



Juristat

Canadian Centre for Justice Statistics



Statistics Canada – Catalogue no. 85-002-XIE, Vol. 24, no. 7

Private Security and Public Policing in Canada, 2001

by Andrea Taylor-Butts

Highlights

- The role of private security in Canada is changing. According to the Census, in 2001, there were more people working in private security than there were police officers. Nationally, there were 10,465 private investigators and 73,535 security guards compared to 62,860 police officers.
- From 1996 to 2001, the number of police officers per capita increased 2% to 209 per 100,000 population but the total number of private security personnel per capita declined 2% to 280 per 100,000.
- While the number of security guards per capita remained stable, the number of private investigators declined 18%, lowering the overall rate of employment in private security as a whole.
- Women represented about one quarter of private investigators and security guards and 17% of police officers. The representation of women among each of the three occupational groups increased by three to four percentage points between 1996 and 2001.
- Visible minorities constituted 13% of the Canadian population (age 15 and over) in 2001 and represented 11% of private investigators and 16% of security guards. However, just 4% of police officers were a visible minority. Since 1996, the representation of visible minorities among police officers grew 33%, while increasing 83% among private investigators and 45% among security guards.
- Aboriginal persons made up 3% of the overall population (age 15 and over), but constituted 4% of police officers and were equally represented among security guards (4%). Aboriginal persons were slightly less likely to work as private investigators (2%).
- More than half (55%) of police officers had completed either a college certificate/diploma or a university degree, compared to 42% of private investigators and 28% of security guards.
- Only 1% of those whose most recent occupation was as a police officer were unemployed versus 5% of private investigators and 8% of security guards. Individuals employed in private security were nearly eight times more likely than police officers to work on a part-time basis.
- In 2000, police officers in full-time, full-year employment earned an average of \$59,888, more than one and a half times the average income of private investigators and more than double the average income of security guards. From 1995 to 2000, the difference in average annual incomes between police officers and private investigators decreased, while the gap between police officers and security guard earnings grew.
- The disparity in earnings between private security personnel and police officers might be attributed to factors such as differences in education and training requirements, turnover rates, the proportion of part-time work, as well as essential differences in the types of duties and responsibilities performed by each.



Ordering and subscription information

All prices exclude sales tax

This product, Catalogue no. 85-002-XPE, is published as a standard printed publication at a price of CDN \$11.00 per issue and CDN \$100.00 for a one-year subscription.

ISSN 0715-271X

The following additional shipping charges apply for delivery outside Canada:

	Single issue	Annual subscription
United States	CDN \$ 6.00	CDN \$ 78.00
Other countries	CDN \$ 10.00	CDN \$ 130.00

This product is also available in electronic format on the Statistics Canada Internet site as Catalogue no. 85-002-XIE at a price of CDN \$9.00 per issue and CDN \$75.00 for a one-year subscription. To obtain single issues or to subscribe, visit our Web site at www.statcan.ca, and select Products and Services.

ISSN 1209-6393

August 2004

Published by authority of the Minister responsible for Statistics Canada.

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Introduction

The field of security in Canada, including private security and public policing, is changing. While crime rates have been generally declining and a majority of Canadians report feeling satisfied with their personal safety (see Box 1), employment numbers for security related occupations continue to grow. Living in a post September 11th, 2001 world has brought new attention to the importance of domestic security and ensuring the safety of Canadians (see Box 2). And while the full impact of 9/11 on the security industry is yet to be seen, it seems likely that it will only further the growth that this field has already experienced.

Box 1: Feelings of personal safety and use of security measures

According to findings from the 1999 General Social Survey (GSS), Canadians do not appear to be growing more fearful of crime. In particular, most Canadians (91%) felt satisfied or very satisfied with their personal safety. This figure was up 6% from the previous victimization survey in 1993. Nevertheless, 27% of Canadians reported that they changed their routines or avoided certain places to reduce their risk of victimization and 21% installed security hardware, such as new locks and burglar alarms, to make their homes more secure.

Source: *Besserer, Sandra and Catherine Trainor. 2000. Criminal Victimization in Canada, 1999. (Statistics Canada Catalogue no. 85-002-XIE, Vol. 20, no. 10). Ottawa: Minister responsible for Statistics Canada.*

For several years, the number of police officers was on the decline; only recently have their counts increased. According to the Census, from 1991 to 1996 the total number of police officers decreased 4% from 61,280 to 59,090. Between 1996 and 2001, the number of police officers increased 6% reaching 62,860. During this same time period, employment in the security industry continued to grow and the number of private security workers consistently exceeded that of police officers. There were 84,000 people working as private investigators and security guards in 2001, compared to just over 82,000 in 1996 and 81,095 in 1991 (see Table 1).

The rising cost of insurance premiums, the increased incidence of 'high-tech' computer and technological crime and rising concerns over information safety, as well as increases in publicly accessible private property (e.g., shopping centres, stadiums and industrial parks), are a few of the possible factors fuelling an ongoing demand for private security. Beyond increases or decreases in the number of police officers and private security personnel, there has also been a transformation in the relationship between public and private security.

Traditionally, private security protected the interests of private clients, including businesses and individuals, while security concerns of a public nature fell under the jurisdiction of the public police. However, the roles of public police and private security have begun to intersect. Public police and private security personnel are entering into information-sharing partnerships. One example of such an arrangement exists between the Edmonton Police Service and the local business community. Police alert loss prevention staff of participating merchants to developing crime trends that might affect their businesses. In turn, loss prevention personnel share any potentially useful information regarding criminal activities in the retail community with police (Edmonton Police Service n.d.).

Public spaces such as shopping malls and housing projects are being monitored by private security personnel, while public police officers are being contracted to provide security at private functions such as stadium events. Local business associations are hiring security guards to patrol the neighbourhoods where their businesses are located. In short, networks which combine public and private policing efforts are appearing more frequently, as the range of activities performed by private security personnel continues to expand.

Box 2: Some recent spending on security and protection in Canada

Federal spending on security since September 11, 2001

The Canadian Government introduced a \$280-million Anti-Terrorism Plan in October of 2001. Included in the plan was \$64 million in immediate funding for the Royal Canadian Mounted Police and Public Safety and Emergency Preparedness Canada to improve the identification, prevention, and elimination of threats to the security of Canadians.

In further support of the Anti-Terrorism Plan, the 2001 federal budget committed an additional \$7.7 billion over five years to fund initiatives aimed at combating terrorism, maintaining the safety and efficiency of Canada's borders and enhancing public security.

For instance:

- \$1.6 billion over five years is allocated to strengthen intelligence and policing (i.e., to improve information sharing capabilities among law enforcement, intelligence and national security agencies; to increase the number of police and intelligence officers; and to see that these officers are better equipped).
- Another \$2.2 billion is dedicated to measures to improve the safety of air travel and implement new air security measures, such as the creation of the Canadian Air Transport Security Authority (CATSA). The authority, which was established in April 2002, is responsible for all airport screening equipment, pre-board screening of passengers, certifying screening officers, and contracting with the RCMP for on-board police officers.
- The budget also provides \$1.2 billion for enhancing the security and efficiency of the Canada-U.S. border (e.g., the creation of more Integrated Border Enforcement Teams).

The 2003 federal budget continues the investment in security by adding \$50 million in 2003-04 and \$25 million in 2004-05 to the Security Contingency Reserve, used to respond to unanticipated security needs.

Sources: *Solicitor General of Canada. 2001. Backgrounder: An Investment in Canada's National Security. Ottawa. Department of Finance Canada. 2001. The Budget in Brief 2001. Ottawa. Department of Finance Canada. 2003. The Budget in Brief 2003. Ottawa. Transport Canada. 2002. Backgrounder: New Canadian Air Transport Security Authority. Ottawa.*

Per capita spending on public policing at highest level in more than 15 years

Policing costs topped \$7.8 billion in 2002, amounting to a 5% increase in spending from the previous year (accounting for inflation). Total policing expenditures have risen steadily since 1997, with spending in 2002 representing the largest gain in year-over-year expenditures during this six-year period. Per Canadian, almost \$249 was spent on public policing in 2002, compared to \$234 the previous year. If the effects of inflation are taken into consideration, per capita spending on policing was higher in 2002 than it had been in more than 15 years. Per capita expenditures were second highest in 1990.

Source: *Shankarraman, Gayatri. 2003. Police Resources in Canada, 2003. (Statistics Canada Catalogue no. 85-225-XIE). Ottawa: Minister responsible for Statistics Canada.*

Despite its expanding role, when compared to public policing, private security is characterized by a number of distinct features such as minimal recruitment and training standards, lower wages, higher percentages of part-time work and less employment security.

This *Juristat* presents a socio-demographic profile of police officers and individuals working in private security occupations. Public police and private security personnel are compared in terms of their respective roles and responsibilities, and the types of governance under which each operates. Employment figures for those working in these sectors, followed by a general description of the characteristics of these employees, such as sex, age, education and income, as well as visible minority and Aboriginal status are also provided. The Census of Population is the primary source of data for the counts and profiles of those working in public policing and private security occupations (see Box 3).

Roles and responsibilities of police and private security personnel

Police officers serve and protect the public. As agents of the state, police have been granted special powers of search, arrest and detention. Among their primary duties, police personnel are responsible for enforcing laws, maintaining the peace, preventing crime, responding to emergencies, and assisting

crime victims. Police officers are also involved in community support and outreach efforts (e.g., drug awareness programs).

The broad category of private security personnel comprises two main groups: private investigators and security guards. Private investigators are those whose primary responsibilities are to conduct investigations (e.g., to locate missing persons, obtain information for civil and legal litigation cases); implement theft and fire prevention strategies; and/or prevent retail theft. Security guards control access to buildings and property; protect property against theft and vandalism; maintain order at public venues; and/or enforce security regulations at businesses.

Security guards and private investigators can be further defined as either contract or "in-house" security. As the term implies, contract security personnel are individuals who work for an agency that contracts its security services out to customers. In-house or proprietary security personnel, on the other hand, are employed directly by the organization to which they are providing security (Gerden 1998).

Private investigators and security guards are hired to serve and protect the interests of their clients. They have no more powers of arrest, search or detention than an ordinary citizen does. Private security personnel act as agents of the property owners for whom they work, and can arrest or detain individuals under the provisions of section 494 of the *Criminal Code of*

Box 3: Defining private security personnel and police officers

In this report, definitions for police officers and private security personnel, including private investigators and security guards are based on Statistic Canada's 2001 National Occupational Classification for Statistics (NOC-S) and the 1991 Standard Occupation Classification (SOC) (see Methodology section). The definition for private security personnel does **not** include persons who work in the manufacturing of alarm systems, or other such occupations that produce security devices or equipment. Also, those who monitor alarms and dispatch security vehicles are not included.

Private Investigators (G625 "Other Protective Services") include occupations such as: Alarm investigator, business investigator, corporate security officer, private detective, private investigator, retail loss prevention officer, residential alarm specialist, fire prevention specialist (except fire-fighter), floorwalker, store detective (retail), etc. This group conducts investigations to locate missing persons; obtains information for use in civil and criminal litigation matters or other purposes; investigates unlawful acts of employees or patrons of a business; prevents shoplifting; implements theft and fire prevention strategies; etc.

Security Guards (G631 "Security Guards and Related Occupations") include occupations such as: armoured car driver, bodyguard, plant guard, school crossing guard, automatic teller machine guard, bouncer, commissionaire, night watchman/woman, patrolman/woman, hand-luggage inspector, airport security guard, vault custodian, etc. Security guards control access to buildings; patrol assigned areas; maintain and enforce security regulations of businesses and at public events; perform security checks of passengers and luggage at airports; guard property against theft and vandalism; supervise and co-ordinate activities of other security guards; etc.

Police Officers (G611 "Police Officers Except Commissioned" and A351 "Commissioned Police Officers") include: constables, detectives, highway patrol officers, police sergeants, police cadets, peace officers, and police chiefs as well as railway and harbour police personnel. Special constables such as police security officers/guards are also counted in this category. The Census Police Officer data excludes military police officers. Police officers protect the public, detect and prevent crime and perform other activities directed at maintaining law and order. They are employed by municipal and federal governments, some provincial and regional governments and the Armed Forces.

The following kinds of occupational groups, which are also part of the broader occupational category (or 'Major Group' G6), Occupations in Protective Services, are **excluded** from the present analysis: sheriffs and bailiffs (employed as officers of provincial or territorial courts), by-law enforcement and other regulatory officers, correctional service officers, and all occupations unique to the Armed Forces.

Supervisory positions such as corporate security supervisor and detective agency supervisor as well as police chief, police inspector and police commissioner are **included** in both the private security personnel and the police officer personnel data.

Canada (as can any private citizen) and often make arrests under provincial legislation (e.g., provincial trespass laws and landlord/tenant acts) that protects the rights of property owners. Private security personnel perform a range of services such as guards patrolling and controlling access to property, armoured car operations, and store detectives and security functions. Private security personnel can also be found in less conventional capacities, such as providing risk management consultations, conducting forensic analyses, offering protection against 'high-tech' computer crimes and investigating corporate fraud.

Regulation and Accountability

Today, private security employees are encountering the public on a more frequent basis, partnerships with police are

Box 4: Findings from the 1997 Survey of Investigation and Security Services

Statistics Canada conducted a survey of firms in the Investigation and Security Services industry in 1997 to more closely examine industry characteristics such as revenues, expenses and client base. Using the definition provided by the North American Industrial Classification System (NAICS), companies included in this survey provided investigation services, security guard and patrol services, armoured car services, security system services, and locksmith services (NAICS 5616).

In 1997, total revenues for the Investigation and Security Services industry, which constituted 2,746 companies, were \$2.1 billion. The majority (65%) of the clients for this industry were other businesses. The government represented another 18% of the client base while private individuals and households made-up 16% of those utilizing the services of investigation and security firms. Foreign consumers constituted an additional 2% of investigation and security services clients.¹

1. Percentages for the distribution of the client base for the investigation and security services industry do not total 100% due to rounding. The distribution of the client base applies to incorporated firms with revenues greater than \$50,000 and is based on the percentage of firms' total operation revenues.

2. This survey was only conducted once and discontinued after reference year 1997.

Source: Statistics Canada. Annual Survey of Investigation and Security Services, 1997.²

becoming more common, and the functions of private security are coming to resemble those of public police. This expansion of the scope of the duties performed by private security as well as increases in their numbers brings attention to the current regulatory mechanisms in the private security sector. However, regulation of the private security sector is, at best, described as limited, if not "fragmented and inconsistent" (Quigley and Cukier 2003: 1).

Police officers are subject to a variety of regulatory measures

As agents of the state, public police are accountable to the government and subject to a number of regulatory measures. Standards for police governance are set forth by provincial legislation, which also outline police employment and training requirements. Police are held accountable for their actions through a variety of means such as federal and provincial legislation (e.g., *Canadian Charter of Rights and Freedoms*); local police boards/commissions or municipal councils; provincial police commissions; public/civilian complaint commissions/boards; internal affairs and special investigations; as well as criminal prosecution and civil litigation.

Regulation of private security personnel is limited

There are provincial/territorial laws regulating security personnel and agencies. For instance, provincial/territorial legislation in many jurisdictions provide for the investigation into complaints made against licensed private security personnel and allow for the suspension or revocation of licenses. Private investigators and security guards are also accountable to their clients and their employers. They may be held responsible for their actions under the threat of civil litigation or criminal prosecution. However compared to police officers, governance measures for private security personnel are limited.

With the exception of the Northwest Territories and Nunavut, each province and territory has its own legislation regulating private security. However in the absence of any national standards, the content and coverage of private security regulation varies from jurisdiction to jurisdiction. The provincial/territorial legislation governing private security stipulates the regulatory and licensing measures for private security employees and agencies. In general, the basic licensing criteria tend to be quite minimal and usually include items such as a minimum age requirement (18 or 19, depending on the jurisdiction), a criminal record check, and Canadian citizenship or legal immigrant status. Only three provinces, British Columbia, Saskatchewan and Newfoundland and Labrador, require applicants to meet minimum training requirements to receive a license. Licenses must be renewed annually and can be revoked in cases of non-compliance (Quigley and Cukier 2003).

Box 5: Proposed changes to the Ontario *Private Investigators and Security Guards Act*

In order to keep pace with the changes in the industry, several provinces, including British Columbia, Manitoba, Ontario, Quebec and Nova Scotia have recently reviewed or are currently reviewing their private security legislation. Legislative revisions have focused on issues of training, licensing and equipment standards. Below are some of the proposed changes to the Ontario *Private Investigators and Security Guards Act*, as outlined in the Ministry of Public Safety and Security's June 2003 Discussion Paper.

- Establishing mandatory basic training as a prerequisite to a basic licence.
- Licensing of all security guards and private investigators, including both contract and in-house employees.
- Enabling private investigators and security guards to become licensed before they actually start working.
- Allowing licenses to be portable so that individuals can take licences with them from one employer to the next.
- Implementing additional security checks and conducting more comprehensive background checks of license applicants.
- Introducing a license classification system that would recognise the diversity of the roles and responsibilities within the private security industry.
- Creating new standards for identifying marks or insignia appearing on uniforms and vehicles to distinguish private security personnel from public police officers.
- Establishing standards for the types and usage of equipment by security guards and private investigators.

Source: Ministry of Public Safety and Security, 2003. *Private Investigators and Security Guards Act Discussion Paper*. Toronto.

There are also provincial/territorial regulations controlling the extent to which private security personnel can be armed. While generally, private security personnel are prohibited from carrying firearms, in some instances security guards may be permitted to do so (i.e., when they are protecting precious metals, goods or cash). In such cases, armed security guards can only use their firearms in the course of self-defence or defending against the death or serious injury of another individual (Law Commission of Canada 2002). Otherwise, private security personnel must comply with the same firearms regulations as private citizens (Quigley and Cukier 2003).

While most jurisdictions have some form of legislated governance in place, these provincial/territorial regulations apply only to contract security. At this time, in-house security

personnel are not subject to provincial/territorial licensing requirements and remain largely unregulated (Law Commission of Canada 2002). Only private security personnel employed by permanent commercial casinos are obligated to obtain a license (Gerden 1998).

In addition to provincial/territorial statutes, there are a number of professional associations (e.g., The Canadian Alarm and Security Association, The Canadian Society for Industrial Security, The Federal Association of Security Officials) that promote minimum standards among their members. However, membership and compliance are voluntary. Furthermore, these professional organizations do not provide membership for all segments of the private security industry (Gerden 1998).

An employment profile of public police and private security personnel

Private security personnel outnumbered police officers

According to the 2001 Census, private security personnel continued to outnumber police officers across Canada, as they had in 1991 and 1996 (see Table 1). With a total of 84,000 private security personnel (10,465 private investigators and 73,535 security guards) compared to 62,860 police officers, there were 1.3 times as many people working in private security as there were police officers (see Table 1).

Box 6: Defining 'employed', 'unemployed' and 'occupation'

The data in this section are estimates of employment and unemployment by occupation from the *Census of Population*.

The term "**employed**" includes persons aged 15 years and older who, during the week prior to Census day, did any work at all for pay or in self-employment or without pay in a family farm, business or professional practice. Those who were absent from their job or business, with or without pay, for the entire week because of a vacation, an illness, a labour dispute at their place of work or any other reason were also considered "employed".

The term "**unemployed**" refers to persons 15 years of age and over who were without paid work or without self-employment work and were available for work and either a) had actively looked for paid work in the past four weeks; or b) were on temporary lay-off and expected to return to their job; or c) had definite arrangements to start a new job in four weeks or less.

"**Occupation**" refers to the kind of work persons were doing during the reference week, as determined by the kind of work and the description of their main job activities. If the person did not have a job during the week prior to enumeration (May 15, 2001), the data relate to the job of longest duration since January 1, 2000. Persons with two or more jobs were to report the information for the job at which they worked the most hours.

Occupation data for 1991 and 1996 are based on 1991 Standard Occupational Classification (SOC) definitions. However, in 2001 Census occupation data were coded to the 2001 National Occupational Classification for Statistics (NOC-S 2001). In order to facilitate comparisons between occupation data coded to 1991 SOC and 2001 NOC-S, a historical occupation variable was created. This historical occupation variable was used for the analysis included in this report.

In 2001, the number of people employed as police officers was 3% higher than it had been in 1991 and counts for those working in private security were 4% higher. Between 1991 and

1996, counts for police officers dropped 4%. The total number of individuals working in private security was fairly stable, increasing just 1%. While the number of police officers and private security personnel both grew between 1996 and 2001, police officers experienced a slightly greater rate of increase. Between 1996 and 2001, the number of police officers rose by 6%, while the total number of private security personnel (private investigators and security guards) increased by 2% (see Table 1).

If, however, changes in population size are taken into account, the overall picture shifts somewhat. In 2001, there were 209 police officers per 100, 000 population, representing a 7% decrease over 1991, but a 2% increase over 1996. For private security however, the number of personnel per capita was down in 2001 compared to previous years. At 280 per 100,000 population, the number of people employed in private security per capita was 6% lower than it had been in 1991 and 2% below 1996 rates (see Table 2).

Box 7: Police officer counts from the Police Administration Survey

Counts for police officers are also collected by the Canadian Centre for Justice Statistics' Police Administration Survey. The survey is conducted annually and gathers national statistics on personnel and expenditures from municipal, provincial and federal police services.

Police officer counts and rates per 100,000 population from the Police Administration Survey, Canada, Provinces and Territories, 2001

	Population ¹ 2001	Counts	Rates per 100,000 population	% change in rates 1996-2001
Newfoundland and Labrador	521,986	767	147	-1
Prince Edward Island	136,672	203	149	-1
Nova Scotia	932,389	1,581	170	-3
New Brunswick	749,890	1,317	176	2
Quebec	7,396,990	13,927	188	-1
Ontario	11,897,647	22,175	186	2
Manitoba	1,151,285	2,206	192	-2
Saskatchewan	1,000,134	1,962	196	5
Alberta	3,056,739	4,755	156	-3
British Columbia	4,078,447	6,895	169	2
Yukon	30,129	121	402	13
Northwest Territories	40,822	152	372	0
Nunavut	28,121	91	324	...
RCMP Headquarters & Training Academy	...	924
Canada	31,021,251	57,076	184	0

... not applicable

1. Populations are based on July 1st final postcensal estimates for 2001 provided by the Demography Division, Statistics Canada.

Source: Police Administration Survey, Canadian Centre for Justice Statistics, Statistics Canada.

Police officer counts from the Police Administration Survey will differ from those of the Census due to a number of methodological differences between the two data sources. For instance, the Police Administration Survey includes counts of full-time officers and converts those working part-time into full-time equivalents (e.g., four police officers working 10 hours per week equal 1 full-time police officer), and also excludes temporary police officers. For Census counts, however, part-time police officers are not converted to full-time equivalents and counts could include temporary police officers. And while the national counts from the Police Administration Survey include police officers from the RCMP Headquarters and Training Academy (which represent about 2% of all police officers), these figures are not included in the province where these "centralized" areas are located. Therefore, caution must be observed when making any comparisons between the Census and Police Administration data.

National Census counts of police officers are consistently higher than counts provided by the Police Administration Survey. In 2001, police officer counts from the Census were 10% higher than those reported on the Police Administration Survey for that year. Nevertheless, when comparisons between the Police Administration Survey and the Census are made, some complementary findings are revealed. For example, between 1996 and 2001, the Census, shows a 6% increase in the number of police officers and findings from the Police Administration Survey indicate a 5% growth.

Police officer counts and rates per 100,000 population from the Police Administration Survey, Canada, 1991 to 2001

Canada	Total number of police officers	Rate per 100,000 population	% change in rate
1991	56,768	203	...
1992	56,992	201	-1
1993	56,901	198	-1
1994	55,859	193	-3
1995	55,008	188	-3
1996	54,323	184	-2
1997	54,719	183	-1
1998	54,763	182	-1
1999	55,321	182	0
2000	55,954	182	0
2001	57,076	184	1

... not applicable

Source: Police Administration Survey, Canadian Centre for Justice Statistics, Statistics Canada.

The number of security guards rose, counts for private investigators declined

Looking within the private security field, the vast majority (85% to 90%) of personnel fall under the category of security guard. From 1996 to 2001 the number of security guards rose by 5%. However, a 14% decline in the number of private investigators between 1996 and 2001 served to lower the overall rate of growth to 2% for employment in private security as a whole (see Table 1). Controlling for the effects of population differences between 1996 and 2001, the growth rate among security guards drops to 1% and the decline in the number of private investigators increases to 18% (see Table 2).

Box 8: Using provincial/territorial registrars to determine private security employment counts

Counts for private investigators and security guards shown in this report may differ from those using other data sources. For example, provincial/territorial registrars' data on the number of licences issued to private investigators and security guards reflect counts of licences rather than persons; a licence is not a requirement if the person works "in-house", and persons having a licence are not necessarily employed in the private security field.

The number of security guards per capita in 2001 was 8% below 1991 per capita rates. However during this same time period, the number of private investigators per capita increased 16%, with a 41% increase occurring between 1991 and 1996. The large overall increase in the number of private investigators during this period likely reflects a change in the nature of security requirements in Canada, such as investigations for fraud, electronic surveillance, and alarm systems (Swol, 1998).

Box 9: Police services' security officers/ guards

Some police services in Canada also have security officers/guards as part of their personnel. These security officers/ guards are special constables, who typically work as court security officers, providing security for individuals in custody or in court. The number of these security officers/guards has generally been on the rise. In 2001 there were 909 security officers/ guards employed by police services in Canada, representing a 23% increase from 1996 and a 51% increase from 1991. This figure was down slightly in 2002, with 892 security officers/ guards.

Source: Statistics Canada. Police Administration Annual Survey.

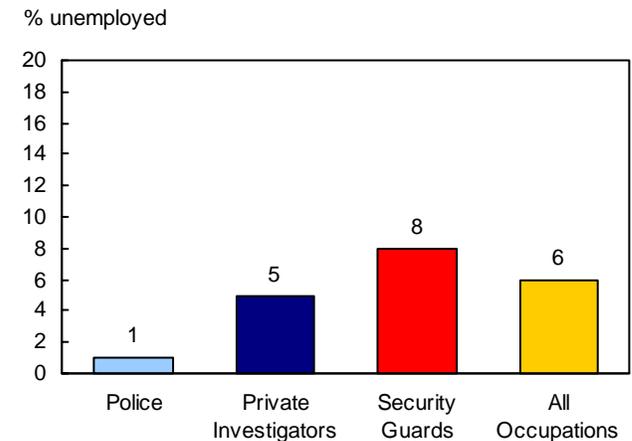
Private security personnel were about seven times more likely to experience unemployment and almost eight times as likely to work part-time

Labour force participants with private security occupations¹ tended to have higher unemployment rates than police officers. Nationally, 1% of police officers were unemployed, compared with 5% of private investigators and 8% of security guards (see Figure 1).

Part-time work is a characteristic typically associated with the security industry. Findings from the 2001 Census indicate security guards were more than eight times as likely as police officers to be employed part-time.² The proportion of private investigators working part-time was nearly five times that of police officers (see Figure 2).

Figure 1

Security guards are the most likely to be unemployed^{1,2}



- Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older, excluding institutional residents, who were in the labour force (i.e., those who were either employed or unemployed) during the week (Sunday to Saturday) prior to Census Day.
- Includes police officers, private investigators, security guards and all other occupations in Canada. If the person did not have a job during the week prior to enumeration (May 15, 2001), the data relate to the job of longest duration since January 1, 2000. Persons with two or more jobs were to report the information for the job at which they worked the most hours.

Source: Statistics Canada, Census of Population, 2001.

Characteristics of police and private security personnel

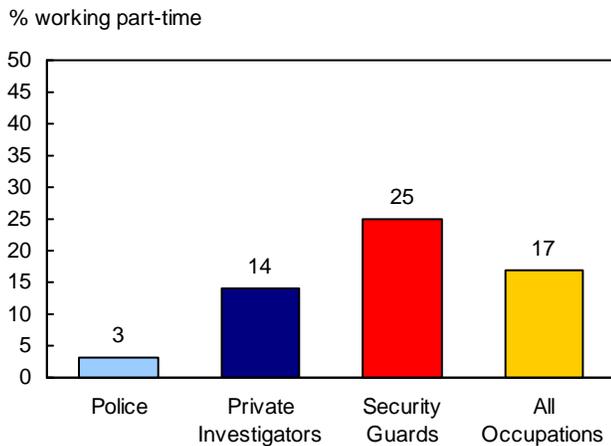
More women working in private security than in policing; approximately 1 in 4 private security personnel were female

Women had a higher representation in private security than in public policing (see Table 3). In 2001, women constituted 25% of private investigators and 23% of security guards, compared to 17% of police officers. These figures have all increased since 1996, with the representation of women among each of the three occupational groups increasing by three to four percentage points in 2001 (see Table 3). It should be noted that while the proportion of women was lowest among police officers in 2001, efforts to recruit more women have produced steady increases in their numbers since the mid-1970's, when only 1% of officers were female (Shankarraman 2003).

- Individuals currently working as security guards or private investigators, or those who were during the week prior to Census Day, unemployed, but whose job of longest duration from January 1, 2000 to May 15, 2001 was in private security.
- The term part-time refers to persons 15 years of age and over who were employed during the week prior to Census Day and worked for pay for less than 30 hours.

Figure 2

Security guards are more likely to be employed part-time^{1,2}



1. Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older, excluding institutional residents, who were employed during the week (Sunday to Saturday) prior to Census Day. Individuals were considered to be employed part-time, if they worked for pay for less than 30 hours that week. Those working 30 or more hours during the week were considered employed full-time.
 2. Includes those employed as police officers, private investigators, security guards and all other occupations in Canada.

Source: Statistics Canada, Census of Population, 2001.

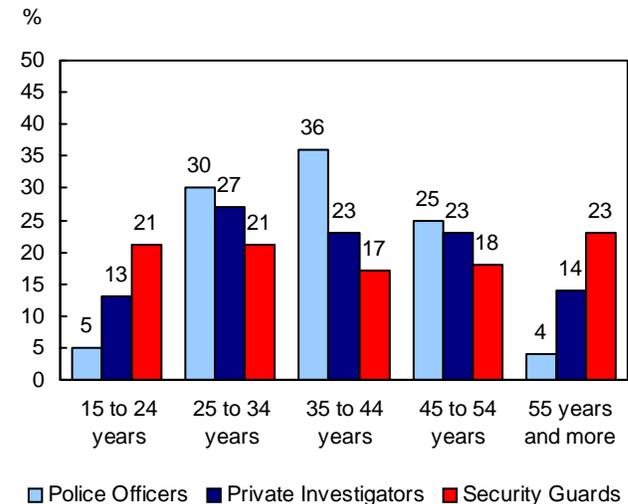
Individuals under the age of 25 and those over 54 years of age were more likely to work in private security

There were considerable age differences between persons employed in private security and those employed as police officers (see Table 4). In comparison with police officers, private security personnel had a much higher percentage of personnel under the age of 25 and over the age of 54. About two-thirds of police officers were 25 to 44 years of age. Security guards, however, were more evenly distributed across the five age categories (see Figure 3). Just 5% of police officers were between the ages of 15 to 24 years, compared to 21% of security guards. And where 23% of security guards were aged 55 and older, only 4% of police officers were this age. Private investigators were more likely than police officers to be under the age of 25 or over 54 years of age, but were less likely than security guards to fall into these age groups (see Figure 3). The age distributions of police officers, private investigators, and security guards have been relatively stable over the past decade.

Differences in training requirements and the nature of the work may explain the disparate age distributions of public police officers and private security personnel. Private security jobs require different levels of education and training than police officer positions. Police services typically require applicants to possess at least a high school diploma and prefer those with post-secondary education. However, there is an absence of basic educational and training standards for private security personnel, which may explain the higher proportion of

Figure 3

Security guards are fairly evenly distributed across the five age categories



Source: Statistics Canada, Census of Population, 2001.

individuals under the age of 25 working in this field. The low percentage of police officers who are over the age of 55 is likely due to the fact that many officers retire by the time they reach this age. By contrast, the relatively high proportion of older individuals found in the private security field may be because this type of work is better able to accommodate older employees. Further, it is not uncommon for individuals such as retired police officers and military personnel to start working in private security upon leaving their former careers.

Among police officers, there was a tendency for women to be younger than men, which is not unexpected given the recent growth in female recruitment. Over one-half (53%) of female police officers were below the age of 35, compared to only 31% of men.

Among the private investigators and security guards, women were more evenly distributed across the different age categories, but were most under-represented in the oldest age category (see Table 4). This pattern is more similar to the age distribution found among women employed across all occupations.

Police officers continue to have higher education levels than private security

For most police forces, prospective recruits must possess at least a grade 12 education, but as previously mentioned, preference is typically given to those with college diplomas or university degrees. Only Quebec police services require that new recruits earn a post-secondary diploma prior to being hired. With respect to career advancement, some promotion processes emphasize educational attainment. Police work in specialty units such as forensics, computer crime and DNA analysis also requires higher education. Such specialization

is recognized as an important aspect of career development, especially in the last few years, as the opportunities to move up the career ladder have declined, even among larger police services (Human Resources Development Canada, Canadian Police Association and Canadian Association of Chiefs of Police and PriceWaterhouseCoopers 2001).

There are virtually no educational minimums for private security personnel. British Columbia, Saskatchewan, and Newfoundland and Labrador have established some mandatory training prerequisites for acquiring private security licenses. However, aside from these measures, employers are responsible for establishing educational and training requirements for private investigators and security guards. As a result, differences in education levels between police officers and private security personnel are evident.

In 2001, 96% of police officers had attained at least a high school diploma, compared to 89% of private investigators and 76% of security guards. Further, more than half (55%) of police officers had completed either a college certificate/diploma or a university degree. In comparison, 42% of private investigators and only 28% of security guards had achieved the same level of education (see Table 5). This pattern is consistent with previous years, where education levels were highest for police.

Across all three occupational categories, there were some small variations in educational attainment by sex (see Table 5). Consistent with trends found in the general population, where 54% of women and 47% of men had earned a college certificate or diploma, or attended university, female police officers and female private investigators were likely to have higher levels of schooling than their male counterparts. This gender difference was slightly more pronounced among the police officers. For instance, 17% of female private investigators compared to 11% of male private investigators held a university degree, while 27% of female police officers had a university degree compared to 17% of male officers.

The higher level of educational attainment for female police officers might be explained by the trend toward higher educational achievement among police officers in general, coupled with the marked growth in the proportion of female police since the mid-1970's. However, looking just at individuals under the age of 25 years (i.e., those who are most likely to have recently entered policing), female police officers still had higher levels of education than male officers.

Among security guard personnel, the reverse was true and males generally held higher levels of education than their female counterparts. In 2001, 40% of men held a certificate or diploma from a trade school or college or had at least some university education, compared to 37% of women. These findings stand in contrast to those found among the total population.

Visible minorities had higher representations in private security, especially among security guards

Visible minorities³ were more likely than those who are not a visible minority to be employed as security guards, were somewhat less likely to work as private investigators and were least likely to be employed as police officers. In 2001, visible

minorities made up 12% of the employed labour force and nearly 13% of the Canadian population (15 years of age and older). Visible minorities accounted for 4% of police officers, compared to 11% of private investigators and 16% of security guards (see Table 6). Thus, despite programs aimed at creating police forces that more closely resemble the public they serve, police services still face some challenges with respect to recruiting and retaining visible minorities (Human Resources Development Canada, et al. 2001).

Since 1996 however, the number of visible minority police officers did increase 61%. The number of visible minorities among private investigators and security guards also grew, increasing 55% and 49%, respectively, between 1996 and 2001.

Aboriginal persons well represented in both public policing and private security

Aboriginal people⁴ made up 2% of those employed in Canada in 2001 and represented approximately 3% of the country's population (15 years of age and up). Aboriginal persons constituted a similar proportion of the total employment among police officers and security guards (4% each) as well as private investigators (2%). The proportion of Aboriginal persons for all three of these occupational categories has increased somewhat over 1996 figures (see Table 7).

Police officer counts include members of self-administered First Nations Police Services (Aboriginal police officers policing their own communities), the majority of whom are Aboriginal people.

Police officers earn significantly more than private security personnel

Lower education and training requirements, higher turnover, larger proportions of part-time workers, the competitive nature of the industry as well as essential differences in the duties and responsibilities they perform, have contributed to traditionally lower employment earnings among private security personnel, compared to public police. In 2000,⁵ the average annual income for police officers in full-time, full-year employment continued to be considerably higher than the average income for all occupations, and was considerably higher than earnings for those in private security. Police officers reported earning an average of about \$59,900 per year, which was more than one and a half times the average income for private investigators and more than double the average income of security guards. Security guards earned, on average, 30% less than private investigators, annually. Both security guards and private investigators had below average yearly earnings, in comparison to all occupations (see Table 8).

Adjusting for inflation, the average annual income for police officers rose 2% between 1995 and 2000. Average annual incomes for private investigators increased 6%, and were stable

3. See Methodology section for a definition of visible minorities.

4. See Methodology section for a definition of Aboriginal persons and Census coverage of Indian reserves and Indian settlements.

5. Annual average income figures are estimates from the 2001 Census of Population and Housing and are based on full-time workers, aged 15 years and older, with employment income for a full-year.

for security guards (-0.4%) (see Table 8). The difference in average annual incomes between police officers and private investigators was somewhat smaller in 2000 than it was in 1995. In contrast, the gap in the average annual earnings of police officers compared to security guards grew slightly during this time. The disparity between private investigator and security guard annual incomes also registered an increase between 1995 and 2000, widening by 4 percentage points.

Lower employment incomes among private security personnel, particularly security guards, may be due in part to a less experienced, less educated workforce. A younger workforce will have had less opportunity to earn educational credentials and gain employment experience. As previously discussed, there was a higher proportion of individuals age 15 to 24 employed in private security compared to public policing (20% versus 5%). In addition, educational attainment among private security personnel was also lower than for police officers. While 55% of police officers had earned a college certificate/diploma or university degree, only 30% of private security workers had done so.

Methodology

Due to changes in the occupational classification systems used in the 1991, 1996 and 2001 Censuses, only trend information dating back to 1991 is possible. These changes in classification systems affect the occupations that are included in both the private investigator and security guard categories. Comparable 1971 to 1986 Census occupation data are available classified according to the 1980 Standard Occupational Classification (SOC). 1991 Census data were classified using both the old 1980 (SOC) and the new 1991 Standard Occupational Classification (SOC). 1996 and 2001 Census occupation data are not available classified according to the 1980 SOC, but rather, the newer 1991 SOC. The longest comparable time-series for Canadian Census occupation data, therefore, currently is 1991 to 2001.

The primary data source used for this *Juristat* was the Census of Population. The Census collects data on every person in Canada based on where he or she lives and is conducted every five years. There are two types of questionnaires that are used to collect the data: a short form and a long form. The long form goes out to one in every five households in Canada and represents a 20% sample, while the remaining households receive the short form. The data used for this report are from the 20% sample which has been weighted to the national level.

The population universe used throughout this *Juristat*, with the exception of the data presented for salaries, was the "Employed Labour Force" which includes: "persons 15 years of age and over, excluding institutional residents, ... who, during the week (Sunday to Saturday) prior to Census Day: a) did any work at all for pay or in self-employment or without pay in a family farm business or professional practice; b) were absent from their job or business, with or without pay, for the entire week because of vacation, illness, a labour dispute at their place of work, or other reasons" (Statistics Canada 2003: 54). The population universe used for data on average annual income included: persons aged 15 years or older, with employment income, who worked full-year, full-time in 2000.

Data from the Censuses for 1991, 1996 and 2001 were presented by occupational classification. Since a new Standard Occupational Classification (SOC) was introduced in 1991,

Census data prior to 1991 cannot be compared using the standard occupational groups, as the types of occupations included in the earlier categories and definitions have changed considerably.

In 2001 Census occupation data was coded to the 2001 National Occupational Classification for Statistics (NOC-S 2001). In order to facilitate comparisons between occupation data coded to 1991 SOC and 2001 NOC-S a historical occupation variable was created and wherever possible, the 1991 SOC code has been retained. This historical occupation variable was used for the analysis included in this report.

In this report, **visible minorities** are persons, other than Aboriginal persons, who are non-Caucasian in race or non-white in colour (i.e., Chinese, South-Asian, Black, Arab/West Asian, Filipino, South East Asian, Latin American, Japanese and Korean).

Aboriginal persons refers to those who reported identifying with at least one Aboriginal Group, i.e., North American Indian, Métis or Inuit (Eskimo) and/or those who reported being a Treaty Indian or a Registered Indian as defined by the Indian Act of Canada and/or who were members of an Indian Band or First Nation.

Census coverage was incomplete for some Indian reserves and Indian settlements. In the 1996 Census there were 77 incompletely enumerated Indian reserves and Indian settlements, and 30 in the 2001 Census. For larger geographic areas (i.e., Canada, provinces, census metropolitan areas, and census agglomerations), the impact of these missing data is very small. The impact can be significant for smaller geographic areas containing one or more of these reserves and settlements.

Other Data Sources

While the Census provides the information needed to conduct the type of detailed comparisons of police and private security personnel, other data sources provide some information. The Labour Force Survey (LFS) collects occupational level data using 1991 SOC as well as industry level data using North American Industrial Classification System (NAICS) 1997. However, due to the relatively small sample size of the LFS, users are cautioned against using estimates produced at the level necessary to study police and private security personnel.

The Survey of Employment, Payroll and Hours (SEPH) produces industry data using the 1997 NAICS. The 1997 NAICS does not permit uniform identification of the two main groups (police officers and private security personnel) needed for this comparative study as the level of industrial coding is not sufficiently detailed. Furthermore, SEPH does not collect a very wide range of socio-demographic characteristics for employees (such as age, level of schooling, visible minority status or aboriginal status variables).

While data for the Investigation and Security Services industry (NAICS 5616) (i.e., employment and income figures) are available through SEPH, the use of these data for years prior to 2001 would warrant due caution. With the conversion to NAICS from the 1980 Standard Industrial Classification (SIC), trends for the broader SIC category 'Other Business Services',

which included industries providing security and investigation services, were applied to produce estimates for years prior to 2001 for industries classified as Investigation and Security Services under NAICS. The SEPH did not begin to collect actual NAICS-based data until 2001.

The Police Administration Statistics Annual Survey is another data source for police officer counts. All police services in Canada provide personnel and expenditure information on an annual basis. Personnel counts include the actual number of permanent, full-time (full-time equivalents) police officers and civilians who are employed by the police service on a specific date. Counts for expenditures include final operational expenditures for the year.

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Table 1


Police officers, private investigators and security guards,¹ Canada 1991, 1996 and 2001

	1991	1996	2001	% change 1991-2001	% change 1996-2001
Police Officers	61,280	59,090	62,860	3	6
Total Private Security	81,095	82,010	84,000	4	2
Private Investigators	8,215	12,230	10,465	27	-14
Security Guards	72,880	69,780	73,535	1	5

Totals may not add up as Census data are randomly rounded to base 5.

1. Counts for police officers, private investigators and security guards are estimates from the 1991, 1996 and 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.

Source: Statistics Canada, Census of Population

Table 2


Police officers, private investigators and security guards,¹ rates per 100,000, Canada, 1991, 1996 and 2001

	1991	1996	2001	% change 1991-2001 ²	% change 1996-2001 ²
Police Officers	224	205	209	-7	2
Total Private Security	297	284	280	-6	-2
Private Investigators	30	42	35	16	-18
Security Guards	267	242	245	-8	1
Population³	27,296,859	28,846,761	30,007,094		

1. Counts for police officers, private investigators and security guards are estimates from the 1991, 1996 and 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.

2. Percentage change based on unrounded figures.

3. Populations represent counts established by the 1991, 1996, and 2001 Census of Population.

Source: Statistics Canada, Census of Population

Table 3


Police officers, private investigators and security guards¹ by sex, Canada, 2001

	Total	Male	Female	% female 2001	% female 1996	% female 1991
Police Officers	62,860	52,455	10,405	17	13	9
Total Private Security	84,000	64,780	19,220	23	20	19
Private Investigators	10,465	7,865	2,600	25	21	26
Security Guards	73,535	56,910	16,625	23	20	18

Totals may not add up as Census data are randomly rounded to base 5.

1. Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.

Source: Statistics Canada, Census of Population

Table 4



Police officers, private investigators and security guards¹ by age and sex, Canada, 2001

	15 to 24 years		25 to 34 years		35 to 44 years		45 to 54 years		55 years & older		Total all ages	
	Number	% of all ages	Number	% of all ages	Number	% of all ages						
Police Officers												
Male	2,025	4	14,255	27	19,075	36	14,920	28	2,180	4	52,455	100
Female	925	9	4,555	44	3,660	35	1,040	10	220	2	10,405	100
Total	2,955	5	18,810	30	22,740	36	15,960	25	2,395	4	62,860	100
Private Investigators												
Male	925	12	1,975	25	1,740	22	1,915	24	1,320	17	7,865	100
Female	395	15	830	32	715	28	505	19	155	6	2,600	100
Total	1,320	13	2,805	27	2,450	23	2,415	23	1,470	14	10,465	100
Security Guards												
Male	11,715	21	12,085	21	9,015	16	9,810	17	14,290	25	56,910	100
Female	3,360	20	3,570	21	3,750	23	3,260	20	2,690	16	16,625	100
Total	15,075	21	15,655	21	12,765	17	13,065	18	16,980	23	73,535	100

Totals may not add up as Census data are randomly rounded to base 5.

1. Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.

Source: Statistics Canada, Census of Population

Table 5



Percentage of police officers, private investigators and security guards¹, by highest level of education and sex, Canada, 2001

	Police Officers			Private Investigators			Security Guards		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Less than High School Diploma	4	3	4	11	11	11	23	27	24
High School Diploma	9	6	9	14	13	13	18	20	18
Some Trade & Non-University	11	9	11	16	15	16	18	17	18
Trade & Non-University with Certificate/Diploma	37	33	36	30	29	29	20	20	20
Some University	22	22	22	18	15	17	12	10	12
University with Bachelor's Degree or Higher	17	27	19	11	17	13	8	6	8
Total	100	100	100	100	100	100	100	100	100

Totals may not add up due to rounding.

1. Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.

Source: Statistics Canada, Census of Population

Table 6



Police officers, private investigators and security guards¹ by visible minority status and sex, Canada, 2001

	Total	Visible minorities		
	2001	2001 number	2001 percent	1996 percent
Police officers				
Male	52,455	2,395	5	3
Female	10,405	385	4	4
Total	62,860	2,775	4	3
Private investigators				
Male	7,865	895	11	7
Female	2,600	290	11	4
Total	10,465	1,185	11	6
Security guards				
Male	56,910	9,870	17	12
Female	16,625	1,750	11	7
Total	73,535	11,620	16	11
All occupations³				
Male	7,810,295	958,305	12	10
Female	6,884,840	857,575	12	10
Total	14,695,135	1,815,875	12	10
Canada population 15 years & older⁴				
Male	11,626,790	1,464,665	13	11
Female	12,274,570	1,576,985	13	11
Total	23,901,360	3,041,650	13	11

Totals may not add up as Census data are randomly rounded to base 5.

1. Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.
2. Census data for persons in a visible minority does not include aboriginal persons.
3. Includes those employed as police officers, private investigators, security guards and all other occupations in Canada.
4. Includes all persons aged 15 years and older regardless of their employment status.

Source: Statistics Canada, Census of Population

Table 7


Police officers, private investigators and security guards¹ by Aboriginal status and sex, Canada, 2001

	Total	Aboriginal persons		
	2001	2001 number	2001 percent	1996 percent
Police Officers				
Male	52,455	1,955	4	3
Female	10,405	485	5	5
Total	62,860	2,440	4	3
Private Investigators				
Male	7,865	130	2	1
Female	2,600	80	3	2
Total	10,465	210	2	1
Security guards				
Male	56,910	2,250	4	3
Female	16,625	740	4	3
Total	73,535	2,995	4	3
All occupations²				
Male	7,810,295	163,485	2	2
Female	6,884,840	160,455	2	2
Total	14,695,135	323,945	2	2
Canada population 15 years & older³				
Male	11,626,790	311,365	3	2
Female	12,274,570	340,985	3	2
Total	23,901,360	652,350	3	2

Totals may not add up as Census data are randomly rounded to base 5.

- Counts for police officers, private investigators and security guards are estimates from the 2001 Census of Population and represent persons aged 15 years and older who were employed in the week prior to Census Day.
- Includes those employed as police officers, private investigators, security guards and all other occupations in Canada.
- Includes all persons aged 15 years and older regardless of their employment status.

Source: Statistics Canada, Census of Population

Table 8


Average annual employment income¹ for police officers, private investigators and security guards in current and constant dollars,² Canada, 1995 and 2000

	2000	1995	% change
	current \$	2000 constant \$	
Police officers	59,888	58,596	2
Private investigators	39,373	37,245	6
Security guards	27,369	27,474	-0.4
Total all occupations³	43,231	40,908	6

1. Data on average annual employment income are estimates from the 1996 and 2001 Census of Population and represent persons aged 15 years and older with employment income, who worked full year, full-time during 1995 and 2000, respectively.

2. In order to create constant dollar figures with the effects of inflation removed, figures were converted to a base of 2000=100 using Statistics Canada's Consumer Price Index (CPI).

3. Total All Occupations includes police officers, private investigators, security guards and all other occupations in Canada.

Source: Statistics Canada, Census of Population.

Canadian Centre for Justice Statistics

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