

stigma by concealing the actual cause of death. Perhaps most important, in cases where two or more causes of death were reported, officials were required to select only one "underlying" cause for classification (p. 136). Revision of a form or modification of the instructions to doctors who completed it could thus affect the nature of the information recorded. When bureaucrats themselves recognized the need for such revision, problems could quite often be readily solved. The development of such a solution underlies the analysis in the final case study, which considers the problem of where births and deaths were reported. With the rise of the hospital, for example, an increasing proportion of the population were born and died outside their community of residence. Until the introduction of an effective residence question on birth and death registration forms, the statistics collected did not necessarily reflect the actual number of births and deaths within particular communities. Although the Dominion Bureau of Statistics introduced a question on the mother's "usual residence" on birth registration forms in 1920, a similar addition to death registration forms came only in the 1930s. The implications for demographers are obvious. Yet, Emery argues, this is mainly a problem for those who wish to determine accurate mortality rates for specific localities and does not affect the accuracy of provincial rates (p. 154).

The strength of this book lies in its clear methodological approach. The problems addressed in the case studies are ones many of us who have used historical vital records have faced. As a result of this book, Canadian historians who accept historical statistics at face value will do so at their peril. Even vital statistics are not free of gender, class and ethnic biases. Emery has reminded us to take into account the particular milieu in which the statistics were collected. Those who oversaw and those who undertook collection of the data were very much products of their own time and place. Vital statistics, like any other form of historical "data", were, as Emery demonstrates, "socially constructed".

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Greg Marquis — *Policing Canada's Century: A History of the Canadian Association of Chiefs of Police*. Toronto: University of Toronto Press, 1993. Pp. xv, 459.

The Royal Canadian Mounted Police figure prominently in the popular imagination as the quintessential Canadian police force. Municipal and provincial police, however, predate the RCMP by a generation and collectively employ more personnel. Less glamorous and generally ignored by historians, they have played a crucial role in the criminal justice system. Greg Marquis' book, *Policing Canada's Century*, surveys the history of Canada's most important police lobby, the Canadian Association of Chiefs of Police (CACF), known as the Chief Constables' Association of Canada until 1954.

Beginning with an overview of nineteenth-century policing that includes American and British — especially Irish — influences, Marquis chronicles the reaction of police chiefs to social change, the rise of new institutions, reform movements,

and methods of social control. Marquis concludes with an assessment of the impact of the Charter of Rights and Freedoms on policing and then reviews current issues in police administration.

Policing Canada's Century was commissioned by the CACP and forms part of the Osgoode Society's series on the history of Canadian law. It is based on CACP convention records and publications, as well as a wealth of government documents and secondary sources. Marquis's perspective is from the top down. He focuses on the concerns and activities of senior police managers at the federal, provincial, municipal, and corporate (principally railway) levels. He does not include rank-and-file officers, who are represented by the Canadian Police Association, arguing that they deserve their own historian.

Four major themes run through the book, the first being technological change. Information storage, retrieval, and exchange, together with other innovations such as radio communications and patrol cars, revolutionized police work. The relationship between politics and the law is the second theme. Marquis examines the enforcement of social reform legislation such as prohibition, the surveillance of perceived subversive groups, including the Industrial Workers of the World and the Communist Party of Canada, as well as the issues of police governance and accountability. The third theme is CACP response to law reform and changes to various parts of the criminal justice system, ranging from firearms control and capital punishment to wiretapping regulations and the treatment of young offenders. Finally, Marquis describes the CACP's attempt to raise the professional status of police through better training, salaries, and public relations.

Marquis's portrayal of the chiefs of police is a favourable one. They are not depicted as a reactionary arm of capital defending the status quo. Rather, they appear as reasonable and pragmatic men who believe that crime is rooted in human nature, not social conditions. Short of resources because of parsimonious city councils dependent on property and business taxes, and hampered by well-intentioned yet misguided politicians who circumscribed their power while expecting them to fight crime and solve social problems, the chiefs struggled to reconcile crime control with social work, as Canada drifted towards a more liberal justice system. The police also had to act as reluctant social reformers, enforcing controversial legislation such as prohibition.

The chiefs are not without flaws. Marquis reveals some scandal, but, he believes that Canadian police, in sharp contrast to their American counterparts, are more professional and less corrupt. Outwardly, they resembled American police: they carried guns, adopted American-style uniforms, and by 1954 preferred the title "Police Chief" to "Police Constable". This similarity, however, was superficial. Canadian police, like the country they served, were different. As an institution and as individuals, Canadian police enjoyed considerable respect. As a result, Canada was free of the "American disease" — crime and disrespect for authority. Canadians insisted upon public order, deferred to authority, and placed society's interests ahead of individual rights. Canadian police forces reflected these conservative values. What developed institutionally was a distinctive national police style, neither British nor American.

Policing Canada's Century manifests all the advantages and disadvantages of institutional history. It is a good introduction to the subject, but lacks the analytical

depth of a case study. Marquis ably describes the chiefs' changing attitudes, but does not adequately explain why they held these views nor interprets what they mean. His approach is narrative; no theory informs his treatment of topics such as professionalization. There is no quantitative analysis. Marquis has a good grasp of Canadian social history, yet his study lacks an interpretative overview. As a consequence, the chiefs seem one-dimensional. Their history becomes a kind of morality play between right-thinking paragons and their critics.

Policing Canada's Century, however, is more than a dry institutional history. What is lost in depth is gained in scope and originality. Marquis has broken new ground to produce a broad social history that illuminates many aspects of Canadian life. For all its nearly 400 pages of text, he makes his subject lively and interesting. Historians can no longer ignore police history. Much needs to be done, but *Policing Canada's Century* will remain the indispensable groundwork for future studies.

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Robert J. Surtees — *The Northern Connection: Ontario Northland Since 1902*.
North York, Ont.: Captus Press, 1992. Pp. 432.

Robert Surtees's *The Northern Connection* is a welcome addition to Ontario's burgeoning provincial historiography. Surtees brings not only experience to his study of the railway (having spent over 25 years as a professional historian), but an appreciation of the region. Born in South Porcupine and raised in North Bay, Surtees now resides in the latter community where he is a professor of history at the recently chartered Nipissing University. Commissioned by the Ontario Northland Transportation Commission, Surtees's work relates the general history of the Temiskaming and Northern Ontario Railway (later renamed Ontario Northland) and the central role it played in the development of Northeastern Ontario. Created in 1902 by the provincial government to serve several small agricultural communities in Northeastern Ontario, the railway became the catalyst that sparked the province's, if not the country's, largest mining bonanza. Surtees outlines how successive provincial governments turned to the railway as a regulatory agency in a region devoid of government institutions. Although the Commission provided and continues to provide numerous services in the region, the focus of the book is the railway and its role in developing Ontario's frontier.

Divided into four sections, Surtees's book provides a well-researched, well-written account not only of the railway's history, but of the region's development. Drawing extensively on documents stored at the Ontario Northland Archives (recently closed due to provincial budget cuts), Surtees provides fresh analysis of the railway's and region's development from the North's perspective. Part 1 outlines the creation of the T&NO Commission, its first years of operation (under the control of its domineering chairman, "Jake" Englehart), the discovery of silver and gold (particularly Cobalt's silver boom), and how Queen's Park used the T&NO as