous times on behalf of the Ontario Centre of Forensic Sciences, Crown pro-

secutors and defence attorneys as an expert in relation to firearms and ballistics.

As a weapons and ballistic editor Manfred will be testing and evaluating all forms of weapons, ammunition, related equipment and range supplies submitted to Blue Line Magazine. He looks forward to working closely with manufacturers and suppliers of products of interest to the law enforcement profession and supplying our readers with an objective evaluation. We will also encourage our readers to contact Manfred with their questions concerning products in his area of expertise.

## Electronic Doorman Recognizes Faces

Security at a UK chain of 17 casinos has been improved by the use of an "electronic doorman" that can recognise faces.

The electronic device, called Photocas, is the idea of Dr. Sunil Sharma, head of the Scottish-based Mona computing firm. He took a year to develop the computerised system that is said to have made the signature redundant as a form of identity.

At the Stakis casinos, the system stores the face of every club member digitally on a computer database, using standard video equipment. When members present their cards at the door, the computer instantly recalls their faces and details on screen. This can be done from the membership number or a magnetic strip.

When a new member joins, a camera behind the screen takes a photograph and a single keystroke transfers the image digitally to the database. The database can then be used to produce plastic identification badges.

Similar picture storage and retrieval systems can also be used to create personnel security systems, photo libraries and tourism services. Dr. Sharma has been having talks on such applications with various companies, local authority planning departments, libraries, hospitals and police forces.

(Dr. Sunil Sharma, Mona Computing, 113 St. Georges Road, Glasgow, Scotland; tel: +44-41 332 8862)

## First National Crime Prevention Symposium

Crime Prevention Ontario and the Crime Prevention Association of Canada are presenting the first National Crime Prevention Symposium in Mississauga, Ontario from April 29 to 30, 1994.

This three day event, focusing on "Aim For Change", will be of interest to community groups and volunteers, crime prevention practitioners, and law enforcement personnel. Firms from Canada and the United States, specializing in crime-fighting technology, will be exhibiting their products.

The Conference will feature speakers addressing such topics as gangs, elder abuse, tourism security and con games, to mention a few. Attendees may register on a daily basis or for the entire three days. For further information or to register, contact Rosemay Raycroft by phone (705) 326-6465 or Fax (705) 325-7725.

Blue Line Magazine

### FLASHES

By Tony MacKinnon

"Yah boy! You sure have a knack with dogs. Of course I guess I should be just grateful that Doberman can't climb trees!"

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Details on Page 2



# New Tracking Camera System Can Even Protect Itself



A security camera that can take precautions to protect itself if a missile is about to strike it, and yet will focus on suspicious people and objects and track them, has been invented by engineers at Oxford University's robotics research group.

Named "Yorick", after the persistent and animated skull in Shakespeare's play "Hamlet", the system has active vision which enables it to detect movement and calculate, through its component computer, how fast an object is moving and where he, she or it will be fractions of a second ahead - thereby keeping its target in focus.

Mimicking some of the features of human vision, it is also programmed to rec-

ognise a variety of shapes, including a car arriving at a security fence. The device should be able to track someone sprinting at six metres a second.

Where it might be at risk from a brick or other missile, Yorick can calculate the approaching object's speed and time of impact, then spin its electronic eyes over its back and flip them inwards for about five seconds, before returning unharmed to view the scene. It consists of an electronic brain and two cameras that can be programmed to look for shapes travelling at predetermined speeds or to recognise shapes - human, vehicle, animal, etc. Laboratory tests have shown that the device can track a model train, keeping it at the centre of its focus despite the railtrack having unpredictable crossovers that send the locomotive off in different directions and despite people moving around the room.

For further details Department of Engineering Science, University of Oxford, Oxford OX1 3PJ, England. Contact: Dr Paul Sharkey. Tel: 0865 273150 Fax: 0865 273908

# Blue Line Product Evaluations Coming Up

Editors at Blue Line Magazine are busy lining up a series of products for future articles.

Armament Technology has a Tactical Rifle System which it claims to be suitable for Canadian Policing. Manfred Bention is looking into this claim along with a serious study on ammunition for semiautos and their effects on body armour.

Technology Editor Tom Rataj is studying the new word processors available along with computerized Fax applications and "contact management systems."

Defensive Tactics editor Craig Best is looking into state-of-the-art batons and range training simulators along with non-lethal weapons.

Book reviews will be forthcoming shortly on Carswell's Snows Criminal Code and Gino Arcaro's new drinking & driving book.

Other products will include a new no-fuss camera that will make crime scene photography easier and .... stay tuned!

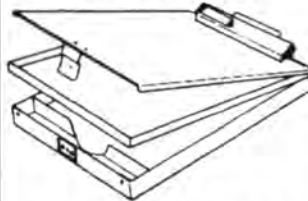
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# Transition Plan To Semiauto Guns Released

Press Release - February 3, 1994

The Honourable David Christopherson, Solicitor General and Minister of Correctional Services, has announced amendments to the Equipment and Use of Force regulation of the Police Services Act and development of training standards which will permit Ontario police to be equipped with new standard issue handguns over the next five years.

"While addressing and resolving the concerns of accidental cocking, firing and reloading identified by the Ministry of Labour as safety issues, the revised regulation and new standards will enable the orderly transition to a more reliable handgun by Ontario police services," said Mr. Christopherson. "The issue of firearms and safety is one that concerns us all and no one more than police officers. The government is committed to providing a more reliable handgun and comprehensive training to ensure the safety of both the public and police officers." He emphasized that no police officer will be allowed to carry the new firearm with out the required training.

Under the revised regulation, which came into effect February 3, 1994, the



standard issue handgun for all police services in Ontario will be a semiautomatic pistol, either the 9mm or the more recently developed .40 calibre. The Ministry of Labour's reloading concerns could not be addressed through modifications to the current handgun. The semiautomatic pistol enables police officers to reload more safely and reliably in the performance of their duties.

Each police service will determine which handgun best meets the needs of their officers in accordance with the regulation. The design of the ammunition cited in the revised regulation was stated to be virtually the same as that of the ammunition currently used by police services. (See Sidebar story opposite).

In addition, a new training standard requires every police officer in the province to take transition training of no less than 28 actual hours including 1000 rounds of ammunition fired before the new handgun can be issued. Police will continue to be required to take a requalification program on an annual basis.

The five year conversion period will allow for efficient transition to the new equipment. "The phased-in approach to implementation will enable municipalities to spread the costs of equipment acquisition and training over a number of years," said Mr. Christopherson. "However, police services should put their uniformed officers through the transition training as soon as possible."

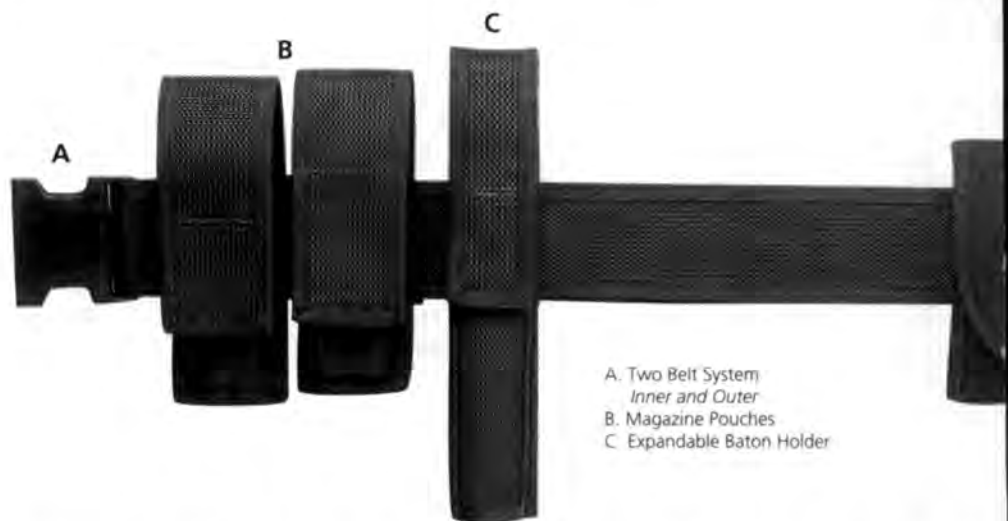
The revised regulation complements previous amendments to the Equipment and Use of Force regulations (Ontario Regulation 926) of the Police Services Act and use of force training initiatives such as less-than-lethal-force, situational and judgement development training and mandatory annual use of force requalification.



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"The firearms and training reflect a commitment towards providing a more appropriate and reliable means for police to carry out their mandate," said Mr. Christopherson. He noted that the current standard issue handgun will continue to be used until new handguns have been purchased and training has been completed.

This announcement follows submission of the Ministry's compliance plan in response to the two health and safety orders issued by the Ministry of Labour in October, 1993. The orders raised concerns about accidental cocking, firing and re-loading of the .38 revolver. To address and resolve these concerns, the Ministry revised the Equipment and Training Regulation of the Police Services Act and developed new equipment and training standards for implementation among all police services in the province. The compliance plan presented the equipment and training plans of the Ontario Provincial Police to meet the concerns raised in the Ministry of Labour report. This compliance plan will be used as a blueprint for adoption by all police agencies across the province.

The Ontario Provincial Police Association was involved in the development of the compliance plan and supports the Ministry of the Solicitor General's submission to the Ministry of Labour.

(For Highlights of the Regulation see page 19)

## Bullet Comes With Some Serious Doubts

The new Ontario Regulation brought into force on February 4th outlined the type of ammunition to be used in the semi-automatic pistols. The advisability of the use of this bullet has brought about considerable concern.

The bullet is described as a Tuncated Cone and initial investigation by Blue Line Magazine raises some serious issues.

Upon speaking with bullet manufacturers it was found the Truncated Cone bullet is a full metal jacket bullet that has a hotter load than the old 38 calibre bullet. One chart shows the muzzle velocity of the 38 semi wadcutter at 890 foot/pounds per second (fps) while the truncated cone racks up 990 fps in the 9 mm and 1,125 fps in the 40 calibre. The same chart registers the energy generated at the muzzle for a .38 to be 278 foot/pounds while the 9mm registers 320 and the .40 calibre a whopping 436.

What does all this mean. One expert explained that given the full metal jacket of the truncated cone bullet and the amount of energy and velocity generated, the bullet will pass through a bad guy and maybe two good guys standing behind him. It was pointed out the bullet is known as a "Match" bullet and is good for competition shooting because it is a more accurate round for place-

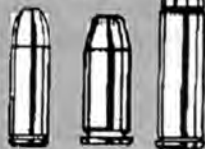
ment reliability on targets.

As a street bullet in use by police officers, however, it is not recommended because the higher energy and full metal jacket will not be stopped by the human body. It makes a clean hole on entry and exit from the body. This raises serious concerns regarding collateral damage to others standing nearby a firefight.

When asked, three ballistic's experts agreed the best bullet would be a hollow point bullet as used by almost every police agency in the United States. The bullet when striking a body uses up all its energy in the body being shot at. It is therefore not nearly as likely to pass through and endanger others. Due to this total energy consumption the officer can also be assured the bullet will have enough shock factor to stop even the most determined assailant. The side benefit of this is the officer may not have to shoot multiple rounds to stop a person.

Given these factors Blue Line Magazine has begun its own independant research into this issue and will be assigning experts to evaluate these bullets and also their effect on soft body armour.

Stay tuned.



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# Legendary Lawman Passes Away

By Murray Charlton



**Tex Shoemaker**  
1913 -1994

During fifteen years of involvement with law enforcement sales, I have been privileged to have had as a friend and mentor, Loren "Tex" Shoemaker, founder of "Tex Shoemaker & Sons". On Friday, January 21 st, 1994, I performed my final act of friendship for Tex as a pallbearer at his funeral, held in his beloved La Verne,

for his own rig and provide his own car (which he had to register in the city's name so that he could speed if necessary!). The job also entailed being the town's building inspector and sewer inspector.

One had to be enterprising to get ahead in such times, and as a side-line (using the kitchen table in his home as a workbench)

California. The ceremony, attended by family, friends, politicians and fellow peace officers, was a stirring tribute to an honourable man who walked humbly through life, leaving it better than he found it.

Tex was born on his family's homestead in Wilsonville, Nebraska in 1913, moving with his family to El Paso, Texas, and from there to California in 1923. During the Depression years he left school and took a job breaking horses and doing ranch work. But it was in 1933, as a member of the Sierra Madre Police Department, that Tex knew his vocation lay with law enforcement. Two years later, and at the tender age of 21, he became Police Chief of La Verne, California, one of the youngest in the U.S. to ever hold such a job. In Tex's own words, "it provided reasonably good pay and an honest, good, steady job". The salary was \$150.00 per month for an eighteen hour work day with two days off each month. He had to pay

Tex started to make leather rigs for himself and for other officers.

Later in his police career Tex was called to the East Los Angeles sub-station before being transferred to the Detective Bureau there. He worked robbery for the last twenty years of his career at the Hall of Justice in L.A. and retired in 1966 with 33 years of continuous service ... by which time his leather business was well established.

Tex had worked in his shop evenings, weekends, days off, statutory holidays and vacations. Following retirement, he opened "Tex Shoemaker & Sons" which was, and still is, very much a family operation. His wife, Faye Shoemaker, and their three children, Sharon, Randy and Buzz, have all made major contributions to the success of the business. With a present staff complement of over 70 employees working year round, the modern Shoemaker facility in San Dimas, California, is one of the largest U.S. manufacturers of police leather equipment.

In her eulogy to her father, Sharon Shoemaker made mention of the fact that Tex "needed no contracts of paper. His word was his bond, no matter what. Friendship was a most honoured trust." Along with many others, I have a deep sense of personal and professional loss at Tex's passing, but a sense of loss tempered by gratitude that over this last decade and a half I got to know and spend time with this gentle giant of a man (6'6" with his boots on!) and was privileged to be among those recipients of that "most honoured trust". I can only try and follow the "Tex" philosophy of quality, pride of workmanship and most of all friendly service. My old friend will be truly missed!

*Murray Charlton is President of British Columbia based M.D. Charlton Co. Ltd.*

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## Amendment To The Handgun Regulation Of The Ontario Police Services Act And The New Equipment And Training Standards



The revised Equipment and Use of Force Regulation is applicable to all police services throughout the province, effective February

3, 1994. The amendments include:

- ☛ The new standard issue police handgun is the semiautomatic pistol, either the 9 mm or the more recently developed .40 calibre. Both the semiautomatic pistol and the .38 calibre revolver fire one shot at a time. The semiautomatic has a magazine for faster and easier reloading.
- ☛ Every police officer is to be issued with a minimum of three full magazines, one of which is to be loaded in the handgun while the member is on duty.
- ☛ Each police service will determine which of the two regulated calibres of handguns its officers will carry.
- ☛ The design of the new ammunition (truncated cone) is virtually the same as the design of the ammunition (semi-wadcutter) currently used by police services.
- ☛ Police services have up to five years to re-equip their officers with semiautomatic pistols.
- ☛ The .38 revolver can continue to be used until such time as the new handguns are purchased and the prerequisite training has been completed by officers.
- ☛ Use of the .38 calibre revolver is prohibited by members of any police service in Ontario after 1999. This is in keeping with the Ministry of Labour Orders.
- ☛ Unless the trigger is actually pulled, the internal safety devices will prevent the possibility of accidental discharge.

The (Ontario) Ministry of the Solicitor General and Correctional Services has developed new equipment and transition training standards to ensure the effective implementation of the amended handgun regulation and the necessary level of proficiency in the use of the new service pistol among all police services in the province. These issues were researched extensively with firearm experts in the public and private sectors and with other policing jurisdictions in North America. Highlights include:

- ☛ Police officers must undertake training on the new firearm of no less than 28 hours of academic and proficiency training which are to be given during a continuous three or four day training period.
- ☛ The training standard requires 1,000 rounds of ammunition to be fired by each police officer undergoing transition training.
- ☛ Police officers with special units who currently use semiautomatic handguns must have received training equivalent to the provincial training standard.
- ☛ Continued authorization to carry a semiautomatic pistol is conditional on each police officer taking an annual Use of Force requalification program which includes firearms proficiency testing.

In addition to allowing phased-in acquisition and training expenditures during the five-year period, The Ministry is negotiating standing offer prices with manufacturers to achieve competitive handgun and ammunition acquisition costs. This will assist municipalities with concerns about the costs of equipment and training and service delivery.

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# Case Law

By Gino Arcaro

## Road side Screening And Time Limitations



How long can officer's wait for an Approved Screening Device to arrive to conduct roadside tests?

Section 254(2) Criminal Code requires police officers to conduct approved screening device (A.S.D.) tests forthwith after an A.S.D. demand has been made.

Common questions that arise are:

- does a police officer have to have an A.S.D. in the cruiser to make an A.S.D. demand?
- if no A.S.D. is in the cruiser, how long can the officer wait for an A.S.D. to arrive, in order to conduct the test forthwith?
- if no A.S.D. is in the cruiser and the officer waits for an A.S.D. to arrive, does the officer have to inform the suspect of the right to counsel?

The Criminal Code does not stipulate that the officer must have an A.S.D. in the cruiser to conduct a valid A.S.D. test. It states that the A.S.D. test must be conducted forthwith after the A.S.D. demand is made.

Forthwith is not defined in the Criminal Code nor are a specific amount of minutes attached to its meaning that establishes a precise time limit available to officers to administer the test.

In *R.v. Grant (1991)*, the Supreme Court of Canada defined forthwith as meaning immediately but no exact number of minutes was given to the definition. In this case, the officer made an A.S.D. demand without having an A.S.D. in the cruiser and waited 30 minutes for the A.S.D. to arrive. The 30 minutes delay did not constitute forthwith.

An A.S.D. demand constitutes a detention but officers are exempt under section 1 Charter from informing suspects of the right to counsel if the A.S.D. test is conducted forthwith [*R.v. Thomsen (1988) S.C.C.*]. However, the right to counsel exemption does not exist when A.S.D. tests are not conducted forthwith, as in the *Grant* case. Failure to inform suspects of the right to counsel, under those circumstances, con-

stitutes a section 10(b) Charter violation.

In *R.v. Cote (1991)*, the Ontario Court of Appeal ruled that a 14 minute delay did not constitute forthwith. In that case, an A.S.D. demand was made without an A.S.D. in the cruiser and the suspect was transported to the police station. The court defined immediately as meaning very shortly after the demand.

In *R.v. Mesasi (1993)*, the Ontario Court of Appeal ruled that a 2 minute delay constituted forthwith. The officer stopped a motorist and formed reasonable suspicion of alcohol consumption but did not have an A.S.D. in the cruiser. A request was made for an A.S.D. but the officer waited for the A.S.D. to arrive before making the demand. The unit arrived 2 minutes later, at which time the demand was made and the test was conducted. The court ruled that the officer was justified to not inform the suspect of right to counsel.

On November 30, 1993, an Ontario General Division Court ruled, in *R.v. Ladouceur*, that a 10 minute delay to wait for an A.S.D. to arrive constituted forthwith. The court stated:

- no section 10(b) Charter violation occurred by failing to inform the suspect of the right to counsel.
- the issue of forthwith depends on the circumstances of each case.
- the police are not required to have an A.S.D. in every cruiser. Such a requirement would be unreasonable.

### Want To Know More?

Check out Gino's latest book, "Impaired Driving - Forming Reasonable Grounds".

This is a comprehensive book citing the latest in Case law and approved procedures for dealing with the drinking driver. This book is approved by Blue Line Magazine and sells for \$33.00. For further details check page 2 in this issue.

Next month Blue Line will present a book review on this book.

# Bill To Clarify Use Of Force Tabled In House Of Commons

The Honourable Allan Rock, Minister of Justice and Attorney General of Canada, on February 4, 1994 introduced in the House of Commons a bill to amend subsection 25(4) of the Criminal Code, the provision dealing with use of deadly force against fleeing suspects.

The bill clarifies when police and other peace officers can use force that may cause death or serious bodily harm to stop a suspect who is fleeing arrest, or a prisoner attempting to escape from a penitentiary. It also maintains the ability of peace officers to protect themselves and the public, while not infringing unnecessarily on the basic rights of Canadians.

"I believe this proposed legislation strikes the right balance between the rights of fleeing suspects and the ability of law enforcement officers to protect themselves and the public," said Minister Rock. "This proposal modernizes an outdated provision of the Criminal Code and dictates a clear national standard on the proportionate use of deadly force."

The bill allows the use of deadly force by a peace officer or anyone lawfully assisting the officer in the following situations:

- when a suspect poses a threat of serious harm or death;
- when the suspect flees in order to escape arrest; and
- when no other less violent means exists to prevent escape.

The need for amendments has become particularly appropriate following an Ontario Court decision in *R.v. Lines*. The judge declared that the current subsection 25(4) violates section 7 of the Canadian Charter of Rights and Freedoms.

Amendments to subsection 25(4) have been the subject of consultations with the provinces, the territories, the police community and other interested groups during the past year.

In recognition of the special circumstances faced by peace officers in penitentiaries, the bill includes a new subsection 25(5) of the Criminal Code which reflects

current policy and practice relating to the use of deadly force in penitentiaries.

These amendments are aimed at updating the existing Criminal Code provisions only with respect to fleeing suspects and escaping inmates. Other use-of force and self-defence provisions in the Criminal

Code remain in force.

The bill also includes an amendment to the Coastal Fisheries Protection Act to provide the authority to use disabling force against a fleeing foreign fishing vessel in order to arrest the master or other person in command of the vessel.

*Excerpt From Snows Annotated Criminal Code 1994 - Carswell*

**25 (4) A peace officer who is proceeding lawfully to arrest, with or without warrant, any person for an offence for which that person may be arrested without warrant, and every one lawfully assisting the peace officer, is justified, if the person to be arrested takes flight to avoid arrest, in using as much force as is necessary to prevent the escape by flight, unless the escape can be prevented by reasonable means in a less violent manner.**

**26. Every one who is authorized by law to use force is criminally responsible for any excess thereof according to the nature and quality of the act that constitutes the excess.**

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# BACK INJURY

Part 2 of 2

## The Invisible Assailant

### Following The Doctor's Orders

For three Fort Collins, Colorado police officers, following the doctor's orders means the difference between working behind a desk and returning to their regular patrol.

The department, in a community of 93,000 between Denver and Cheyenne, provided a new type of squad car seat to several members of the force to aid recovery from their current back injuries. Although the seat was designed specifically to help prevent disabling back pain in law enforcement agencies, a local neurosurgeon prescribed the seat for the officers as a recuperative measure.

The seat, developed by a former Milwaukee-area police officer to solve seating pain he had experienced first hand, is much firmer than the standard civilian's seat. It includes a fixed back, set at an angle that follows the natural curve of the spine

to provide proper orthopedic support for an officer's lower back. The seat's contours are cut away to keep firearms and other belt held equipment from digging into the officer's back.

Like other law enforcement departments around the country, Fort Collins has suffered with its share of back injuries. "Out of 107 officers, we've had 10 to 15 out in the last few years alone with back problems," Lt. Deryle O'Dell says, cautioning that number is conservative. "Most officers won't even report back pain. They just keep it to themselves and suffer. They want to be on the street, not behind a desk."

Within months of installing the PRO COPPER seats, officers Mike Swihart, Chuck Cross and Susan Vance are each returning to the force, a move that, otherwise, they believe would not have been possible.

"I have two bulged discs that my doc-

tors say were caused by my car seat and its lack of support," says Swihart. "I had chronic aches all the time. I could hardly stand at the end of a shift." In addition to following a rehabilitation program for his back that includes stretching exercises and sessions with a physical therapist, Swihart's neurosurgeon recommended that he use a patrol car with lumbar support.

"There are a number of officers on our force with hurting backs, but they don't make a big deal out of it because they don't want to be inside playing secretary like I had to."

Chuck Cross doesn't know just how he hurt his back, and neither do his doctors. However, they've told him it could have been caused by repetitive abuse, such as riding in a vehicle lacking lower back support. He underwent surgery for a herniated disc after losing feeling on his left side. "My side would go numb. When I grabbed someone, I had to look and see if I actually had him - I couldn't tell how much force I was applying. There was a good chance I could have hurt someone ...or myself," says Cross. "At the end of a shift I was stiff, sore and sluggish."

Cross is back on the street, but only

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after following doctor's advice. "My doctor told me that I could not go back on the force unless I had the seat. Now that I've been using it, I'm back to normal. I actually feel like doing things after work." For Susan Vance, back injury almost ended her career. She suffered a ruptured disc after being assaulted while on patrol. The injury required surgery and a change in her normal duties. "I was forced to sit behind a desk for part of each shift, even though I would much rather be on patrol," she says. "We typically spend 10 hours a shift in the car, and I couldn't do that without a lot of pain.

"My neurosurgeon prescribed the seat because he felt it would help my recovery and be good for my back," she said. "One of the contributing problems to my injury is that the duty belt is into my back. My neurosurgeon liked the seat's cutaway sides. It's important to keep my back free of pressure." Each officer was referred to a local neurosurgeon by the department's doctor.

Back injury is not a new problem to the law enforcement community, but escalating worker's compensation and related costs of back injury are causing many department heads to take notice. When officers are injured, the entire force suffers. There are substantial costs involved in lost time, higher administrative costs, lower productivity and increased workers compensation claims.

John Vento, president of Concept Seating, Inc., manufacturer of the PRO COPPER seat, admits the Fort Collins experience is unusual. "Most departments purchase the seat as a preventive measure against spiralling lost-time costs or for pure officer safety." (The professional seat is impervious to seat-back failure in collision or extreme acceleration, and it has survived a rear end crash test at 30 m.p.h. and 24 g's of impact force, at which point the original equipment floor mounts gave way. The seat also greatly improves the speed with which an officer can enter or exit the vehicle.)

But it is true, Vento says, that officers already experiencing pain have often mitigated their problems over a three-week to three-month period in the seat. "Once the back gives up its old 'bad habits' from shift after shift in a nonprofessional seat, there usually is great relief once the back is disciplined to its normal, correct posture. But the real cost savings come in deploying the seat to prevent, not cure" - a point not lost on Lt. O'Dell.

"In the long haul, I can see it would be cheaper to install the seats as a preventative measure than incur back problems and related medical costs." O'Dell says.

"We were in a real bind before the seat came along because we couldn't put injured officers back on the streets. They would have been reassigned to another department, not even police, doing a desk job." Lt. O'Dell notes that the final step for injured officers is early medical retirement. In fact, a poll of law enforcement agencies by Concept Seating regarding

lost-time costs turned up a wide range of figures, varying by department size and location, but near unanimity on one figure: chiefs estimated that the permanent loss of one veteran officer costs \$100,000 in new training and reduced productivity costs, before even beginning to factor in worker's compensation and other factors.

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## Up-Coming Events

**April 16 - 19, 1994**

### **Critical Incident Stress Barrie - Ontario**

The Georgian Critical Incident Stress Management Team will conduct a series of seminars over the 4 days of this event. This series will discuss the psychological profile of the emergency worker, and identify personal, organizational and environmental stressors involved in emergency service work. For further info contact Tori Redgate at (705) 739-7150 or Gail Firth (705) 739-6226.

**April 29 - 30, 1994**

### **National Crime Prevention Symposium Mississauga - Ontario**

Crime Prevention Ontario and the Crime Prevention Association of Canada are presenting the first National Crime Prevention Symposium. There will be a trade show attached to this event open to all law enforcement personnel. For further details contact Rosemary Raycraft at (705) 326-6465 or Fax (705) 325-7725.

**May 13, 1994**

### **Peel Regional Police Pipe Band An Evening Of World Class Piping Brampton - Ontario**

This event, being held at the Central Peel Secondary School, 32 Kennedy Rd. North, Brampton, will feature the Peel Police Pipe Band with World Piping Champion Superintendent John Wilson of the Strathclyde Police in recital. For tickets and further details call Malcolm Bow (519) 654-9655 or (905) 453-3311 X2100.

**May 15 - 17, 1994**

### **Canada National Safety Council National Conference Saint John - New Brunswick**

The Canada Safety Council is joined by the New Brunswick Safety Council to present this 25th Annual Symposium on Safety. For further details call (613) 739-1535 or Fax (613) 739-1566.

**May 18 - 20, 1994**

### **Prairie Provinces Police Chiefs Assn. Conference & Trade Show Prince Albert - Saskatchewan**

The Prairie Provinces Police Chief's Conference will be holding its annual Trade Show in conjunction with their conference. The show will have 30 booths displaying a variety of law enforcement products. All members of law enforcement agencies are invited to attend the displays over the three days of the event. For further details contact Chief Greig McCullagh at (306) 953-4240 or Fax (306) 764-0011.

**May 25 - 27, 1994**

### **RadioComm '94 Vancouver - British Columbia**

"Wireless Communication - Canada's Growth Industry" is this year's theme. This is Canada's only show dedicated to mobile communications and is sponsored by the RadioComm Association of Canada. The event is expected to draw thousands of delegates from across North America and Pacific Rim countries. For further details call Harley Austin or Yvonne Hircock (416) 252-7791 or Fax (416) 252-9848.

**May 29 - June 1, 1994**

### **44th Annual Convention of the Ontario Traffic Conference Owen Sound - Ontario**

This year's conference will be held at the Bay Shore Inn in Owen Sound. Persons wishing further details are encouraged to phone (416) 598-4138 or Fax (416) 598-0449.

**June 12 - 15, 1994**

### **4th International ASAP Conference Toronto - Ontario**

The Metro Toronto Special Committee on Child Abuse will host the Association for Sexual Abuse Prevention Conference. For further information call (416) 440-0888 or FAX (416) 440-1179.

**June 20 - 24, 1994**

### **Advanced Homicide Seminar Toronto - Ontario**

The Metropolitan Toronto Police Homicide Squad will be holding its 12th annual seminar at the Skydome Hotel. Information will be available in Blue Line Magazine in the near future. For details contact the committee at (416) 324-6150 or Fax (416) 324-6151.

**June 26 - 29, 1994**

### **Ontario Association of Chiefs of Police Trade Show Oshawa - Ontario**

The OACP will hold its annual Trade Show in conjunction with its annual Conference. The Trade Show will be held at the Durham College Campus with accommodation being held at the Holiday Inn, Oshawa. The Trade Show is expected to draw over 90 companies and the show is open to all police, fire and ambulance personnel for the entire three-day show period. For further details contact John Rycroft (905) 649-2203 or Fax (905) 443-5053.

**June 27 - July 1st, 1994**

### **CIS-MOIA Training Conference Windsor - Ontario**

The Canadian Identification Society and the Michigan/Ontario Identification Association will be holding their annual training conference in Windsor. The conference is being hosted by the members of the Windsor Police Forensic Identification Branch. It will be held in the newly renovated Cleary International Centre with hotel accommodations at the Windsor Hilton Hotel. The event is expected to draw 200 delegates who will deal with the latest in forensic technology concerning several scientific and technical disciplines and put that knowledge to use in workshops. For additional details contact Sgt. Al Brown or Mike Skreptak at (519) 255-6645 or (519) 255-6646.

**June 26 - 29**

### **Quebec Association Of Chiefs Of Police Trade Show St. Hubert - Quebec**

This trade show will be hosted this year by the St. Hubert Police and will include 33 companies displaying a wide range of products of interest to

law enforcement. For further details contact Directeur Pierre Trudeau at (514) 445-7684 Fax (514) 445-7725.

**August 17 - 21, 1994**

### **CATAIR AGM '94 Mississauga - Ontario**

The Canadian Association of Technical Accident Investigators and Reconstructionists will be holding a four day seminar/conference hosted by the Ontario Provincial Police on the subject of "Human Factor Influencer in Traffic Crashes. For further details on the seminar or on becoming a member contact Bob Scott (905) 874-3147 or FAX (905) 874-4032.

**August 21 - 26, 1994**

### **C.L.I.A. Workshop '94 Edmonton - Alberta**

The RCMP "K" Division Drug Enforcement Branch and the RCMP Edmonton Drug Section will be hosting the annual "Clandestine Laboratory Investigator's Association workshop. From 500 to 700 international delegates are expected. The organizers have set up a spousal program as well. There will be a trade show in conjunction with this event. For further details about the event contact Cpl. K.J. Graham at FAX 403 945-5579 or phone (403) 945-5533.

**November 9 - 10, 1994**

### **Greater Metro Toronto Police Trade Show Scarborough - Ontario**

The staff of the Metropolitan Toronto Police College in conjunction with Blue Line Magazine will host their second annual trade show. This event will attract over 50 companies and individuals with products and services of interest to law enforcement. The show is open to all emergency services personnel. For further details contact Paul Vorvis at (416) 324-0590 or Fax (416) 324-0597.

## Get Classified

Blue Line Classified Ads can reach the people you want to reach. All sections are free to law enforcement agencies and recognized support groups. Upcoming events, items for sale, job openings etc. For other organizations call (905) 640-3048 for a price quote. **The editor reserves the right to limit the frequency and timing of insertions.**



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# POLICE BUDGETS

## Control - Analyse - Project



The following series on setting police budgets has been written by Dwight Edmonds, Ph.D., Professor of Business and Douglas McCready, Ph.D., Professor of Economics at Wilfrid Laurier University, Waterloo, Ontario. The series will be in four parts. It is the budgeting function which gets focused on when the police force is demanding funds of the police board and ultimately the taxpayer. This series will look at the many different functions of budgets and the need for government performing certain functions in the economy. Further we will look at some techniques which are used to establish the efficiency and effectiveness of programs; discuss the impact that some alternatives have on the police force's budget; and focus on how to measure the costs and arrive at a reasonable price for those goods which are private but produced by the police force.

Although the budget is regarded by many as a cornerstone of police service management, it is very difficult to identify a common purpose which the budget and the budget process serve for all managers. The budget has different meanings for different people in the organization, and, in fact, can serve many functions. The following represent some of the roles of the budget setting process and the budget itself.

- 1) The budget is a financial reporting system that provides a vehicle for the control and evaluation of operations and peoples performance.
- 2) It is a political vehicle which enables the elected people to exert an influence on municipal policy.
- 3) It is part of the administrative planning process and when complete it is a statement of what is expected to be achieved within the next financial period. Consequently, it is a blueprint for action.
- 4) It is a medium for coordinating activities and determining and allotting resources between departments. As such, it is an

internal communication vehicle.

5) It is the means by which the tax rate and municipal borrowing and other financial needs are determined. As such it can be an external communication vehicle.

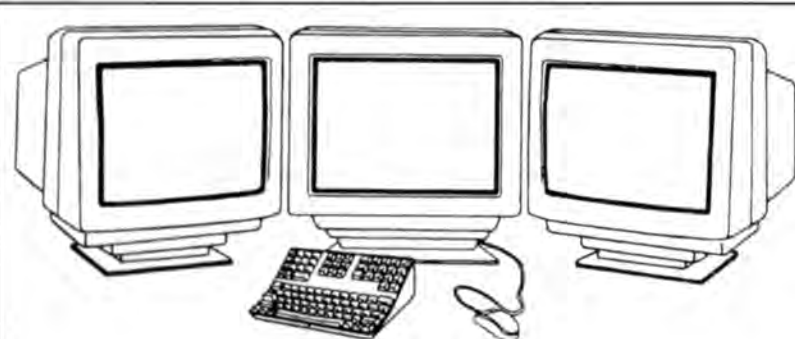
6) It can be seen as a contract between the administration and council whereby the administration agrees to perform to a certain level and the council agrees to support and finance that work. As such, the budget helps describe the relationship between the administration and the elected people.

The process of budget setting is more important in some departments than in others. In support departments, such as Legal and Personnel, for example, the current budget is relatively simple and straight forward. The level of activity is not subject to radical change. The budget, which is an expression of council support for this necessary activity, is relatively consistent from year to year. Consequently, it is not difficult to estimate forthcoming expenditures and budget setting is a relatively minor task.

For other departments the budget takes on a wider significance. In the police force the budget, rather than being seen as an expression of support for what is done, is often regarded as a control upon what can be done. Consequently, in operating departments such as these, much time and effort is expended on capital and current budget development.

The budget is a management tool and must be shaped according to the needs of those who will be using it. This is a major reason why there are so many problems involved with striking a budget and using it effectively. All the different management levels from lower line management to the council are using this same document to meet their very different needs. The budget setting process should be geared to reconciling conflicts; meeting the different demands of each level and department involved; and integrating the different inputs to the process to make that process both efficient and effective.

Major local government budgetary reforms have generally attempted to improve decision making and enhance accountability by means of a more rational budgeting process. They focus on the desired results



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of local government programs through the setting of clear objectives in each major area of activity; consideration of alternate ways to reach these objectives; analysis of alternatives; selection of the optimal course of action; measurement of the results; and comparison to objectives.

The most important innovations in the field of local government budgeting over the past 30 years have been attempts to modify the budget process so that it is more meaningfully integrated with managers' ongoing needs for financial information. These different attempts can be identified as *Performance Budgeting*; *Zero Based Budgeting*; and *Planning, Programming Budgeting*.

Each of these will be discussed in some detail following a discussion of traditional budgeting processes and concepts.

### TRADITIONAL BUDGETING

Until the 1950's the standard budgetary process was an expenditure-incremental budgeting approach in which the input funds were identified by item of expense and incremental changes in unit budgets were made. Incremental budgeting simplified the manager's yearly task by focusing mainly on the small part of the budget which was not committed by previous programs. Thus the greater part of the budget, which included the ongoing programs involving maintenance and construction of basic physical services; ongoing social services; and long-term projects; was a stable base which remained substantially the same from year to year. Ongoing programs were not re-examined because costs alone did not provide a sufficient basis for the examination and, as a result, attention focused on increases and decreases which departed from the budget of the previous year.

*The incremental budgeting techniques*, more a "line of least resistance" approach than a systematic technique, has been as much criticized as it has been widely used. A number of management surveys in the early 1950's suggested a general dissatisfaction with line item budgeting and many complaints were registered.

Typical problems that were experienced with line budgeting are the following:

- 1) The line item budget, in some cases, provided a record of expenditure which could be understood only by its authors and by personnel in the finance department responsible for its implementation.
- 2) It focused on inputs rather than outcomes.
- 3) It was difficult to understand how much was being spent and on which activities it was being spent.
- 4) It was very difficult to discover which administrators were accountable for which portion of the budget. This was particularly true for the middle and lower level

managers.

5) It provided little, if any, of the information necessary to make intelligent spending decisions. Therefore, it did not encourage decision-makers to concentrate on questions such as the size of programs required, the relative importance of programs, etc.

6) It had little to contribute as an aid to planning.

7) It acted to limit participation of the elected level in the broader planning decisions which should have been a necessary part of the budget process.

8) It could often help to alienate the administrator who was caught between finance department demands for detailed breakdowns of expenditure and the demands of the elected level for more clarity in the complete picture. Unable to provide convincing details by project or activity to an elected representative (who was at times under pressure to obtain this specific information), the administrator was forced to react defensively and alienation between the two was often the result. This could seriously affect the outcome of future budget deliberations and lead to the end of rational budget debate.

9) The line item budget made great time demands but often did not encourage optimum resource allocation. With department heads (who were equally anxious to hold the line on continuing increases) the budget process involved confrontations, time consuming justifications, re-calculations and lengthy debates ending, at times, in a flurry of last minute arbitrary decisions. This resulted in decisions being based on the cost factor alone with little or no consideration being given to the purpose of the service being supplied or to the benefits of that service.

10) The line item budget could also be criticized for its failure to consider expenditures as a whole, its inherent lack of coordination in budgeting and the wasteful prolonging of obsolete and ineffective or inefficient programs.

11) Because it was an aggregate of the line items for several programs and focused on salaries, supplies, etc. it did little in helping to identify duplication between programs.

A second technique, which is often used for manufacturing and distribution activities, is labelled *the input/output method*. Physical inputs and costs as a function of planned activity are thus budgeted. In manufacturing operations there are clearly defined relationships between effort and accomplishment.

The third method of budgeting is called *the minimum level method*. This method requires an identification of a base dollar amount for each item or activity and requires explanation or justification for any amount budgeted in excess of the mini-



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imum. Under this method an absolute minimum amount of expenditures is presumed necessary to support ongoing activities in the agency. This method has proven useful where a number of committed costs continue from period to period. The minimum level approach is widely used by organizations that do not have clearly defined input/output relationships.

Good budgeting usually is not restricted to any one of the three previously described budgeting concepts. Most organizations will use more than one concept in preparing budgets for future periods. This is usually desirable because activities within an organization vary greatly. Input/output relationships are not constant among all activities. In some activities inputs can be measured, in others, measurement would be impossible.

#### **Approaches to Budget Preparation**

There are two basic approaches to budgeting. The first is known as imposed (top-down) budgeting and the second is known as participation (bottom-up) budgeting.

*The imposed budgeting approach* requires top management to decide upon the goals and objectives for the entire organization and to communicate these to lower management levels. This approach has been used often in the past but the recent trend is toward greater participation by employees because of potential motivational problems.

*The participation budgeting approach* promotes improved communication, coordination and motivation. This approach requires participation from managers at all levels and is beneficial if employee motivation and cooperation is a potential problem. Most governmental agencies are attempting to use this approach.

#### **Police Service Budgeting**

Since police services exist primarily to render a service it is management's responsibility to provide the best possible service with the available resources. The success of the police service is measured by the amount and quality of the service it provides. In a police organization success should be measured by the contribution to public welfare.

#### **Budget Format**

The format for the budgeting exercise may vary slightly from police service to police service; however, the master budget will reflect proposed expenditures by line-item. Line-item expenditures should reflect the kinds of revenues and costs the agency expects to incur. Salaries, fringe benefits, materials and supplies, and utilities are examples of line-item expenditures.

In addition expenditures are usually classified in terms of salary related expenditures and other expenditures. Some police services may require identification of operating expenditures and administrative

expenditures. Classification of this nature is designed to improve communication and control.

Calculation of expected costs and revenues requires the manager to identify all items as either *controllable or non-controllable*. Controllable expenditures are defined as those costs that a manager can change. For example, employee overtime is a controllable expenditure. Overtime (in most agencies) must be approved and therefore is controllable. When cost reductions are necessary it is this type of cost that can be adjusted.

Non-controllable expenses are also important in the budgeting process. In some agencies expenditures like rent are not controllable - they are committed costs. Space may have been leased by administration for a particular police activity and as a result the cost of space would not be controlled by the manager of that activity. Other examples of non-controllable costs would be depreciation, certain fees, and flat rate charges for utilities.

The largest expenditures incurred by a police organization are usually salaries and salary related costs. Salary and wage costs are derived from an analysis of the personnel (manpower) budget. It is important for the police manager to carefully consider the number of personnel required to ac-

complish the objectives of the organization. It is equally important for the manager to know how to calculate the related fringe benefit cost. These costs usually include: unemployment taxes, group insurance, pension contributions, and worker's compensation. Fringe benefit costs can range from fifteen percent to thirty percent of salaries.

## *Next Issues*

**April - Part II  
Performance Budgeting**

**May - Part III  
Zero-Based Budgeting**

**June - Part IV  
Benefit-cost Analysis**

Dwight Edmonds, Ph.D. and Douglas McCready, Ph.D., are professors with the Faculty of Business and Economics at Wilfrid Laurier University, Waterloo, Ontario.

This series was written with the financial assistance of the Canadian Police College, Ottawa, Ontario.

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# Letters To The Editor

## Self Serving Drivel From Rosenthal

Chief Julian Fantino of the London Police Force should be commended for his public response to lawyer Peter Rosenthal's self serving drivel, mouthed at a recent public forum concerned with racism in the justice system.

Were it not for the deafening silence of the rest of Canada's police chiefs on like issues, his lonely voice would perhaps generate some optimism.

J.L. MacMaster  
Alexandria, Ontario

## If Public Not Allowed Guns Neither Should Police

As any intellectually sane law abiding individual I can only sympathise with Chief Fantino's views expressed in his January 1994 article. However I am swayed by the behaviour of most police officials to support Peter Rosenthal's opinions. I do agree that Peter Rosenthal's arguemtns are not logical but so are the policies of the Fire-

arms Control Politburo. Having no recourse against those apparatchiks' arrogance I must take sides. What sauce is for the goose is sauce for the gander.

In recent times police officials, striving for political correctness, supported the gun control advocates pushing for ridiculous gun laws. They failed however to realize that all the do gooders will turn against them (the police) once they have finished disarming honest citizens.

The sentence in Chief Fantino's letter "... the young men and women on the front lines, and law-abiding citizens everywhere who are facing an inordinate number of ruthless criminals who are armed and pre-disposed to violence" acknowledges the fact that citizens need protection and should have the right to means of effectively defending themselves. I believe and support firm and sane control over firearms acquisition and use but the recent legislation is downright criminal, and totally ineffective. Law enforcement people are not fail proof. Yet they want to be the only ones privileged to possess and carry firearms.

The politicians and the do gooders deprive the police agencies of the equipment and support deserved and uses them as a

scapegoat for their failures. The media will not deprive themselves of police bashing when they need to boost their sales. If law enforcement agents want the people's support for better police equipment, it must treat them as responsible citizens.

Alexander Gorski  
Montreal, Quebec

## Editor's Note:

I don't think you will get a sympathetic ear with my readers and recent polls and studies reveal that 86% of the Canadian population do not agree with you either. It still boils down to how do we know who the good guys are.

Your magazine continues to be interesting and informative. I feel that you handle controversial topics openly and professionally. One thing we readers all have in common is an interest in police work and how we can do our job more safely. Personal preferences not related to this should be left to other forms of publication. Keep up the good work!

K.A. Downie  
Avonlea, Saskatchewan



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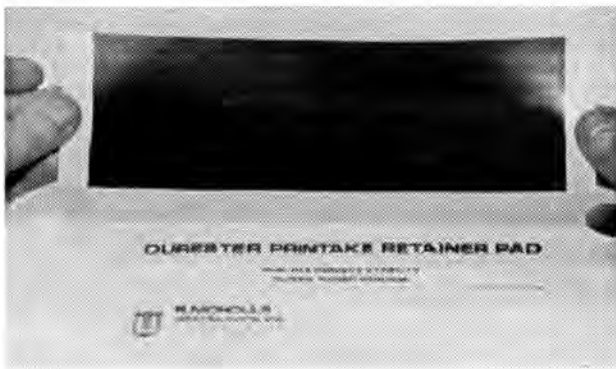
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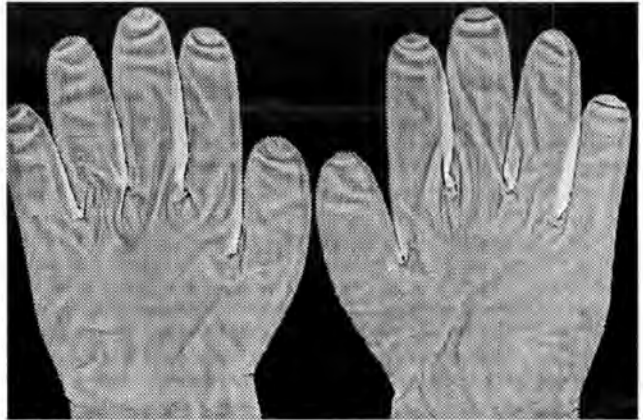
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