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The Evolution of Private Policing in Canada: Towards an effective regulatory framework

Erica Patricia McKim

A thesis submitted to the
Faculty of Graduate Studies and Research
in partial fulfillment of the requirements for the degree of

Masters of Arts
Department of Law

Carleton University
Ottawa, Ontario

December, 1999

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**The Evolution of Private Policing in Canada:
Towards an Effective Regulatory Framework.**

**Submitted by Erica Patricia McKim, B.A. (Hons.)
in partial fulfilment of the requirements for**

the degree of Master of Arts

Thesis Supervisor

Chair, Department of Law

**Carleton University
January 2000**

Abstract

The thesis examines the evolution and status of private policing in Canada and the regulatory framework which surrounds it. The basic thesis question is twofold. First, how has the private security industry evolved to date and what theoretical implications are attached to this evolution. And second, how will this industry and its regulatory framework likely evolve in the century to come? The underlying theoretical question is: Is the Canadian private security industry an example of the shift towards the new 'social order' of postmodernism?

The thesis begins with an examination of the historical roots of both private and public policing and proceeds to investigate the evolution and recent growth of private policing in Canada. This provides the background against which the interrelationship and interactions between the public and private sectors of policing are discussed. The current regulatory schemes governing the private security industry are also detailed.

Ultimately, the thesis provides a critical first look at possible future developments surrounding the regulation of the private security industry. The conclusion is that government will likely be the regulator of the private security industry in the next century. As such, it would appear to challenge an element of the theoretical foundation upon which postmodern theorists base their arguments. The postmodern model of policing should involve *less* government control and *fewer* government regulations imposed on the private security industry. If one of the trademarks of a modern society is the state's monopoly on policing services, then the argument can be made that we are not moving towards a postmodern framework of policing.

TABLE OF CONTENTS

Introduction	1
1.0 Historical Analysis	6
1.1 Early emergence of public policing	6
1.1.1 From Anglo-Saxon Times (AD500-1066) to Tudor and Stuart Times (1485-1714)	7
1.1.2 London in the eighteenth century - the breakdown of law & order	9
1.1.3 19th Century - Sir Robert Peel & foundations of modern police	12
1.1.4 1829 Metropolitan Police Act	13
1.1.5 Expansion of Peel's public police model	14
1.2 Historical interpretations of the evolution of public and private policing in the twentieth century	16
1.2.1 "STATE-CENTRED" Policing:	17
1.2.2 The "LAISSEZ-FAIRE" conception:	20
1.2.2.1 'Complementarity - vacuum position'	20
1.2.2.2 "Mass private property"	21
1.2.2.3 The impact of the 'quiet revolution' on public policy	22
1.2.2.3.1 Rand Report (early 1970s)	23
1.2.2.3.2 Hallcrest Report (Cunningham and Taylor in 1985) ..	24
1.2.2.3.3 The 1974 Ontario Task Force	25
1.2.3 A Pluralist Conception:	25
1.3 Summary	27
2.0 The Current Growth of the Industry	29
2.1 The Intelligarde example	30
2.2 Structure of the organization	31
2.3 The Ontario Coalition Against Poverty file private criminal complaints	32
2.4 Private security firms bid on municipal policing contracts	33
2.5 Recent policy developments	34
2.5.1 Oppal Commission Report	35
2.6 Other recent policy position papers	36
2.7 Summary	37
3.0 Current Canadian Regulatory Framework	40
3.1 Regulation of the private security industry	40
3.2 Licensing:	42
3.3 National Standards	43
3.3.1 Uniformed security guard (CAN/CGSB - 133.1)	43
3.3.2. Uniformed Security Guard Supervisors	44
3.4 Training requirements	44
3.4.1 B.C.'s mandatory training program	45

3.4.2	Newfoundland's Security Services Program	46
3.4.3	Other training and accreditation programs	47
3.5	Summary	49
4.0	Theoretical Debate — Policing & the postmodern debate	51
4.1	The Decline of Modernism	51
4.2	The emergence of postmodernism	54
4.2.1	Postmodernism defined	55
4.2.2	Characteristics of a postmodern society	56
4.3	How do the characteristics of postmodernism apply to public and private policing activities?	58
4.3.1	Commodification	58
4.3.2	Decentralization and fragmentation	61
4.3.3	Globalization	63
4.3.4	Pluralization	65
4.4	Summary	66
5.0	Discussion	69
5.1	What role might public and private police play in the next century? ..	69
5.2	What might the Canadian regulatory framework look like in the future? ..	76
5.2.1	Recommended regulatory framework for Enhanced Security personnel	80
5.3	Future regulator	82
5.4	Theoretical implications	86
	Conclusion	89

Introduction

The purpose of this thesis is to analyze the evolution of private policing from its pre-modern forms, to the development of the modern public police model through to the current Canadian private policing context, which is purported by some theorists to be representative of the shift towards a postmodern policing paradigm. From this analysis emerges a clearer picture not only of what role private policing will assume in the century to come, but also what regulatory framework will be needed to ensure the effectiveness of this burgeoning industry.

Chapter One's historical analysis illustrates the dualism that emerged in late eighteenth and early nineteenth century England where, initially, enforcement of the law was a private system supported in a rudimentary way by specific pieces of legislation. Then, by the eighteenth century, the old system collapsed resulting in private police on the one hand and a more elaborate form of public support which eventually becomes our modern form of professional policing. It is precisely this pattern that appears to have been replicated in Canada.

From this historical foundation, the next two chapters follow the evolution of private policing in Canada to the present-day context. Within Chapter Two, the reader will learn that the real concern regarding the private security industry is not its growth, but rather its changing role in Canada in the last decade of this century. The stereotype of the security officer as a passive, static guard securing access control to buildings has

been significantly altered. The example of a Toronto-based private security firm, Intelligarde International, is presented to demonstrate the changing face of private policing in Canada.

The very real concern identified by theorists, policy-makers, public police and government is evident in the number of discussion papers and policy positions developed within the last five to ten years. In addition to the growing amount of literature on the topic, a national conference on precisely this topic "Police and Private Security: What the Future Holds", which was held at the end of November 1999 in Toronto, indicates the seriousness with which the private security industry's changing role is being met.

Chapter Three provides the reader with a complete picture of how Canada currently regulates the private security industry. A detailed explanation of existing regulation, licensing procedures and training requirements provides the reader with a greater understanding of the gaps and inconsistencies in Canada's current regulatory framework.

Woven throughout this analysis is the theoretical debate surrounding modernism and postmodernism. Chapter Four looks at the alleged inability of modernity to accurately reflect the current Canadian policing landscape. This chapter seeks to show the shift from the modern framework to the 'new social order' of postmodernism. The features of

postmodernism that claim to have transformed the 'modern' into the 'postmodern' will be highlighted including commodification, decentralization, fragmentation, globalization and pluralization. The main thrust of this chapter is to present the argument that the private security industry is often claimed to be one example of the movement towards a postmodern era of policing in Canada.

The final stage of the analysis, outlined in Chapter Five, attempts to identify what regulatory framework may emerge and rationalize who might be the most likely regulator of the private security industry in the century to come.

When predicting what Canada's regulatory framework might look like in the future, the fundamental problem of definition is addressed. The fact that there is currently no agreed upon definition of the private security industry obviously poses significant obstacles to its effective regulation. As a result, a definition grid is proposed that differentiates between the hardware sector (e.g., alarm installers and locksmiths) and the service sector (e.g., security guards and private investigators) and delineates the different levels of service provided by private security personnel.

With the appropriate definition in place, a recommended regulatory framework is proposed, and finally an analysis of who will most likely regulate the industry in the next century is presented. This final discussion chapter raises significant issues which speak directly to the modern versus postmodern debate, bringing into question the

original contention that Canada is moving towards a postmodern policing paradigm.

In essence, the fundamental question this thesis attempts to answer is two-fold. First, how has the private security industry evolved to date and what theoretical implications are attached to this evolution? And second, how will this industry and its regulatory framework likely evolve in the century to come? It is precisely the latter question that will give the reader new insight into the underlying question: *is the Canadian private security industry an example of the shift towards the new 'social order' of postmodernism.*

CHAPTER I

HISTORICAL ANALYSIS

1.0 HISTORICAL ANALYSIS

The purpose of this chapter is to provide an overview of the historical evolution of private policing. The first section of this chapter looks at the early emergence of private forms of law enforcement and social order in England leading up to Peel's public police model. The second section of this chapter focuses on theoretical historiographies of how private police evolved in relation to public police in twentieth century Canada. By detailing the historical development of private policing, the reader will learn that current "forms of social control have developed out of antecedent forces and circumstances and we narrow our purchase on understanding - as well as our power of explanation - if we ignore this."(South, 73)

1.1 Early emergence of public policing

To understand the historical evolution of private policing in Canada, it is necessary to look at the historical roots of earlier private forms of law enforcement and social order. This section will outline the pre-modern forms of private policing particular to England prior to Peel's 1829 Metropolitan Police Act. The following description of the historical evolution of policing will highlight the shift from law enforcement resting largely upon private initiative to the emergence of rudimentary public support for what was largely a private form of law enforcement. The roles of the Justice of the Peace, the parish constable, the watchman and the militia, for example, all represent an informal connection to the state. These positions represent a public presence but not a formal,

integrated one. It is not until Peel's Metropolitan Police Act that the final shift to formal law enforcement under the authority of the state is obvious.

1.1.1 From Anglo-Saxon Times (AD500-1066) to Tudor and Stuart Times (1485-1714):

Prior to the eighteenth century, crime control in English speaking society was generally a community affair. Enforcement of the law was either achieved collectively through the medieval institutions of "hue and cry"... or through unpaid, rotating service by all citizens in the offices of watchman and constable. (Spitzer&Scull, 19)

In *Anglo-Saxon Times (AD 500-1066)*, the early forms of private policing show the responsibility of social control resting entirely in the hands of private citizens and private groups. The idea of maintaining the "King's Peace"¹ grew out of the Anglo-Saxon custom that any crime committed against the victim was really a crime against the King's Peace. Under Anglo-Saxon rule, it was the duty of males between the ages of 12 and 60 to ensure the law was not broken and if it was, to capture the offender(s). These men were organized into groups of approximately ten families and each group was referred to as "a tything: at their head was a tythingman"(Home Office, 100) The 'tythingman' was responsible for raising a 'hue and cry'² which would notify all men that a crime had been committed and a chase to capture the criminal was in progress. These early forms of private policing highlight the individual and community

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¹ *"King's Peace": Basically, the King's Peace is an articulation of the public interest related to the commission of offences. The King's Peace for the first time separated tort law (if victim suffered a harm, victim could claim compensation through civil suit) from criminal law (the victim is not just seeking compensation but is also seeking punishment).*

² *"'hue' comes from the sound of the hunting horn, and 'cry' from the shouts that encouraged others to join the chase."(Home Office, 103)*

involvement in the maintenance of the King's Peace, a concept which was further elaborated after the Norman Conquest of 1066 when a unified and sophisticated system to administer the criminal law was implemented.

Under *Norman Law* there was a more elaborate public presence, designed to assist the victim or victim's agent who continued to bear the burden of law enforcement. The responsibilities of the King's lead agent, the justice of the peace, were spelled out and subsidiary officials -- parish constable and sheriff -- created. The duties of the constable "rested on the principle of unpaid performance ... by members of the community as their turn came round... it gradually acquired pecuniary characteristics, as citizens who disliked having to assume for a whole year an unpaid, arduous office which might entail enforcing unpaid laws... chose to pay deputies to perform these disagreeable services in their place."(Spitzer&Scull, 19) This shift from group to individual also gave rise to the shift toward the commodification of policing services: "the deputies soon found that profits could also be gained from selling protective and investigative services, or demanding rewards and fees in return for recovered goods." (Spitzer&Scull, 19)

The *Statute of Winchester (1285)* and the *Justice of the Peace Act (1361)* are examples of legislation that confirmed considerable existing powers on individuals performing private "policing" functions. The legislation also elaborated public power to support what continued to be a largely private system. This is in essence the emergence of a

rudimentary system of public support for a system which is largely private. The legislation gave the Justice of the Peace power to issue writs and warrants to support the collection of evidence and compel the appearance of witnesses. Parish constables were created to enforce writs and warrants and to supervise the peace of the community. They also supervised the "watch," with newly created watchmen directed to regular night-time patrols.

In *Tudor and Stuart Times (1485-1714)*, the City of London (in 1663) started to hire paid watchmen to guard the streets at night. The benefits of the watchmen system are highlighted by Paley as she states: "The watch was an extremely flexible instrument of policing — one that was highly responsive to local demands. Patrols could be increased, decreased, or completely redeployed virtually overnight."(Paley, 104) This positive portrayal of the system of the watchmen is contrasted by other historians who claim that the quality of the watchmen hired undermined its effectiveness. The small amount paid to the watchmen meant that those hired were primarily "aged in general, often feeble and almost half-starved."(Home Office, 106)

Despite the obvious inefficiencies of the Justice of the Peace, the constable and the watchmen, they remained the only public support for an essentially private system.

1.1.2 London in the eighteenth century - the breakdown of law and order

During the Industrial Revolution, as communities shifted from being a group of

relatively similar, uniform and closely knit groups to a larger, differentiated society, the informal systems of law enforcement and social control became increasingly mistrusted. "Personal needs and interests began to take the place of "public spirit" as the mainspring of social control." (Spitzer&Scull, 19) The eighteenth century saw a public rewards system offered by the state which provided state and private subsidies to those individuals displaying the required 'initiative'. Public good was in large part replaced by private interests. The state was "confident that they could, by a system of incentives and deterrents, rewards and punishments, bribes and threats - so exploit human greed and fear that there would be no need to look for anything so nebulous and unrealistic as public spirit." (Pringle, 1958:212)

However, rewards offered by the state were not the only reward system available. There were a number of rewards being offered by private "prosecution associations"³. These private prosecution associations offered reward money for information leading to the conviction of an intruder. "The shadowy group of men known as "thief-takers" in London in the first half of the century were... in the business of detecting and apprehending offenders whose conviction would pay a reward."(Beattie, 55). The reward system became more common in the eighteenth century, due in part to the use of newspapers. "And rewards helped to encourage the tracing and arrest of suspects and indeed encouraged the mobilization of more "professional" policing, of both a

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Prosecution Associations: "The costs of mounting a court case [where the victim was responsible for all costs associated with the case]... is one reason it became common in the eighteenth century for propertied men to join together in associations to share the costs of catching and prosecuting thieves." (Beattie, 48)

private and a more official kind, especially in the capital. (Beattie, 38)

The first attempt at an organized, rudimentary police force was developed under the direction of Henry Fielding, a Justice of the Peace. Provided with a government grant in 1750, Fielding recruited some six men who agreed to act as constables for a fee. These men were originally known as 'Mr. Fielding's people' and were later known as the *Bow Street Runners*. The Bow Street Runners, despite Fielding's good intentions, have been referred to by many historians as "corrupt fee-for-service organizations... whose 'blood money' only the wealthy could afford." (Shearing, 207) Despite the attempt to police London more effectively, the Bow Street Runners had little effect on crime in London. However, their idea started "a 75-year effort to police London adequately." (Home Office, 110) Henry Fielding did not create a public police force but he was foreshadowing the development of one.

Another significant police force that was developed in the eighteenth century was the *River Police of 1800 (River Thames)*. John Hariot (a sea captain) and Patrick Colquhoun (a London Magistrate) developed a policing strategy for the area surrounding the River Thames. The main functions of the River Police were to "enforce strict rules of conduct and monitor the river's proletariat by implementing dress codes, paying 'lumping rates,' managing accounting, determining wagelessness and stopping illegal activities on London's shipping lane." (Rigakos, 3) According to the Home Office in London, the River Police contributed in making London more secure and became the

"largest regular professional police force in London."(Home Office, 111)

Under an *Act of Parliament in 1792*, seven new *London Magistrates'* offices were created. Under the direction of each London Magistrate, six full-time constables were employed. Following this 1792 Act of Parliament, these constables were now permitted to arrest if they were suspicious that a crime had been committed, rather than arresting an individual *after* a crime had been committed. Paley's analysis of Middlesex magistrates raises the point that "most, if not all, active justices were corrupt... [there was] corruption of a much higher order: a working partnership between magistrate and gangland leaders."(Paley, 100)

In summary, this section illustrates that in the late eighteenth to early nineteenth century, there is a dual system, an elaboration of private policing and also the emergence of the notion of public professional police. Instead of a public system in support of private law enforcement, in the late eighteenth century, you see a diversion. Two different streams begin to emerge.

1.1.3 Nineteenth Century - Sir Robert Peel and the "foundations of the modern police"

By the nineteenth century, crime control was becoming unmanageable. The private police that were in place to maintain social order were more "private entrepreneurs than public servants."(Spitzer&Scull, 20) Also, there were troubling events in the nineteenth

century where civil unrest and criminal outbreaks could not be handled by these existing private police forces or by the army. The Battle of Peterloo where “[m]ounted yeomanry were ordered by the local magistrates to arrest [a man], [and] instead turned upon the crowd killing 11 and wounding four hundred”(Home Office, 14) was a significant illustration of this absence. Therefore, order was maintained by the militia who, despite their inability to provide regular patrols, when called upon used excessive violence. The army lacked police training and were incapable of using ordering methods short of military force.

Although the Peterloo Massacre raised awareness of policing problems, the majority of the public balked at the idea of a public police force. The public saw a police force as a “system of tyranny; an organised army of spies and informers, for the destruction of public liberty and the disturbance of all private happiness.”(Spitzer&Scull, 21)

1.1.4 1829 Metropolitan Police Act:

Peel had experimented with the idea of professional policing in Ireland after the 1799 Rebellion there. He was instrumental in creating the Royal Irish Constabulary which was to later serve as a model for the North West Mounted Police (NWMP). In 1822, Sir Robert Peel was named Home Secretary. His belief that crime prevention was superior to punishment spurred the introduction of his *‘Bill for improving the Police in and near the Metropolis’*. Despite considerable public resistance to the idea of a police force and the failure of numerous earlier bills before Parliament, the Bill was passed in 1829 in

the shadow of events like Peterloo. This Bill created one single police force for the entire London area.

Initially, the new public police force was reviled and many brutal attacks on policemen ensued. "Much of the hostility directed against the police from within working-class communities resulted as much from their interference in neighborhood and recreational life as from the suspicion that they had been implanted to carry on political surveillance."(Storch, 90) The public referred to the new police force as the 'blue devils' and 'Peel's bloody gang'. "[I]n the early nineteenth century the development of Peel's "new police" in England led to the demise of the large number of varied private arrangements which had developed to deal with the breakdown of traditional methods of crime control."(Shearing&Stenning, 227)

1.1.5 Expansion of Peel's public police model

"By the mid-1840s, most of the large towns had copied London's example under provisions of the 1835 Municipal Corporations Act." (Marquis, 23) This expansion has been described as an extension of the authority of the state:

The implantation of a modern police in the industrial districts of Northern England resulted from a new consensus among the propertied classes that it was necessary to create a professional, bureaucratically organized lever of urban discipline and permanently introduce it into the heart of working-class communities. The coming of the new police represented a significant extension into hitherto geographically peripheral areas of both the moral and political authority of the state. (Storch, 86)

Just as in Britain, "the introduction of police departments in Canada was an important innovation in urban administration."(Marquis, 27) The adoption of this form of policing in the Canadian context in the nineteenth century did not affect everyone. "By 1871 only a sixth of Canada's population was urban... Though not totally democratic, the municipal revolution gave towns the ability to regulate and tax themselves. (Marquis, 32) It wasn't until the "second half of the nineteenth century most small towns in the region established police departments."(Marquis, 33)

The Canadian identity is wrapped up with the popular history of the North West Mounted Police which was modeled on the Royal Irish Constabulary⁴. However, "provincial and municipal policing, influenced by the model of the English magistracy and later professional innovations, notably Sir Robert Peel's Metropolitan London Police, is relatively neglected." (Wright, interview) One example of the impact of Peel's model of policing in the Canadian context is the case of Upper Canada, later to become the province of Ontario.

It was Peel's professional municipal police model as implemented in London that was eventually adopted in the province. The gradual adoption of it was due to a number of factors... Finances remained the key obstacle... It was the Municipal Act of 1858 which paved the way fiscally for the systematic adoption of Peel's English model. The paramilitary model did not disappear of course. A few short

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Both were imperial paramilitary forces designed to ensure that difficult territories remained securely British and, in the case of the later, under the jurisdiction of the young Dominion of Canada. (Wright, interview)

years later, when the Dominion of Canada came into being it would be adopted by Sir John A. Macdonald (who had earlier favoured the 1856 provincial bill) as the basis for the North West Mounted Police. (Wright, interview)

This descriptive narrative of the historical evolution of policing has highlighted certain patterns. Initially, enforcement of the law was a private system supported in a rudimentary way by specific pieces of legislation (i.e. Statute of Winchester, etc.). Then, by the eighteenth century, the old system collapsed because of its inability to cope with the social and economic changes of the industrial revolution. And so, a dualism emerges: private policing on one hand and a more elaborate form of public support which eventually becomes professional policing. The dualism which was evident in late eighteenth and early nineteenth century England appears to have been replicated in Canada. However, more research needs to be done in this area. Next, the final section of this chapter highlights three historical interpretations of how private police, in particular, evolved in relation to the growth of public police in the twentieth century.

1.2 Historical interpretations of the evolution of public and private policing in the twentieth century

Following are three historical interpretations of how private police evolved in relation to the expansion of public police in Canada. The first explanation is the '*state-centred* policing' approach, which draws a clear, distinct and unwavering line between the public and private police. The second explanation is the '*laissez-faire policing*' approach, which contends that the functions of private and public police overlap, thus

creating a blurred line between the two. The final explanation is the '*pluralist*' perspective that sees no line whatsoever between the public and private spheres based on their belief that policing is a generic function performed by everyone and is not the sole domain of the state. Therefore, differing historical explanations of the evolution of private and public police see the line between the public police and the private police as clear, blurred or non-existent. Shearing (1992), in his discussion of the relationships between public and private forms of policing, outlines these three conceptions of this dichotomous relationship. See Appendix A for further historical analysis of the adoption of the modern police model in North America.

1.2.1 "STATE-CENTRED" Policing:

Ever since the world was constituted through a political consciousness that recognised a public and a private sphere, policing has had a public and private face. This is so because the entities who have had the will and capacity to offer credible guarantees of peace have been located within both spheres. Over time, one of these entities, the nation-state, has obtained supremacy over the definition of both these spheres. It has defined itself as the ultimate guarantor of order within the territorial boundaries defined by the network of states. (Shearing, 206)

As highlighted in Shearing's quote above, one conception of the public/private relationship is the "*State-Centred Policing*" approach. This approach sees Peel's 1829 Metropolitan Police in London as a symbol of the transfer of power from the private sphere to the public sphere. Conventional histories of this shift from the private sphere to the public sphere remain highly Whiggish by depicting the "state control over policing as a series of progressive improvements in which private assurances of peace

were replaced by public responsibility for peace-keeping."(Shearing, 207) From this perspective, private policing is depicted as a forerunner of public policing resulting from the inability of the state to provide adequate services to the public. These historical explanations highlight the nation state as the most appropriate sphere for police responsibility.

This expanding power of the state over areas that were once considered private is highlighted by the deliberations of the U.S. Senate and Congressional Committees. These committees were created in response to growing concerns over the policing practices of railroad and mining companies, with special concern over dealings with labour disputes (the 1892 Carnegie Steel Company strike being a prime example).⁵ "These government reports, which constitute a significant part of the American historical record of private policing and its relationship to public policing in the late nineteenth and first half of this century, both expressed and constituted a political consciousness that identified and railed against the dangers of private, and especially private corporate policing."(Shearing, 208)

The Senate and Congressional reports claimed these private police forces, like Pinkerton's, attempted to achieve order regardless of the public interest, and that the amount of force used was excessive and unnecessary. In the U.S. Senate Committee

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"One of the most notorious incidents was the 1892 Carnegie Steel Company strike at its Homestead Work in which the Pinkerton contract policing organisation was involved in what came to be known as the Homestead Massacre. This incident was the subject of a House Judiciary committee investigation, which question the propriety of law enforcement by hired police." O Toole, G., The Private Sector: Rent a Cop, Private Spies and the Police Industrial Complex, New York (NY) 1978, Norton, p. 27.

report on Education and Labor entitled "On Private Police Systems", the outrage at private policing activities was evident: "The utilization of privately paid armed forces to coerce and intimidate citizens in the pursuit of their legitimate interests is foreign to the spirit of free American society." (Shearing, 209) Underlying this outrage was the belief that only the public police could adequately represent the public interest while private police represented the interests of only a select few.

Based on this perception of private police force operations, the Committee concluded that only the state's public police were capable of adequately promoting the interests of the public. "It was asserted that policing within a modern state was fundamentally a responsibility of public government." (Shearing, 209) Within this state-centred approach, the public police represented the ideals of freedom and democracy for all. Therefore, to adequately protect these ideals, the solution was to replace the private police with the public police.

This expansion of public policing into private spheres, despite its democratic rhetoric, was an example of the attempt of the state to ensure a state-centred monopoly on policing.

This politics was so successful that by the middle of this century, private policing was considered an anachronistic institution that had withered away in response to the growth of the 'new police'. Policing was now simply assumed to be public and this assumption guided research which set about defining the nature, characteristics and scope of the phenomenon. **Questions about private police and about the relationship between public and private policing simply did not arise (Emphasis added).** (Shearing, 210)

It is important to note that this narrow conception of the public/private policing dichotomy resulted in a significant historical gap in the ***study of*** and ***interest in*** the evolution, growth and role of private police.

Therefore, under the state-centred approach, by the beginning of the nineteenth and early twentieth century, there had developed a clear line between the public and the private police. This delineation was assumed to be true. It was not until the middle of the twentieth century that the 'laissez-faire' conception showed that this line was actually becoming significantly blurred.

1.2.2 The "LAISSEZ-FAIRE" conception:

During the 1960's, while academics and policy makers operated within a purely 'public police' framework, the changes and growth of the private policing industry went unnoticed. It is precisely this historical silence that resulted in what Shearing and Stenning refer to as the 'quiet revolution.' The main reasons attributed to this quiet revolution include the 'vacuum' left by public police and the rise in 'mass private property'. Both will be discussed next.

1.2.2.1 'Complementarity - vacuum position'

The first argument advanced to account for this 'quiet revolution' is grounded in a complementary relationship between the public police and private police. "Proponents

of this view regard the private policing sector as the "junior partner" of the public police. The private sector expands because public police agencies can not cope with increasing public demand for their services."(Johnston, 444) The private police contribute to the overall objectives of the public police by assisting them in the provision of services to the public. This view explains the growth of private police as a direct result of the 'vacuum' left by the public police. This 'vacuum' effect is created because of the public police absence or inability to perform necessary functions for the public. "The implication is that private security would not exist today if the growth of the public police had not been limited."(Shearing&Stenning, 226)

Critics of this historical explanation for the growth of private security point out that the this argument is too simple and fails to take into account the larger structural changes that impacted on the development of private police in Canada.

1.2.2.2   *"Mass private property"*

The second argument advanced to account for the 'quiet revolution' highlights the shifts in property relations as a significant turning point in the rise of private police. , Shearing and Stenning argue that the growth of 'mass private property' meant that large amounts of property and the corporate interests of that property resided in the hands of very few individuals. "Whenever one finds a shift in property relations toward such large geographically connected holdings of mass private property one also finds a shift toward private policing initiatives."(Stenning, 229)

Examples of this explosion in private property include shopping malls, university campuses, residential housing, high-rise apartments and recreation complexes (to name a few). “[P]rivate property attenuates and marginalizes government’s responsibility for security. It constricts government efforts at preventive policing to clearly public venues.”(Bayley&Shearing, 601)

Shearing and Stenning contend that the rise of the private policing industry in Canada is closely correlated to the growth of ‘mass private property.’ The private individuals who own these private properties have an interest in protecting their assets and most likely have the resources to hire a private police force to protect their interests and assets.

In sum, “[w]ith the growth of mass private property, private security has been steadily encroaching upon the traditional beat of the public police. In so doing, it has brought areas of public life that were formerly under state control under the control of private corporations.”(Shearing&Stenning, 497) It is precisely this ‘encroachment’ that began to blur the line between the public and the private sphere.

1.2.2.3   *The impact of the ‘quiet revolution’ on public policy:*

The ‘quiet revolution’ outlined in this ‘laissez faire’ approach slowly began seeping into the mainstream in the latter part of this century as academics, researchers and policy-makers started to notice the significant implications this growth could have for society

at large. What ensued was the development of a number of policy discussion reports which attempted to address the 'quiet revolution' and its potential impact on public policy. Following are highlights from some of the most salient of these reports: the Rand Report, the Hallcrest Report and the Ontario Task Force Recommendations.

1.2.2.3.1   *Rand Report (early 1970s)*

The Rand report (authored by Kakalik and Wildhorn), commissioned by the U.S. Department of Justice, was the first to recognize the need for research on the private policing industry which had gone unnoticed for the first half of the twentieth century.

The report found that the private policing industry was thriving in the North American context. Rand promoted the notion of policing as a service, reflecting the commodification of police work as something that could be bought and sold. "Rand's report thus transformed the issue of public or private policing from a question of politics and sovereignty to be responded in absolute terms, into a matter of economics and efficiency to be addressed in terms of balance, proportion and degree." (Shearing, 213) Simply put, the report looked at how police services could be delivered most efficiently. The growth of the industry was not something to be feared, the authors argued. Rather, private police were performing functions that public police were either not inclined to do or did not have the resources to perform. The private policing industry was reflected positively in the report. The authors contended that this industry was in fact a veritable asset and should be seen as an assistant or a junior partner in policing

the public.

1.2.2.3.2   *Hallcrest Report (Cunningham and Taylor in 1985)*

The U.S. Department of Justice conducted a follow-up to the Rand Report in the mid-1980s which was managed by the Hallcrest Corporation. The objective of the report was to expand on the Rand report by analyzing the developments in the decade since the Rand report was published. Based on the fact that this report was a mere extension of the first report, it worked within the Rand framework that saw policing as a commodity to be bought and sold. Working under this framework, the Hallcrest report went one step further in the commodification of policing services. "For Hallcrest, much more than for Rand, policing was a 'product' and 'private policing' was an industry in the business of 'servicing' crime and the fear of crime."(Shearing, 216) This report favoured the notion of privatization. It also promoted the idea of partnership to avoid duplication of duties performed by both the public and the private police. The authors claimed that this relationship should develop to one of equal status where information and personnel should be equally shared.

The Hallcrest report itself did much to prompt "a growing recognition of, and respect for, private police on the part of public police and has spawned a number of studies, in the United States and elsewhere, to foster the privatisation of policing and enhance public-private police co-operation."(Shearing, 218)

1.2.2.3.3   *The 1974 Ontario Task Force*

In the Canadian context, it is important to note that in 1974, a report to the Solicitor General developed by "The Task Force on Policing in Ontario" raised critical issues about the private police industry that are still of considerable concern in Canada today. The recommendations of the Task Force called for improved qualifications and training; improved standards; standard uniforms; as well as raising the measure of accountability for private police.

Overall, the Task Force's final report suggested that a partnership of some kind between the public and private police could benefit the public if, *and only if*, the private police used were qualified, trained and worked under the direction of the public police.

In summary, each of the reports outlined above exemplify how the perception of private police has been significantly altered since the 1950's when the state-centred conception went undisputed. This shift away from the clear line between the public and private sphere towards the emergence of the laissez-faire conception shows that the public/private dichotomy had become significantly blurred.

1.2.3   *A Pluralist Conception:*

In contrast to the State-Centred approach which claimed there was a clear line between the public and the private and the Laissez-Faire approach which saw the line between the public and the private being blurred, the Pluralist conception sees no line

whatsoever.

Legal pluralists follow Foucault's notion that the nature of policing can be best understood as power that is "de-centred and embedded in relationships." (Shearing, 223) Waltzer describes Foucault's distinction between the centred and de-centred by stating that "[f]or Foucault there is no focal point but an endless network of power relations." (Shearing, 223)

The pluralist conception debates the true definition of 'policing' and claims that different forms of policing are conducted continuously, in different contexts by any number of individuals. "[N]ow it operates from within the fabric of social interaction and members of the communities in which it operates are simultaneously watchers and the watched." (Shearing & Stenning, 504)

The notion of the state-centred police is completely rejected. In summary, "[p]luralists dispute a conception of the political and legal sphere as organised vertically, with the state at the apex." (Shearing, 226) Rather, the pluralist conception claims that policing is a "generic function that is not the property of the state." (Shearing, 227)

This 'pluralist' conception of the public/private dichotomy will not be discussed at length because there are no practical implications for the purposes of this analysis. The definition of the term private police/security will be clearly outlined in Chapter five. The

'pluralist' conception has simply been used to highlight alternative understandings of the historical evolution of policing and the delineation between the public and the private spheres.

1.3 Summary

The purpose of this chapter has been to provide an overview of the historical evolution of private policing from the early emergence of private forms of law enforcement and social order in England leading up to Peel's public police model. As well, this chapter provides the reader with historiographies of how private police evolved in relation to public police in twentieth century Canada. Placing the issue of private policing within a historical context is the first step to effectively explain the evolution of private security. The next step in this evolution is to look at the current growth of the private security industry within Canada, which will be discussed.

CHAPTER 2

CURRENT CANADIAN LANDSCAPE

2.0 The current growth of the industry

The reported growth of the private security industry has been the subject of much discussion among academics, industry insiders, policy makers and the police alike. Currently, the reported number of individuals employed by the private security industry in Canada outnumber those in the public policing sector by "2:1"(Campbell & Reingold, 1) with estimates that this ratio could grow to "3:1"(Campbell & Reingold, 1). Some fear that the Canadian security sector may go the way of the Americans where private security ... outnumber the police "8:1"(Witness documentary)

The reported growth in the number of security officers is not the only concern. There is a growing number of security firms that are assuming quasi police functions such as property crime prevention, by-law enforcement (i.e. in residential housing) and high-end white collar investigations.

These types of security agencies advocate their right to perform functions that have been traditionally beyond the reach of private security personnel. These agencies argue that they should be permitted to arrest offenders, process offenders through the preliminary stages of the criminal justice system and even provide independent police services to municipalities.

What is also of significant concern is the shift in the role of private police in Canada in

the last decade of this century. The stereotype of the private security officer as a passive, static guard securing access control to buildings has been significantly altered. Some Canadian private police forces are now challenging this dated stereotype by pushing the traditional boundaries between public and private police.

2.1 The Intelligarde example

The best example of a Canadian private police organization challenging this dated stereotype is Intelligarde International - a Canadian private police organization operating out of Toronto.

In this mix of public and private police, Intelligarde International stands out. While other security companies see themselves as an adjunct to the conventional police, Intelligarde is pushing private law enforcement in new directions. Although its officers are armed only with flashlights and attack-trained dogs, Intelligarde bills itself as a para-police force — a hard-nosed, American style organization that will clean up crack houses, patrol dangerous ghettos and handle other risky assignments once undertaken by the local police.”(Palango, 11)

Currently, Intelligarde International operates solely out of Toronto (despite the use of the term “International” in their name). The large number of contracts under the control of Intelligarde highlights the diversity of the organization in meeting the needs of the ‘big city’ of Toronto. “Intelligarde International has contracts with Cityhome properties, the Toronto Economic and Development Corporation, the Toronto Parking Authority, and Peel Living.”(Rigakos, 5) This means that Intelligarde is responsible for a large number of Toronto and Mississauga affordable housing projects, some beach

properties in Toronto's Harbour, and "all of Toronto's ninety public parking lots. When one adds Cabbagetown properties alongside Metropolitan Toronto Housing Association (MTHA) buildings, the number of citizens under Intelligarde's purview is staggering."(Rigakos, 5)

2.2   *Structure of the organization*

In an effort to explain how Intelligarde is so significantly different from any other Canadian private police force, it is necessary to understand how the organization is run and what services are provided to the client. Once a contract is finalized, the "Intelligarde-secured buildings undergo a process of virtual mapping. The site is first visited by Intelligarde managers and an array of 'deister' strips [stickers with bar codes] are strategically affixed within and outside the property."(Rigakos, 7) The 'deister' strips are strategically placed in "spaces frequented by 'sleepers' and 'druggies' or posing any other possible risk."(Rigakos, 7)

The management of employees is accomplished in a number of ways. One of the main ways that employee performance is gauged is through the manipulation of the deister strip information. "As the security officer conducts patrols, he is to scan the deister strips and download this information into a computer upon returning to headquarters."(Rigakos, 7) These strips contain bar codes and numeric information that provide management positional information on each employee. This allows managers to know exactly where each employee is at any given time. "Each

Intelligarde security officer carries a deister gun that is comparable to a Universal Price Code reader not unlike, but considerably smaller, than those found in supermarket check-out lines.”(Rigakos, 7)

The rise of private police forces like Intelligarde International demonstrates that a new age for policing may be dawning in Canada. “[Intelligarde International] are ... harbingers of a new order in the private management of populations – that body of organisations specifically geared to addressing... angst and fear of crime and disorder.”(Rigakos, 6) Private security organizations are no longer content to be perceived as the stereotypical stationary security guard responsible for securing access control to shopping malls. There is no doubt that these preventative security functions are still the predominant functions of most private organizations. However, the emergence of Intelligarde in Canada is causing many to question the accuracy of these aging stereotypes.

2.3 The Ontario Coalition Against Poverty file private criminal complaints

The Ontario Coalition Against Poverty has filed two private criminal complaints against Intelligarde to date. In one case, a tenant, Roger Carr, alleged that two guards attacked him without provocation. The guards claimed Carr was smoking marijuana and attacked them with a coat hanger. The public police who arrived on the scene refused to lay charges against either party. Both complaints have been dismissed in court.

2.4 Private security firms able to bid on municipal policing contracts in Ontario

Since the passing of Bill 105 (in June of 1998), "it has become possible for municipalities to contract policing services through alternative agencies... It is now possible for private security agencies to bid for municipal policing contracts." (Rigakos, 21)

Ontario's Bill 105 was "designed to establish a uniform standard of policing across the province. But Section 5 of the act empowers municipal councils to "adopt a different method of providing police services." (Palango, 12) The notion of a "different method" "caught the attention of Heather MacKenzie-Gray, an accountant and provincial-government appointee to the Quinte West police services board. "'Oh,' I thought, 'look at the cost savings'" says MacKenzie-Gray." (Palango, 12) At her urging, Intelligarde International entered a bid in Quinte West to provide second-tier, or non-emergency, services." (Palango, 12)

The contract would provide policing services to "a new regional municipality, to be known as Quinte West, that [would] incorporate Trenton, and two neighboring townships." (Palango, 12) The primary contenders for the policing contract included the Trenton Police Force and the Ontario Provincial Police, "which already served the two townships." (Palango, 12)

As President of Intelligarde International, Mr. Ross McLeod's presentation to the 'Quinte West' police board focused purely on the market value of policing services. For example, McLeod posed this question to the police board:

If only five of the six officers assigned to a shift in a given night report for duty, then the municipality will be refunded the cost of the missing officer. Squarely within the dictums of neo-liberal risk eradication, consumers pay for only the immediate surveillance they receive. "Can the public police promise you that?" he asked. Given the nature of police unionism, the answer, of course, is obvious." (Rigakos, 21)

If the contract was granted to Intelligarde, the municipal government would be seen as any other private client. The police board would receive a 'deister' printout showing the protection services paid for by the minute.

In the end, the Trenton force won the council's approval for the entire policing contract. However, "the council asked the Trenton police to consider subcontracting some of the non-emergency work to Intelligarde. That included the use of security guards to respond to calls about such things as breaking and entering, theft and public mischief, and to provide a bicycle patrol in the village of Frankford." (Palango, 12)

2.5 Recent policy developments

In response to the shifting boundaries between the public and private police, government and policing agencies, as well as related associations, are beginning to address the issue by developing key recommendations and policy position papers. One good example is British Columbia's Oppal Commission Report, which will be

discussed next. As well a brief overview of recent policy positions that are currently in development, notably the Canadian Association Chiefs of Police and the Solicitor General of Canada, will also be discussed.

2.5.1 Oppal Commission Report

The *Oppal Commission* report "*The Report: Closing the Gap: Policing and the Community*" was commissioned to examine public policing in British Columbia. The Honourable Justice T. Oppal, who was in charge of the 1994 Commission of Inquiry included a section in the report on the use of "non-police personnel in the province of British Columbia" in response to the murder of a private security agent in British Columbia that year.

The Oppal Commission recommended that the training of security guards should follow specific training standards to be completed in a specific period of time. Some key recommendations to amend the Private Investigators and Security Agencies Act include the following:

- *Ensure that 128(1) private security agents cannot take advantage of their status as private persons to deprive citizens of Charter protections; and (b) police cannot use private security agents to avoid Charter protections for citizens during the law enforcement process.*
- *131(a) prescribe... measurable qualification criteria regarding experience, education, skill, mental condition, character, and repute of the applicant; and (b) oblige licensees and applicants to report convictions for any offence, including offences under provincial statutes.*

The Oppal Commission recommends that the onus to demonstrate qualifications should rest with the applicant and that qualifying standards for applicants should be improved. Overall, the Oppal Commission recommends the training of security guards follow specific training standards to be completed in a specific period of time. The establishment of periodic retraining for security personnel was also suggested. Conducting periodic reviews of training standards was recommended to ensure that training needs evolve to meet the changing duties of security personnel .

2.6 Other recent policy position papers

Government departments and police associations in particular have been left to grapple with the challenge of developing an effective public policy to respond to the changing role of private police in Canada. Following is a brief look at public policy that has been developed, or is currently in the process of being developed, in an effort to determine the role of private police in relation to that of the public police in Canada.

In the report '*A Vision for the Future of Policing in Canada: Police-Challenge 2000*' which was submitted to the Solicitor General's office in 1990, "Normandeau and Leighton recommend[ed] that Canadian policing policy should encourage 'new strategic partnerships' that will integrate all the policing capacities available within communities to preserve the peace." (Shearing, 220)

A short time later, the Solicitor General commissioned Robert Gerden (in 1996) to

conduct a private security review. Although I obtaining a copy of Gerden's report, unfortunately the recommendations of an official policy position for the Office of the Solicitor General were removed. Despite this absence, the very desire of the Solicitor General to look at the possible policy implications of this burgeoning industry exemplifies the desire of government departments (particularly those responsible for Canadian policing) to address the changing landscape of the public and private divide.

Finally, two policy position papers that are currently in the works, but have not yet been made public, include the position of the Canadian Association Chiefs of Police (CACCP) and the Ontario Association Chiefs of Police (OACP). Both the CACCP and OACP are in the process of finalizing policies for their public police force counterparts on how best to relate to the private police in Canada. Debates surrounding the notions of a strategic partnership or increased calls for improved regulation will likely surface.

2.7 Summary

The purpose of this chapter has been to provide the reader with an overall understanding of the current Canadian context within which private security operates. This chapter also outlines the concerns surrounding the changing role of private security. The example of Intelligarde International was included to show the reader the legitimacy of these concerns. As well, the overview of current policy positions provides the reader with a greater understanding of how serious key policing and government agencies think this issue is. Based on this fundamental understanding of the industry,

the next chapter will outline how the industry is regulated in Canada today.

CHAPTER 3

CANADIAN REGULATORY FRAMEWORK

3.0 Current Canadian Regulatory Framework

This chapter will explain how the private security industry is regulated within Canada. The analysis will focus on the inconsistencies in provincial regulations, the lack of national mandatory standards and the powers conferred to all licensees. A detailed explanation of the existing regulation, licensing procedures, and training requirements will provide the reader with a greater understanding of the gaps and inconsistencies in Canada's current regulatory framework.

3.1 Regulation of the private security industry

Regulation of private security in Canada falls within provincial jurisdiction. With the exception of the Northwest Territories and the new Nunavut Territory, all provinces and territories in Canada regulate the activities of the private security industry by means of legislation. The legislation to regulate the industry was proclaimed in the late 1960's to mid-1970's - varying from province to province. Because there is not *one* single piece of national legislation, "the comprehensiveness of regulation and the rigour of enforcement differ from province to province." (Police Futures Group, 7) The name of the Act regulating the private security sector differs depending on the province, however, the majority of the provinces refer to the Act as the "*Private Investigators and Security Agencies Act*."

Interestingly, the *Private Investigators and Security Agencies Act* does not confer any

additional powers on those licensed under it. The powers of private police agents in Canada are acquired as by-products of other legislation. Under Canadian law, private police have two "bases of authority in Canada. The first is the provincial trespass act, which they enforce on behalf of the owners or managers of the properties they are paid to protect. The second is citizen's arrest, which simply means the guards are legally permitted to stop, detain and arrest suspects for the police, using sufficient force, when they witness them committing an indictable offence."(Palango, 11)

Since these pieces of legislation were proclaimed in the 1960s-1970s, some amendments have been made as recently as 1996 in Newfoundland and B.C., while others have not been amended since they were proclaimed (i.e: P.E.I. and the Yukon). Saskatchewan has not amended its Act since 1978, which may explain why that province is now in the process of drafting a new set of regulations which will improve the fee structure and require 40 hours of mandatory training (among other changes). Nova Scotia is also in the process of revising its Act but the changes have not yet been made public.

Of the provinces that *did* amend existing regulations since proclamation, the changes that were introduced varied from Quebec, who added renewal of permits under one year and introduced an admission test for applicants, to B.C.'s introduction of temporary licensing and mandatory training, to Newfoundland's additional fee changes in 1991.

3.2 Licensing:

Under existing provincial legislation, both private security guards and private investigators are required to obtain a license before being permitted to work in any province or territory in Canada. However, because the legislation varies from province to province, so too does the number of categories that require a license to work (see below). The following summarizes which categories require provincial licences to work in their chosen category of the private security industry.

Provincial licensing category	Overall % of regulating provinces per licensing category	Regulating province
Security guards	100%	All provinces
Private investigators	100%	All provinces
Security consultants	36%	Yukon, B.C., Nfld., N.B.
Alarm agents/agency	36%	Yukon, B.C. Nfld., N.B.
Armoured guards	27%	Nova Scotia, P.E.I., B.C.
Commissionaires	18%	Manitoba, N.B.
Locksmiths	9%	B.C.

* The term "province" represents both province and territory.

However, to obtain a license, there are no mandatory minimum standards required of applicants aside from the requirement that each applicant be:

- 18 to 19 years of age (depending on the province)
- Be of good character
- Have no criminal record (within the past 5 years)

- Be a Canadian citizen or have landed immigrant status

3.3 National Standards

As stated earlier, there are no **mandatory** minimum standards for the industry. The only standards that exist today were developed by the Canadian General Standards Board (CGSB) and are **completely voluntary**. As a result, these standards have done little to ensure minimum standards within the industry are adhered to. The only industry standards that exist today are the national standards for uniformed security guards (CAN/CGSB - 133.1) — introduced in 1987 and confirmed in December of 1993 — and the national standards for uniformed security guard supervisors (CAN/CGSB-133.2-92) that were implemented in 1992. These national standards have not been amended since their initial publication and remain completely voluntary. As a result, very few private police organizations adhere to these standards. A more detailed explanation of these national standards follows.

3.3.1 Uniformed security guard (See *Appendix B: CAN/CGSB - 133.1*)

The uniformed security guard standards outline the minimum standard requirements individuals must comply with to be CAN/CGSB compliant. These minimum screening standards include: minimum age requirements; certification of health; mental and physical health; visual acuity; hearing; ability to communicate efficiently; sense of smell; citizenship/landed immigrant status; language and communication; oral capacity; reading and comprehension; writing; uniforms; deportment and appearance.

The "*Training and Experience*" section outlines the level of training and experience required for certification. Recommendations in section 3.7 of CGSB standards requires that all guards complete a minimum basic training course which consists of a minimum of forty hours of training. A specific number of training hours is necessary in the following areas: Professionalism and public relations; duties and responsibilities (general); legal authority, duties and responsibilities; alarm systems/physical security controls; traffic control; explosive devices/bomb threats; personnel/material access control; report-writing/note taking/evidence; fire detection/prevention/safety; patrol procedures; labour relations; relations with public law enforcement authorities and administration/introduction/evaluation of candidates' knowledge.

3.3.2. Uniformed Security Guard Supervisors

Thirty-six hours of training is required for security supervisors to assume supervisory functions. All the same basic minimum standards that a security guard must meet (as listed above) are also required for security guard supervisors. As well, training that must be completed includes course work in: supervision; human resources and staff relations; fire prevention/safety and emergency procedures; legal responsibilities; performance evaluation reports and techniques; on-job training (theory); and administration.

3.4 Training requirements

According to the CGSB standards (outlined above), the need for minimum training for

uniformed security guards and security guard supervisors is suggested. Because the national standards are completely voluntary, the question could be raised, why isn't a minimum amount of training required under provincial legislation?

The answer: right now, only B.C. and Newfoundland require the completion of mandatory training courses before issuing a license. While both provinces are trying to develop similar training courses for private investigators, the concept has not moved beyond the preliminary consideration stage.

3.4.1 B.C.'s mandatory training program

The mandatory training program that must be completed to comply with BC's regulations is offered by the BC Justice Institute, a government training centre for criminal justice employees. The courses offered by other institutions must conform to the BC Justice Institute's training certification process to be allowed to teach the required training courses.

Under BC regulation, all licensed security personnel must complete **Basic Standards Training 1&2**. **Basic Standards Training 1** involves 40 hours of basic guard instruction. To obtain **level two**, the student is required to have previously completed level one and in addition, must complete twenty-four hours of classroom practical training.

3.4.2 Newfoundland's Security Services Program

This distance education program, offered by the College of the North Atlantic, is necessary for applicants to obtain a licence in the province of Newfoundland.

This program is designed to prepare individuals to perform security related duties. The course subjects include: Professionalism and ethics; human relations; effective oral and written communications; retail security; alarm systems/physical security controls; fire detection, prevention and safety; patrol procedures; explosive devices/bomb threats; Canadian court systems; and related legislation.

This comprehensive training course is compulsory for all applicants interested in being licensed under the Private Investigation and Security Services Act, R.S.N., 1990, Chapter P-24.

This piecemeal approach to regulating the industry has created a patchwork effect where minimum standards, training requirements and licensing requirements are inconsistent in their application across Canada. While B.C. and Newfoundland are the only two provinces which currently require licensee applicants to meet minimum training requirements in accordance with their provincial legislation, various organizations and education facilities are seeing new potential. This new potential to offer accreditations and training programs in this area is growing. Following are a few key accreditation and training programs that are currently in place.

3.4.3 Other training and accreditation programs

The ASP

The Canadian Association of Industrial Security offers the national Canadian designation of "Accredited Security Professional (ASP)." There are nine areas of competence that must be met before the designation is granted. These nine areas include: administration; physical security; personnel security; personnel information; legal aspects; investigations; emergency planning; employee relations and information technology security. For more details see Appendix C.

Advanced college level training available for security officers

Recognized College-level courses include:

Algonquin College's course offerings

Algonquin College, located in Ottawa, offers a Security Management diploma, a Security and Alarm Systems Diploma and an Information Systems Security diploma. Each of these programs is responding to the growing demand for specialists in the area of security.

These courses were developed to respond to the lack of security courses offered by the Police Foundations Program (formerly known as the Law and Security program). The Law and Security program was primarily geared towards students hoping to become police officers. As such, only one course in the entire program provided private security content. This void is now being filled by the College's specialized

courses in security management, alarm systems and information technology security.

Humber College's Certificate in Private Security.

The new certificate in private security offered by Humber College, located in Toronto, replaced the existing private security practitioner certificate in August, 1999. This certificate is designed to meet the training needs of the private security professional. The program consists of five courses Security Practices I and II, Security Supervision and Investigative Techniques I and II that must be completed before being awarded the certificate.

Training courses available include: human relations; security practices; criminal and related legislation; and self defence. An advanced program offers courses in evidence; surveillance techniques; criminal and provincial law; court testimony and interviewing techniques.

Private Training Academies

Although College programs across the country provide students with security training, there are also training academies and institutions across Canada that, for a fee, allow individuals to obtain security training in a relatively short period of time. One such academy is the Security Training Academy of Manitoba Inc. which offers training for security officers that is two weeks in length (80 hours of class time) at a cost of \$400.00.

Only British Columbia requires all training institutions and academies to meet certain criteria before they are certified to offer training courses in that province. No other provinces have an administrator to manage the industry, to ensure that training institutes meet basic standards and to oversee the quality of course content.

Therefore, the quality of academy training courses differ significantly across provincial boundaries and even differ dramatically within the same province (with the exception of B.C.).

3.5 Summary

Overall, this chapter has attempted to provide the reader with an understanding of the regulatory and training inconsistencies inherent in the current Canadian regulatory framework. Both British Columbia and Newfoundland were used as examples to highlight the fact that some provinces are leading the way towards positive regulatory change, by including minimum training requirements into existing legislation. Chapter five will follow-up on many of the issues raised here when analyzing what regulatory framework would best meet the needs of both the industry and the Canadian public.

Now that the topic of private security has been placed within a historical and regulatory framework for the reader, the discussion will now proceed to further analyze the issues within a broader theoretical context in chapter four.

CHAPTER 4

Theoretical Debate

4.0 Theoretical Debate — Policing and the postmodernist debate

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The purpose of this chapter is to look at the postmodernist theoretical debate surrounding the topic of public and private policing in Canada today. The chapter is divided into three main sections. The first section looks at theorists' contention that modernity is unable to accurately reflect or explain the current Canadian landscape. Policing in Canada today is infused with so many changes that can no longer be adequately forecasted or easily explained by a modern police paradigm. The second section of the chapter seeks to show the shift from the 'modern' framework to the 'new social order' of postmodernism. The features of postmodernism and the macro shifts in Canadian society that have transformed the 'modern' into the 'postmodern' will be highlighted. The third section focuses on how the larger restructuring shifts symbolic of the postmodern era — including commodification; decentralization; fragmentation; globalization and pluralization — apply to the contemporary policing environment. Arguments that the private security industry is one example of this movement towards a postmodern era of policing will also be presented.

4.1 The Decline of Modernism

Although modernity may be able to explain certain elements of our society, it limits our understanding of the world by overlooking certain aspects, and by ignoring other aspects entirely. An ever growing number of elements in the Canadian context can no longer be adequately explained within the modern theoretical umbrella. "[T]he

explanatory and ethical frameworks which we inherited from the Enlightenment and which have dominated the 'modern' age, primarily liberalism and socialism, 'have virtually collapsed as adequate explanations of the world and of ourselves.'"(C. Wright Mills in Reiner, 775)

The application of a modern framework to current issues falls short and, in turn, modernity is no longer a plausible explanation. If modernity is in decline, it is because we are now recognizing that our current situation can no longer best be understood as *modern*. "[S]ocieties become aware of their elements only when these are in decline or transformation."(O'Malley, 178)

The decline of modernity can be exemplified by looking at the function of policing. Peel's public police model (1829) has long stood as a symbol of the shift towards modernity. "The rise of *the* police - a single professional organisation for handling the policing function of regulation and surveillance... was itself a paradigm of the modern. It was predicated upon the project of organising society around a central, cohesive, notion of order."(Reiner, 779)

One of the trademarks of the modern society was the state's monopoly of policing services. Prior to Peel's 1829 public police force, the function of policing in London had long been the primary responsibility of private citizens (i.e., in the function of constable, watchman and Justice of the Peace) and private police forces (i.e., the Bow

Street Runners and the River Thames Police). However, "[o]ne of the central accomplishments of the modern nation state and the key to establishing and maintaining political and domestic social order was the appropriation and monopolization of the policing function from citizens, communities and private industry." (Murphy, 8) This shift from private police arrangements to the adoption of a public police model indicates that "policing within a modern state was fundamentally a responsibility of public government." (Shearing, 209).

Although the modern state enjoyed a monopoly on policing in the nineteenth and early twentieth century, this monopoly has been eroded in the latter half of this century, as seen in Chapter One. "The pluralizing of policing and the search by the public police for a new role and methodology mean that not only has government's monopoly on policing been broken in the late 20th century, but the police monopoly on expertise within its own sphere of activity has ended." (Bayley&Shearing, 591)

The changes in the policing function have undergone significant changes that can not be explained by modernity.

Though change and reform in policing is periodic, it is typically explained as the ongoing evolution of the modern professional policing model, created and institutionalized over the last 100 years. However the scale, diversity, rapidity and ideological nature of recent change, has caused some policing scholars (Reiner, 1992; O'Malley, 1996; Scheptycki, 1996) to suggest that the "modern" policing model no longer provides an adequate explanatory frame of reference and that contemporary changes indicate a new but still developing "post modern" model of policing. (Murphy, 1)

According to Reiner, in his article "Policing a Postmodern Society", the decline of modernity is no passing fad: "What is clear is that the factors... underlying the police fall from grace — deepening social divisions and a less deferential culture — are not temporary aberrations changeable by an election, an upturn in the economy, calls for a return to Victorian values or changes in Government or police policy. They are deeply rooted structural trends, not a passing *fin de siècle malaise*."(Reiner, 777)

The public government's monopoly on *the* police, a central, unified organization responsible for managing all policing activities, no longer accurately reflects the dynamic shifts in Canadian policing in the latter half of this century. "The changes in social structure and culture which have been labeled postmodernisation render this conception of [modern] policing increasingly anachronistic. There can be no effective symbol of unitary order in a pluralistic and fragmented culture."(Reiner, 779)

The modern police framework no longer adequately reflects the realities of policing in the 20th century. From the demise of the modern police framework, a new postmodernist framework is emerging. The dynamics of postmodernism and their implications for policing in Canada will be discussed next.

4.2 The emergence of postmodernism

The second section of this chapter will focus on defining postmodernism and outlining

the larger structural changes explained by postmodernism at the societal level.

4.2.1 *Postmodernism defined*

The earliest use of the term "postmodern", in the sense it is understood today, was by C. Wright Mills in a 1969 public lecture to the London School of Economics. "Mills' uncanny prophetic ability to anticipate the shape of things to come gives him a fair claim to be regarded as the H.G. Wells or Jules Verne of social science."(Reiner, 774) As such, Mills' understanding of the shift from modernity to postmodernity was declared as he stated: "We are at the ending of what is called the Modern Age. Just as Antiquity was followed by several centuries of Oriental ascendancy, which Westerners provincially called the Dark Ages, so now The Modern Age is being succeeded by a postmodern period."(Reiner, 774)

In the term 'postmodern', the use of the word 'post' clearly indicates that the exact elements of this new social formation are inherently different from the 'modern'. "In the last decade, the related clutch of terms 'postmodern,' 'postmodernism,' 'post-modernity' and 'postmodernisation' have become increasingly fashionable as labels for what is widely seen as a qualitative break in the development of contemporary society."(Reiner, 773) The fundamental idea is that "what is now occurring is a qualitative transformation from one kind of social order to another."(Reiner, 774)

To effectively explain the use of the term "postmodern", it is necessary to look at the

elements that make up this new 'social order'.

4.2.2 *Characteristics of a postmodern society*

The shift from the centralized to the decentralized is one key feature of postmodernity.

"The nation state becomes a less significant locus of power, usurped by a growing internationalisation of capital and division of labour on the one hand, whilst the vitality of local identities also increases." (Reiner, 777) This shift away from a state-centred monopoly is described by Giddens when he states that "[t]he nation state declines in importance and the cohesive totality is replaced by a multiplicity of sites of social reproduction." (Giddens, 21)

O'Malley argues that many functions once assumed by the modern state are now being turned over to private enterprise — the government privatization of numerous services such as sanitation services is but one example of that. "As part of this process, the state ceases to be the directive core attracting to itself a monopoly of functions, and instead begins to shed or share many activities and responsibilities." (O'Malley, 367)

Although this shows the shift from the centralized to the decentralized, there are multiple other facets of postmodernism that are important to address in order to accurately represent the many components of this 'new social order'.

Other features of postmodernity include "the rise of consumerism, the fragmentation of values and moralities, globalization and the disaggregation and hollowing out of the

nation-state.”(O’Malley, 363) Some theorists claim that postmodern society is best depicted as following a path of “disorganisation, structural pluralism and decentering.”(Reiner, 776) These elements of the new ‘social order’ will be discussed in detail in the latter part of this chapter when they are applied to the institution of policing.

Other theorists look at macro shifts in Canadian society that have ultimately transformed the ‘modern’ into the ‘postmodern’. Four of these macro shifts that are important to our discussion are: commodification; decentralization and fragmentation; globalization and pluralization. These restructuring shifts will be discussed next with specific reference to how they apply to policing activities.

4.3 How do the characteristics of postmodernism apply to public and private policing activities?

This section of the chapter will look at the implications of postmodernism on public and private policing activities in Canada. By taking the postmodern characteristics outlined in the last section and applying them to the current policing function, it is my objective to make “explicit the links between macro global shifts in government and governance and current changes in the nature and structure of ... policing.” (Murphy, 2)

The links between the characteristics of postmodernism and the contemporary policing activities in Canada to be discussed include: commodification; decentralization and fragmentation; globalization and pluralization.

4.3.1 Commodification

*“One of the defining characteristics of the postmodern period is the ideological colonization and commodification of various aspects of private and public life.”
(Featherstone, 1990)*

In this postmodern shift to commodification and consumption, even contemporary police organizations are changing styles as they adopt a more consumer-conscious style of operation. The public is now seen as the client while public police services are seen as the product. By embracing this client satisfaction mentality, the public police are now enforcing quality service initiatives, developing mission statements and even undergoing quality audits in an effort to remain competitive.

This commodification mentality is no more obvious than in what Shearing and Stenning refer to as the rise of 'mass private property' in Canada. The shift in control from the state to the hands of a few private owners has resulted in the inability of public police to continue to enjoy a monopoly on policing in Canada. "By blurring the distinction between the public and the private, mass private property attenuates and marginalizes government's responsibility for security. It constricts government efforts at preventative policing to clearly public venues."(Bayley&Shearing, 601)

This shift towards the commodification of security services is a significant aspect of the postmodern conception of policing. "This fact is nowhere more evident than in the impact of modern economic change on security, the most significant aspect of which has been its "materialisation" or "commodification". The simple fact is that, nowadays, security is bought and sold like any other commodity."(Johnston, 443)

The traditional assumption that the public police, under the direction of the state, enjoys a monopoly of all policing services, is patently false in today's context. As such, a more competitive, business-acumen approach is being adopted. "Police managers are encouraged, even required, to act increasingly in innovative ways, to be 'change masters' and 'architects of social change.' (O'Malley, 150) These business-oriented changes "such as efficiency and cost effectiveness encourage police to reduce, abandon, sell or contract inefficient and expensive police services."(Murphy, 10)

This encouragement for police to abandon or sell certain police services that has resulted, in part, in an opening for the private security industry in Canada. **"[T]he most obvious commodification of policing is reflected in the explosive growth and expansion of private policing [Emphasis added]. This growth lies ... in conventional private policing markets which are expanding along with the rapid growth of private, community and corporate space."** (Murphy, 11)

The notion of commodification of policing and protection services can be no better exemplified than by Intelligarde International itself (see Chapter two). First, it is important to understand how the organization services its clients. Once a contract is finalized, the "Intelligarde-secured buildings undergo a process of virtual mapping. The site is first visited by Intelligarde managers and an array of 'deister' strips [stickers with bar codes] are strategically affixed within and outside the property." (Rigakos, 7) The 'deister' strips are strategically placed in "spaces frequented by 'sleepers' and 'druggies' or posing any other possible risk." (Rigakos, 7)

As each security officer conducts a patrol, "he is to scan the deister strips and download this information into a computer upon returning to headquarters." (Rigakos, 7) To scan these deister strips, each Intelligarde security officer "carries a deister gun that is comparable to a Universal Price Code reader not unlike, but considerably smaller, than those found in supermarket check-out lines." (Rigakos, 7)

The use of the 'deister' system allows Intelligarde to claim that their employees are held accountable by a machine — their client's protection is monitored right down to the minute. "The deister system is a metaphor for the selling of policing services... It is ironic to note that deister strips are fashioned after Universal Price Code stickers because the act of striking such surfaces announces clearly its commodified nature."(Rigakos, 21)

An interesting possibility Rigakos mentions for the future of Intelligarde is commodification in its purest form: "The next imaginable step, of course is to place the bar code on the security officer and the readers in the building. In this system, surveillance *is* commodity."(Rigakos, 21)

4.3.2 Decentralization and fragmentation

Another broad social restructuring feature of postmodernity is the fragmentation of society. This fragmentation at the macro level can also be seen at the institutional level of policing in contemporary Canada. O'Malley argues that the evidence that postmodernity is not a passing phenomenon to be managed by developing specific police reforms "is drawn from the fact that the fragmentation of police is paralleled by the fragmentation of the state in general."(O'Malley, 364)

As a result of this parallel fragmentation, some theorists claim that the police are attempting to respond by developing a new postmodern policing framework. "Some

policing theorists argue that in response to the increasingly fragmented and de-centred nation state, a new postmodern de-centred national policing formula is being developed."(Murphy, 4) One response to this new 'policing formula' has been to 'civilianize' certain police tasks (i.e., reception and other clerical functions).

Other examples of the development of a 'new postmodern de-centred national policing formula' in Canada include the RCMP's regionalization effort in the last few years. In an attempt to create a national police force that is more representative of the country it serves, the RCMP has attempted to flatten the once hierarchical organizational structure by introducing a de-centred regional police force. In response to structural decentralization and fragmentation at the macro level, "the RCMP have decentralized the management of their provincial operations."(Murphy, 5)

This RCMP decentralization and regionalization is indicative of the larger structural changes at work. The shift of power from federal government to the provinces is the main reason for the police structural turnaround. "The new re-formed federalism would redistribute or download many previous central governments powers, responsibilities and costs to the provinces. Therefore it is not surprising that in the last few years provincial governments have been expanding their influence and involvement in provincial and local policing."(Murphy, 4)

One final example of postmodern decentralization and fragmentation can be found in

Shearing and Stenning's thesis on the growth of 'mass private property' in Canada.

The growth of 'mass private property' has shifted responsibility from the modern, central, unitary police force by dispersing the power into the hands of private property owners. "A fundamental shift in the responsibility of maintaining (and thereby redefining) peace is being transferred to corporate entities."(Rigakos, 2)

In Rigakos' article "Hyperpanoptics as Commodity: The Case of the Private Police" he conjures up an image of what impact this fundamental shift in power may have in the future. "These emerging conceptions conjure up an image of a world in which corporate 'private governments' exist alongside state governments... Under such arrangements, policing is reconceptualised as a 'generic function' that is not a monopoly of the state."(Rigakos, 2) This reconceptualization could very well be the future of the postmodern police in Canada in the decades to come.

4.3.3 Globalization

"[T]his removes policing from its nesting site in the state and situates it in the realm of transnational practices. This transnationalization and corresponding erosion and diminution of the state system, that most pre-eminent of modernist institutions, represents the harbinger of the postmodern."(Sheptycki, 616)

A significant historical shift that contributes to any discussion of postmodernity is the shift towards globalization. Although law enforcement under the modern rubric was the responsibility of the domestic government, under postmodernism this responsibility has become an international one. "This historic shift, the claim might go, forms part of the

broad shift in contemporary society towards transnational social practices and the 'globalization of the social system.'(Sheptycki, 616)

This globalization of the social system and the "increasing harmonization and integration of global economic, political and security needs drive the continued expansion of Canada's "globocop" capacities."(Murphy, 3) However, policing on the world stage is no longer solely provided by the public police. Rather, the public police are now finding the stage quite crowded as private security organizations are stepping up to the global policing challenge by bidding on international contracts for protective services. For example, KPMG, a Canadian forensic investigation company, will work with firms from around the world to investigate white collar crimes, like fraud. This international bidding indicates a shift away from private security organizations providing protective services to small geographic areas towards the transnational capabilities of multinational corporations. The 'hollowing out' of the state means that the responsibility for policing shifts away from the state and into international hands. "This hollowing-out process is said to have 'removed the power of decision making to a macro level beyond the control of the state.'"(Sheptycki, 625)

Shearing and Stenning question whether these "trends suggest the beginnings of a shift in sovereignty from governments to multinational corporations who may control international security organizations of immense proportions." (Shearing&Stenning, 209) Time will only tell, but the globalization of policing services holds significant

opportunities for multinational private security companies operating outside Canada.

4.3.4 Pluralization

This final macro restructuring shift indicates that postmodern policing is no longer a state-centred responsibility. The structure of the postmodern police is characterized by diversity and plurality to meet the needs of the diverse ethnicity and cultures of the postmodern society it serves to protect.

Although the fundamental intent underlying this pluralized conception is to improve public safety, there are significant obstacles that could potentially undermine this somewhat utopian image. "The pluralizing of policing promises to increase public safety and has already done so in some places. The problem is that pluralizing under market auspices at present does not improve security equally across society. It favors institutions and individuals that are well-to-do. (Bayley&Shearing, 593)

The risk of a two-tier police system developing in the postmodern era has fanned the fires of the rights debates. Some police theorists argue that "[i]f public safety is considered a general responsibility of government, perhaps even a human right, then increased reliance on commercial private policing represents a growing injustice."(Bayley&Shearing, 593)

So is public safety a human right? Some police theorists claim that private security

agencies act only in the best interests of their client and not in best interests of the public. This therefore means that "[t]he accountability provided by markets accrues to buyers of private security and not to all the people who might be affected by it."(Bayley&Shearing, 595) The main point that needs to be addressed is that the pluralized policing function, with one example being the use of private security firms to protect private property, has inherent dangers in its potential for abuse of power. This abuse of power could result in serious violations of public rights. "Pluralized policing inevitably shifts power away from government, but it does not necessarily distribute it to more people... Pluralized policing... puts the rights of the people it polices at risk. Pluralized policing is more security conscious than rights conscious." (Bayley & Shearing, 597)

4.4 Summary

The purpose of this chapter has been to highlight the theoretical debate surrounding public and private policing in Canada in the 20th century. As we enter the next millennium, the earlier discussion of the private security agency, Intelligarde, has given us a hint of what may be to come. Based on the analysis presented, the private security industry is one example of the movement towards a postmodern era of policing. As a result, it would be safe to predict that this postmodern shift towards private police forces assuming functions traditionally performed by public police will no doubt lead to calls for improved regulations, training and standards for the industry. Next, the discussion chapter will analyze what regulatory scheme could optimally

safeguard the industry and the public.

CHAPTER 5

DISCUSSION

5.0 Discussion

Overall, this thesis paper has outlined the historical evolution of private policing, the current Canadian landscape, the Canadian regulatory framework and the theoretical debate surrounding modernism and postmodernism as it relates to policing in Canada in the 20th century. Based on this analysis of private policing in the *last* century, this final chapter will focus on private policing in the *next* century. This analysis will:

(1) examine what roles both private and public police might assume in the next century
(2) identify what regulatory framework may emerge, and (3) examine who might be the most likely regulator of the private security industry in the century to come. The theoretical implications of this emerging regulatory framework will also be discussed.

5.1 What role might public and private police play in the next century?

Determining what regulatory scheme will most likely emerge in the next century largely depends on what role(s) private police assume. Any new roles private police assume rely heavily on public police reaction to their changing function. Before describing what the relationship between the public and private police might look like in the future, it is critical to first understand what the public police reaction to private security has been to date. The following synopsis of public police reaction to the private police role over the past 30 years is based on Stenning's analysis *Private Police and Public: Toward a Redefinition of the Police Role*.

The first stage in public police reaction to the private police was one of denial. During this first stage, public police in general failed to even recognize that private security may be a concern. The second stage that endured up to the mid-seventies was characterized by grudging recognition that was followed by denigration. "Since public police resources were not able to respond in kind to protecting this growth of property, police officials were soon forced to admit that private security outfits were taking over some of these areas."(Gerden, 54) However, the public police retaliated by stating that the functions of the private police were not considered "real policing" but rather "property protection". Simply put, private police were seen by the public police as complementary to police and of little threat.

The third stage of public police reaction to private police was one of competition and, sometimes, open hostility. "Public police forces were resentful since the growth of private security represented a threat to their claimed role as main provider of policing services."(Gerden, 54) The fourth stage consisted of public police calling for more controls over the private policing sector. In response to growing concerns, heated debate and pressure to improve controls over private police, legislation for the private policing industry in Canada was introduced in the latter part of this century.

So where are we now? Although public police reaction still falls somewhat within the latter stage of calling for more controls, I contend that the next stage may likely be a move towards reluctant partnership. The simple truth is that public police do not have

the resources to perform existing, let alone additional, policing functions. As well, the shift towards regionalization has forced senior policing personnel to consider alternative service delivery methods. To ensure the safety of the public, many public police forces have considered, among other things, developing an 'in-house' private security force of sorts. This arrangement has been described as 'two-tier policing'.

Two-tier policing would mean that public police would provide lower cost quasi-police functions themselves, by hiring, training and supervising personnel to perform functions that do not require peace officer status. However, the difficulties associated with adopting this two-tier system have been identified by public police:

Experience has shown that having two different statuses of police officer in a police organization creates management problems. Not the least of these is that different treatment for the two groups is often perceived as an inequity. The group with less responsibility usually ends up assuming some of the work of the other and, as a result, asks for treatment (training, full peace officer status, more pay and benefits) on a par with the better skilled, higher-paid group. The initial reason for creating the assistant-group is then subverted, and the organization has higher costs to bear. (PFG, 12)

As a result, the two-tier policing scheme is not a functional solution for a more effective service-delivery model. Despite that, public police personnel, like many other professions, are beginning to realize that it is "no longer possible or economic for [them] to carry-out the lower end functions of their profession"(PFG, 13) and are beginning to contemplate the use of private security personnel to assume some of these duties.

However, with any attempt by one group to assume functions traditionally performed by another, tensions run high. And so, just like many other professions, "there is an anxiety over the intentions of the new occupational groups and a debate over exactly where the line between the auxiliary occupational group and the professional group should be drawn."(PFG, 13) If police can appreciate the role that private security can play and realize the potential benefits partnership can bring, "instead of reacting with concern, it can view the development as an enhancement of their own professional status and an active part in ensuring that the auxiliary occupational group is established on principles that ensure a mutually beneficial co-existence rather than destructive competition." (PFG, 13)

Numerous policy positions and public policing representatives have voiced support for partnership between private and public police. At a 1999 conference on policing issues, RCMP's Markus Reber spoke about the issue of privatization of security. In his speech, Reber said that "[i]t is my opinion that... by developing partnerships between these two spheres ... each can fulfill its specific role and possibly provide the public with a more cost-effective service."(Reber, speech) He goes on to qualify that statement by saying this partnership is possible "as long as each area's respective roles and functions are well-defined."(Reber, speech)

Trying to define precise roles that private police may formally assume in the next century is difficult because "there is little likelihood a very distinct line being drawn

between the two. The two groups operate on a continuum and while it will be very clear at each pole which group has responsibility, nearer the middle of the continuum it will be less easy to make distinctions between the two statuses and roles." (PFG, 11)

A continuum of roles and functions for public police and private security⁶

Based on the diagram above, it is evident that public police will likely continue to deal with all criminal justice and enforcement matters as per their peace officer status. In an effort to describe what potential functions private police could assume and what functions public police would *not* consider privatizing, the Police Futures Group surveyed Canadian police chiefs to solicit a public police opinion on the issue.

When asked what traditional police duties, that do not involve Criminal Code offences or emergency situations, private security might effectively assume, the following was suggested. Eighty per cent of respondents believed that by-law enforcement could be

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The chart outlining the continuum of roles and functions for public police and private security was developed by the Police Futures Group and is now the property of the Canadian Association Chiefs of Police.

assumed by private police. 65 per cent felt crime prevention could be assumed by private security personnel while only 50 per cent voted for private security assuming order-maintenance functions which would include traffic control and crowd control. On the reverse side, the majority of police chiefs argued that private security should not perform patrol duty (60 per cent said no), or community policing (75 per cent said no).

Despite this 'guesstimation' of what functions private police may assume, one thing is certain — these functions will not be performed by private police in isolation. To ensure the safety of the public, it is likely that a partnership between the public and private police will emerge. Although more research will be required to determine the specifics of any partnership arrangement, it is clear that the notion of partnering with private security is not a foreign concept for some Canadian police organizations. Many public police forces in Canada already claim to currently have partnerships in place with private police organizations.

One example of such a partnership is an arrangement between the Edmonton Police Service and Edmonton private security personnel. The Edmonton Police Service provides a three-day training course for security officers on the powers of arrest, *Criminal Code* offences, report writing and giving testimony.

The result is a saving of police resources, less conflict because private security has a clearer idea of what it can and cannot do, better outcomes from cases and respect for each other's role. By recognizing that private security has a separate responsibility and a contribution to make in its own right, and by providing training difficult to obtain elsewhere, the Edmonton Police Service has improved

its own effectiveness as well as that of private security, and improved service to the public. This is the sort of 'win-win' situation and method of alternative service delivery which characterizes the new approach to public management. (PFG, 12)

In addition to the Edmonton Police Service example, many police chiefs have reported partnerships with the private security industry. However, these partnerships were characterized as arrangements where "private security worked in an assistant capacity to the public police and therefore deferred to the higher authority and expertise of the police, or were directed entirely by the police."(PFG, 9)

Interestingly, despite public police descriptions of 'so-called' partnerships with private security in their respective jurisdictions, most private security managers polled in the same survey were hard-pressed to report any partnerships with public police.

This suggests that police and private security have different notions of what constitutes a partnership. For the private sector, it appears to mean equality of status, access to police information, joint projects on occasion and certainly more professional interaction between the two groups. (PFG, 9)

The partnership model that will be adopted in the next century will largely depend on public police confidence in the skills, training and accountability of private security personnel "to ensure that the public is well-served and public policing services are enhanced rather than damaged."(PFG, 10) Public police confidence will therefore largely depend on the effective regulation of the industry.

5.2 What might the Canadian regulatory framework look like in the future?

As discussed in Chapter three, the current regulatory framework is inconsistent across provincial and territorial jurisdictions. To make the current regulatory framework more comprehensive and consistent, the first step is to develop an agreed-upon definition of private security. This is required because we need to develop an effective definition of private security before we can develop an effective regulatory framework for it.

The fundamental problem in definition is two-fold. First, the current definitions of the private security industry are so broad that it fails to differentiate between the hardware sector and the service sector. Both the hardware sector (e.g., alarm installers and locksmiths) and the service sector (e.g., security guards and private investigators) should not be lumped together when determining an appropriate regulatory framework. The second fundamental problem with current definitions is the failure to delineate between the different *levels* of service provided by private security personnel. All private investigation companies are not created equal. Some private investigation companies perform basic general investigation while others perform high-end corporate fraud investigations. To impose a blanket solution on all categories of the security industry is flawed. Private security employment categories must be graded on a curve to ensure that a black and white solution is not imposed on areas of grey.

As such, to define the private security industry for the purposes of this thesis, there is a differentiation between the hardware and service sectors of the industry as well as a

delineation between the different levels of private security categories. The hardware sector of the industry can be excluded and the table below will outline the different levels of the private security industry for the purposes of this analysis.

LEVELS OF PRIVATE SECURITY⁷

<u>Level I</u> <i>Static Guards</i>	Individual private security employees who are engaged in low-risk, general security functions. Service and loss prevention through property security and access control are functions assumed by this level of security. { <i>Role orientation = prevention</i> }
<u>Level II</u> <i>Enhanced Security</i>	Individual private security employees who are engaged in high-risk, specialized security functions. Crime control, order maintenance and other quasi police functions are assumed by this level of security. { <i>Role orientation = enforcement</i> }
<u>Level III</u> <i>Private Investigator</i>	Individual private investigators who are engaged in general investigative functions. General civil investigations, pre-employment background checks and surveillance are examples of functions assumed by this level of security. { <i>Role orientation = general civil investigation</i> }
<u>Level IV</u> <i>Forensic Investigator</i>	Individual private forensic investigators who are engaged in highly specialized white collar investigations (e.g. fraud). Highly trained, specially qualified individuals (e.g. CGA, Certified Fraud Investigator etc.) possess expertise and knowledge to deal with a full range of investigations. These individuals stand outside the criminal justice system and as such, are not forced to report criminal incidents. { <i>Role orientation = highly specialized criminal and civil investigation</i> }
<u>Level V</u> <i>Security Supervisors</i>	Individual security officers acting in supervisory capacity to train, monitor and discipline security employees. Specialized education, experience and background required to supervise staff. { <i>Role orientation = supervisory</i> }

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This definition of private security was developed by Mrs. Tonita Murray of the Police Futures Group and the author for a public policy position on private security in Canada for the Canadian Association of Chiefs of Police (CACP). As such, this definition is now the property of the CACP.

The five categories illustrated above, in the private security table, highlight the broad scope of private security functions. "While these [categories] are described as pure types, one category can well include elements of another or even elements of several categories, so there is not always a clear differentiation of function."(PFG, 4) For the purposes of this thesis paper, only the *enhanced security level (level II)* will be analyzed further because it is the one category that engages in activities that are the *most* similar to police functions. Not only are their functions somewhat similar, it is precisely this private security category that is beginning to assume functions traditionally performed by public police, exemplified by Intelligarde International, and as such, requires stricter guidelines to work within. As such, a recommended regulatory framework for this specific category of the private security industry will be discussed next.

5.1.1 Recommended regulatory framework for Enhanced Security personnel

Now that we have defined exactly *who* we are trying to regulate, following are a number of key recommendations on *how to improve* the existing regulatory framework for enhanced security personnel. These recommendations are based on a complete assessment of the CGSB national standards, a review of each piece of provincial and territorial legislation of private security in Canada, and one-on-one telephone interviews with each provincial regulatory body.

- 1) *Ensure national minimum standards are mandatory*

To ensure national minimum standards are adhered to, it is recommended that each province and territory include national standards (as outlined in section 3.3) into existing provincial legislation. It is necessary for the national standards to be developed in consultation with not only the provinces, but also with the key stakeholders (which should include representation from government at the provincial and federal level, industry leaders, industry associations, business leaders, etc.) to ensure a consistent and comprehensive standards package is developed.

The development of national standards is "in the interests of private security... Without them, clients have little assurance of quality of service and the private security industry has no means to demonstrate its quality and value."(PFG, 10) Standards would also "satisfy police anxiety with respect to the training and expertise of private security officers and persuade the police profession to embrace the notion of complementary 'para-police' services and even 'partnership'. (PFG, 11)

Interestingly, a certain dualism emerges as police push for increased mandatory standards for the private security industry. "While the adoption of standards would reassure public police that private security was more capable, accountable and worthy of trust, it could also make private police truly competitive with public police in some functions where either group might be used. (PFG, 9)

2) *Ensure mandatory training is included in national standards*

In a Police Futures Group survey⁸ commissioned in August 1998, private security agency managers were asked questions on what minimum training requirements should be in place for the industry. "Although most agreed that some form of training [was] necessary, there was little agreement on the type of training necessary or on the number of hours that should be completed. Responses ranged from companies being CGSB - CAN 133 compliant to other agencies requiring a post secondary education." (PFG, 24)

When prompted to describe the minimum number of hours that must be completed, the results ranged from "40 hours for security personnel and 36 hours for security supervisors to only 8 hours of orientation and training conducted in-house by private security companies." (PFG, 24)

For all enhanced security functions, it is recommended that British Columbia's training model, as outlined in chapter three, be a prototype for all provinces and territories. To comply with British Columbia's regulation to obtain a license, all private security guards in that province are required to complete a mandatory training program. British Columbia also requires that courses offered by other institutions in B.C. conform to the B.C. Justice Institute's training certification process before being allowed to provide the required training. This ensures that consistency across the province is achieved.

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A number of private security industry personnel were surveyed by means of mailed questionnaires and one-on-one interviews. They were asked for their opinion on the role and activities of private security in Canada. Given that those surveyed were small in number and did not constitute a representative sample, statistical inferences cannot be drawn from the data.

As noted in Chapter Three, under B.C. regulations, all licensed security personnel must complete *Basic Standards Training 1&2*. *Basic Standards Training 1* involves 40 hours of basic guard instruction. To obtain *level two*, the student is required to have previously completed level one and, in addition, must complete twenty four hours of classroom practical training. This is the prototype that could be adopted by all provinces and territories. By adopting this model, other provinces and territories avoid reinventing the wheel by developing a new training model from scratch. At the same time, and more importantly, if all provinces and territories were to adopt the same training model, consistency between all jurisdictions could be assured.

3) *Improve enforcement of regulations*

To enforce legislation, each province should have a dedicated “compliance” department to enforce existing provincial regulations. An increased number of personnel would be required to assume the new duties of “compliance agent”.

Currently, many provincial government departments complain that they are unable to follow up with licensed agents and agencies to ensure existing laws and regulations are being adhered to.

4) *Stronger penalties for ‘door-slamers’*

Door-slamers are a grave concern for most provincial regulatory departments. ‘Door-slamers’ are defined as new start-up companies that “low-ball” for contracts, hire untrained people, close shop and move somewhere new after making a profit. To

ensure the quality of private security agencies, regulations must be implemented to make it more difficult for “door slammers” to start a new private security/private investigation agency in Canada. The requirements, background, experience and expertise must be at the sanctioned level before a license is granted.

5) *Lobby Northwest & Nunavut Territorial governments to invoke legislation*

As outlined in Chapter Three, all provinces and territories regulate the private security industry with the exception of the Northwest Territories and Nunavut. To ensure a consistent approach across the country, and to avoid door-slamers moving from one jurisdiction to another unnoticed, all provinces and territories should be *active* regulators of private security personnel.

Discerning **who** will likely be responsible for making these recommended improvements to existing regulation will be discussed next.

5.3 Future regulator

Determining who will most likely regulate the private security industry is based on the likelihood of one of three things happening: (1) maintaining status quo (2) industry self-regulation or (3) increased government-regulation.

Maintaining the status quo benefits the large number of those in the private security

industry who perform basic security functions and reject the notion that all agencies must provide minimum training for employees, due primarily to the costs involved. On the other hand, the enhanced security firms that are working towards winning municipal policing contracts and are assuming quasi-police functions, welcome attempts to improve and enforce regulations.

Improved regulations do provide increased credibility for all private security firms in the contract-bidding process. However, with policymakers and the public police developing policy positions and pressuring the industry and government to act, it is only a matter of time before regulation is improved. This kind of pressure is exemplified by B.C.'s Oppal Commission Report, as outlined in Chapter Two. It wasn't until a private security agent was shot on-duty that the provincial government felt the need to act by pushing for increased regulation and minimum training requirements.

However, proponents who argue that the status quo will likely continue into the next century point to the 1974 Ontario Task Force on Policing in Ontario, as outlined in Chapter Three. The task force recommended improved training and standards for the industry. These issues are precisely what we continue to struggle with well over 20 years later.

So if the problem was recognized, and recommendations were made but never followed-up on, how can the argument be made that anything would change now? The

answer can be found not only in the growth of the industry, which has sparked renewed interest by public police, government and policy-makers, but more importantly in the changing role of the private security industry (exemplified by the case of Intelligarde International, as discussed in chapter two), which has peaked *new* interest.

Based on the number of policy positions developed by public police agencies and associations, the growing critical literature written on the topic and the pressure the Solicitor General of Canada is now beginning to come under by public police *and* the public (e.g. increased media attention, criminal charges brought against private security firm by Canadian citizens, as outlined in S. 2.3), the likelihood that the regulation of the industry will maintain the status quo is highly unlikely. And so, only two other possibilities remain: self-regulation or increased government regulation.

One possibility for the effective regulation of the private security industry in the next century is the concept of self-regulation. Self-regulation would require the industry to agree on who should regulate them (whether it be an existing or new association) as well as come to a consensus on the required minimum standards for all private security personnel and agencies.

The United Kingdom is one good example of the self-regulation of the private security industry (See *Appendix D for overview of private security legislation in the Netherlands and Europe*). At present, the U.K. has no legislation and self-regulation is completely voluntary. Despite the fact that there is a British Security Industry Association, many

companies do not belong to any voluntary associations and, therefore do not conform to any minimum standards.

United Kingdom M.P. Bruce George, who is a strong advocate of government regulation, points to two significant problems inherent to self-regulation. "These problems are the level of criminality in the industry and the general ineffectiveness of voluntary self-regulation." (Gerden, 36) George explains that "since membership is voluntary, many firms do not join the associations. In addition, he spoke of the conflict of interest that occurs when industries regulate themselves, while having to look after their members interest and the public interest." (Gerden, 36)

Whether here at home, or in the U.K., "opponents of self-regulation of the private security industry believe that the industry is too diverse to be sufficiently controlled by an association or associations." (Gerden, 37) In an interview with Intelligarde International President, Ross McLeod, he echoes the notion that self-regulation is not the most effective regulatory scheme when he says, "self-regulation is a massive contradiction because that would mean that we're regulated by our competitors." McLeod also points out that there is "no way that an entire industry will agree on anything, especially what amount of training is adequate, it's just too competitive." Many in the industry recognize the concerns raised and welcome new regulations. "We want to be regulated better — it only makes us look more credible" confirms McLeod.

In fact, McLeod is not alone when stating that self-regulation is not what the industry wants *or* needs. Based on the Police Futures Group survey of private security managers, 62 per cent of private security managers believe that the private security industry should be regulated by government. Only 25 per cent believe that the industry should be self-regulating. The 25 per cent surveyed that believed the industry should be self-regulating were hard pressed to name any individual, group or association that could assume a leadership role." (PFG, 25) The fact that even industry insiders have difficulty naming a potential leader for self-regulation "reveals a significant obstacle facing the effective self-regulation of the industry." (PFG, 25)

Despite the industry's seeming reluctance to assume the responsibility to regulate itself, it is also very unlikely that the government would give up control to an industry that has such a direct impact on the public at large. In summary, as previously outlined in Section 5.1, I expect the changing role of enhanced private security personnel to be met with improved regulations including minimum standards and required training which will be administered under strict government control.

5.4 Theoretical implications

If, as proposed in this chapter, the growth and changing role of enhanced private security personnel, coupled with pressures from the public, the industry, and the public police, lead to an improved regulatory framework under government control, then this will have significant impacts on the theoretical debate of modernism vs. postmodernism

outlined in Chapter Four.

The tenet that government will likely be the regulator of the private security industry in the century to come would appear to contradict the very theoretical foundation that Reiner (1992); O'Malley (1996); Scheptycki, (1996) et al. base the postmodern debate on — that the “modern policing model no longer provides an adequate explanatory frame of reference and that contemporary changes indicate a new but still developing post modern model of policing.” (Murhpy, 1) The postmodern model of policing should involve less government control and fewer government regulations imposed on the private security industry. Under the postmodern policing paradigm, “[t]he nation state becomes a less significant locus of power.” (Reiner, 777)

However, the future government regulatory framework also brings into question O'Malley's argument that under postmodernism, “the state ceases to be the directive core attracting to itself a monopoly of functions, and instead begins to shed or share many activities and responsibilities.” (O'Malley, 367) In fact, if private security was an example of postmodernism, then government's responsibility for security would be marginalized and the power of decision-making would be removed from the control of the state.

Therefore, if, as stipulated in Chapter Four, one of the *trademarks* of a modern society is the state's monopoly of policing services, then it would appear as though we are **not**

moving towards a postmodern framework of policing. If "policing within a modern state [is] fundamentally a responsibility of public government" (Shearing, 209) and government will likely continue to assume responsibility for the regulation of the industry in the next century, it is my contention that we do not appear to be moving away from a modern police paradigm towards a postmodern one.

Conclusion

To answer the fundamental thesis question, — *how has the private security industry evolved to date and what theoretical implications are attached to this evolution?* — each chapter has provided the reader with critical pieces of information that trace the evolution of private policing from its pre-modern forms to its current Canadian manifestation, and concludes by analyzing what the next phase of this evolution might look like. In doing so, new questions for future research emerge.

Further research will be needed to define the parameters of any future partnership between public and private police. Although a rough picture of what roles each might assume was outlined in Chapter Five, it will be necessary to develop a working partnership model that sets out boundaries for this ongoing relationship.

The process of defining an appropriate and relevant partnership model, which in part involves determining what roles will be assumed by each sphere, has already started. The Police Futures Group not only surveyed private security, public police and government (see chapters two, three, and five) to establish a baseline measurement of roles and responsibilities for all spheres, a conference on the topic was also scheduled for November, 1999. The first national conference of its kind, *Police and Private Security: What the Future Holds*, was a first step towards building an effective partnership model in cooperation with the key private and public policing stakeholders.

Representatives from the fields of private and public policing, academia, government and associations gathered to grapple with this very issue.

Future research will also be required to determine the appropriate level of government involvement in the industry's future regulatory framework. This research will have obvious impacts on the theoretical debate of modernism versus postmodernism because if, as outlined in chapter five, government has enhanced control over the private security industry in the next century, even if public police were to privatize specific functions (e.g. crime prevention functions, by-law enforcement, etc), the private security personnel performing these newly-assumed functions would still be under government control and, as such, a state-centred monopoly on the policing function would be maintained. This notion of centralized government control is a fundamental building block of modernism and therefore contradicts the postmodern rationale.

Based on the analysis of private policing in Canada, as outlined within this thesis, the argument has been presented that enhanced private security personnel and agencies may *not* constitute examples of postmodernism. However, this theoretical question of whether private security is an example of the shift towards a postmodern policing model in Canada will likely be revisited as the industry continues to evolve.

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APPENDIX A

Samuel Walker (1977) in his text **"A Critical History of Police Reform"** claims that the reasons for the adoption of the modern police model can be effectively explained by three distinct schools of thought.

The first school of thought is characterized as the **"heroic"** view of the police. As the agents of law and authority, this argument claims that the police contribute to the **"progress of civilization."**(Walker, 30) This Whiggish account of police historiography finds its origins in historian's accounts of the English police in particular. Simply put, this thesis contends that the public police in England made a significant contribution to the civilizing of English society.

The second dominant school of thought on public police is the **"urbanization-social control thesis."** This school of thought is premised on the argument that public police **"emerged in response to the growing urbanization and resulting social disorder of Anglo-American society in the early nineteenth century."**(Walker, 30) This thesis claims that the growth of urban centres, combined with increased rates of immigration and increased social unrest resulting in riots led to the creation of the first police departments. Similar to other agencies such as the schools and social services, **"the modern police penetrated the daily lives of citizens as never before and were designed to create, maintain and extend order in an increasingly complex urban-industrial society."**(Walker, 30) This Whiggish account of the adoption of a public police model assumes that the public police are neutral entities reacting to the natural progression from an 'uncivilized' to a 'civilized' society and that the public police were necessary for the survival of a fit society. It ignores the fierce debates over the critical view that contends police were used to benefit specific groups.

The final model is best described as the new legal historian's alternative to the **"urbanization-social control thesis"** - it is the **"Marxist interpretation of American police history."** Although there are no complete Marxist writings on the history of American police, Walker contends that a Marxist interpretation would be quite simple: **"American society is based on a capitalist economy; the institutions of society reflect the interests of the dominant economic groups; the police play their assigned role by repressing those groups and individuals who threaten the elite."**(Walker, 31) This Marxist perspective uses examples such as police response to political movements and the history of labour relations to underscore the premise that police reflect the interests of the elite.

APPENDIX B

La présente norme a été élaborée sous les auspices de l'OFFICE DES NORMES GÉNÉRALES DU CANADA (ONGC), qui est un organisme fédéral relevant du ministère des Approvisionnements et Services. L'ONGC participe à la production de normes facultatives dans une gamme étendue de domaines, par l'entremise de ses comités des normes qui se prononcent par consensus. Les comités des normes sont composés de représentants des groupes intéressés aux normes à l'étude, notamment les fabricants, les consommateurs et autres utilisateurs, les détaillants, les gouvernements, les institutions d'enseignement, les associations techniques, professionnelles et commerciales ainsi que les organismes de recherche et d'essai. Chaque norme est élaborée avec l'accord de tous les représentants. Le Conseil consultatif du Ministre pour l'ONGC passe en revue les décisions prises par consensus.

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AGENTS DE SÉCURITÉ EN UNIFORME

INTRODUCTION

In establishing criteria for the selection of uniformed security guards, it has been considered desirable to give guidance to the user concerning some aspects that may or may not be part of the content. *Health* — notwithstanding the content of the health requirements in this standard, there will be a need for users to waive certain health requirements where a particular duty requirement will permit the use of a mobility-impaired person. *Security Clearances* — there are no requirements in this standard for security clearances to be undertaken and obtained. However, where the duties of security guards may provide access to data or material of a sensitive or high value nature, users of this standard may wish to require specific security clearances. *Bonding* — bonding requirements are also not covered. Bonding is usually a prerequisite to licensing by appropriate jurisdictions but may not be universally required. *Civil Liability* — the need for coverage for civil liability should be considered in connection with the utilization of security guards. *Training Programs* — the attention of users is drawn to the remarks that form a preamble to the Training Program. *First Aid Training* — training and qualification in First Aid is not a requirement of this standard. First Aid training and qualification is considered desirable and has therefore been included herein as an option which can be invoked by users.

1. SCOPE

- 1.1 This standard sets out criteria to be used when selecting uniformed contract and in-house security guards for the protection of people, property and information. It covers requirements for contract and in-house security guards and provides a security guard pre-assignment training program (Appendix A). The duties of security guards are also outlined (Appendix B).

INTRODUCTION

Lors de l'établissement des critères de sélection des agents de sécurité en uniforme, il a été jugé souhaitable d'offrir des conseils aux utilisateurs sur certains aspects pouvant faire partie ou non du contenu. *Santé* — nonobstant la teneur des exigences de la présente norme relatives à la santé des agents, il sera nécessaire que les utilisateurs dérogent à certaines de ces exigences lorsque les besoins d'une tâche particulière permettent d'utiliser les services d'une personne ayant de la difficulté à se mouvoir. *Contrôles de sécurité* — la présente norme ne contient aucune exigence en matière de contrôles de sécurité devant être effectués et obtenus. Toutefois, lorsque, dans l'exercice de leurs fonctions, les agents de sécurité ont accès à des données ou matériels de valeur ou de nature confidentielle, il est possible que les utilisateurs de la présente norme désirent des contrôles de sécurité spécifiques. *Garanties* — les exigences en matière de garanties ne sont pas non plus régies par la présente norme. Les garanties constituent généralement une condition préalable de l'autorisation émise par les autorités concernées mais ne sont pas universellement requises. *Responsabilité civile* — il convient de considérer le besoin de couverture en matière de responsabilité civile dans le cadre de l'emploi des agents de sécurité. *Programmes de formation* — on attirera l'attention des utilisateurs sur les remarques qui constituent le préambule du programme de formation. *Formation en matière de premiers soins* — la formation et la qualification en matière de premiers soins ne constituent pas une exigence de la présente norme. La formation et la qualification en matière de premiers soins sont considérées souhaitables et, par conséquent, elles ont été incluses dans la présente norme en tant qu'option à laquelle les utilisateurs peuvent avoir recours.

OBJET

La présente norme fixe les critères à utiliser pour effectuer la sélection des agents de sécurité en uniforme, internes et sous contrat, affectés à la protection des personnes, des propriétés et de l'information. Elle régit les exigences visant les agents de sécurité internes et sous contrat et offre aux agents de sécurité un programme de formation qu'ils doivent suivre avant leur affectation (annexe A). Les tâches des agents de sécurité sont également décrites (annexe B).

2. TERMINOLOGY

2.1 The following definitions are applicable to this standard.

Access/Egress Control Function (Fonction de contrôle d'entrée/de sortie)

The control of pedestrian and/or vehicular movement and/or the monitoring or checking of people, articles or vehicles entering or leaving a designated area, in accordance with orders.

Appropriate Authority (Autorité pertinente)

The person or body designated in orders as having responsibility for that particular matter.

Area Protection System (Système de protection de secteur)

An alarm system established to detect abnormal conditions within the area being protected.

As Directed (Comme indiqué)

In accordance with orders.

Authorized (Autorisé)

Expressly permitted by orders.

Mobility Impaired Person (Personne ayant de la difficulté à se mouvoir)

A person who is unable to move freely without human or mechanical assistance.

Orders (Règlements)

Standing Orders, Post Orders or other written or verbal instructions from an appropriate authority.

Perimeter Protection System (Système de protection de périmètre)

An alarm system established to detect abnormal conditions on the perimeter of the area being protected.

Point or Object Protection System (Système de protection d'un point ou d'un objet)

An alarm system established to detect abnormal conditions at or near a specific point or object.

Post (Poste)

A place within the work site to which a guard is assigned for duty.

Property (Propriété)

Property as defined in Section 2 of the Criminal Code of Canada ("property").

Reporting Station (Station de vérification)

A point at which a guard is required by orders to report.

TERMINOLOGIE

Les définitions suivantes s'appliquent à la présente norme.

Agent de sécurité (Security Guard)

Toute personne employée ou embauchée sous contrat dans le but principal de veiller à la protection d'une ou de plusieurs personnes ou d'une propriété, ou les deux.

Autorisé (Authorized)

Expressément permis par les règlements.

Autorité pertinente (Appropriate Authority)

Personne ou organisme désigné conformément aux règlements comme ayant la responsabilité en cette matière particulière.

Comme Indiqué (As Directed)

Conformément aux règlements.

Contrôles de sécurité (Security Clearance)

Autorisation officielle donnée par les autorités compétentes permettant l'accès à des secteurs désignés ou à de l'information ou permettant l'exécution de tâches désignées, ou les deux.

En uniforme (Uniformed)

Doit porter l'uniforme conformément aux exigences du par. 3.5 de la présente norme.

Fonction de contrôle d'entrée/de sortie (Access/Egress Control Function)

Contrôle de la circulation des véhicules ou des piétons, ou les deux, et (ou) contrôle ou vérification des personnes, des articles ou des véhicules entrant dans un secteur désigné ou le quittant, conformément aux règlements.

Lieu de travail (Work Site)

La zone, l'adresse ou l'emplacement faisant l'objet d'une protection.

Non autorisé (Unauthorized)

Sans mandat.

Personne ayant de la difficulté à se mouvoir (Mobility Impaired Person)

Toute personne incapable de se déplacer librement sans l'aide d'un appareil mécanique ou d'une personne.

Poste (Post)

Endroit du lieu de travail auquel un agent de sécurité est affecté dans le cadre de ses fonctions.

Propriété (Property)

Propriété définie dans l'article 2 du Code criminel du Canada ("Propriété").

Security Clearance (Contrôles de sécurité)

A formal authorization given by the appropriate authority for access to designated places or information and/or for the performance of designated tasks.

Security Guard (Agent de sécurité)

A person employed or contracted principally to protect person(s) and/or property.

Supervisor (Superviseur)

A person employed or contracted principally to supervise one or more security guards.

Unauthorized (Non autorisé)

Not authorized.

Uniformed (En uniforme)

Required to wear a uniform which conforms to the requirements of par. 3.5 of this standard.

Work Site (Lieu de travail)

The area, address or location being protected.

Règlements (Orders)

Règlements permanents, règlements affichés ou autres consignes verbales ou écrites émises par une autorité compétente.

Station de vérification (Reporting Station)

Endroit où doit se rendre un agent de sécurité conformément aux règlements aux fins de vérification.

Superviseur (Supervisor)

Toute personne employée ou embauchée sous contrat dans le but principal de superviser un ou plusieurs agents de sécurité.

Système de protection de périmètre (Perimeter Protection System)

Système d'alarme établi pour détecter toutes situations inhabituelles survenant dans le périmètre du secteur protégé.

Système de protection de secteur (Area Protection System)

Système d'alarme établi pour détecter toutes situations inhabituelles survenant à l'intérieur du secteur protégé.

Système de protection d'un point ou d'un objet (Point or Object Protection System)

Système d'alarme établi pour détecter toutes situations inhabituelles survenant en un point ou à l'endroit où se trouve un objet spécifique ou près de ce point ou de cet objet.

3. DETAIL REQUIREMENTS

3.1 Age — All guards must meet the minimum age requirements for employment for the jurisdiction in which they are employed.

3.2 Health

3.2.1 Certification of Health — Where certification of health is required (par. 4.1), certification shall be by a person practicing in the appropriate field and who is licensed to do so in the province in which certification occurs.

3.2.2 Mental and Physical Health — All guards must be in a good mental and physical state of health consistent with the ability to perform their safety and security tasks. Inordinate use of, or addiction, to drugs or alcohol shall be a cause for rejection.

3.2.3 Visual Acuity — Eyesight shall be equal to or better than 20/60 in both eyes without glasses/lenses or equal to or better than 20/20 in one eye and 20/30 in the other when using glasses or contact lenses. Individuals with active or progressive ocular disease shall not normally be acceptable for duty as security guards. If accepted, these guards shall be required to

EXIGENCES GÉNÉRALES

Âge — Tous les agents doivent répondre aux conditions d'âge minimum d'emploi dans la juridiction où ils sont employés.

Santé

Certificat médical — Lorsqu'un certificat médical est requis (par. 4.1), celui-ci doit être établi par une personne exerçant dans le domaine pertinent et autorisée dans la province où ce certificat est établi.

Santé mentale et physique — Tous les agents doivent jouir d'une bonne santé physique et mentale leur permettant d'exécuter leurs tâches de protection et de sécurité. Un usage immodéré de stupéfiants ou d'alcool ou une accoutumance aux stupéfiants ou à l'alcool constitue une cause de rejet.

Acuité visuelle — La vision des deux yeux doit être égale ou supérieure à 20/60 sans port de lunettes ou verres de contact ou égale ou supérieure à 20/20 dans un oeil et 20/30 dans l'autre avec port de lunettes ou de verres de contact. Les personnes souffrant d'une maladie oculaire active ou évolutive ne doivent pas normalement être autorisées à occuper le poste d'agent de sécurité. Lorsque de telles

show certification at appropriate intervals to attest to meeting the eyesight requirements set out above.

3.2.4 **Hearing** — Hearing loss in each ear — corrected if necessary to meet the requirement — shall be less than 30 dB when tested by audiogram for frequencies below 2000 Hz.

3.2.5 **Speech** — There shall be a clear ability to communicate orally efficiently and effectively. Moment-of-crisis communication necessitates that guards shall be free from a pronounced speech impediment.

3.2.6 **Sense of Smell** — Guards shall have the ability to sense odours.

3.3 **Citizenship/Employment Authorization** — Security guards shall be Canadian citizens, landed immigrants or permanent residents of Canada holding a valid employment authorization document.

3.4 **Language and Communication** — Security guards must be able to read, write, speak and comprehend the languages required (par. 4.1) by the user efficiently and effectively as evidenced by the ability to perform the following:

3.4.1 **Oral** — Conduct face-to-face and telephone conversations with colleagues and members of the public concerning services, publications, locations, numbers, times, dates, etc.; describe how work is to be done, what work has been assigned, steps to be followed, etc.; give clear accurate descriptions of events (occurrences) witnessed.

3.4.2 **Reading and Comprehension** — Read orders, duties and procedures and show that the written material that has been read is understood.

3.4.3 **Writing** — Compose and write short narrative duty reports in a clear and concise manner.

3.5 **Uniforms** — Security guards shall wear a uniform in the form described by the employing security service.

Uniforms shall:

- a. identify the employing security service
- b. bear the word "Security" in a visibly evident location
- c. conform to the requirements of the applicable licensing authority
- d. be readily distinguishable from the uniforms of public police.

3.6 **Deportment and Appearance** — The standard of deportment and appearance for security guards can be expected to be required to be at least as high as in

personnes sont acceptées à ce poste, il leur sera demandé de présenter à intervalles raisonnables un certificat attestant que les exigences en matière de vision indiquées ci-dessus sont toujours respectées.

Ouïe — Le niveau de surdité de chaque oreille — corrigée le cas échéant pour se conformer aux exigences — mesuré par un audiogramme, doit être inférieur à 30 dB pour les fréquences inférieures à 2000 Hz.

Élocution — L'agent doit clairement faire preuve d'une aptitude à communiquer verbalement de manière efficace et efficiente. En raison des moments où il est requis de communiquer de manière urgente, il est essentiel que les agents de sécurité ne souffrent pas d'un défaut d'élocution prononcé.

Odeur — Les agents doivent être capables de sentir les odeurs.

Citoyenneté/permis de travail — Les agents de sécurité doivent être citoyens canadiens, immigrants reçus ou des résidents permanents au Canada en possession d'un permis de travail valide.

Langue et communication — Les agents de sécurité doivent pouvoir lire, écrire, parler de manière efficace et efficiente dans les langues requises (par. 4.1) par l'utilisateur et également les comprendre comme l'exige la capacité d'exécuter les tâches suivantes:

Communications verbales — Conduire des conversations de personne à personne et par téléphone avec des collègues et les membres du public concernant les services, les publications, les emplacements, les numéros, les heures, les dates, etc.; décrire la manière d'accomplir les tâches, indiquer quelles tâches ont été assignées, les marches à suivre, etc.; donner des descriptions claires et précises des événements (incidents) dont ils ont été témoins.

Lecture et compréhension — Lire les ordres, les tâches et les procédures et indiquer qu'ils comprennent les documents qu'ils lisent.

Écriture — Composer et écrire de brefs comptes rendus de tâches de manière claire et concise.

Uniformes — Les agents de sécurité doivent porter l'uniforme décrit par le service de sécurité employeur.

Les uniformes doivent:

- a. identifier le service de sécurité employeur
- b. porter le mot "sécurité" à un endroit bien visible
- c. se conformer aux exigences des autorités de réglementation concernées
- d. se distinguer facilement des uniformes des agents de police.

Tenue et apparence — On s'attend à ce que la tenue et l'apparence des agents de sécurité répondent à une norme au moins aussi élevée que celle régissant toute autre

any other work situation where the worker is in contact with the public. Security guards, therefore, are expected to maintain a high standard of civility, deportment, appearance and sobriety. When in contact with the public, security guards will reflect appropriate courtesies and forms of address.

3.7 Training and Experience

3.7.1 Where certification of a level of training and experience with respect to any or all guards is required (par. 4.1), such certification shall be provided by the supplier of guards to the client.

3.7.2 **Basic Training Course** — The basic training course is set out in Appendix A. The course may be available through provincial vocational institutes or on an in-house basis by companies operating as security guard agencies.

3.7.3 **Experience and Training Requirements** — To meet the requirements of this standard, security guards shall have successfully completed the Basic Training Program set out in Appendix A. Provided this requirement is met prior work experience shall not be necessary.

3.7.4 **First Aid Training** — Where training and qualification in First Aid is required (par. 4.1), training/qualification must be by the Saint John Ambulance or other recognized First Aid training institutions or qualified instructor.

3.8 **Duties** — An outline of the duties that guards can be expected to undertake is provided in Appendix B.

4. NOTES

4.1 **Options** — The following options must be specified in the application of this standard.

- a. If certification of health is required (par. 3.2.1)
- b. Language(s) required (par. 3.4)
- c. If certification of a level of training and experience is required (par. 3.7.1)
- d. If guards trained in First Aid are required (par. 3.7.4).

situation de travail où le travailleur est en contact avec le public. Par conséquent, on s'attend à ce que les agents de sécurité fassent preuve d'une grande politesse, d'une bonne tenue et apparence et de sobriété. Lorsqu'ils se trouvent en contact avec le public, les agents de sécurité doivent avoir une attitude courtoise et s'adresser au public de manière appropriée.

Formation et expérience

Lorsqu'un agent de sécurité ou tous les agents doivent fournir la preuve qu'il a ou qu'ils ont atteint un certain niveau de formation et d'expérience (par. 4.1), une telle preuve de qualification doit être donnée par la personne ou l'organisme qui fournit les agents au client.

Cours de formation de base — Ce cours de formation de base est présenté dans l'annexe A. Il est offert par des établissements provinciaux de formation professionnelle ou sur une base interne par des entreprises de services d'agents de sécurité.

Exigences en matière de formation et d'expérience — Pour satisfaire aux exigences de la présente norme, les agents de sécurité doivent avoir terminé avec succès le programme de formation de base indiqué dans l'annexe A. Lorsqu'ils ont répondu à cette exigence, l'expérience pratique ne doit pas constituer une condition nécessaire d'emploi.

Formation en matière de premiers soins — Lorsqu'il est requis d'avoir une formation et une qualification en matière de premiers soins (par. 4.1), cette formation/qualification doit être obtenue auprès de l'ambulance Saint-Jean ou d'autres organismes de formation en premiers soins ou de tout autre instructeur qualifié.

Tâches — Un aperçu des tâches que l'on s'attend à voir exécuter par les agents de sécurité est donné dans l'annexe B.

REMARQUES

Options — Les options suivantes doivent être précisées lors de l'application de la présente norme.

- a. S'il est requis de fournir un certificat médical (al. 3.2.1)
- b. Langue(s) requise(s) (par. 3.4)
- c. S'il est requis d'attester d'un niveau de formation et d'expérience (al. 3.7.1)
- d. S'il est requis que les agents aient subi une formation en matière de premiers soins (al. 3.7.4).

SECURITY GUARDS BASIC (PRE-ASSIGNMENT) TRAINING PROGRAM

PREAMBLE

The following pre-assignment formal training is intended to provide persons with the occupational and behavioural skills and attitudes necessary to professionally function as a security guard as required by the Private Investigators and Security Guards Act, provincial regulations and in accordance with other legislation, i.e. , Criminal Code of Canada, Fire Prevention Act and Regulations, etc. Successful completion of this basic training will provide security guards with the concepts and knowledge whereby they may function effectively and efficiently as security staff. The subjects covered are intended to provide security guards with a sound basis on which to deal with a myriad of on-the-job responsibilities in a professional manner. Many tasks performed are quasi law enforcement in nature, where good public relations and awareness of the limits of legal powers and the use of force are extremely important. Security guard candidates on the successful completion of this training, will be able to properly:

- a. deal with the public in a professional and ethical manner
- b. arrest or detain people within the limits specified under the Criminal Code and be aware of the rights and freedoms of individuals
- c. communicate effectively, both verbally and in writing
- d. present verbal and material evidence in Court
- e. write reports, protect evidence and conduct themselves appropriately in court
- f. direct traffic
- g. detect or prevent thefts and vandalism
- h. deal with intrusion alarms
- i. react and take appropriate measures in the event of fire
- j. respond to bomb threats and
- k. perform most duties experienced by a security guard.

PROGRAMME DE FORMATION DE BASE DES AGENTS DE SÉCURITÉ (AVANT L'AFFECTATION)

PRÉAMBULE

La formation officielle suivante que doivent subir les agents de sécurité avant leur affectation a pour but de leur permettre d'acquérir les aptitudes et les attitudes comportementales et professionnelles nécessaires pour remplir leurs tâches en qualité d'agents de sécurité professionnels conformément aux lois sur les détectives privés et les gardes de sécurité, aux règlements provinciaux et conformément à toute autre législation, c.-à-d., le Code criminel du Canada, la Loi et le Règlement sur la prévention des incendies, etc. Une fois complétée avec succès cette formation de base, les agents de sécurité auront assimilés les concepts et les connaissances leur permettant d'accomplir leurs tâches de manière plus efficace. La matière examinée vise à offrir aux agents de sécurité des connaissances fondamentales sur la façon d'agir de manière professionnelle, en cours d'emploi, dans le cadre d'innombrables responsabilités. De nombreuses tâches à accomplir consistent presque, de par leur nature, à faire appliquer la loi et, de ce fait, il est extrêmement important que les agents de sécurité entretiennent de bonnes relations avec le public et qu'ils connaissent les limites des pouvoirs et forces pouvant être exercés et employés en toute légalité. Les candidats, après avoir complété cette formation avec succès, seront en mesure:

- a. de se conduire de manière professionnelle et éthique avec le public
- b. d'arrêter ou détenir les individus dans le cadre des limites spécifiées par le Code criminel et de connaître les droits et libertés des individus
- c. de communiquer efficacement, aussi bien verbalement que par écrit
- d. de présenter des preuves matérielles et verbales devant les tribunaux
- e. d'écrire des rapports, de protéger les preuves et de se conduire de manière compétente devant les tribunaux
- f. de diriger la circulation
- g. de détecter ou prévenir les vols et le vandalisme
- h. de prendre les mesures appropriées lors du déclenchement des alarmes anti-intrusion
- i. de réagir et prendre les mesures appropriées en cas d'incendie
- j. de réagir face aux menaces de bombes et
- k. d'exécuter la plupart des tâches incombant à l'agent de sécurité.

MINIMUM HOURS OF TRAINING AND PROGRAM CONTENT

<i>Content</i>	<i>Minimum Hours of Training</i>
A — Professionalism and Public Relations	2
B — Duties and Responsibilities — General	4
C — Legal Authority, Duties and Responsibilities	6
D — Alarm Systems/Physical Security Controls	2
E — Traffic Control	1
F — Explosive Devices/Bomb Threats	2
G — Personnel/Material Access Control	3
H — Report-Writing/Notetaking/Evidence	3
I — Fire Detection/Prevention/Safety	6
J — Patrol Procedures	4
K — Labour Relations	2
L — Relations with Public Law Enforcement Authorities	1
M — Administration/Introduction/Evaluation of Candidates' Knowledge	4
	40

NOMBRE D'HEURES MINIMUM DE FORMATION ET CONTENU DU PROGRAMME

<i>Contenu</i>	<i>Nombre d'heures minimales de formation</i>
A — Conscience professionnelle et relations publiques	2
B — Tâches et responsabilités — Généralités	4
C — Autorité légale, tâches et responsabilités	6
D — Contrôles de sécurité physique des systèmes d'alarme	2
E — Contrôle de la circulation	1
F — Dispositifs explosifs/Menaces de bombes	2
G — Contrôle des accès de personnel/matériel	3
H — Rapport écrit/Prise de notes/Déposition	3
I — Détection/Prévention des incendies/Sécurité	6
J — Procédures de patrouillage	4
K — Relations professionnelles	2
L — Relations avec les pouvoirs publics chargés de l'application des lois	1
M — Administration/Introduction/Évaluation des connaissances des candidats	4
	40

A. PROFESSIONALISM AND PUBLIC RELATIONS

Minimum Duration: 2 hours

"A profession is a personal thing that man acquires. It cannot be inherited. It cannot be bequeathed. Only he who, having made the acquisition, puts to use that knowledge and skill with all his ability and complete dedication of purpose can be truly called a professional."

R.E. Onstad

- A.1 A security guard is expected to project an image of professionalism at all times. During the course of his/her duties, a security guard will often be visible to, and have to interact with, a variety of publics, including customers, visitors, employees, tenants and the general public. Often the guard is the first (and sometimes the only) source of contact with the general public. Because they constitute by far the largest segment of the security industry, and because of their visibility and interaction with the public, the conduct of security guards is vital to the maintenance of a professional image for the industry as a whole. This session will review the general personal qualities and human relations skills required of a security guard in performing his/her duties.

CONSCIENCE PROFESSIONNELLE ET RELATIONS PUBLIQUES

Durée minimale: 2 heures

"Une profession est acquise. Elle ne peut être héréditaire. Elle ne peut être léguée. Seul celui qui a acquis des connaissances et des compétences qu'il a mises en pratique dans la mesure de ses capacités et en vue de la réalisation d'un objectif peut vraiment être qualifié de professionnel."

R.E. Onstad

On attend de l'agent de sécurité qu'il fasse preuve de conscience professionnelle en tout temps. Dans le cadre de ses fonctions, l'agent de sécurité est souvent en contact avec différents membres du public, comprenant les clients, les visiteurs, les employés, les locataires et le grand public. L'agent constitue souvent le premier lien (et souvent le seul) avec le grand public. Étant donné que les agents de sécurité représentent de loin le plus large segment de l'industrie de la sécurité, et en raison de leur visibilité et de leur interaction avec le public, la manière dont ils se conduisent influe directement sur la réputation professionnelle de l'ensemble de l'industrie. Cette session portera sur les qualités personnelles générales et les aptitudes aux relations humaines requises d'un agent de sécurité dans l'exercice de ses fonctions.

A.2	This session will include a review of those personal qualities and habits associated with professionalism, including:	Cette session comprendra un examen des qualités et des habitudes personnelles associées à la conscience professionnelle, dont:
A.2.1	personal presentation:	la présentation professionnelle:
	a. well-fitted uniform	a. uniforme bien ajusté
	b. pressed and clean uniform	b. uniforme propre et repassé
	c. clean shoes	c. chaussures propres
	d. clean and neatly groomed hair	d. cheveux propres et bien coiffés
	e. personal cleanliness	e. propreté personnelle
A.2.2	conduct and deportment:	le comportement et la tenue:
	a. courteous and friendly	a. courtois et amicaux
	b. dignified and confident	b. dignes et assurés
	c. calm and composed at all times	c. calmes et posés en tous temps
	d. tactful and considerate	d. faisant preuve de tact et de considération
	e. exercise restraint	e. faisant preuve de retenue
	f. maintain proper physical stance	f. maintient une posture appropriée
	g. walk smartly and with purpose	g. démarche prompte et assurée
	h. maintain the work post (clean and tidy)	h. maintient la station en bon état (nette et propre)
	i. no smoking or gum chewing in public view	i. ne fume ni ne mâche de la gomme en public
A.2.3	discipline and integrity:	la discipline et l'intégrité:
	a. obey rules, orders and the law	a. obéit aux règlements, aux ordres et à la loi
	b. set an example	b. donne l'exemple
	c. be reliable and punctual	c. est fiable et ponctuel
	d. get the job done	d. accomplit son travail
	e. avoid offering or receiving favours	e. évite d'accorder des faveurs ou d'en recevoir
A.2.4	attitude and self-improvement:	l'attitude et le perfectionnement personnel:
	a. maintain an interest in the job	a. manifeste de l'intérêt pour son travail
	b. keep abreast of relevant new knowledge, techniques, etc.	b. se tient au courant des nouvelles connaissances, des techniques pertinentes, etc.
	c. seek and take additional refresher training	c. recherche et suit des cours de perfectionnement supplémentaires
	d. review ones own performance periodically	d. évalue régulièrement son propre rendement
A.2.5	a review of the multi-cultural heterogeneous character of Canadian society and its implications for public relations	un examen du caractère hétérogène multi-culturel de la société canadienne et de ses répercussions sur les relations publiques
A.2.6	the particular needs and concerns of young people, and how these can be accommodated within the job of the security guard	les besoins et préoccupations des jeunes, et les moyens d'y répondre dans le cadre des tâches des agents de sécurité
A.2.7	the particular needs and concerns of mobility impaired and other handicapped persons, and how these can be accommodated within the job of a security guard	les besoins et préoccupations des personnes ayant de la difficulté à se mouvoir et des autres personnes handicapées, et les moyens d'y répondre dans le cadre des tâches des agents de sécurité

A.2.8	the importance of adhering to the employer's/client's instructions with respect to attitudes and conduct towards the public.	l'importance de se conformer aux directives de l'employeur/client en ce qui concerne les attitudes et le comportement à adopter envers le public.
A.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
A.3.1	demonstrate the ability to meet the standards of personal presentation, conduct and deportment required of a security guard in the performance of his/her duties	montrer qu'il, ou elle, est capable de se conformer aux normes auxquelles doit se conformer un agent de sécurité dans l'exercice de ses fonctions en ce qui concerne sa tenue et sa conduite personnelles
A.3.2	demonstrate that he/she is able to deal with members of the public in a courteous, polite and appropriate manner	montrer qu'il, ou elle, est capable de se conduire de manière courtoise, polie et appropriée envers les membres du public
A.3.3	indicate an understanding of the concepts of discipline, integrity, appropriate attitude and self-improvement as applied to the job of a security guard	indiquer qu'il, ou elle, comprend les concepts relatifs à la discipline, l'intégrité, l'attitude appropriée et au perfectionnement personnel conformément aux exigences requises du poste d'agent de sécurité
A.3.4	demonstrate a basic knowledge of the multicultural character of Canadian society and its implications for effective public relations	montrer qu'il, ou elle, possède des connaissances de base manifestes sur le caractère multiculturel de la société canadienne et sur ses répercussions sur les relations publiques
A.3.5	demonstrate a basic knowledge of the particular needs and concerns of young, mobility impaired and other handicapped persons.	montrer qu'il, ou elle, possède les connaissances de base sur les besoins et préoccupations des jeunes, des personnes ayant de la difficulté à se mouvoir et des autres personnes handicapées.
B.	DUTIES AND RESPONSIBILITIES — GENERAL <i>Minimum Duration: 4 hours</i>	TÂCHES ET RESPONSABILITÉS — GÉNÉRALITÉS <i>Durée minimale: 4 heures</i>
B.1	Security guards protect people, property and information. This session will be designed to provide a general overview of the principal duties and responsibilities involved in security requirements.	Les agents de sécurité veillent à la protection du public, de la propriété et de l'information. Cette session est destinée à donner une idée générale des principales tâches et responsabilités requises en matière de sécurité.
B.2	This session will include:	Cette session portera sur:
B.2.1	security of people and their protection:	la sécurité du public et sa protection:
	a. from fire	a. contre les incendies
	b. in emergency evacuation procedures and measures	b. dans le cas des mesures et procédures d'évacuation d'urgence
	c. from actions of unruly groups of individuals (crowd control, etc.)	c. contre les actions des groupes d'individus indisciplinés (contrôle des foules, etc.)
	d. from injuries and situations where they could occur	d. contre les blessures et situations pouvant en provoquer
	e. from physical hazards, existing or potential	e. contre les risques de blessures physiques, existants ou possibles
	it shall also include:	elle portera également sur:
	f. employee work locations	f. les lieux de travail des employés
	g. I.D. cards, local pass systems and procedures	g. les cartes d'identité, les procédures et systèmes de laissez-passer locaux
	h. elevator and escalator operations	h. le fonctionnement des ascenseurs et des tapis roulants
	i. knowledge of all emergency phone numbers and response procedures	i. la connaissance de tous les numéros téléphoniques d'urgence et des procédures à suivre pour faire face aux situations de crise

B.2.2	security of property:	protection de la propriété:
	a. controlling access (entry and exit) of all vehicles and persons to the property	a. contrôle des points d'accès (entrée et sortie) de tous les véhicules et personnes aux propriétés
	b. fire prevention/detection	b. détection/prévention des incendies
	c. traffic control and parking	c. contrôle de la circulation et des aires de stationnement
	d. controlling keys and locks	d. contrôle des clés et verrous
	e. patrols, both internal and external	e. patrouilles, aussi bien à l'intérieur qu'à l'extérieur
	f. punch clock procedures	f. procédures concernant l'horloge de pointage
	g. lost and found procedures	g. procédures concernant les objets perdus et trouvés
	h. knowledge of property vulnerabilities and hazards	h. connaissance des points faibles ou des dangers que présentent les propriétés
	i. knowledge of utilities control locations	i. connaissance de l'endroit où se trouvent les contrôles des services publics
	j. knowledge of rules governing restricted areas	j. connaissance des règlements régissant les zones d'accès limités
B.2.3	security of information:	l'information concernant la sécurité:
	a. need for confidentiality of information	a. besoin d'assurer la confidentialité de l'information
B.2.4	types of assignments:	les types d'affectations:
	a. fixed post	a. poste fixe
	b. patrol post	b. poste de patrouille
	c. vehicle patrol	c. patrouille motorisée
	d. roving patrol	d. patrouille itinérante
B.2.5	guard communication:	les moyens de communication:
	a. radio and emergency telephone procedures	a. procédures de téléphone d'urgence et de radio
	b. post orders and specific duties	b. règlements affichés et tâches spécifiques
	c. operation of control room equipment	c. fonctionnement de l'équipement de la salle de contrôle
	d. dealing with the news media	d. rapports avec les médias chargés de l'information
	e. knowledge for liaison with law enforcement and safety agencies.	e. connaissance des liens existants entre les organismes de sécurité et de police.
B.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
B.3.1	list the principal types of security	indiquer les principaux types de sécurité
B.3.2	quote means by which persons, property and information may be protected	citer des moyens pouvant permettre de protéger l'information, les propriétés et les personnes
B.3.3	state various types of assignments	signaler les divers types d'affectations
B.3.4	have a basic knowledge of:	d'avoir des connaissances de base sur:
	a. guard duties and post orders	a. les tâches des agents et les règlements affichés
	b. communication equipment and its proper operation	b. le matériel de communication et son fonctionnement correct
	c. foot patrol planning procedures	c. les procédures de planification de patrouilles pédestres
	d. property security vulnerabilities	d. les points faibles en matière de protection des propriétés

e. security in depth including alarms, physical barriers, locking devices, lighting and access.

e. les moyens de sécurité complets comprenant les alarmes, les barrières physiques, les dispositifs de verrouillage, les éclairages et les points d'accès.

C. LEGAL AUTHORITY, DUTIES AND RESPONSIBILITIES

Minimum Duration: 6 hours

AUTORITÉ LÉGALE, TÂCHES ET RESPONSABILITÉS

Durée minimale: 6 heures

C.1 Security guards may be called upon to exercise a variety of legal powers of arrest, detention, search, seizure, inspection, use of force, etc. This session will review the sources and extent of such powers, and the legal confines within which they may be exercised. The potential legal consequences of wrongful exercise of such powers will also be covered.

Les agents de sécurité peuvent exercer leurs fonctions en vertu de divers droits légaux en matière d'arrestation, de détention, de fouille, de saisie, d'inspection, d'usage de la force, etc. Cette session étudiera les sources de tels pouvoirs et leur amplitude ainsi que les limites légales dans le cadre desquelles ils peuvent être exercés. Les conséquences de droit possibles de l'usage abusif de tels pouvoirs seront également couvertes.

C.2 This session will include:

Cette session comprendra:

C.2.1 legal status of a security guard (as citizen, agent of client/owner of property, special constable, etc.)

la personnalité juridique d'un agent de sécurité (en qualité de citoyen, agent du client/propriétaire de propriété, agent spécial, etc.)

C.2.2 the meaning and definition of consent (to the exercise of powers) in law

le sens et la définition d'autorisation (dans le cadre de l'exercice des pouvoirs) dans la loi

C.2.3 powers available to a security guard under the *Criminal Code* of Canada and *Common Law* (e.g., arrest, release, search, seizure, use of force)

les pouvoirs dévolus à un agent de sécurité en vertu du *Code criminel* du Canada et du *Droit coutumier* (par ex., arrestation, libération, fouille, saisie, emploi de la force)

C.2.4 classification of offences under the *Criminal Code*

le classement des infractions selon le *Code criminel*

C.2.5 powers available to a security guard under provincial and municipal legislation (e.g., trespass and provincial offences legislation, parking by-laws, etc.)

les pouvoirs dévolus à un agent de sécurité en vertu des lois provinciales et municipales (par ex., législation provinciale régissant les infractions et les transgressions, les règlements sur le stationnement, etc.)

C.2.6 the implications of the *Charter of Rights and Freedoms* for the exercise of legal powers by a security guard

les implications de la *Charte des droits et des libertés* dans le cadre de l'exercice des droits légaux d'un agent de sécurité

C.2.7 a brief review of the most commonly encountered security-related criminal and other offences

un bref examen des infractions criminelles liées à la sécurité les plus courantes et d'autres infractions

C.2.8 the essential features of the landlord-tenant relationship, and the respective rights and responsibilities of landlords and tenants in such a relationship

les caractéristiques de la relation entre les locataires et les propriétaires, et les droits et responsabilités respectifs des propriétaires et des locataires dans le cadre d'une telle relation

C.2.9 legal duties of security guards to assist the public police in their enforcement of the law and to turn matters over to the public police

les droits légaux des agents de sécurité d'aider les forces de police dans l'application de la loi et de renvoyer les affaires pertinentes à la police

C.2.10 examples of situations in which the various powers of a security guard may properly be exercised

des exemples de situations où les divers pouvoirs des agents de sécurité peuvent être convenablement exercés

C.2.11 practical exercises in the proper exercise of powers

des exercices pratiques en ce qui concerne l'exercice régulier des pouvoirs

C.2.12 relevant legislation concerning the licensing and regulation of security guards

la législation pertinente concernant l'agrément et la réglementation des agents de sécurité

- C.2.13 the rights of the client/employer to specify the extent to which, and circumstances under which, certain powers will be exercised by a security guard in the course of his/her duties, and the importance of adhering to the client's/employer's instructions in this regard
- C.2.14 potential legal consequences of wrongful exercise of authority (civil and criminal liability, liability to administrative sanctions, liability to discipline by employer, etc.).
- C.3 **Evaluation —** When evaluated each candidate must be able to:
- C.3.1 demonstrate (in a simulated situation) that he/she is able to effect a lawful arrest and conduct a lawful search
- C.3.2 demonstrate a basic knowledge of:
- a. the sources, extent and limits of a security guard's legal powers
  - b. the potential legal consequences of a wrongful exercise of such powers
  - c. the most commonly encountered security-related criminal and other offences
  - d. the rights and responsibilities of landlords and tenants which are relevant to the work of a security guard
  - e. the main features of government regulation of security guard services in Canada
  - f. the legal duties of security guards with respect to co-operation with public law enforcement authorities.

les droits des clients/employeurs de spécifier dans quelle mesure et dans quelles circonstances certains pouvoirs peuvent être exercés par un agent de sécurité dans le cadre de ses fonctions, et l'importance de se conformer aux consignes du client/employeur en la matière

les conséquences légales possibles de l'usage abusif de l'autorité (responsabilité civile et criminelle, assujettissement aux sanctions administratives, aux mesures disciplinaires de l'employeur, etc.).

Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:

démontrer (lors d'un exercice de simulation) qu'il, ou elle, est capable d'effectuer une arrestation légitime et conduire une fouille valide

montrer qu'il, ou elle, possède des connaissances de base sur:

- a. les sources, l'étendue et les limites des pouvoirs légaux d'un agent de sécurité
- b. les conséquences de droit possibles d'un usage injustifié de tels pouvoirs
- c. les infractions criminelles liées à la sécurité les plus fréquemment rencontrées et autres infractions
- d. les droits et responsabilités des propriétaires et des locataires qui relèvent du travail d'un agent de sécurité
- e. les principales caractéristiques de la réglementation gouvernementale régissant les services des agents de sécurité au Canada
- f. les devoirs légaux des agents de sécurité en ce qui a trait à la collaboration avec les pouvoirs publics chargés de l'application de la loi.

D. ALARM SYSTEMS/PHYSICAL SECURITY CONTROLS

Minimum Duration: 2 hours

- D.1 Security guards respond to alarms. This session will provide the candidates with a basic understanding of the principle of protective and fire alarm systems which they are likely to encounter. With some knowledge of the manner by which such systems function, proficiency is achieved by taking preventive action as well as corrective actions when legitimate emergencies are encountered.

- D.2 This session will include:

- D.2.1 full explanation of what is an alarm system
- D.2.2 types of systems
- D.2.3 types of equipment
- D.2.4 general operating procedures

CONTRÔLES DE SÉCURITÉ PHYSIQUE DES SYSTÈMES D'ALARME

Durée minimale: 2 heures

Les agents de sécurité répondent aux alarmes. Cette session permettra aux candidats d'acquérir des connaissances de base sur les principes des systèmes de protection contre les incendies et de détection des incendies qu'ils auront probablement l'occasion de rencontrer. Tout en apprenant la manière dont ces systèmes fonctionnent, les agents acquerront leur compétence en prenant les mesures préventives et correctives lors des situations d'urgence réelles.

Cette session comprendra:

- une explication complète de ce qu'est un système d'alarme
- les types de systèmes
- les types de matériel
- les procédures générales de fonctionnement

D.2.5	perimeter protection systems	les systèmes de protection de périmètre
D.2.6	area protection systems	les systèmes de protection de secteur
D.2.7	building protection systems	les systèmes de protection de bâtiment
D.2.8	point or object protection systems	les systèmes de protection de point ou d'objet
D.2.9	awareness of common causes of false alarms	la connaissance des causes courantes de fausses alarmes
D.2.10	what to do when an alarm is activated.	la manière de procéder lors du déclenchement d'une alarme.
D.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
D.3.1	explain briefly the principal differences between perimeter, area, building, and point or object protection systems	expliquer brièvement les principales différences existant entre les systèmes de protection de point ou d'objet, de bâtiment, de zone et de périmètre
D.3.2	explain the operation of alarm systems	expliquer le fonctionnement des systèmes d'alarme
D.3.3	explain the procedures to follow when an intrusion or fire alarm is triggered.	expliquer les procédures à suivre lorsqu'une alarme anti-intrusion ou d'incendie est déclenchée.
E.	TRAFFIC CONTROL	CONTRÔLE DE LA CIRCULATION
	<i>Minimum Duration: 1 hour</i>	<i>Durée minimale: 1 heure</i>
E.1	Security guards direct traffic in private and public areas. This session will cover the correct manner by which to direct vehicular and pedestrian traffic and the proper use of hand signals.	Les agents de sécurité dirigent la circulation dans les zones publiques et privées. Cette session couvrira la manière correcte de diriger la circulation des piétons et des véhicules ainsi que le bon usage des signaux manuels.
E.2	This session will include:	Cette session comprendra:
E.2.1	areas where security guards may be called upon to direct traffic	les zones où il peut être demandé aux agents de sécurité de diriger la circulation
E.2.2	clothing and equipment for night or day	les vêtements et l'équipement de jour et de nuit
E.2.3	signals and gestures	les signaux et les gestes
E.2.4	emergency vehicles	les véhicules d'urgence
E.2.5	authority	l'autorité
E.2.6	traffic control devices	les dispositifs de contrôle de la circulation
E.2.7	traffic violations	les infractions à la circulation
E.2.8	vehicle accident reporting guidelines.	les grandes lignes du rapport d'accidents de véhicules.
E.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
E.3.1	individually demonstrate the hand gestures to execute traffic signals for stopping, starting, left and right turns	montrer individuellement les gestes à exécuter pour arrêter la circulation, la remettre en marche, pour faire tourner à gauche et à droite
E.3.2	demonstrate a basic knowledge of parking and traffic control.	faire preuve qu'il, ou elle, possède des connaissances de base sur le contrôle de la circulation et le stationnement.

F. EXPLOSIVE DEVICES/BOMB THREATS

Minimum Duration: 2 hours

- F.1 Security guards respond to bomb threats. This session will provide the candidates with a basic knowledge and understanding of explosive devices and emergency measures. The candidates will also be instructed in the correct and safe method of searching for, identifying and securing the area containing the suspected explosive device.
- F.2 This session will include:
- F.2.1 what is an explosive device
- F.2.2 instruction for bomb threat recipients
- F.2.3 bomb threat reactive procedures:
- a. responses to telephone threats
  - b. crowd control during evacuations
- F.2.4 how to identify an explosive device (including improvised explosive devices (IED's))
- F.2.5 correct method of conducting a search
- F.2.6 procedure on discovery or detonation of an explosive device
- F.2.7 securing an area containing a suspected device.
- F.3 **Evaluation** — When evaluated each candidate must be able to:
- F.3.1 list common containers that could be used to house an explosive device
- F.3.2 list common areas where an explosive device may be placed
- F.3.3 state what procedure to follow if an explosive device is found or is detonated
- F.3.4 demonstrate a basic knowledge of improvised explosive devices and bomb search procedures
- F.3.5 state what information can be obtained from a bomb threat caller.

G. PERSONNEL/MATERIAL ACCESS CONTROL

Minimum Duration: 3 hours

- G.1 Security guards control movement of personnel and materials in and out and within a facility that are essential to normal operations, and prevent unauthorized access and egress. Security guards will understand access controls and measures involving the interaction of human resources in conjunction with other supporting security elements such as electronic systems and physical barriers.

DISPOSITIFS EXPLOSIFS/MENACES DE BOMBES

Durée minimale: 2 heures

Les agents de sécurité réagissent aux alertes à la bombe. Cette session offrira aux candidats les connaissances de base sur les dispositifs explosifs et les mesures d'urgence. On apprendra également aux candidats la manière sûre et correcte de fouiller, identifier et protéger les zones contenant le dispositif explosif suspect.

Cette session comprendra:

- la description d'un dispositif explosif
- les directives aux récipiendaires d'alertes à la bombe
- les procédures de réaction lors d'une alerte à la bombe:
- a. les réponses aux menaces par téléphone
  - b. le contrôle de la foule lors des évacuations
- les moyens d'identifier un dispositif explosif (comprenant des dispositifs explosifs improvisés)
- la méthode correcte de conduire une fouille
- la procédure à suivre lors de la découverte ou de l'explosion d'un dispositif explosif
- la mise en sécurité de la zone contenant un dispositif suspect.
- Évaluation** — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
- indiquer les conteneurs courants pouvant être utilisés pour abriter un dispositif explosif
- indiquer les zones courantes où un dispositif explosif peut être placé
- indiquer quelles sont les procédures à suivre lorsqu'un dispositif explosif a été découvert ou a explosé
- faire preuve des connaissances de base sur les dispositifs explosifs improvisés et les procédures de recherche de bombes
- indiquer quels renseignements il est possible d'obtenir d'une personne qui signale la présence d'une bombe.

CONTRÔLE DES ACCÈS DE PERSONNEL/MATÉRIEL

Durée minimale: 3 heures

Les agents de sécurité contrôlent les mouvements du personnel et du matériel entrant et sortant d'une installation qui sont essentiels aux opérations normales et interdisent les entrées ou sorties non autorisées. Les agents de sécurité doivent connaître les contrôles d'accès et comprendre les mesures engageant l'interaction des ressources humaines en conjonction avec d'autres éléments de sécurité de soutien tels les systèmes électroniques et les barrières physiques.

G.2	This session will include:	Cette session portera sur:
G.2.1	function and limits of access control	la fonction et les limites du contrôle des accès
G.2.2	techniques of exercising access control:	les techniques permettant d'effectuer le contrôle des accès:
	a. personnel recognition	a. la reconnaissance du personnel
	b. identification media	b. les moyens d'identification
	c. card systems	c. les systèmes de cartes
	d. badges/special passes	d. les insignes/laissez-passer spéciaux
	e. electronic access control	e. le contrôle d'accès électronique
	f. key and locking systems	f. les systèmes de clés et de verrous
	g. security checks and searches	g. les fouilles et vérifications en matière de sécurité
	h. shipping and receiving controls	h. les contrôles des expéditions et des réceptions
	i. anti-intrusion alarm systems and responses	i. les systèmes d'alarme anti-intrusion et réponses
G.2.3	the importance of:	l'importance:
	a. knowing employer's system and rules	a. de connaître le système et les règlements de l'employeur
	b. enforcing adherence to system	b. de faire respecter les règlements du système
	c. forms — collecting and reporting information	c. des formules — recueil et déclaration de l'information
G.2.4	physical barriers	les barrières physiques
G.2.5	recognizing individuals, groups and material which may pose a threat	la reconnaissance des personnes, des groupes et du matériel pouvant présenter des risques
G.2.6	dealing with disruptive or hostile individuals or groups.	le traitement des individus ou des groupes hostiles ou perturbateurs.
G.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
G.3.1	demonstrate an understanding of the function of access control	montrer qu'il, ou elle, comprend la fonction du contrôle des accès
G.3.2	demonstrate an understanding of an employer's responsibility of providing safety and right to protect property	montrer qu'il, ou elle, comprend la responsabilité qu'a l'employeur à fournir des services de sécurité et son droit à protéger sa propriété
G.3.3	state and describe the techniques of access control	indiquer et décrire les techniques du contrôle des accès
G.3.4	state where and when access controls are utilized	indiquer où et quand les contrôles des accès sont appliqués
G.3.5	demonstrate an understanding of how to enforce controls	montrer qu'il, ou elle, comprend la manière d'appliquer les contrôles
G.3.6	demonstrate an understanding of how to conduct searches	montrer qu'il, ou elle, connaît la manière de s'y prendre pour conduire les fouilles
G.3.7	state how to recognize and deal with difficult groups	indiquer comment reconnaître les groupes "difficiles" et les moyens de s'en occuper
G.3.8	state how to react and take appropriate action to security violations and intrusions.	indiquer comment réagir et prendre les mesures appropriées lors des infractions à la sécurité et des intrusions.

H.	REPORT-WRITING/NOTETAKING/EVIDENCE	RAPPORT ÉCRIT/PRISE DE NOTES/DÉPOSITION
	<i>Minimum Duration: 3 hours</i>	<i>Durée minimale: 3 heures</i>
H.1	Security guards complete returns and factually written reports of occurrences, duties performed and a comprehensive description of the entire tour of duty. Security guards also protect evidence and appear in court as witnesses. This session will assist the candidates to better prepare reports/returns, in presenting facts in the protection of evidence and appropriate conduct in court.	Les agents de sécurité remplissent les déclarations et indiquent par écrit tous les incidents, en s'en tenant aux faits, les tâches exécutées et fournissent une description complète des tâches. Les agents de sécurité protègent également les preuves et comparaissent devant les tribunaux en qualité de témoins. Cette session aidera les candidats à mieux préparer les rapports/déclarations, à présenter les faits de manière à assurer la protection des preuves et se conduire de manière appropriée devant les tribunaux.
H.2	This session will include:	Cette session comprendra:
H.2.1	the importance of the notebook	l'importance de tenir un cahier de notes
H.2.2	rules for notetaking	les règles régissant la prise de notes
H.2.3	types of evidence	les types de preuves
H.2.4	the importance of witnesses	l'importance des témoins
H.2.5	techniques for collecting evidence	les techniques à suivre pour recueillir des témoignages
H.2.6	crime scene protection	la protection des lieux du crime
H.2.7	court procedures for witnesses	les procédures concernant les témoins devant comparaître devant les tribunaux
H.2.8	basic knowledge of court structure	les connaissances de base de la structure des tribunaux
H.2.9	reports and returns (definitions)	les rapports et les déclarations (descriptions)
H.2.10	ingredients of a good report	les éléments d'un bon rapport
H.2.11	practical exercise in notetaking	l'exercice pratique de la prise de notes
H.2.12	practical exercise in preparing reports.	l'exercice pratique de la préparation de rapports.
H.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
H.3.1	demonstrate ability to take notes and maintain a notebook in an acceptable manner	prendre des notes et tenir un cahier de notes de manière acceptable
H.3.2	demonstrate how to protect a crime scene	montrer la manière de protéger les lieux du crime
H.3.3	state procedures for giving evidence in court	indiquer les procédures à suivre pour déposer son témoignage devant les tribunaux
H.3.4	describe difference between a report and a return	décrire les différences entre un rapport et une déclaration
H.3.5	write brief reports	écrire de brefs rapports
H.3.6	describe components of a good report	décrire les composantes d'un bon rapport
H.3.7	describe a person, events or object	décrire une personne, des événements ou un objet

H.3.8 describe the difference between:

- a. facts
- b. value judgements
- c. opinion.

décrire les différences entre:

- a. les faits
- b. les jugements de valeur
- c. les opinions.

I. FIRE DETECTION/PREVENTION/SAFETY

Minimum Duration: 6 hours

DÉTECTION/PRÉVENTION DES INCENDIES/SÉCURITÉ

Durée minimale: 6 heures

I.1 This session will include:

Cette session comprendra:

I.1.1 a review of the chemistry of fire

un examen de la chimie des incendies

I.1.2 a review of fire hazards including the properties of flammable liquids, gases and volatile solids

un examen des risques d'incendie comprenant les propriétés de liquides, de gaz et de solides volatiles inflammables

I.1.3 an introduction to fire extinguisher devices

une présentation des dispositifs d'extinction des incendies

I.1.4 an introduction to sprinkler systems, fire alarms, installed extinguishing systems, exit lights, panic hardware, fire/hose standpipes and fire doors

une présentation des systèmes d'extinction automatique des incendies, des alarmes anti-incendies, des systèmes d'extinction des incendies installés, des signaux lumineux de sortie, de la quincaillerie d'urgence, des colonnes d'alimentation et des tuyaux et des portes d'incendie

I.1.5 the responsibilities and duties of security guards regarding:

les tâches et responsabilités des agents de sécurité concernant:

- a. activating a building alarm
- b. notification of fire department
- c. direction of evacuation, where necessary
- d. the fighting of fire
- e. directing fire department to scene
- f. the control of vehicles and pedestrian traffic
- g. the preservation of evidence
- h. a complete understanding of the facility emergency measures plan/manual

- a. le déclenchement d'une sirène d'incendie
- b. la notification au corps des sapeurs-pompiers
- c. la direction de l'évacuation, le cas échéant
- d. la lutte contre l'incendie
- e. la direction des sapeurs-pompiers sur les lieux
- f. le contrôle de la circulation des véhicules et des piétons
- g. la protection des preuves
- h. une compréhension complète du plan/manuel des mesures d'urgence de l'installation

I.1.6 the following practical exercises:

les exercices pratiques suivants:

- a. actual use of portable fire extinguishers
- b. a survey of a site and a report on any deficiencies.

- a. l'utilisation réelle d'extincteurs d'incendie portatifs
- b. l'étude d'un emplacement et le rapport de toutes les insuffisances observées.

I.2 **Evaluation** — When evaluated each candidate must be able to:

Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:

I.2.1 identify fire and safety hazards

identifier les risques d'incendie et les risques pour la sécurité

I.2.2 identify emergency vehicles

identifier les véhicules d'urgence

I.2.3 identify safe evacuation routes

identifier les sorties d'évacuation de sécurité

I.2.4 operate portable fire extinguishers

faire fonctionner les extincteurs d'incendie portatifs

I.2.5 demonstrate a good understanding of:

montrer une bonne compréhension:

- a. the application and operation of firehose
- b. fire detection and related suppression systems

- a. de l'application et du fonctionnement des tuyaux d'incendie
- b. de la détection d'incendie et des systèmes de suppression connexes

- c. fire and other emergency orders and work site evacuation procedures
- d. evacuation procedures for mobility impaired persons
- e. regulations concerning exit and assembly areas of evacuees
- f. location of emergency exits
- g. location of firefighting equipment
- h. work site safety hazards and fire hazards.

J. PATROL PROCEDURES

Minimum Duration: 4 hours

- J.1 Security guards perform patrol assignments.
- J.2 This session will include:
  - J.2.1 purpose of patrols:
    - a. security, prevention of losses, protection of assets
    - b. safety, detection of hazards
    - c. elimination of opportunity for crime through prevention, repression and maintenance
    - d. performance of required services (aid, information, etc.)
  - J.2.2 patrolling factors:
    - a. frequency, timing
    - b. determination of area activity patterns
    - c. taking advantage of mechanical aids
  - J.2.3 types of patrols:
    - a. foot
    - b. mobile
    - c. canine (optional)
  - J.2.4 patrol preparation:
    - a. knowledge of employer's total security system
    - b. physical and mental preparation
    - c. required license or permit carried on their person
    - d. knowledge of employer's rules and regulations
    - e. confirmed authority and policy through post orders
    - f. equipment readiness to transmit and receive voice communications and emergency signals

- c. des règlements relatifs aux incendies et autres situations d'urgence et des procédures d'évacuation du lieu de travail
- d. des procédures d'évacuation des personnes ayant de la difficulté à se mouvoir
- e. des règlements concernant les zones de rassemblement et de sortie des personnes évacuées
- f. des emplacements des sorties d'urgence
- g. des emplacements du matériel de lutte contre l'incendie
- h. des risques d'incendie et des risques en matière de sécurité sur les lieux de travail.

PROCÉDURES DE PATROUILLAGE

Durée minimale: 4 heures

- Les agents de sécurité exécutent des affectations de patrouille.
- Cette session comprendra:
  - le but des patrouilles:
    - a. sécurité, prévention des pertes, protection des biens
    - b. sécurité, détection des risques
    - c. élimination des possibilités de crimes au moyen de la prévention, de la répression et de l'entretien
    - d. exécution des services requis (aide, information, etc.)
  - les facteurs de patrouille:
    - a. fréquence, chronométrage
    - b. détermination des modes d'activité du secteur
    - c. prendre avantage des aides mécaniques
  - les types de patrouille:
    - a. pédestre
    - b. mobile
    - c. canine (facultatif)
  - la préparation des patrouilles:
    - a. connaissance du système complet de sécurité de l'employeur
    - b. préparation physique et mentale
    - c. permis requis ou permis transporté par la personne
    - d. connaissance des règlements et réglementations de l'employeur
    - e. pouvoir et politique confirmés en vertu des règlements affichés
    - f. disponibilité du matériel permettant de transmettre et de recevoir des communications orales et les signaux d'urgence

J.2.5	powers of observation: a. recognize, analyze and relate b. awareness of complete facility operating patterns and ability to interpret patterns and relationships present.	les pouvoirs d'observation: a. reconnaît, analyse et signale b. connaissance des modes complets de fonctionnement de l'installation et capacité à interpréter les modes et relations présents.
J.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
J.3.1	state the reasons for patrols	indiquer les raisons des patrouilles
J.3.2	state the factors and types of patrols	indiquer les facteurs et les types de patrouille
J.3.3	demonstrate an understanding of the absolute importance of the first round	montrer qu'il, ou elle, comprend l'importance absolue de la première ronde de surveillance
J.3.4	state why it is important to know everything within his/her patrol area	indiquer pourquoi il est important de savoir tout ce qui se passe dans sa zone de patrouille
J.3.5	demonstrate an understanding of what constitutes recognition of hazardous conditions	montrer qu'il, ou elle, comprend quelles sont les conditions qui présentent des risques pour la sécurité
J.3.6	demonstrate a preparedness and readiness for patrol	montrer qu'il, ou elle, est prêt(e) à effectuer une patrouille promptement
J.3.7	demonstrate an understanding of patrol supervisory systems and what they can accomplish	montrer qu'il, ou elle, comprend les systèmes de supervision des patrouilles et ce qu'ils peuvent accomplir
J.3.8	demonstrate critical observation using all senses	faire preuve d'un bon sens d'observation aussi bien au niveau auditif que visuel, tactile, gustatif et olfactif
J.3.9	state the consequences of negligent patrolling vis-a-vis insurance and legal liabilities.	indiquer les conséquences qu'entraînent les patrouilles effectuées avec négligence en matière d'assurance et de responsabilités légales.

K. LABOUR RELATIONS

Minimum Duration: 2 hours

- K.1 A great deal of the work of many security guards is carried out in or about the workplace of other employees. In performing his/her duties, therefore, it is vital that a security guard is aware of the essential features of the employer-employee relationship and their implications for the security guard's work. This is especially the case when the guard is required to work during the course of an industrial dispute. In this session the general principles of labour-management relations which are relevant to a security guard's work, and the role and responsibilities of security guards during industrial disputes, are reviewed.
- K.2 This session will include:
- K.2.1 the essential features of the employer-employee relationship
- K.2.2 the respective rights and responsibilities of employers and employees in such a relationship
- K.2.3 the relationship between security guards and management

RELATIONS PROFESSIONNELLES

Durée minimale: 2 heures

L'agent de sécurité accomplit une grande partie de ses tâches dans le lieu de travail d'autres employés ou dans les environs de ce lieu. Lors de l'exercice de ses fonctions, il est par conséquent crucial qu'il connaît les caractéristiques spécifiques des relations entre les employeurs et les employés et leur implication sur le travail de l'agent de sécurité. Cela est particulièrement le cas lorsqu'il est requis de l'agent qu'il travaille dans le cadre d'un conflit de travail. Dans cette session, on étudiera les principes généraux régissant les relations entre les travailleurs et le patronat qui sont liés au travail d'un agent de sécurité ainsi que le rôle et les responsabilités des agents de sécurité en période de conflit de travail.

Cette session portera sur:

- les traits essentiels des relations entre les employés et leurs employeurs
- les droits et responsabilités respectifs des employeurs et des employés dans le cadre d'une telle relation
- la relation entre les agents de sécurité et la gestion

K.2.4	rights and limitations of security guards with reference to union membership, collective bargaining and withdrawal of services	les droits et limitations des agents de sécurité par rapport aux membres de syndicats, dans le cadre des négociations collectives et du retrait de services
K.2.5	the particular role of a security guard during labour-management disputes	le rôle particulier d'un agent de sécurité en période de conflits de travail
K.2.6	the need for a security guard to conduct himself/herself in such a way as not to interfere with the respective rights of management and labour and, to the extent possible, to remain neutral as between management and labour, in such disputes.	la nécessité qu'un agent de sécurité se conduise de manière à ne pas s'ingérer dans les droits respectifs des travailleurs et du patronat et, dans la mesure du possible, qu'il observe la neutralité en ces périodes de conflit.
K.3	Evaluation – When evaluated each candidate must be able to:	Évaluation – Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
K.3.1	demonstrate a basic knowledge of:	faire preuve des connaissances de base sur:
	a. the main rights and responsibilities of employers and employees which are of importance to the job of a security guard	a. les principaux droits et responsabilités des employeurs et des employés qui revêtent une certaine importance dans le cadre du travail d'un agent de sécurité
	b. the particular employment status, rights and responsibilities of security guards	b. les états de service particuliers, les droits et les responsabilités des agents de sécurité
	c. the main features of labour-management disputes which may impinge on the work of a security guard	c. les principales caractéristiques des conflits de travail pouvant influencer sur le travail d'un agent de sécurité
	d. the steps a security guard should take, and which kinds of conduct he/she should avoid, to ensure that his/her actions do not aggravate an industrial dispute between his/her employer and other employees.	d. les mesures que doit prendre un agent de sécurité, et quels modes de conduites il doit éviter, pour assurer que ses actions n'aggravent pas un conflit de travail entre son employeur et d'autres employés.
L	RELATIONS WITH PUBLIC LAW ENFORCEMENT AUTHORITIES	RELATIONS AVEC LES POUVOIRS PUBLICS CHARGÉS DE L'APPLICATION DES LOIS
	<i>Minimum Duration: 1 hour</i>	<i>Durée minimale: 1 heure</i>
L.1	During the course of his/her duties, a security guard will be called upon to co-operate with public law enforcement authorities and may also be expected to summon them for assistance. For this reason, it is essential that a security guard understand the respective roles of private security and public law enforcement authorities, and the general principles which should govern their relationships with each other. These important issues are dealt with in this session.	Pendant l'exercice de ses fonctions, il sera requis d'un agent de sécurité qu'il collabore avec les pouvoirs publics chargés de l'application des lois et également qu'il leur demande assistance. C'est pourquoi, il est essentiel qu'un agent de sécurité comprenne les rôles respectifs des pouvoirs publics chargés de l'application des lois et ceux des services de sécurité privés ainsi que les principes généraux qui doivent régir leurs relations mutuelles. Les points importants sont traités dans cette session.
L.2	This session will include:	Cette session comprendra:
L.2.1	a review of the essential features of the organization and the role of the public police forces in Canada	un examen des principales caractéristiques de l'organisation et du rôle de la police du Canada
L.2.2	the role of public law enforcement authorities in enforcing the law and maintaining order on private property	le rôle des pouvoirs publics chargés de l'application des lois et du maintien de l'ordre dans les propriétés privées
L.2.3	the general principles governing private security/public police relations	les principes généraux régissant les relations entre les services de sécurité privés et les services de police officiels
L.2.4	the importance of adhering to the client's/employer's instructions with respect to interactions and relations with public law enforcement authorities.	l'importance de se conformer aux directives du client/employeur concernant les interactions et les relations avec les pouvoirs publics chargés de l'application des lois.

L.3	Evaluation — When evaluated each candidate must be able to:	Évaluation — Chaque candidat(e) faisant l'objet d'une évaluation doit pouvoir:
L.3.1	demonstrate a basic knowledge of:	montrer qu'il, ou elle, possède les connaissances de base sur:
	a. the organization and the role of public police forces in Canada b. the authority of public law enforcement authorities on private property c. the general principles governing private security/public police relations.	a. l'organisation et le rôle des forces de police officielles du Canada b. l'autorité des pouvoirs publics chargés de l'application des lois dans les propriétés privées c. les principes généraux régissant les relations entre les services de sécurité privés et les services de police officiels.
M.	ADMINISTRATION/INTRODUCTION/EVALUATION OF CANDIDATES' KNOWLEDGE	ADMINISTRATION/INTRODUCTION/ÉVALUATION DES CONNAISSANCES DES CANDIDATS
	<i>Minimum Duration: 4 hours</i>	<i>Durée minimale: 4 heures</i>
M.1	Administration — Time spent on administration is for the purpose of briefing guard candidates on administrative arrangements connected with the training course.	Administration — Le temps consacré à l'administration a pour but de donner aux candidats une idée générale sur les mesures administratives liées au programme de formation.
M.2	Introduction — The introduction is intended to provide the guard candidate with an overview of the training program and should include some remarks concerning security guard standards and a statement of course objectives.	Introduction — L'introduction a pour but d'offrir aux candidats un aperçu sur le programme de formation et elle doit comprendre certaines remarques sur les normes auxquelles sont tenus de se conformer les agents de sécurité ainsi qu'un compte rendu des objectifs du programme.
M.3	Evaluation — The evaluation period will be used to measure the success of candidates in meeting training objectives as well as producing information which can be used to predict on-the-job performance and diagnose shortfalls. Evaluators should consider the following methods: a. pen or pencil tests of factual knowledge b. course critiques by candidates c. board or panel examinations (oral) d. program material which is presented on paper or which uses computer or video technology e. simulations such as role plays, case studies and problem solving exercises. Evaluation by demonstration of skills is preferable. Course delivery should also be monitored.	Évaluation — La période d'évaluation sera utilisée pour déterminer dans quelle mesure les candidats ont atteint les objectifs de formation ainsi qu'à produire de l'information pouvant être utilisée pour prédire un rendement en cours d'emploi et diagnostiquer les insuffisances. Les personnes chargées des évaluations doivent considérer les méthodes suivantes: a. tests au crayon ou stylo pour mesurer les connaissances en s'en tenant aux faits b. critiques des cours par les candidats c. examens en face d'un comité ou jury (oraux) d. documents du programme imprimés ou utilisant la technologie de l'ordinateur ou audio-visuelle e. simulations telles le jeu de rôle, les études de cas et les exercices de résolutions de problèmes. Il est préférable d'effectuer les évaluations des aptitudes en fonction des démonstrations d'aptitudes des candidats. La conduite des cours doit également être surveillée.

SECURITY GUARDS – AN OUTLINE OF EXPECTED DUTIES

AGENTS DE SÉCURITÉ – APERÇU DES TÂCHES PRÉVUES

- B.1** Security guards conduct random interior and exterior security, fire prevention and environmental patrols by:
- Les agents de sécurité conduisent des patrouilles de sécurité au hasard à l'intérieur et à l'extérieur, des patrouilles de prévention des incendies et des patrouilles du milieu en:
- a. being familiar with the physical make-up of the assigned area of responsibility, location of special/sensitive areas, patrol routes and reporting stations
  - a. se familiarisant avec le plan du secteur de responsabilité assigné, avec l'emplacement des zones spéciales/d'accès limité, des itinéraires des patrouilles et des stations de vérification
  - b. checking assigned security equipment prior to commencement of duties and report deficiencies
  - b. vérifiant l'équipement de sécurité assigné avant de se mettre au travail et en signalant toutes déficiences
  - c. being responsive to special requirements
  - c. répondant aux besoins spéciaux
  - d. advising the appropriate authority on starting of patrol or at times specified
  - d. avisant les autorités pertinentes sur le départ d'une patrouille ou à des moments spécifiés
  - e. immediately reporting all unusual situations to the client's control room operator or appropriate authority
  - e. signalant immédiatement toutes situations inhabituelles à l'opérateur de la salle de contrôle du client ou à l'autorité pertinente
  - f. taking action as required for each situation encountered
  - f. prenant les mesures requises dans le cas de chaque situation rencontrée
  - g. making oral/written reports in a clear and concise manner as necessary, and completing personal notebook should incidents have taken place, or special circumstances be encountered while on duty
  - g. établissant des rapports verbaux et écrits de manière claire et concise, le cas échéant, et en indiquant dans le cahier de notes à quel moment de tels incidents ont eu lieu, ou toutes circonstances spéciales rencontrées dans l'exercice des fonctions
  - h. observing persons in an assigned area in order to prevent/detect vandalism and theft (may involve advising the appropriate authority of the movement/description of suspicious person(s))
  - h. observant les personnes circulant à l'intérieur d'une zone protégée afin d'éviter ou de détecter le vandalisme et le vol (peut impliquer de signaler aux autorités pertinentes le mouvement ou la description de la (des) personne(s) suspecte(s))
  - i. monitoring area of responsibility for environmental problems, unacceptable changes in temperature and humidity, water/fuel leakage, suspicious odours, etc., and reporting such hazards (also includes inadequate lighting, blocked emergency exits, etc.)
  - i. surveillant le secteur devant être protégé pour détecter les problèmes liés au milieu, les changements inacceptables de température et d'humidité, les fuites d'eau/de combustible, les odeurs suspectes, etc., et en signalant de tels risques pour la sécurité (comprend également les éclairages inadéquats, les sorties de secours bloquées, etc.)
  - j. visually checking location and condition of fire and safety equipment and reporting any deficiencies.
  - j. en vérifiant visuellement l'emplacement et la condition de l'équipement de sécurité et de lutte contre l'incendie et en signalant toutes déficiences.
- B.2** Provide an access/egress control function (for persons and material) by:
- Offrent une fonction de contrôle d'accès/de sortie (aux personnes et au matériel) en:
- a. verifying that the article being removed is authorized by supportive documentation and informing the appropriate authority of unusual situations/practices
  - a. vérifiant que la sortie de l'article est autorisée par des documents de soutien et en informant les autorités pertinentes des situations/pratiques inhabituelles
  - b. checking identity of persons entering the building or restricted areas
  - b. vérifiant l'identité des personnes entrant dans le bâtiment ou dans les zones protégées

c. reporting all attempts to gain unauthorized access or to acquire information concerning the access control system to the appropriate authority d. confirming appointments and escorting visitors when required e. maintaining appropriate pass and visitor log-books f. directing equipment and material deliveries to the shipping and receiving area g. notifying addressees of arrival of letters, parcels, etc., arranging for pick-up and maintaining appropriate log h. directing persons carrying unauthorized packages, cases, bags, etc., to the appropriate check room i. operating equipment as required, in accordance with established regulations (e.g., elevator load limits, operating instructions during emergency conditions) j. escorting cleaning staff in accordance with instructions received from the client k. ensuring that established key control procedures are followed.	c. signalant aux autorités pertinentes toutes tentatives de personnes pour déjouer le système de contrôle d'accès ou cherchant à obtenir de l'information sur le système de contrôle des accès d. confirmant les rendez-vous et en accompagnant les visiteurs comme requis e. maintenant les laissez-passer appropriés et tenant à jour les registres des visiteurs f. dirigeant les livraisons de matériel et d'équipement vers les aires d'expédition et de réception g. relevant les adresses de destination des lettres, colis, etc., en prenant les dispositions de ramassage et en tenant à jour le registre approprié h. conduisant les personnes transportant des colis, des caisses, des sacs non autorisés, etc., vers la salle d'inspection appropriée i. faisant fonctionner le matériel tel que requis, conformément aux règlements établis (par ex., limites de charge des ascenseurs, directives de fonctionnement pendant les conditions d'urgence) j. accompagnant le personnel d'entretien conformément aux directives données par le client k. s'assurant que les principales procédures de contrôle établies sont suivies.

B.3 Maintain effective public relations by:

- a. advising visitors/public of the clients security or safety requirements
- b. requesting assistance, when required
- c. responding to telephone enquiries in accordance with established practices
- d. deporting and acting in a professional manner
- e. providing answers to routine enquiries
- f. referring all complaints as directed
- g. reporting all lost and found property as directed
- h. referring promptly to the appropriate authority all enquiries beyond his/her knowledge.

Entretiennent des relations publiques efficaces en:

- a. conseillant les visiteurs et le public des clients sur les exigences en matière de sécurité ou de sûreté
- b. demandant de l'assistance, le cas échéant
- c. répondant aux questions posées par téléphone, conformément aux pratiques établies
- d. se comportant et agissant de manière professionnelle
- e. répondant aux questions de routine
- f. transmettant toutes les réclamations comme requis
- g. signalant toute propriété perdue et trouvée comme requis
- h. adressant promptement à l'autorité pertinente toutes les demandes n'entrant pas dans le cadre de ses compétences.

B.4 Communicate orally and in writing in an effective manner and in accordance with instructions received from the client by:

- a. using established radio and emergency phone procedures
- b. operating and maintaining communication equipment as directed
- c. maintaining a notebook in order to keep a personal record of all occurrences at the work site (special instructions for such entries apply as the notebook may be open to scrutiny in a court of law)
- d. submitting accurate, concise written or oral reports of an incident to the appropriate authority

Communiquent oralement et par écrit de manière efficace et conformément aux directives données par le client en:

- a. utilisant les procédures établies en matière de radio et de téléphone d'urgence
- b. faisant fonctionner et entretenant le matériel de communication comme requis
- c. tenant un carnet de notes à jour afin de garder trace de tous les incidents survenus sur le lieu de travail (les directives spéciales concernant de telles entrées s'appliquent étant donné que le carnet de notes peut faire l'objet d'un examen minutieux devant les tribunaux)
- d. soumettant aux autorités pertinentes des rapports oraux ou écrits concis et précis sur tout accident survenu

e. providing authorized information to the public/visitors.

e. fournissant des renseignements autorisés aux visiteurs/public.

B.5 Ensure the safe movement and parking of vehicles in parking, shipping/receiving areas by:

Assurent une circulation et un stationnement en toute sécurité des véhicules dans les aires de stationnement, de réception et d'expédition en:

a. enforcing parking/traffic regulations in accordance with instructions

a. appliquant les règlements sur le stationnement et la circulation conformément aux directives

b. controlling the movement of vehicles

b. contrôlant le mouvement des véhicules

c. registering the name and vehicle license number of any driver involved in an accident or who causes property damage with the vehicle and immediately informs the appropriate authority.

c. enregistrant le nom et le numéro d'immatriculation de tout conducteur impliqué dans un accident ou qui provoque des dégâts matériels sur un véhicule et en informe immédiatement les autorités pertinentes.

B.6 Provide emergency, security/fire alarms safety service by:

Fournissent des services de protection dans les situations d'urgence, en cas d'incendie et de risques pour la sécurité en:

a. activating alarms

a. déclenchant les alarmes

b. carrying out evacuation, fire and bomb threat evacuation procedures

b. conduisant les procédures d'évacuation lors des incendies et des alertes à la bombe

c. responding to security and fire alarms in accordance with assigned procedures

c. répondant aux alarmes anti-incendie ou de sécurité conformément aux procédures établies

d. searching for, identifying and reporting to the appropriate authority, suspect items during bomb threat searches

d. effectuant des fouilles, identifiant les articles suspects trouvés lors des fouilles effectuées à la suite d'une alerte à la bombe et en les signalant aux autorités appropriées

e. takes appropriate action within his/her ability in the event of sickness or bodily injury

e. prenant les mesures nécessaires, dans la mesure de ses possibilités, en cas de maladies ou des blessures corporelles

f. using appropriate fire fighting equipment as required

f. utilisant l'équipement de lutte contre l'incendie comme requis

g. carries out crowd control procedures.

g. effectuant les procédures de contrôle des foules.

B.7 Other Duties

Autres tâches

a. respond to criminal offences, actual or suspected, as directed.

a. répondent aux infractions criminelles, réelles ou suspectes, comme requis.

APPENDIX C

Canadian Society for Industrial Security Incorporated
Société canadienne de la sûreté industrielle incorporée
2630 Lancaster Road, Unit I
OTTAWA, ON K1B 5L8

TEL: (613) 738-1744 / (800) 461-7748
FAX: (613) 738-1920
courrier électronique / e-mail: director@csis-scsi.org
Site Internet / Home Page: www.csis-scsi.org

MEMBERSHIP APPLICATION

BENEFITS OF MEMBERSHIP

Membership in the Canadian Society for Industrial Security provides:

- 1. a **CANADIAN** national forum where views, programs, projects, activities, events and research initiatives come together to help create, influence or change security and related legislation, regulations, standards, policy and operating procedures;*
- 2. the opportunity to be actively involved in the development and future of security professionals in **CANADA**;*
- 3. the opportunity to attain full **ACCREDITATION** as a professional security officer, in **Canada**;*
- 4. a Canadian national network of security professionals creating a "help-line" for members;*
- 5. an annual **Membership Directory**;*
- 6. an annual opportunity to attend, at reduced rates, a **CANADIAN** national seminar, bringing together the people, products and information which are directly pertinent to your profession;*
- 7. attend, at reduced rates, local meetings where the members in your area gather to discuss issues.*

CODE OF ETHICS

AS MEMBERS of this Society we share the responsibility for maintaining the integrity and trust of the security profession in discharging this responsibility, therefore, we agree that:

I

We will observe the principles and standards of excellence in the performance of our professional duties.

II

We will support our lawful institutions to the best of our ability.

III

We will be impartial and fair in the discharge of our duties in keeping with ethical practices.

IV

We will observe the precepts of truth and accuracy.

V

We will respect and protect confidential and privileged information.

VI

We will promote programs and systems to raise the standards of the security profession.

VII

We will work toward the achievement of the professional objectives of the Society.

APPENDIX D

Following is an overview of De Waard's analysis of the size of the private sector, legislation and policies in the Netherlands and Europe. De Waard noted that most European countries have some form of legislation regarding private security. Eleven countries had existing "stand alone" or separate legislation, while three countries had existing legislation which was not specifically designed to regulate private security (referred to as incorporated legislation).

The United Kingdom was the only country that had no legislation pertaining to private security.

Country	Separate Legislation	Incorporated Legislation	Training/Education
Austria	X	✓	X
Belgium	✓	X	✓
Denmark	✓	X	✓
Finland	✓	✓	✓
France	✓	X	X
Germany	X	✓	X
Great Britain	X	X	X
Greece	✓	✓	X
Italy	✓	X	X
Netherlands	X	✓	✓
Norway	✓	X	✓
Portugal	✓	X	✓
Spain	✓	X	✓
Sweden	✓	X	✓
Switzerland	✓	X	✓
✓ = YES X = NO			

*Extracted from Robert Gerden's Private Policing Review, 1995.