

University Education for the Police Veteran:
The Liberalization of the Profession

Thesis

Reginald Charles Pitts

Memorial University of Newfoundland

a thesis submitted to the School of Graduate Studies

in conformity with the requirements for

the degree of Master of Education (Post-Secondary Studies)

26 August, 2017

Abstract

This thesis seeks to explore the relationship between post-secondary education and mid-career supervisory police officers in one Canadian urban police service. The research will examine whether these officers, through the completion of a university degree programme, will have less conservative and correspondingly more liberal attitudes that are posited to be essential attributes for the successful implementation of community-based policing. The research will examine the police subculture as a factor in police education at the post-secondary level to determine what effect, if any, it has on the “liberalization” of the profession. Based on the quantitative and qualitative analysis of the surveyed population, this thesis will seek to make recommendations on the future and nature of police involvement in post-secondary education as a means of developing skills required by individual officers as well as the relationship required between the police and the community to fully implement the desired mutual goal of community safety.

Keywords: community-based policing, conservative, liberal

Acknowledgements

It's not often in life that we are afforded an opportunity to acknowledge and thank those who have been instrumental in our lives. This is one of those occasions.

I began my quest for a post-secondary education 39 years ago, I had applied and been accepted to two universities to study criminology. I decided to forgo the opportunity and instead joined the Metropolitan Toronto Police Force and the rest is as they say, history.

I never lost the desire to get my degree. In the early 1980's I enrolled as a part-time student at the University of Toronto, attending classes at night and going to Robarts Library on the weekends. I obtained a Certificate in Criminology. In the 1990's while married, starting a family and working three shifts I enrolled again at U of T to complete my degree. It wasn't to be and I left school.

The new millennium saw the arrival of distance learning and online programming. I went back to school again. This time I received a Diploma in Police Foundations (Leadership) from Humber College and finally my BAA in Justice Studies from the University of Guelph-Humber. I thought I was through with higher education but a change in careers brought on new challenges. In 2009, I went to Afghanistan as a serving police officer and as part of Canada's commitment to the reconstruction of the Afghan state. I returned home and retired from policing in 2011. Two weeks later I returned to Afghanistan working for the United Nations Office on Drugs and Crime (UNODC).

As evidenced by this thesis, I recommitted to furthering my education after finding myself with time on my hands in the evenings and weekends while working and living in Kabul. I now often comment that my university education has taken almost 39 years to obtain and that I received two degrees, a certificate and a diploma from three universities and one college without ever having sat in a classroom during normal class hours.

This has not been done alone and I find myself with too many to thank for their assistance and guidance over the years. The Toronto Police Service was my home for 33 years. I loved and appreciated almost every day I spent there. The other days are not worth mentioning.

A special thanks to my thesis supervisor, Dr. Robert Shea of Memorial University who has encouraged, guided and at times let me struggle through this process. As I have come to know in everything in life, that anything worth having is only obtained through struggle. As a distance student, we have never met in person. Hopefully, that will change. Special thanks to Professor Doug Thomson of Humber College (Toronto) who helped me navigate through the world of statistical analysis. Professor Kimberley O'Toole, a fellow Afghan war veteran assisted me in getting approval from the Toronto Police Service and served as an advocate when I needed it most.

My parents have been instrumental in my life. It is insufficient to merely thank them for everything they have ever done for me but that's all anyone can ever do. I miss my father.

Lastly, I have spent my life with a wonderful woman and we have four great children whose lives continue to unfold. I would never have done anything of consequence in my life without their support and encouragement. Thank you will never be enough.

For Sandra, Justin, Brandon, Mallory and Taylor

Table of Contents

| | |
|--|-----------|
| Abstract..... | 2 |
| Acknowledgements | 3 |
| Chapter 1: Introduction | 7 |
| A Return to the Past..... | 7 |
| The War on Crime – Do Not Resist | 10 |
| US DOJ Study – Newark, New Jersey | 13 |
| US DOJ Study – Chicago, Illinois..... | 14 |
| Real Change in Real Time | 19 |
| The Need for Intervention, Not Necessarily Enforcement | 20 |
| Why is this Important? | 25 |
| Liberalism, Conservatism and Democracy..... | 30 |
| The Personal Journey of the Researcher..... | 33 |
| Bachelor of Applied Science in Justice Studies (BASc) | 34 |
| Qualitative and Quantitative Orientation Towards this Research | 36 |
| Research Questions..... | 40 |
| Definition of Key Terms..... | 41 |
| Chapter 2: Literature Review | 44 |
| The Toronto Police Service – In Context | 44 |
| The Toronto Police Transformational Task Force (TTF)..... | 44 |
| Chief’s Internal Organizational Review (CIOR)..... | 46 |
| The PACER Report | 48 |
| UGH-TPS Bachelor of Applied Science in Justice Studies (BASc) | 51 |
| TPS Partnership with Higher Education..... | 51 |
| The Police Subculture: An Impediment to Liberalization and Professionalization?..... | 51 |
| The Perceived Role of the Police -We are not ad idum! | 56 |
| Broken Windows, Zero Tolerance and Superpredators – How Non-Evidence Based Theory Became Police Policy? | 61 |
| An Evidence-Based Need? | 65 |
| Does a University Education Change Beliefs and Attitudes? | 69 |
| Policing as a Profession or Policing as a Vocation?..... | 71 |
| The European Union – Police Academies as Universities | 75 |
| Changing the Landscape – Is there a Need?..... | 76 |
| What’s Missing? | 77 |
| Speaking of Added Value..... | 78 |
| Recent TPS Recruit Hiring | 82 |
| Present Challenges in Policing | 83 |
| Policing Terrorism – Pressure to Return to Paramilitary Policing | 83 |
| Chapter 3: Design and Methodology | 87 |
| Disclosure | 89 |
| Scope and Limitations | 93 |

| | |
|---|------------|
| Chapter 4: Findings | 94 |
| Summary and Evaluation of Qualitative Data | 94 |
| Summary and Evaluation of Quantitative Data | 106 |
| Methodology (Revised) | 106 |
| Gender (See Figure 1)..... | 109 |
| Rank (See Figure 2) | 109 |
| Years of Service (See Figure 3)..... | 109 |
| Supervisory Position (See Figure 4)..... | 109 |
| Comparison of Mean and Standard Deviation (Table 1)..... | 110 |
| Questions separated into Individual Police Duties (Table 2) | 111 |
| Questions Ranked According to Level of Agreement..... | 111 |
| Police Policy (Table 3) | 113 |
| Community (Table 4) | 115 |
| Professionalism (Table 5)..... | 116 |
| Statistical Analysis: T-test and Chi square | 118 |
| Gender Observed (Table 6) | 119 |
| Gender Expected (Table 7)..... | 119 |
| Gender Observed (Table 8) | 119 |
| Gender Expected (Table 9)..... | 119 |
| Table 10 (Chi Square)..... | 120 |
| Table 11 (Chi Square)..... | 120 |
| Table 12 (Chi Square)..... | 121 |
| Table 13 | 123 |
| Chapter 5: Conclusions | 124 |
| Summary of Findings | 124 |
| Final Comment..... | 128 |
| Figures 5 - 21..... | 130 |
| References | 147 |
| Appendix A - Survey Questionnaire..... | 162 |
| Survey Part 1 | 162 |
| Survey Part 2 | 163 |
| Appendix B - Ethics Approval..... | 169 |
| Appendix C - Recruitment Document | 170 |
| Appendix D - Informed Consent Form | 172 |
| Appendix E – Research Agreement..... | 179 |
| Appendix F - TCPS 2: CORE | 182 |

Chapter 1: Introduction

A Return to the Past

“Police officers protect lives and property, but policing is somewhat of an anomaly amongst the human and social service professions (e.g., teaching, nursing, social work, and counseling), which generally require a baccalaureate degree, and in many cases a terminal degree, to practice” (Hilal, Densley & Zhao, 2013, p. 462). Former United States Attorney General Edwin Meese once stated, “The content of police training must go beyond merely preparing officers for the mechanical aspects of police work, and that training should help them understand their communities, the police role, police history, and even the imperfections of the criminal justice system (Birzer & Tannehill, 2001, pp. 236-237).

Modern policing, as we know it, has been in existence for less than 200 years. Policing does in fact have a doctrine and has since the promulgation of the Metropolitan Police Act of 1829. That doctrine is embodied in Robert Peel’s Nine Principles (Buerger, 2000, p. 452). Peel’s seventh guiding principle of policing lays out the framework for what is now commonly referred to as the “guiding philosophy” (Maguire & Wells, 2009, p. XV) of community-based policing. It is a widely-held axiom in the profession, if it is indeed such, that police officers are an extension of the communities they serve and exist solely to prevent crime and disorder. To paraphrase Peel (1788/1850), “The measure of their success is not to be found in the statistical metrics of arrests of offenders and seizures of the instruments and proceeds of crime, but rather in the very absence of crime and disorder.” In the Canadian context, Tonita Murray (2001), the former Director General of the Canadian Police College has described the police role as, “The generalist social conveners who are constantly nudging society back onto the tracks of civility, order, and safety. It is an essential role that no other group in society can fulfill” (Ellis, 2005, p.26).

Traditional police training and education, contrary to Peel's principle, has long been centered upon a "quasi-military crime fighting model" in which the main objective of the police is to enforce the law and to arrest offenders after crimes have been committed. Police services provide metrics to the community as proof of the validity of their operations as opposed to explaining how the absence of crime-fighting statistics may in fact, be a truer indicator of community safety and security. The "quasi military crime-fighting model" is characterized by "impersonal, highly directive, authoritarian leadership and routinized tasks (Jermier & Berkes, 1979, p. 1). For discussion, in part in this thesis, is that this model has resulted in corresponding police behaviour and enforcement actions in our communities. In fact, this "quasi-military crime-fighting model" that is supported by an entire police subculture, will be discussed at length.

The association between policing and the military is a salient point as many police officers view themselves as involved in a never ending "war on crime" in the communities they serve, while these very community members see the police serving them as an army of occupiers and in some instances, persecutors. In many aspects, the police and the public served are not viewing community interest in the same way and the results of that are being played out currently to be seen on an almost daily basis in the media.

In May of 2015, the US President's Task Force on 21st Century Policing issued its recommendations to the country's law enforcement agencies. This forward-thinking document served to re-enforce the guiding principles of community-based policing and the need to develop "lasting and collaborative relationships between local police and the public." (p. III) Task Force members understood the need for changing police attitudes and behaviours in accordance with community needs. They found that building trust and legitimacy was essential to the core business of policing. They stated:

The public confers legitimacy only on those whom they believe are acting in procedurally just ways. In addition, law enforcement cannot build community trust if it is seen as an occupying force coming in from outside to impose control on the community. Law enforcement culture should embrace a guardian—rather than a warrior—mindset to build trust and legitimacy both within agencies and with the public. Toward that end, law enforcement agencies should adopt procedural justice as the guiding principle for internal and external policies and practices to guide their interactions with rank and file officers and with the citizens they serve. (p. 1)

Once again, it is prudent to refer back to Sir Robert Peel's guiding policing principles, "To maintain at all times a relationship with the public that gives a reality to the historic tradition that the police are the public and that the public are the police; the police being only members of the public that are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence." (1788/1850)

Procedural justice, as recommended by the President's Task Force, is a key concept here.

In the context of policing, the idea of procedural justice is to find alternative measures to standard police actions, such as arrest. Augustyn and Ward (2015) argue that:

... more attention must be given to the perceived quality of interactions with legal authorities who administer sanctions. The focus on the importance of the nature of contacts with the criminal justice system is not new (Braithwaite, 1989; Sherman, 1993). The procedural justice doctrine, largely based on the work of Tyler's (1990) study of compliant behavior, specifically draws attention to the importance of individual evaluations of fairness or procedural justice during interactions with legal authorities; specifically, interactions that are perceived as procedurally just promote "cooperative behaviors, including compliance with the law. (p. 470)

Augustyn and Ward (2015) make a salient point when they infer that the evaluation of police and public interactions are to be judged on an individual basis. Communities and individuals in those communities are judging the police on a case-by-case basis. That is a high standard and arguably not a sustainable one if the quality of police and community relations is based on the latest crisis that in recent days is sometimes communicated through viral interment videos. There is some questioning within the policing rank and file querying if public interaction should be avoided at all costs; as there is the perception that the police are now in the unenviable

position where they simply cannot *win*. There are many in the profession making the argument that communities get the type of police officer and the level of policing they “deserve”. There is anecdotal evidence to suggest that many police officers are now engaging with the public only in a reactive manner and not proactively. This has the potential to undermine the framework principles of community-based policing and will be addressed later in this thesis.

The War on Crime – Do Not Resist

The (US) President’s Task Force (2015) recognized that the “warrior mindset” and the corresponding war on crime mentality is current and obstructive in moving police reform to where it needs to go; a community-based enterprise designed to be sensitive to public needs and formulating appropriate responses to those needs. This is not a new idea or concept. It is what police services worldwide have embarked upon, a policy of community-based policing. In the public forum at the time of this writing are numerous instances of communities in open revolt against the police services that are supposed to be their protectors and guardians. Protests in Toronto and violence in many US cities such as Ferguson, Missouri are fuelling a new social movement and voices aimed at combatting actual and perceived police misconduct. “Black Lives Matter” has emerged as such a force in both Canada and the US and for better or worse, depending on your personal perspective, is forcing public discussion on the role of the police and the very state of policing. The Black Lives Matter Toronto website provides the groups mission statement as follows:

To forge critical connections and to work in solidarity with black communities, black-centric networks, solidarity movements, and allies in order to to (*sic*) dismantle all forms of state-sanctioned oppression, violence, and brutality committed against African, Caribbean, and Black, queer, trans, and disabled populations in Toronto.
(<https://blacklivesmatter.ca/>)

Nowhere in that mission statement is it offered that the movement is willing to work with the police to find solutions to problems. This group has been vocal and active in its support of its mission statement, driving local policing commentary in recent months. Black Lives Matter called for an end to police participation in various community events such as Toronto's annual highly attended Gay Pride Celebrations. They were successful. Black Lives Matter is also challenging the existence and mandate of the Province of Ontario's police watchdog, the Special Investigations Unit (SIU). The SIU is a civilian law enforcement agency, independent of the police, that conducts criminal investigations into circumstances involving police and civilians that have resulted in serious injury, death or allegations of sexual assault (Special Investigations Unit, 2016).

A new US documentary, among many emerging on the subject, "*Do Not Resist*" is receiving critical acclaim for its investigative journalism looking at the question of how police services are implementing their social mandate. Specifically, the film is questioning the military appearance and tactics being employed in police operations. The New York Times, in their review of the film and making comment on the police subculture that fuels this militarism states, "...this unsettling film is about the planting and nurturing of a mind-set, one grounded in hostility and fear" (New York Times, 29 September 2016). The Daily Beast, an internet based news and social comment website described the film this way:

It depicts local police departments deploying military-grade equipment, in many cases armoured vehicles gifted by the Homeland Security and Defense departments direct from Iraq and Afghanistan, while using brute force to control, and occasionally abuse, economically depressed minority communities. (Grove, 2016)

Another telling observation and assessment was described this way:

And the documentary explores a cop culture that at least with many of the officers that Atkinson's camera follows on ride-alongs, drug and gun busts, street protests and shoot-

‘em-up training sessions—revels in high-tech weaponry and adrenalin rushes, and celebrates violence over First Amendment and privacy rights. (Grove, 2016)

These statements are representative of proof by many that true police reform is not moving in the right direction, and in fact may not be happening in a manner that is at all indicative of the meaningful existence and practice of community-based policing. If this is true, the common belief held by many among law enforcement and their civilian overseers that community-based policing is just not only in place and effectively being practiced may be a fallacy. If one looks at this position coupled with comments by a former high-ranking US police official, William J. Bratton, there may be cause for concern about where the practice of policing really is, and the subculture that appears to be at odds with police reform. Mr. Bratton, a respected police reformer is the recently retired New York City Police Commissioner. He has led several municipal police services in the United States, including the Los Angeles Police Department. He had this to say about police leadership and the police subculture:

There are police reformers from outside the profession who think that changing police culture is a matter of passing regulations, establishing oversight bodies and more or less legislating a new order. It is not. Such oversight usually has only marginal impact. What changes police culture is leadership from within. (New York Time Op-ed, 2016)

If this is true, then the question then becomes, how do the police train and socialize its leaders to change the police subculture from within? A second question would be to ask why this has not taken place already. Recent events involving police interventions, specifically police involved shootings are making the case for some that whatever processes are currently in place for creating police leaders has not worked in the past and is not working presently. The public is now demanding real change and reform. Using these current events, one may very well argue that the community-based policing model itself is not working and in fact, has never really been

in place to begin with. The divide between the police and the public may be widening, not coalescing.

US DOJ Study – Newark, New Jersey

Clearly, for any system of policing to be effective and broadly accepted, it must be able to weather instances within the community where police actions result in physical harm to community members or there is the perception of civil rights violations initiated by systemic discriminatory police practices and actions. In 2014, the United States Department of Justice (USDOJ) initiated an investigation into the practices of the Newark, New Jersey Police Department (NPD). The investigation was the result of a number of years of complaints from citizens pertaining to discriminatory and unlawful police practice. While this report was limited in scope to the NPD, its findings should serve as a reminder for all police services into how they exercise their mandate and how police actions and policy are perceived by the communities they serve. The USDOJ investigation into the NPD made the following observation:

The City of Newark is diminished, and the NPD rendered less effective, by these patterns and practices of unconstitutional conduct. The NPD's policing practices have eroded the community's trust, and the perception of the NPD as an agency with insufficient accountability has undermined the confidence of other Newark criminal justice stakeholders as well. Fixing the problems this investigation identified will not only make Newark a more equitable community, but also a safer one. As the NPD stated in its Transparency Policy, General Order 2013-03, "[i]t is a fundamental principle that the public's trust and cooperation is essential to the Newark Police Department's effectiveness... The Department cannot prevent future crimes without commitment and cooperation from the community ..." (USDOJ, 2014, p. 1)

The USDOJ investigation discusses "patterns and practices of unconstitutional conduct" by the police. This is significant as many police officers engage in accepted practices they contend better serve community safety interests, but nonetheless may still be perceived to be or

may actually be, unlawful. Buerger (2000) makes the following point and advises that there are differences in perspective and goals between the public and the police that need to be recognized.

For the police, however, direct and forcible intervention in the affairs of others is a constant. Viewed from one perspective, the police are much more of an occupying army than the occupying army itself, and the application of force is interspersed with the other duties and responsibilities. In many respects, the overlapping responsibilities make policing the more complex and difficult task and the more worthy of professional status, especially in light of the accompanying and ever-present restrictions on civil interventions. In policing, there is no hill to be taken, no territory to be gained and controlled, only an endless swell of human misery and debauchery to be quelled or controlled. The clarity of win and lose that attends the military occupation will forever elude policing. (p. 453)

US DOJ Study – Chicago, Illinois

The USDOJ also conducted a study of the Chicago Police Department (CPD), releasing their findings in January 2017. The CPD, not unlike Newark Police and other metropolitan police services across the country, was also under community scrutiny as to how it managed its relationship with the community and how force was employed upon the population. Like the Newark study, investigators were looking at “patterns of unlawful conduct”, “systemic deficiencies and practices” and whether the city might be facilitating or causing this pattern or practice (Investigation of the Chicago Police Department, 2017, p.1). During the investigation, the Mayor established the Police Accountability Task Force (PATF) to make recommendations for change in several areas, including, but not limited to, community relations and oversight and accountability (Investigation of the Chicago Police Department, 2017, p. 3).

The USDOJ report discusses the police culture throughout describing its existence as a formidable barrier. It was described, a number of ways, as a, “code of silence” and something that, “prevented officers from accepting and emulating a culture of constitutional and fair policing” (p.100). This is not a condition unique to the CPD. For the purposes of this paper, the report does not address whether the CPD would be advised to seek better community relations

via the development of its supervisory officers through higher education. The CPD was failing to provide basic levels of in-service training. The investigators reported that while there were systemic failures in CPD's approach to policing, that community-based policing was essential to moving forward.

Infusing community policing throughout City and police systems—from training and supervision to transparency and accountability—while dismantling practices that undercut this effort, will be a lengthy endeavor requiring sustained commitment and focus. Once achieved, however, this trust-building approach to policing will better promote both public safety and respect for constitutional rights. (p.136)

What is remarkable in this report is what is not mentioned. While the investigators rightly commented on the need for community-based policing and the deficiencies of CPD's training, it did not advocate higher education of police officers as part of a solution. Instead, the report advocated that community-based policing should be a core component of the CPD's policing strategies, tactics and trainings. The following recommendations were made;

Develop and implement, with the help of community members from Chicago's diverse groups, comprehensive recruit and in-service training to officers on how to establish formal partnerships and actively engage with diverse communities, to include understanding and building trust with minority communities, Muslim communities, immigrant and limited English-proficiency communities, persons with disabilities, and lesbian, gay, bisexual, and transgender communities;

Incorporate community policing and problem-solving principles into Academy training, and require regular in-service training on topics such as procedural justice, de-escalation, bias-free policing, diversity and cultural sensitivity. (p.160)

Problem-solving is specifically mentioned as a skill that can be taught at the training academy level. Although not specifically mentioned, critical-thinking can be said to be a skill required for understanding complex subjects such as bias-free policing and diversity. It can also be said that the USDOJ advocates that these subjects require an element of liberal thinking, something again not specifically addressed. Again, the USDOJ reports that these requirements can be addressed through in-service and recruit training.

The question to be asked is; what do we want the police to do and how do we want them to do it? In the context of this research, the question becomes; what is the end result? If we want the police to be problem-solvers with critical-thinking skills, how will the police education *system* undertake this challenge? What is the process? Police services presently train their officers through an academy system. Recruits are hired, trained at the academy and then are issued uniforms, firearms and other tools of the trade and are put on the street to police. In recent years, in Canada we have seen the advent of police foundations programmes that are delivered through the public college system. This is meant to fill the gap between secondary education and the academy.

This research will examine the relationship, if any between the acquisition of a university education and the police training and education landscape and culture. Does a university education provide the soft skills required to properly affect the tenets of community-based policing? That is to ask; does a university education provide the curriculum required to create problem-solvers and critical-thinkers or is it merely an extension of the current system?

Conventional and perhaps even intuitive thinking tells us that there should be a benefit. The more education a person has, the better able they are to perform their job, whether it is as a banker, a plumber or a police officer. So, what is it about a university education, that is different from what is learned through the police academy and police foundations that will bring about the desired results?

Noble Cause Corruption and the Police Subculture

To understand the police training and education system, it is important to understand what effect the police subculture has on policing. This culture is in part, a deep-rooted belief in officers both collectively and individually, that for the police to do their jobs in an effective way,

utilization of some tactics that are decidedly illiberal and even unlawful, are essential. This is a simple definition of noble cause corruption. Officers believe they are acting for the greater good by engaging in activities that may be legally suspect. While this displays itself in individual actions, it is a collective mindset. The police are sometimes acting in a systemic manner, breaking the laws they are sworn to uphold in the ingrained belief that it is a necessary function of effective policing. This is exemplified by the discussions occurring in Canada and the US on street stops. This is the practice of the police stopping and investigating members of the public and recording personal details in the name of “police intelligence” This will be discussed further in this thesis. Where do individual officer beliefs and attitudes come from? Are they learned and reinforced on the job or are they already present in the type of individual that is drawn to the profession in the first place?

While Buerger (2000) does not address the phenomena of “noble cause corruption” within policing directly, it may be useful to discuss the concept in the context of good policing intentions, gone bad. While, noble cause corruption is not the focus of this dissertation, it may be to some, a plausible explanation between the current polarization of the police and the community by giving some level of credence to the view of some officers that perhaps the “means” really do justify the “ends.” Some officers feel that police actions known to not be compliant with either the law and their employer’s rules and regulations, are nonetheless condonable and justified if undertaken to make communities safer.

While corruption is corruption no matter how well intentioned, individual police officers and policing institutions in general have been prone to it. Miller (2000) makes the argument that because criminal law is designed to protect “basic moral rights, including the right to life, liberty, physical security and property”, that a paradox is created “whereby police necessarily use

methods which are normally morally wrong to secure morally worthy ends....” (p.13). Some might argue that what is often seen as systemic police discriminatory actions, is in fact the police working extra-judiciously or *outside the lines* to achieve a mutually desirable goal; community safety. Perhaps this is *the* fundamental paradox for the police; the belief that it is impossible to provide public safety while strictly adhering to the perceived minutia of obstructive laws and police procedures. What many people believe, whether they are involved in law enforcement or not, is that while there are a small number of community members that are the subject of police actions (i.e., arrest, stop and frisk), there are other community members who benefit from the practice and that any infringement of individual rights and freedoms are collateral issues, minor in nature and a justifiable price to be paid for safer, crime free streets. But, what may in fact be happening currently in police - community relations, is that mistrust of the police is based, in part on these types of law enforcement practices and is leading to conflicts that are fundamentally contrary to the goals, aims and promises of community-based policing. For many individual police officers, their professional calling is in and of itself a “noble cause”, and they see no need to subscribe to any concept or practice of it as “corruption” (Kleinig, 2002, p. 287).

Racially biased policing and racial profiling is a practice currently at the forefront of the public’s attention and what many consider to be a contributing factor in present protests against the police in general. Some feel that intelligence led policing initiatives are merely a front or disguise for the practice of racial profiling. The Toronto Police Service (TPS) defines racially biased policing as occurring when, “... a member inappropriately considers race and ethnicity in deciding how and with whom to intervene in an enforcement capacity; this includes racial profiling” (PACER Report, 2012).

Using this definition and looking at the practice, perhaps we can catch a glimpse of what day-to-day life is like on each side of the divide. As Kleinig (2009) observed:

If a particular ethnic or religious group is more heavily involved than others in, say, drug running or terrorism, it might seem a prudent use of resources to surveil and investigate members of that group more intensively and disruptively just because they are members of the group predominantly involved in that activity. But doing so may have serious deleterious side effects. Because only a small proportion of members of the targeted group is likely to be involved in drug running or terrorism, it is highly probable that a significant number of those investigated will be innocent of any involvement. If we add -as we often can- that the group in question has been historically subject to social discrimination, and/or that the targeting activities are especially intrusive or disruptive (that is, violative of their civil liberties), then the profiling will tend to exacerbate their social condition and deepen their alienation. (p. 207)

Simply put, what the police see as police practice grounded in their own perceived results, are antithetical to those they are policing. This is now a constant source of conflict between the police and the public and one that is resulting in protests, riots and law suits, not to mention the call for more and more investigations into individual police officers with the intent of criminal prosecution.

Real Change in Real Time

In the context of current practices of the Toronto Police Service, this is initiating change in what was once touted as a mechanism designed to enhance public safety. According to the Toronto Police Service website, “The Toronto Anti-Violence Intervention Strategy (TAVIS) is an intensive, violence reduction and community mobilization strategy intended to reduce crime and increase safety in our neighbourhoods.” This highly regarded strategy had strong support since its inception, not only by the municipal government but also by the provincial government which provided extra funding specifically for this seemingly progressive initiative. The basic strategy was to flood officers into areas of the city where there were spikes in crime with the intent of returning these areas to states of normalcy. A high police presence was designed to be

seen as a show of force on behalf of the community. Unfortunately, in practice it is now seen as having done more harm than good.

TAVIS has been recommended for disbanding. The interim report of the Toronto Transformational Task Force (2016) stated:

Although the 2012 redesign of the program addressed many community concerns, the program, as originally implemented, focused on law enforcement to curb incidents of violent crimes. It did not sufficiently emphasize sustainable community-based strategies to build safe neighbourhoods. There were unintended impacts on communities, especially among racialized youth who felt unfairly targeted, which in turn impacted trust and confidence in the Service. (p. 13)

Essentially, this initiative is no longer seen as being conducive to the Service goals concerning community-based policing. It appears the negatives outweigh the benefits. In the present context, the “unintended impacts” on communities are now seen as adversely affecting sustainable community-based strategies to build safe neighbourhoods. In other words, TAVIS does not fit the contemplated and desired community-based policing model.

The Need for Intervention, Not Necessarily Enforcement

To continue the conversation about when and in what manner the police perform their duties, it may be fair comment to say that enforcing the law once an offence has been committed, may not be, in and of itself, the stated goal of preventing crime and disorder. Police training has in recent times been based on this quasi-military crime and punishment model and police services have at times in the recent past, referred to themselves as paramilitary organizations who are engaged in a never-ending war on crime. Police officers who are trained to arrest offenders, as their primary method of crime prevention, has been associated with controlling criminals as opposed to a more holistic approach to community safety contemplated under the community-based policing model.

This research seeks to build on previous studies of the emerging police educational culture as it pertains to university education and traditional police training and education. Specifically, police education, beyond academy and in-house certification and training will be examined to see if there are benefits to be had for police services through participation in higher education. While more and more recruits are being inducted after having first obtained a first-level university degree, one of the questions that now needs to be asked is, “Should policing institutions also require that veteran, mid-career, supervisory officers successfully complete a university degree programme as a tactic of creating officers who are capable of properly implementing community-based policing principles and who will not be confined or deterred by the police subculture in accepting police reforms?” Given the current state of affairs in policing, both nationally and internationally, if we agree that there is a need to reform policing; should those reforms be under the banner of community-based policing with the goal of developing a new type of police leader as envisaged by Commissioner Bratton? Also, if true reform cannot be achieved because of the existing police subculture, then we must ask ourselves how that subculture can be either changed or eradicated.

The hypothesis herein is that police training and education is not meeting the needs of the community-based policing model, and in fact may even be contrary to basic democratic principles. The traditional foundation of police training, while admittedly now is in the process of changing; needs to be examined to see if it is compliant with present-day community demanded requirements. The key concept here for the police is to be seen to be trying to understand, and actually understanding the community viewpoint as the driving force behind police reform. The process should not be driven by what the police see the requirements to be but what the community thinks those requirements should be. There is an on-going process taking

place world-wide to develop and redefine the role of policing from one of law enforcement agencies dedicated to criminal apprehension to one designed to be a community asset, service and resource. Correspondingly, there is a need to develop police officers who are critical-thinkers, skilled communicators and decision makers capable of helping citizens identify and solve problems within their communities and to be able to do more than just react to calls for service after a crime has been committed. Various training needs analysis have indicated this (Birzer & Tannehill, 200, p. 234).

But, current literature and ongoing discussions in Canada can easily leave one confused trying to understand how Canadian police services should proceed in the area of training and education. In fact, there is still no real consensus in this country as to what levels of education should be required to become a police officer, let alone a police supervisor. The far-reaching, Tulloch Report - Report of the Independent Police Oversight Review, authored by the Honourable Michael Tulloch, was released after the research contained in this thesis was completed. It will be discussed later, but it is advocating for significant change in the way police officers are educated and trained.

The Future of Canadian Policing

In 2014, a report entitled, “Policing Canada in the 21st Century: New Policing for New Challenges, The Expert Panel on the Future of Canadian Policing Models” pointed out that:

Although research suggests that officers with more education are associated with better policing (see review in Murphy and McKenna, 2007), there is no consensus on necessary and sufficient educational qualifications for policing. Furthermore, the stated qualifications differ from the unspoken expectations of those hiring new police officers. While post-secondary education is not currently required in many places in Canada, 95% of respondents in a 2007 survey of human resource leaders in Canadian police organizations indicated that a college diploma is “essential” for police recruits. (Murphy and McKenna, 2007, p. 114)

There is a clear divide between actual and perceived police hiring practices. It should be noted that while a “college diploma” is indicative of higher education requirements, it is not a university degree. This is the difference between education and training in the policing context. This statement discusses what is essential for recruit hiring. It does not address the educational needs of supervisory officers who are in command of these new recruits. The cohort of supervisory, mid-career police officers studied in this thesis were hired without a post-secondary degree. There are now many supervisors in positions of authority who currently are responsible for grass roots community-based policing initiatives. The same report further stated that:

Police managers at many levels must be equally capable of regulating the tension between competing demands — not least, the pull between operational and strategic priorities (Duxbury & Higgins, 2012). Cultivating leaders with effective communication skills and the ability to engage and empower employees may require a comprehensive approach involving a promotion system for advancing promising leaders, as well as training and development for those already in supervisory roles and those seeking to fill them. Engel and Peterson (2013) highlight the critical role of front-line supervisors in directing and monitoring officers, as well as in communicating organizational goals. Although behaviours, attitudes, and preferences of supervisors are understood to be significant determinants of what front-line officers say and think about their jobs, Engel and Peterson point to a limited understanding of how to choose and train front-line supervisors with these capacities. (Engel & Peterson, 2013, p. 93)

While this touches upon the need for supervisor education and alludes to the underlying police subculture, it falls short of mandating the need to develop the critical-thinking capabilities of front line supervisors through the specifically stated attainment of a university degree. Also, this statement points out that there is currently a limited understanding of how to choose and train front-line supervisors with these desired attributes. The researcher posits that this statement points out what may be the simple problem; police services do not know how to get to where they want and need to go. They simply do not know how to identify and train future supervisors and even if they did, here are police unions and associations who would likely disagree as they

would likely argue that promotion should be based on seniority and experience in the trade and not on academic qualifications. This points to the lack of an evidence-based approach to this fundamental question and problem. Again, this thesis will not seek to fully answer that problem, but will seek to further the discussion.

Many private businesses subscribe to the principles of “succession planning”. Part of the process of succession planning is not only to identify future leaders but also to create and be a driving force in true organizational change. In private business, it is not unusual for junior employees to jump over fellow workers in terms of promotion and rank within the company. In policing, this is not the case, as members must go through the ranks from one level to the next. There are few, if any short-cuts in this process. Additionally, identifying future leaders within policing organizations may be restricted due to the militaristic style of policing coupled with union demands regarding what they perceive as equitable treatment of their members. In other words, promotions must still be in part, based on seniority. Years of service must be achieved before the promotion from one rank to another.

In bureaucratic institutions, such as policing, “the importance of developing new leaders with fresh ideas is critical, as organizational structures and long-serving policies are prone to creating like-minded people who do not respond well to change” (Murphy, 2005, p. 254; Drucker, 1995). If this is true, policing may be potentially dooming itself to a state of inertia, incapable of seeking a new and fresh mindset and perspective of how to improve community relations. So, if police services fail to develop new methods to create new leaders with fresh ideas, is it possible to truly embrace the community-policing model? Is there really a recognized need to move towards leaders with critical-thinking skill-sets capable of overcoming the police-subculture and developing a new pathway in police management? The police subculture will be

further discussed in this thesis as a possible barrier to initiating and developing reforms to police education and training.

Why is this Important?

The researcher posits that it is how police officers view their role in society and within the police environment that is what is most important and what will be researched as it pertains to mid-career supervisors. It is becoming increasingly clear that many community members have a changing view of how individual officers perform their duties and the police services that sanction those actions. Being seen and perceived as failing to discipline or ridding the ranks of “bad apples” may be adding to public discontent. It is clear, that many community members are looking for changes in police practice and continuously cite the existing systemic practices of the police as the leading culprit in failing to attain that change. One argument that could be used to substantiate this position is that there may be insufficient research sanctioned or encouraged by the federal government in Canada to guide police practice and reform. In short, the evidence-based requirements for police reform may not be developed. Murphy (1999) observed that:

... I have described a police research environment in Canada that, despite ongoing and academic and police interest, can be described as underdeveloped, underfunded and increasingly marginal to policy making. This environment provides a weak foundation for research and the development of a critical body of police knowledge. It limits the effectiveness of police governance, and inhibits the evolution of police professionalism and innovation. (p. 212)

An officer's perception of their role in the community and the policing institution they belong to is instrumental in the creation of individual attitudes, which in turn guide actions and behaviours. If critical-thinking skills are not developed, can a police officer truly be a community asset? Critical-thinking, for the purpose of this research is in line with a statement by Michael Scriven and Richard Paul, presented at the 8th Annual International Conference on Critical-thinking and Education Reform, in the summer 1987:

Critical-thinking is the intellectually disciplined process of actively and skillfully conceptualizing, applying, analyzing, synthesizing, and/or evaluating information gathered from, or generated by, observation, experience, reflection, reasoning, or communication, as a guide to belief and action. In its exemplary form, it is based on universal intellectual values that transcend subject matter divisions: clarity, accuracy, precision, consistency, relevance, sound evidence, good reasons, depth, breadth, and fairness.

Present cognitive teaching methods, while useful in police training, may be producing police officers whose critical-thinking skills are not being developed and who are being encouraged to follow a more traditional linear approach as to how they view their role in society, the criminal justice system and their understanding as to what skills they actually need to develop to do their jobs properly in a modern society. This may be a fundamental flaw in the system. If individual officers, because of training and socialization in the police subculture do not have a clear understanding of the skills needed to perform their duties, then the ultimate goals of community-based policing are unattainable. Birzer and Tannehill (2001), delineate the problem with cognitive teaching methods as follows:

The cognitive teaching method, is a very orderly, preplanned, and linear process of learning. This may not be the most effective instruction method due to the very nature of police work. Many situations that police are involved in require various approaches to solve a problem. The problem with the cognitive instructional technique is that it fails to advocate an eclectic approach. Policing is a human enterprise that involves many variables, and uniform approaches to solving problems are no longer adequate. (p. 235)

If the goal of police education and training is to produce police officers who are critical-thinkers, able to react and adapt to wide ranging crisis and situations normally encountered in everyday policing, then cognitive teaching methods, while useful in some aspects of police *training*, is not what is required for police *education*. This is what Birzer and Tannehill (2001) referred to with the use of the term “eclectic”. This is not a new idea and in fact has been debated for over 125 years.

Mandatory university education has been called on for years by many and significantly, by the man known as the “father of modern law enforcement”, August Vollmer (Hilal et al., 2013, p. 461). In the United States, there is some progress on this front. The Police Association for College Education (2010), whose mission it is to encourage and facilitate “a minimum education level of a four-year college degree for officers”, list 64 municipal agencies in the US with such a requirement (Hilal et al., 2013, p. 462). While this is not widespread in the US at this point, it is non-existent in Canada. But, is this the best approach?

Today, police education is being linked to community policing, which is thought to require a greater aptitude for innovation and creativity among line-level officers (Rydberg & Terrill, 2010; Carter and Sapp, 1992). Speaking to the need for a new approach, Cunningham and Merriam (1989) as cited in Birzer and Tannehill (2001,) proffer that, “the rigid reliance on a pre-planned format may be the safest and most institutionalized approved mode of facilitation, but it may inhibit rather than enhance adult learning” (pp. 236-237). While a rigid reliance on training physical skills (i.e., firearms and self-defence) is still necessary for new recruits as well as police veterans, it does little to further critical-thinking and problem-solving skills. Policing requires a varied physical skill-set made available through cognitive teaching methods. The recent insertion of police ethics and human rights training into self-defence and firearms training is a welcome advancement. Officers, in discussions as part of this use-of-force training, are now required to be able to provide justification for the levels of force employed during training exercises. Alternatives to, and justification for physical force leads to developing critical-thinking and problem-solving skills. Is this something that can and should be re-enforced and developed through the acquisition of a university degree or by simply adapting present police training methods?

In the United Kingdom, the opportunity to develop individual policing skills to create a policing model better equipped to deal with complex community problems has been recognized and a paradigm shift in police training and education is taking place. A report (Review of Police Leadership and Training: Volume One, 2010) commissioned in the United Kingdom by the Home Secretary and authored by Chief Constable Peter Neyroud stated:

Overall, the review report argues that the police service needs to move from being a service that acts professionally to becoming a professional service. Alongside this I describe a transformation of the culture of police training, shifting from classroom-based approaches, largely delivered in house to a more flexible one, in which there is greater responsibility for professional development on the individual officer and new partnership with Further and Higher Education. Officers will be better qualified on entry and, whilst qualifying, many will provide visible patrol as Special Constables, reinforcing the public service ethos. (p.12)

Neyroud's statement here relates not only to recruit training but also speaks to the training and education needs of all police officers. He speaks of placing some of the onus to acquire higher education upon the individual officer. If indeed there is a paradigm shift taking place, then the training requirements of those officers who are presently mid-career and in supervisory positions, need also to be addressed. Supervisory officers have direct control of their subordinate officers and are in a position to exert positive or negative influences on their behaviour, attitudes and performance. Former Toronto Police Chief William Blair recognized this fact as he regularly scheduled "town hall" types of meetings with the approximate 250 Staff Sergeants and Detective Sergeants of the Service. Blair knew that "winning" the support of these officers in all areas of policy and procedure was key in gaining widespread acceptance throughout the rank and file. The vision and mission of the police service was not left solely to senior managers, who had less contact with those under their command, than the Staff and Detective Sergeants, to implement.

Also, failing to recognize the educational needs of these supervisors, as they pertain to the community-based policing model, might effectively delay progress in the field of modernizing and liberalizing the profession for the next 15 to 20 years as policing services would have to rely on natural attrition and retirement to correct the problem. Additionally, even today in Canada, many police recruits are still hired without having first obtained a university degree. As these new recruits pass into supervisory roles without the benefit of soft skills learned in a university setting, how will this affect the goals of community-based policing and the profession's ability to respond to the public's increasing demands for reform, crime prevention and police accountability?

Neyroud mentioned the professionalization of the police through higher education. He stated that if the police want to be seen as professionals and policing, a profession, then there is a "transformation" that needs to take place (Neyroud, 2011). While arguably, the institution of policing has been undergoing massive changes in recent years, is it truly transforming into a profession as opposed to a vocation? Along these lines, in December of 2016 the British government reported that all new police officers in England and Wales would need a degree-level qualification under plans to get policing fit for the demands of the 21st century. The requirement for change was not cited so much as a need for "transformation," but rather as "a *shift* [emphasis added] towards tackling internet crimes and crimes of vulnerability such as hidden sexual abuse, which requires different skills" (<https://www.theguardian.com/uk-news/2016/dec/15/new-police-officers-face-degree-requirement>).

There is some literature to be discussed later that ponders whether the policing move into higher education is nothing more than an accreditation process, legitimizing the police needs to be seen as a profession and its individual officers as professionals. But if the sole reason for engaging with higher education at the university level is accreditation, then it is fair to question if this cannot be done at a college (lower level) and for less expense.

Liberalism, Conservatism and Democracy

This thesis will examine the attitudes and values of mid-career supervisors who have obtained an undergraduate degree after at least one first-level promotion to a supervisory rank. Study participants will come from the ranks of one Canadian police service; the Toronto Police Service. The working premise is that supervisory officers have influence over the behaviours, attitudes, performance and actions of their subordinates and will either enforce or undermine the organizations mission statement, values, policies and community standing.

Against the backdrop of the professionalization of the police, if indeed that is occurring, “some scholars have noted that the high stress paramilitary model of training results in police practices that are (sometimes) contrary to the principles of democratic governance (Birzer and Tannehill, 2001) and that a structure utilizing university connections, experiential learning, and critical-thinking would be significantly more effective” (Lino, 2004). This statement is consistent with the views of some, that it is the concept and theory of liberal democratic policing itself that needs to be reconstituted. According to Wood (2016) as cited in Ewing (2010):

Policing in England and Wales today is arguably more democratic than ever and Britain is much more democratic than when the police were introduced in 1829. But conversely, policing in England and Wales is becoming increasingly *illiberal* [emphasis added]. The powers afforded the police have grown significantly in recent years (Crawford 2008, Brogden & Ellison 2007) in spite of apparently liberalizing measures such as the Human Rights Act 1998. (Ewing 2010, p. 159)

While this statement pertains to the English and Welsh experience, the same can be said to apply here in Canada. With the patriation of the Constitution of Canada in 1982, it can be said that never before in this country's history has there been a single document or law specifically designed to effectively protect, enshrine and mandate human rights through a liberal democratic process. The principle presented here is that liberalism is more closely associated with the fundamental values of policing and therefore more democratically based. The polar opposite, it could be argued, is the political doctrine of conservatism and that it is what policing, the police subculture and police training is currently driven by.

Within this context, this research will seek to discuss the liberalization of the policing profession through the lens of the attainment of a university degree by mid-career supervisors. Will these officers, hired without benefit of previous post-secondary university education and indoctrinated in the police subculture of conservatism and the afore-mentioned crime-fighting model, become more liberal in their thinking and more importantly, in their supervisory actions with their subordinates and in their interactions with the community at large? Does the attainment of a university degree by mid-career supervisory officers assist in the *liberalization* of the profession?

The study population will be derived from currently serving members of the Toronto Police Service. This study participant group is small and is contained to one police service. This is by design. The study participants come from the same policing subculture, further restricted to the subculture of the TPS. The participants will all have been trained and indoctrinated in essentially the same manner. This pre-supposes that officers from other agencies nearby will have different views of their roles based on the differences in their training, policies and political environment. The participant group will be mid-career supervisors who successfully completed

the degree programme funded by the Service through the University of Guelph-Humber (UGH). Initially, this programme was funded entirely by the Service. Since 2012, funding has been cut to 50% due to TPS budget considerations. Budget cuts to this initiative in and of themselves may be determinant of where the TPS is heading and possibly communicating to the community it serves. Also, the programme is now being conducted involving a wider spectrum of first response organizations including other police services, the Fire Department and Ambulance Services.

As previously stated, in Canada today, most police services (including TPS) are in the process of hiring more recruits with undergraduate degrees. This, arguably may be part of the answer to populating the policing ranks with university educated critical-thinkers. It may also be that this is a by-product of an already recognized need of a return to the liberal democratic values previously mentioned, to the profession. Former Toronto Police Chief William Blair once stated, “Critical-thinking and the ability to look at problems from various perspectives are skills that are very valuable in policing. (Lorinc, 2010).” Additionally, Blair was of the opinion that police officers with liberal arts degrees are less likely to become the subject of external civilian complaints. While not being examined specifically in this thesis, it is recognized that this assertion is not without support as well as contradiction. There are some studies that have found that there is no empirical evidence to support such a supposition (Lersch & Kunzman, 2001). But, perhaps Blair’s point was that while the degree should be in the liberal arts, it may not necessarily have to be in the study of justice or policing as has been developed by the University of Guelph-Humber or other similar programmes found in other Canadian universities. To question further; what is it in the curriculum that is of greatest importance? If the curriculum is dominated by traditional policing courses, then how is it different from academy or college

training and specifically, what is in the curriculum that will create that which is required, critical-thinking, problem-solving police officers.

Rationale

The Personal Journey of the Researcher

The hiring of university-educated police recruits was not common practice in the late 1970's, when the researcher joined the Metropolitan Toronto Police Force (MTPF). In fact, it was largely unheard of. The MTPF is the forerunner to the present day, Toronto Police Service. Acceptance to a Canadian post-secondary institution was foregone in order to accept an immediate appointment to the Force, a mere two weeks following high school graduation as an 18-year-old. At that time, the MTPF was only recruiting 17 to 19-year-olds. Regulations then required sworn officers to be 21 years of age. The Force hired teenagers for much the same reasons as the military did. The prevailing thinking of the era was to hire young people who would be molded into police officers through an indoctrination process that included time as a police cadet. Police cadets were civilian members of the Force who performed a number of services including parking control and assisting sworn officers in minor duties. Conventional thinking of the time was that these young (mostly) male hires could be easily trained to be police officers capable of *physically* enforcing the law. Recruitment qualifications of the time (for Police Cadets or Police Constables) did not focus greatly on education. Only a high school diploma was required. Indeed, that minimum qualification is still valid today. Height and weight requirements used to be preeminent in the recruiting process. Recruits were first required to meet height and weight requirements to apply. A post-secondary diploma or degree was not helpful if one did not meet the minimum height and weight requirements as the recruitment process could not be commenced if the physical requirements were not already in place. This was during a time

when gender balance was not practiced in recruitment and female officers were not fully engaged in the technical aspects of policing as were their male counterparts. At that time, women wore different uniforms and had only recently been issued with firearms. While minimum height and weight requirements have been abolished over the years, the minimum education requirements have not.

Bachelor of Applied Science in Justice Studies (BASc)

This thesis will in part, examine the programme created by the Toronto Police Service and the University of Guelph-Humber (UGH) to offer a university education to mid-career police officers who had obtained at least a first-level promotion. Successful students receive the degree of Bachelor of Applied Sciences (BASc) in the discipline of Justice Studies. The Bachelor of Applied Arts (BAA) was the predecessor of the Bachelor of Applied Sciences (BASc). The programme was part of then Toronto Police Chief Blair's vision of creating critical-thinking and problem-solving police officers beyond the recruit level. In fact, his successor, recently appointed Chief Mark Saunders, is a graduate of the programme. Guelph-Humber Vice-Provost, John Walsh said Saunders' appointment, "not only demonstrates the importance of continually building on skills and learning but also provides an indication that the justice studies program curriculum and training model meets the needs of a changing justice environment".

The University of Guelph-Humber collaboration with the Humber College Institute of Applied Technology created an "integrated structure within the higher education sector in Ontario by providing a venue, administration, faculty, staff, curriculum, and programming that is a blending of both the college and university" (Ellis, 2005, p.1). Ellis (2005) observed that,

The Ministry of Community Safety and Corrections has sanctioning authority over policing in the Province of Ontario. Adequacy standards for policing in the province have recently been updated without any move to raise the required education level for initial hiring or to reach the executive level in policing beyond needing a grade 12 education.

Yet the apparent enrolment and retention success of post-secondary police related programs indicate that there is an anticipated value perceived by the students that is creating the demand, even without the official requirement by the authorities. (p.7)

It is to be noted that Dr. Gary Ellis, just quoted, a former Toronto Police Service Superintendent, is now the Head of the University of Guelph-Humber Justice Studies programme.

For the Toronto Police Service, the profile of the programme cohort created, was a veteran police officer, in the approximate 35 to 50 years of age range who was a mid-career supervisor. The programme represented a substantial departure from the traditional training of veteran police officers. The programme is voluntary. Previously, all in-service training, that is training provided to serving officers to maintain skills and qualifications, was delivered largely through the Ontario Police College (OPC), the Toronto Police College (TPC) or in other similar police academy settings. While these officers are still required to complete various in-service and ongoing training and qualifications, the UGH BASc programme represented a significant change in the education culture of the Service.

In the 1980's the MTPF did offer some financial support to officers who attended university programmes. The researcher attended the University of Toronto (Woodsworth College) from 1982 to 1985 on a part-time basis to complete a "Certificate in Criminology" that required six-degree level courses. Participation in that programme was not as wide-spread as the present UGH BASc. One positive factor in the interest amongst serving officers in the UGH BASc programme is that it is taught in a hybrid, on-line and in-classroom format. Participants complete modules on-line and meet every six weeks at the university for lectures on upcoming modules. The UGH-TPS BASc Programme requires all students to take a pre-requisite course at

the Humber Institute of Technology and Advanced Learning, commonly known as Humber College in Toronto. The pre-requisite course is in Police Foundations (Leadership).

Through the examination of the UGH BASc programme, this thesis will comment on the relationship between the existing, but evolving, police education culture in the largest municipal police service in Canada, the Toronto Police Service, and the emerging police educational requirements required for modern day policing as it relates to the stated cohort. Comment will also be made on the exiting police subculture and its effect, if any on the prevailing attitudes of the officers who have successfully completed the UGH BASc programme. It is anticipated that through the data obtained through this research that comment may be made as to where police education is heading in the context of reforms required to properly implement community-based policing.

Qualitative and Quantitative Orientation Towards this Research

This research design is based on the concept that qualitative and quantitative research differs in many obvious ways but can also complement each other as well. The quantitative analysis will enable a linear research path involving some basic statistical analysis that will complement the non-linear path associated with qualitative research.

The training of police officers has always been largely focused on the development of physical skills. This is not necessarily a negative outcome as officers are required to be able to perform a number of physical tasks in their day-to-day duties. But policing skills require more than physical ability. Marenin (2004) informs us:

... stresses that a democratic police service demands a way of learning that emphasizes critical-thinking and development of ‘... maturity, good judgment, wisdom, intelligence, communication ability . . .’ and that these are more important than training skills, though the latter are also necessary. (p. 109)

Previous research, to be discussed in this proposal, indicates that police reform leading to higher education is changing attitudes and reducing physical and political conflict between the police and the community and perhaps breaking down part of the police subculture in the process (Braga, 2008, p.6). As an insular profession, police services are in the process of changing the way they deal with, and are perceived by the public. The core business of policing is in the slow process of quantum change. This can be seen in everyday print and electronic media as the public is demanding an ever-increasing amount of police accountability and professionalism. Currently, there is tremendous social upheaval pertaining to how the police do their jobs and are perceived to be doing their jobs. This is happening world-wide. In Canada and the United States, we are now seeing public demonstrations and anger directed at police as a result of the shootings of community members. While this thesis does not intend to evaluate these events directly, they are ongoing factors that are having and will have a profound effect on how policing will be performed in the coming years. Both the police and the community are in agreement that the desire is to create safer communities. Arguably, they just differ in the manner that this will be achieved.

Policing agencies that fail to recognize calls for police accountability through reform, do so at their own peril. The community-based policing model relies heavily, if not entirely, on constructive police-community relationships designed to mutually address community needs and concerns that extend beyond crime. Times are not changing; they have changed. "Community policing thinks of police-community partnerships not as giving up power and control, but as forming alliances with other groups that can bring distinct resources to bear on diverse problems" (Maguire & Wells, 2009). Police services need to be aware of these changes so that they can be controlled and implemented in a real and transparent, sustainable way.

Policing is being forced to move from being a crisis response driven entity to one designed to prevent and or control crisis. In other words, policing is being recreated to do what it was initially mandated to do; prevent crime. The profession is learning in a real way that the trust and support of the public is not necessarily a given. It must be maintained and nurtured daily through individual and collective policing actions. In times of crisis, its relationship with the community should assist in bridging these acute difficulties that will most assuredly continue to appear from time to time. The public is calling for this change, in part, through protest and sometimes those protests turn violent in the very same communities the police are meant to keep the peace in. Police services need to respond to these demands to ensure future credibility, not to mention peaceful, safe neighbourhoods.

Police training and education, in part, as the construct of post-secondary education and the principles of adult education, should drive this change. Change in this context is the need to create a community-based, critically-thinking, problem-solving police officer.

Studies indicate, that amongst police officers engaging in university programmes, that the changes to attitudes are not coming about because of the specific courses being taught to in-service police officers, but rather from the university educational experience itself (Lee & Punch, 2001, p. 247). Lee and Punch (2001) do caution however that the purpose of higher education is defeated, “if officers take a degree together in a tailor-made programme or if the content is shaped to be overly functional for policing”. It should be noted that this is contrary to the approach taken by the Toronto Police Service and the University of Guelph-Humber as the degree programme designed and implemented, was originally strictly designed for Toronto police officers (no other outside students in class) and was based on studies in criminal justice. Presently, while the curriculum has not moved away from a justice studies discipline, the

programme is now offered to a wider student audience including paramedics and fire services (Ellis, 2016).

Police training has always been directed by a *behaviorist* approach. Today, many post-secondary institutions use a blended-learning approach to utilize varied philosophies. The behavioral instructional approach is based on the premise that learning occurs primarily through the reinforcement of desired responses. Behaviorism focuses mainly on the sciences for an explanation of human functioning and concentrates solely on the objective and very rarely recognizes the subjective human feeling (Birzer & Tannehill, 2001, p. 234).

Most previous research in this area has been centered on police recruits. This research will address education needs of police officers who are mid-career and in supervisory positions. The study will focus on veteran, mid-career Toronto police officers who have attained at least a first level promotion to Sergeant. This requirement will lead to an examined cohort whose age make-up is expected to be 35 to 50 years of age. This group will have successfully completed the UGH BASc Justice Studies programme whilst serving as an active TPS member.

Anticipated Results

Researchers enter upon a study with an open mind as to results. The hypothesis of this research is that mid-career, supervisory police officers with a university degree achieved in-service, will have more liberal attitudes and values than those without and that these liberal attitudes were gained as a result of their university experience. *Experience* here, is meant to connote not only the environment in which the learning is undertaken, but also the curriculum taught.

If so, this may be indicative that officers with this level of education are potentially more amenable to the concepts and principles of community-based policing. Community-based

policing has been the directing theory and practice of modern day policing and it would seem incongruent, if not illogical, to be placing officers in senior management positions who, academically speaking, possibly have a lower likelihood of success as they may be less amenable to the required philosophy. It is the self-reported perceptions of the study participants as to their role in the community and their perceptions of the communities they serve that is being examined in addition to, and through the lens of an acquired university degree.

Research Questions

The working hypothesis of this research is that the attainment of a university degree whilst mid-career, produces a police officer who has more liberal views, values, behaviours and attitudes, and is correspondingly less conservative. Further, a police officer who obtains an undergraduate degree from an accredited university, mid-career will possess greater critical-thinking skills and be more open to the philosophy of community-based policing. That officer will view his or her role more as a community resource and less as a simple law enforcement agent answerable only to the law, the state writ large; but not to the local community. The development of this type of supervisory officer is mandatory if community-based policing is to continue as the driving force for all policing operational and training policy. Community-based policing is, in itself, a call for change and is now the accepted standard of policing world-wide.

The researcher submits for consideration, that the required standard for individual officers requires more of a guiding liberal attitude as well as critical-thinking ability. Police education and training requirements should reflect those changes in a meaningful way.

Questions

1. Does the attainment of an undergraduate degree from an accredited university have an effect on a veteran supervisory officer's liberal or conservative attitudes?

2. Does the attainment of an undergraduate degree from an accredited university have any effect on a veteran supervisory officer's ability to be an effective community-based officer?
3. Should the attainment of an undergraduate degree from an accredited university be a pre-requisite for promotion?
4. Does the attainment of a university degree by mid-service police officers in supervisory positions, potentially have any effect on changing the existing police subculture?

Definition of Key Terms

To further this discussion there is a requirement to make a distinction between police training and police education.

Police education can be defined as “developing the ability to conceptualize and expand the theoretical and analytical learning process” whereas *training* involves “gaining the skills needed to accomplish the immediate tasks and goals of police operations” (Kratcoski, 2004).

The Solicitor General of Ontario defined *community policing* as:

A means of police service delivery that recognizes that the maintenance of order, the prevention of crime and the resolution of crime and order problems are the shared concerns and responsibilities of the community and the police. Working in partnership, the community and the police participate jointly in decision-making and problem-solving. This includes: the identification and analysis of crime and order problems; the determination of policing priorities and needs; and, the development and implementation of strategies for dealing with crime and order problems identified. (Ellis, 2005; Ontario Publication, 1997, p.1)

“*Conservatism*” would be the polar opposite and again would not be dissimilar in nature than the sociological definition. For greater clarity, there have been some studies that likened social conservatism to authoritarianism (Stenner, 2009). Authoritarianism is a common theme in

discussing police attitudes, values and behaviours. Stenner describes her view of conservatism as follows:

When people use the terms conservative or rightwing they typically mean one (or problematically, more) of the following: an enduring inclination to favor stability and preservation of the status quo over social change (what I call “status quo conservatism”); a persistent preference for a free market and limited government intervention in the economy (“laissez-faire conservatism”); or an enduring predisposition, in all matters political and social, to favor obedience and conformity (oneness and sameness) over freedom and difference. (p. 142)

“*Liberalism*” in policing terms is the concept that a police officer is likely to have more community-based ideas and tendencies and be more open to crime control methods that may not be consistent with the traditional policing model and more consistent with community-based policing concepts. This term is not dissimilar in nature than the sociological definition.

“*Community-based policing*” is sometimes also known as “problem-based policing”. The three dimensions most characteristic of community policing are problem-solving, community engagement, and organizational adaptation. Reformers envisioned that community policing would incorporate all three dimensions, and that they would become well-developed and integrated within each agency (Maguire & Wells, 2009, p. XVIII).

“*Problem-solving*” is a dimension that is considered a central aspect of community policing. The concept was introduced in Herman Goldstein’s 1990 publication, *Problem-Oriented Policing*, describing what were then radically new ways of thinking about the police function, police effectiveness, and the use of police authority. Goldstein was dissatisfied with the amount of attention that police were focusing on their internal operations, while neglecting day-to-day effectiveness and end results. Successful community policing agencies rely on problem-solving as a guiding principle. They spread the problem-solving philosophy and practice through all levels of their organizations. Police have long attempted to solve substantive community

problems with varying degrees of success. Community policing offers a framework for doing this that includes a systematic process; it characterizes what police generally do and involves the efforts of many officers. “In a successful community policing agency, problem-solving becomes the way that police think about all of their functions, and all agency members engage in problem-solving as the fundamental approach to their daily routines” (Maguire & Wells, 2009, p. XIX).

Chapter 2: Literature Review

The Toronto Police Service – In Context

This thesis, while examining one aspect of the police training and education landscape, relies on the experiences of the Toronto Police Service in this regard. The survey participant group utilized in this study comes entirely from the Toronto Police Service. Understanding the present policing environment in the largest and most diverse city in Canada, is essential for context.

The TPS-UGH BASc Programme is progressive on its face and is in line with the Service's commitment to train and educate their officers with a view towards greater public service. But, despite its own assertions that the TPS is a progressive community-based policing institution, there is currently discussion amongst segments of the community and within the Service itself that challenge this position. This thesis, written in 2016-2017, encompasses a turbulent time in policing both in Toronto and the world. Recent police shootings and corruption probes in Canada and the United States are challenging not only the reputation of the police, but their viability and ability to fulfill their mission to effectively execute their community-based policing mandate. What is being seen is that the problems with one particular police service, are the problems of all, where new headlines and videos travel at the speed of the internet. Protests and riots against the police that start in one locale can spread neighbourhood to neighbourhood or cross international borders in real time.

The Toronto Police Transformational Task Force (TTF)

This research is being written against the backdrop of what has been promised as a massive change in the organization and culture of the TPS. This process is currently ongoing. An interim report of the TTF partially explained its mandate and boldly stated:

The work of the Task Force is forward-looking. While we are acknowledging, building on, and incorporating the learnings from previous reviews, the scope of our work is very different. Our interim report proposes far-reaching changes to how policing services are organized and delivered. The recommendations touch on every aspect of the Service including culture change, a new community-centred service delivery model, new investments in people and technology, the reconfiguration of Divisions across the city and a stronger approach to the management of public funds, with a net budget reduction and savings over the three next years. (TPS: The Way Forward: Modernizing Community Safety in Toronto, June 2016)

One of the key findings thus far was described as follows:

Our roadmap for a modern Toronto Police Service includes major changes in five areas: The centrepiece of the new service delivery model is a renewed, more integrated and intensified investment in building safe communities and neighbourhoods, with officers focused on local problem-solving. In this model, all officers will not only be protectors and guardians of public safety, but also facilitators, problem-solvers, and collaborative partners. They will be known, valued, and trusted as members of the community. They will have the skills, knowledge, experience, and emotional intelligence to build strong relationships and facilitate local strategies to keep individuals and communities safe. (TPS: The Way Forward: Modernizing Community Safety in Toronto, June 2016)

One might easily wonder how this goal is any different from what is supposed to already be in place. Doesn't the pre-existing community-based policing model already imply those results? Regardless, the stated mission and principles of the TPS are boldly stated.

The TTF is the result of a number of internal and external studies over the past years dedicated to examining how the TPS conducts its core business and how it is financed. A review of these reports is essential to understanding the operational context of the service and perhaps to facilitate a view that other services might consider.

The police budget in Toronto, as well as in many countries and communities, is in a constant state of downward pressure. Part of the discussions presently being held by the TPS and the community have resulted in a recommendation for substantial reductions in sworn and civilian membership. There is a finite amount of money communities can afford to stand-up their police services and to provide all services citizens require. There is nothing new in this reality.

The Federation of Canadian Municipalities noted that almost 20% of municipal operating budgets are now devoted to security, and identified police and fire service spending as the fastest growing cost for municipalities (Federation of Canadian Municipalities, 2008, p. 4). There is also nothing new in the concept that all governments; federal, provincial, regional or municipal need to do more with less. All governments have a duty to provide services that are cost efficient. A report by KPMG LLP (KPMG) in 2015, commissioned by the Toronto Police Services Board (TPSB) stated:

Police services everywhere are grappling with how to better balance fiscal pressures, public expectations and performance to continue to build safe communities to live, work and play. This change in the currency of policing is moving away from crime stats alone to one of public satisfaction and public confidence, further reflecting this increased expectation on public services. (p. 7)

The stated, “change in the currency of policing” is in line with the previously discussed President’s Task Force (2015) which also concluded that public satisfaction and confidence was of paramount importance.

Chief’s Internal Organizational Review (CIOR)

In 2013, the Toronto Police Service underwent an organizational structure review. The purpose of the review was to devise a forward-looking business plan that would examine how the Toronto would conduct business in the future with a focus not only on establishing an effective policing model but also one that would be sustainable from an economic viewpoint. One of the realities of public institutions is that they may only be in a position to provide the level of policing services the city can afford and perhaps not possibly the level required or envisaged.

To that end, the TPS initiated a comprehensive internal review of all aspects of policing within the Toronto Police Service – known as the Chief’s Internal Organizational Review (CIOR). The purpose of the CIOR is to examine how the TPS conducts its business, and determine how to do it more effectively and more economically. The goal of the review is

to create an enhanced and sustainable model for policing that is adaptive and flexible. (TPS Organizational Structure Review; Final Report, March 2013, p. 4)

One of the guiding principles of this inward focused document was, “Recommended structural changes will enable the delivering of police services in a way that is effective, efficient and economical, while not reducing the level of service to the public” (p. 9). Will the economics of the situation have a measurable effect on effectiveness and efficiencies of services delivered? In a harsh economic environment, what does the TPS see as essential to its core business and what will ultimately be seen as superfluous or at the very least unnecessary or unsustainable? How is this compatible with the core values that it expects from each and every officer; honesty, integrity, fairness, respect, reliability, team work, and positive attitude? Will a university education have an effect on the core values of the Service?

An interesting and frank comment contained in this report is that, “Community policing and crime prevention should be priorities but there is no consensus on how those services should be delivered” (p. 15). The admitted implication of this situation is that, “The new organization should support TPS’ strategic planning and strategy execution capability in order to continue to meet the changing dynamics of modern policing” (p. 15). Since the TPS recognizes that there is a disconnect as to how to implement community-based policing and that the policing environment is one in which there are changing dynamics, the question then remains to be seen is to how valuable the Service as well the officers enrolled, sees the TPS-UGH BASc Programme and how it applies to their business model moving forward? Do they view the programme as essential to their strategic goals encompassing community-based policing?

The TPS-UGH BASc Programme is surprisingly, not specifically mentioned in this report. While it may not have been the intention of the report to address every single programme of the TPS but rather to address the broad structure of the Service, the lack of the mention of a

programme that has been in place for a number of years is interesting. That aside, there is some discussion of developing partnerships with colleges and universities. The TPS looks to recruit university educated people to assist in some aspects of the civilianization processes. The TPS is also looking to civilianization as one mechanism to curtail policing costs as well as freeing up sworn officers for direct community involvement. An example of this is to have civilian instructors teach subjects at the Toronto Police College that do not require police officers. These courses are not university credit courses.

The Toronto Police Services Board (TPSB), the civilian oversight body of the Service, provided some extremely salient and vital feedback to the team who conducted the internal review. The TPSB offered, “The TPS are constrained by their own culture; there needs to be a willingness to think differently about how policing services are delivered and the courage to make changes where required” (p. 17). The Board seemingly recognizes the police subculture as a constraint and impediment to making changes in their core business. Should one of the expected deliverables of a university education for mid-career supervisory officers be the ability of individual officers to free themselves of the expectations and constraints of the police subculture?

The PACER Report

The TPS has recently conducted a review of their relationship with the community. This has been reported as, The Police and Community Engagement Review (The PACER Report) of 2015. The stated purpose of the report is as follows, “In March of 2012, Police Chief William Blair directed the Chief’s Internal Organizational Review (CIOR) to examine all aspects of the Toronto Police Service (Service) related to community engagement and specifically the Field Information Report (FIR) process. This review was the foundation for Phase II of the Police and

Community Engagement Review (PACER).” The three goals of the TPS PACER review were stated to be;

1. To enable officers to recognize and identify various types of police-community interactions.
2. To provide officers with procedural support for discretion and decision-making capacity regarding police-community interactions.
3. To reduce the social cost of police-community interactions while increasing the public safety outcomes that result from those interactions.

All three goals and the PACER Reports recommendations provide useful insight into the present state of community-based policing in Toronto. However, it should be understood that there is seen by the TPS to be an over-arching problem in police-community relations when it comes to street stops. The sub-text is that the submission of Field Information Reports (FIR) was seen to be problematic. This is somewhat, the Canadian equivalent of the US “stop and frisk” policies.

Academics and community members on both sides of the border assert that these policies are instrumental in creating problems between the police and community and lead to the profiling of targeted populations. This leads to accusations of racism. In the Toronto context, police officers used the FIR’s to document street stops and to provide intelligence on the movements and associations of those stopped. Once again, segments of the population felt singled out for special, unwanted and worse, unwarranted treatment from the police. What seemed clear to the authors of the internal TPS reports was that community-based policing could not flourish under these conditions. The public viewed it as an indefensible abuse of fundamental human rights.

Goal three spoke to the reduction of the “social cost” of policing. This is important as the TPS acknowledged that there is and has been some negative costs involved in police-community interactions. The question then becomes, how can these social costs can be mitigated, if not

eliminated? The Pacer Report: Recommendations Update from August of 2015, outlined progress on 31 recommendations. All of them have a common theme of enhancing police-community interactions through the reduction of racially biased policing and racial profiling and there is a commitment to implement all recommendations. For the purpose of this study, there are several that deal with police training issues.

Recommendation number 12 is, “Enhanced Training in Collaboration with Community Partners.” The commitment here is greater input from the public into on-going police training. The recommendation names six areas to be subject to enhanced training. Of note for purposes herein, the last recommendation is, “tactical communication, strategic disengagement and conflict de-escalation, mediation and resolution; and prevention of discrimination, racism and Black racism.” The wording is strongly suggestive of a required officer skillset that would be based on critical-thinking and problem-solving skill-sets. These are the very skills that, according to some and stated in the literature review, are to be found in the attainment of a university degree.

Again, the existing UGH-TPS BASC Programme is not mentioned in the recommendations as a way forward. That however, is not to say that the UGH-TPS BASC Programme will not continue to be implemented. The TPS 2014-2016 Business Plan refers to the need to, “improve application of training and professional development processes to ensure that members have opportunities to improve and continually develop the range of skills and cultural competencies needed to police effectively within the City of Toronto” (TPS 2014-2016 Business Plan, 2014, p. 21). While this is a statement of a perceived goal, it does not specifically mention the existing degree programme offered through UGH.

UGH-TPS Bachelor of Applied Science in Justice Studies (BASc)

It is in this environment and within this context that this study finds itself. Is the UGH-TPS BASc Programme a “luxury” that can no longer be afforded? Is it doing what it is supposed to do? Is there a better way forward in police training and education that will meet the needs of the community? In the literature review section of this thesis several recent studies of police training in Canada fail to discuss the benefits of presently existing university education programmes such as the UGH-TPS BASc Programme, let alone the future of such programmes in the Canadian policing landscape. There is discussion of partnerships pertaining to the association of police education and higher learning, but some of these discussions seem to be more related to the professionalization of the policing practice through a credentialing system as opposed to professionalization through the attainment of a university degree.

TPS Partnership with Higher Education

The Final Report of the Transformational Task Force (Action Plan: The Way Forward Modernizing Community Safety in Toronto) was published in January of 2017 and advocated that the TPS seek to renew its partnership with higher education.

A partnership with an Ontario university and/or college of applied arts and technology to work with the TPS on its training model for a modernized police service. The goal will be further professionalization and active accountability by leveraging the partner organization’s ability to bring more academic rigour, additional training mechanisms, and research to create new and relevant learning opportunities. (p. 38)

This request for services indicates a desire to seek a partnership with a university or college level to develop a new police training model. The request did not exclude its present partnership with UGH. It merely seeks to advance its education and training needs.

The Police Subculture: An Impediment to Liberalization and Professionalization?

If there is one factor that needs to be recognized and addressed during the course of this research; it is the police subculture. The review of available literature suggests that the police subculture is of paramount importance in understanding policing and police reform. Every workplace or environment can be said to have a subculture. This is not necessarily a bad thing but in the policing world, the subculture does have a profound effect on the day to day practice of policing. This effect can, in some cases, be negative in nature and can thwart efforts of senior management and civilian overseers to institute reforms as needed and to implement new policy. This thesis will seek to discuss whether the effects of this subculture and whether it can be altered or overcome through university education to re-enforce more liberalized community-based policing requirements despite the ongoing socialization of mid-career supervisory police officers. Is the attainment of a university degree a remedy to change and needed reforms or do police services need to simply develop a working relationship with institutions of higher education to develop specific leadership training needs short of a degree as recommended by the recent and previously cited, Final Report of the President's Task Force on 21st Century Policing (2015)?

Will the attainment of a university degree whilst mid-career, change ingrained conservative attitudes, central to the subculture, to liberal attitudes or at least, *less* conservative attitudes? If this study shows that there is a prevalent leaning towards more liberalism views, it may be fair to say that the attainment of a university degree was at least, in part, instrumental in that outcome.

Much has been written about the police subculture over the years. This research seeks to understand the effect, if any that this unique subculture plays in the education of mid-career supervisory officers in one Canadian municipal police service, the Toronto Police Service. For

greater understanding, the police subculture in this context can be defined as the atmosphere created within the profession wherein officers are indoctrinated by their peers in the practice of day to day policing, which frequently may be in conflict or at odds to police training and job performance expectations and may be contrary to building crucial relationships to the communities they serve. This is a definition constructed by the researcher as a result of a working career spent inside that subculture.

While previously discussed, simply put, the police subculture is one in which the police sometimes adopt a bunker mentality, seeing themselves at war with elements of the communities they serve as opposed to being part of a community problem-solving process. The “war on crime” is more often seen by some communities as a war against them and the police as an occupying force. As noted by Buerger (2000) in his response to Cowper (2000), “many progressive police reform efforts have run aground on the shoals of the police subculture” (p. 451).

This was found to be the case in England in the 1980’s. Successive British governments failed to recognize that the strength of police subculture continuously thwarted police reforms and that further financial investments in police services was not the solution (Barton, 2003, p. 347). In 2002, police officers conducted mass marches through the streets of London causing reform legislation to be “watered down”. One researcher has opined that workers who are involved in dangerous or skilled occupations (or both), find themselves with a high degree of “emotional involvement” in their work tasks (Turnbull, 1992, p. 292). Turnbull goes on to state that:

And where workers see themselves in terms of their occupational role – because this role offers the highest status and most flattering self-image available and / or subscribe to a value system in which is set by their occupation, they are likely to develop a strong occupational culture. (p. 292)

This is the case in policing. Understanding the power and control of the existing police subculture may very well be key in determining whether a university education has any potential added value in changing supervisory officer's beliefs and attitudes towards a more liberal perspective. This is not a new question. The answer to the question however, is still undecided and open for debate and conjecture. In a dated, but still very relevant 1975 study, Dalley suggested:

In a study of Canadian officers, Dalley (1975) found experienced officers with no tertiary education to be more conservative, more authoritarian and more rigid than either experienced officers with tertiary education or inexperienced officers with no education. On the basis of these findings, Dalley suggested that the best strategy to 'produce' police officers that are less authoritarian, more liberal and more flexible (and thus, presumably, more adaptable and capable of exercising discretion prudently) would be to recruit non-educated people, train them, then after a period of time send them to university for complementary training and/or education. (Christie, Petrie & Timmins, 1996, p. 301)

This would seem to be the recipe being employed by UGH. This is essentially what has happened and is currently happening, albeit to a lesser degree in Toronto and Canada. As discussed earlier, police services until recent years hired high school graduates and trained them to become law enforcers. Some of those officers now have been given the opportunity to receive a university education as long as they have obtained a first level promotion to a supervisory rank. It is not mandatory that they attend university. This is the cohort to be studied in this research. It is these officers who are now in supervisory positions that can potentially have the greatest effect on achieving the mandate and goals of the Service. The mandate and goals of modern day policing should be conducive and totally interchangeable and dependent upon the mandate and goals of the community-based policing model.

This should be an unchallenged statement and position amongst police reformers as it is the community-based policing model that most police services world-wide are subscribing to in

their mission and vision statements, however worded. It should be noted as a *proviso*, that only a small percentage of current supervisors who fit this description have chosen to enroll in the programme leaving the reality that most supervisors will never receive a university education. This may mean that many police supervisors, many of whom will ascend to the highest ranks of policing may do so without the benefit of higher education and having only participated in mandatory and regulation subscribed police training. The essence here is that there may be a difference between police education and police training.

There are other factors and considerations that can adversely affect desired training goals and the evolvement of the police professionalization process through the development of the desired new breed of critical-thinking, problem-solving officer. The police subculture may restrict the evolution of the profession from a para-militaristic crime fighting entity to a community-based, reflective resource, capable of delivering and promoting holistic community health in addition to traditional law enforcement needs. Indeed, the subculture may in fact, be impeding the recognition of policing as a profession capable of re-inventing itself as a community resource. (White, Cooper, Saunders and Raganella, 2010, p. 527). This “re-inventing” may be described by some as the natural evolution of policing.

For this reason, this research seeks to examine mid-career police supervisors who have been indoctrinated into this police subculture. As previously discussed, the police subculture is simply one wherein police officers and sometimes police services feel insulated, if not isolated from the communities they serve and one in which core conservative attitudes towards crime and punishment is prevalent.

The Perceived Role of the Police -We are not *ad idum*!

One might assume that there is widespread agreement on what the role of the police should be. But, there is some research as previously discussed, and opinion that challenge this basic assumption. The police role in the community is one of perception and misperception. There is ample academic discourse on the subject of how the police see their role and how that role is perceived by the community. In this thesis, the discussion of the police role will be examined via the inclusion of some non-peer reviewed articles as well as some inward-looking writings coming from serving police officers and others commissioned to examine the crime rate phenomena. The over-arching assumption is that both the police and citizens want to build safer communities. What is not assumed is the manner and methods used to achieve the goal.

The police role in the community-based policing model is repeatedly described, in a number of ways in the literature, as one in which service or peacekeeping activities should dominate over so-called arrest and apprehension roles. This calls on the police to be more conducive to enforcement actions that are not custodial in nature and more amenable to the principles of procedural justice.

Ultimately, the police role in the community is perhaps, a matter of perception. That is to say that it is the public's perception of the police role that is the most important. There have been numerous studies in the past examining public perception of the police. Among many significant outcomes of prior research in this area has been the statement, "that support for the police is a 'fuzzy,' complicated, and multidimensional concept" (Worrall, 1999, p. 62). This is significant as is being seen in our current context. Police may in fact be totally reliant on the public's perception of how they should do their job as their legitimacy rests on these perceptions. But, our

communities are not homogenous entities and its members do not all subscribe to the same views of the police. According to a study by Worrall (1999):

The literature shows that the public is divided over satisfaction with the police by such independent variables as geographic location, race, gender, age, social class, respect for the law, encounters with criminal justice officials, and criminal versus noncriminal backgrounds (Cox & Wade, 1989). However, "these different publics [also] have unique interests and concerns that separate them from one another in many ways" (Cox, 1996, p. 208). Some citizens may express a priority concern for safety and order maintenance. Other people may stress the importance of maintaining a supportive, amicable, and nondiscriminatory law enforcement apparatus. These diverse "interests" and "concerns" need more attention than they have received previously. Employing a statistical analog requires one to operationalize the dependent variable, support for the police, in multidimensional terms. (p. 48)

Also, to be considered when discussing citizen perception of crime is the statistical reality that reported crime rates have been decreasing across North America in recent years. A recent study sponsored by the Frazer Institute, a Canadian conservative "think-tank", made the interesting observation that while crime rates in Canada had been decreasing in recent years that the levels of police manpower have been increasing. The report stated, "There is rising policy concern in Canada over growing policing costs given that crime rates have fallen dramatically in recent years. Between 2001 and 2012, police officers per 100,000 of population in Canada rose 8.7% while the crime rate declined by 26.3% (Di Matteo, 2014, p. iii). While this thesis will not address current crime rates and police staffing levels, it is noteworthy in understanding some of the challenges facing the profession and the current policing model.

But while reported crime rates may have dropped, the police seemingly find themselves unable to take advantage of the downward trend of crime metrics to bolster community relationships. In other words, declining crime rates may not have bolstered the public's perception that the police were performing their duties efficiently. One published report in 2012 by the Community Oriented Policing Services (COPS) of US Department of Justice (USDJ)

wonders if this phenomenon exists due to the fact that because communities are feeling more and more detached from their police services that perception of crime rates remains unchanged. The report, *American Policing in 2022; Essays on the Future of a Profession* (2012) stated:

Despite national reductions in violent crime, the perception of crime and safety in many communities remains unchanged, and police departments struggle in a public relations arena to maintain a balance between people's perception of crime versus the reality. Residents no longer feel any level of attachment to the police officers working within their neighbourhoods, and the gap between police officers and the people they serve is rapidly widening. The combination of all of these dynamics has brought policing in the United States to a critical crossroads. (p. 9)

Is it possible for the police to win over public perception? As argued earlier, police success is to be measured in the absence of traditional metrics such as arrests and seizures. It is to be measured by the absence of crime. But, if public perception of the police is not rising correspondingly with the decline in crime rates, then what are the police to do? Is it even possible to define or delineate indicators of success? The same report proffered that no one single initiative is sufficient and that multiple approaches need to be undertaken to address what they see as the "re-birth" of the policing profession.

The future success of American policing lies in the ability to recognize these important conditions and develop strategies that focus on redefining the relationship between police officers and the community. These strategies need to go well beyond implementing a single program or assigning a small group of officers to work on community-related affairs. The development of these strategies must address the re-birth of the fundamental philosophy of police-community partnership. (p. 9)

But, exactly what is this "fundamental philosophy?" If crime rates are dropping, and the perception of the public is that this is occurring outside of and not associated to police initiatives, one might ask where is the added-value component to community and citizen safety in institutionalized policing? Do we even need the police? That may seem on the surface to be an absurd question but nonetheless it is a question that is now being asked by some.

Sir Robert Peel once wrote that, “The basic reason for which the police exist, is to prevent crime and disorder” (Peel, 1829). Accordingly, Peel proposed that the test of police efficiency should be, “the absence of crime and disorder, not the visible evidence of police action dealing with them” (Peel, 1829). Peel’s statement pertaining to the *raison d’etre* of the need for public policing is the reality that many of the duties once given to the police are now being completed by other entities within the community. Presently, there are twice as many private security officers as public police in Canada and in Britain (Johnston, 1992; Bayley and Shearing, 1996, p. 587). The private security sector is growing faster than the public security sector. This has been true since the early 1960s, when the contemporary rebirth of private security began (Bayley & Shearing, 1996, p. 587).

If this is fact, then how much credit can the public police take for declining crime rates of the past two decades? Recent reporting is that violent crime (against the trend) rates in Canada and the US are on the rise or least spiking. Again, if this is so, how much blame should the police accept? Is it fathomable that police actions do not necessarily affect crime rates or if so only minimally? If this is the case, what is the future of community-based policing? As discussed earlier, there needs to be an examination what the police actually do, what they should be doing, and how we want to train and educate them for that purpose. It has always been accepted as fact that the police prevent crime by their very presence in addition to arresting criminals before they commit further offences. Studies in the 1950’s and onward, have shown that the police actually perform a wide array of public services outside of strictly enforcing the law. Later studies have offered that the police and the justice system are only capable of responding to crimes after they have been committed and that various police tactics over the years have done little to prevent

crime. Again, if true this has an obvious impact the viability of the community-based policing model. One such study has offered that:

The practical implication of such root-cause theory was that crime could only be prevented if society itself were radically changed. These views became memorialized in President Lyndon Johnson's Commission on Law Enforcement and Administration of Justice and became the virtual dogma of criminal justice thinking. In academia, many scholars wedded this root-cause thinking to the empirical research: e.g., police, as the research shows, can have little impact on crime. All police and criminal justice agencies could do was react to crime after it occurred - much like firefighters reacting after the outbreak of a fire. When it came to preventing (and thus reducing crime), police did not really matter. (Bayley, 1994: Kelling & Sousa, 2001, p. 2)

Whether this is ultimately true or not, that the police can do little to prevent crime, the profession is still set on the process of building police - community partnerships based on community-based policing principles.

While this thesis seeks to examine and discuss whether providing a university education to mid-career police supervisors is conducive to the needs of the community and to the theorems of community-based policing, it is being suggested by the researcher that discussions surrounding the current and envisaged policing models is required. Throughout this dissertation, the past and future of the community-based policing models is being discussed and examined in an effort to identify current education requirements for mid-career supervisors. Presently, the Toronto Police Service is in the midst of a major internal examination as to how they will conduct policing business in the coming years. The community-based policing model will still be retained and practiced as the desired over-arching policy of the day. No changes are contemplated to the stated goals of greater community collaboration and participation. The question is what changes, if any, are required to the basic tenets of the community policing model as well as the qualifications and educational needs of the police officers required to implement it.

It is suggested by the researcher that a fuller understanding of community needs and policing capabilities is required before any existing policies are amended and any new policies are made and implemented. From this, it is offered that what should emerge is a better understanding of what *type* of police officer will be required to implement these new or amended policies. If the community-based policing model is an ever-evolving one, then the human resources required to fulfill its needs to also evolve. If current policing practices and methodologies used to identify police leaders capable of implementing community-based policing is lacking, it needs to be re-analyzed and changes made. As community-based policing initiatives are being sold to the public around the concept of employing police officers who are critical-thinkers and community problem-solvers, one must ask if the police training and education structure is currently designed to meet those needs?

The literature review shows quite clearly that it is, in part, the actual university experience itself that enhances critical-thinking and problem-solving capabilities. These are two attributes required for officers to possess to be effective within the community-based policing model. If the police do not statistically matter when it comes to suppressing crime and the current policing model is based on this very premise, then where does the profession go from there?

Broken Windows, Zero Tolerance and Superpredators – How Non-Evidence Based Theory Became Police Policy?

Present day policing mantra is that all policing needs to be community-based and intelligence led. One more condition needs to be attached; that any strategies and policies need to be evidence-based. The practice of policing has been for too long, far too intuitive and not based on peer reviewed evidence to support ideas that have been put forward disguised as theory. The

“Broken Windows Theory” and the thinking behind what became known as the “Superpredator Theory” are perhaps two of the best current known examples of well-intentioned police policy, practice and perception that had been relied upon, in part, as part of the foundational basis for the present form of the community-based policing model. Some academics now feel that these theories along with the prevailing mantra of “zero tolerance” were never valid theories in the first place (Kelling & Sousa, 2001).

In the 1960’s, 1970’s and into the 1980’s, the crime rate across the US and Canada was on the rise. There was a feeling amongst citizen’s and the police that there was little that could be done to stop it. People were looking for answers on both sides of the equation. James Q. Wilson was a Shattuck Professor of Government at Harvard. George L. Kelling, formerly director of the evaluation field staff of the Police foundation, is currently a research fellow at the John F. Kennedy School of Government Harvard. They examined the crime rate phenomenon and devised a method to deal with it that was soon operationalized by the New York City Police Department (NYPD) in the 1990’s. Their ensuing paper, *The Police and Neighbourhood Safety: Broken Windows* appeared in the *Atlantic Weekly* in 1999.

“Broken Windows Theory” is examined in this thesis as the researcher feels that it represented a departure or transition in police attitudes and behaviours to agents of order-maintenance from their role as crime-fighters. This did not happen only in the American context, but also occurred to a lesser extent in Canada. The context for the purpose of this thesis is that policy drives police procedures, which in turn are reflected, not only in training but also in officer conduct and behaviour.

Wilson and Kelling (1991) described the transition in police policy and practice as follows:

In the 1960s, when urban riots were a major problem, social scientists began to explore carefully the order-maintenance function of the police, and to suggest ways of improving it -- not to make streets safer (its original function) but to reduce the incidence of mass violence. Order-maintenance became, to a degree, coterminous with "community relations." But, as the crime wave that began in the early 1960s continued without abatement throughout the decade and into the 1970s, attention shifted to the role of the police as crime-fighters. Studies of police behavior ceased, by and large, to be accounts of the order-maintenance function and became, instead, efforts to propose and test ways whereby the police could solve more crimes, make more arrests, and gather better evidence. If these things could be done, social scientists assumed, citizens would be less fearful. (p. 5)

So, what evolved was a project funded in 28 cities across New Jersey.

Second, at the community level, disorder and crimes are usually inextricably linked, in a kind of developmental sequence. Social psychologists and police officers tend to agree that if a window in a building is broken and is left unrepaired, all the rest of the windows will soon be broken. This is as true in nice neighbourhoods as in run-down ones. Window-breaking does not necessarily occur on a large scale because some areas are inhabited by determined window-breakers whereas others are populated by window-lovers; rather, one unrepaired broken window is a signal that no one cares, and so breaking more windows costs nothing. (pp. 2-3)

The concept of "Broken Windows" was as follows:

... Wilson and Kelling suggested that failure to control minor offenses such as prostitution and disorderly conduct destabilized neighbourhoods by creating a sense of public disorder. Pushing the *theory* further, Kelling and Wilson argued that people were likelier to turn to crime in neighbourhoods where toleration of petty crimes—such as graffiti-scrawling and window-breaking—indicated a lack of effective social control. Restoring order, Wilson and Kelling argued, would not only reduce neighbourhood fear, but would substantially reduce crime. In 1989 Kelling worked with New York City transportation authorities and later in 1990 with Transit police chief William Bratton to implement the "broken windows" *theory* in the New York City subways - and when Bratton became NYPD chief in 1994, he moved to make the *theory* part of standard NYPD practice. (Kelling & Sousa, 2001)

This is the same William Bratton quoted earlier in this thesis. "Broken Windows Theory" was in fact, not an evidence-based theory at all but nonetheless was widely cited as an example of how the police could be effective in the community by taking proactive steps to improve actual and perceived public safety. Police and community collaboration was put into practice to identify individual neighbourhood safety issues and solve them. While it was seen as successful,

some argue that what was really happening was something else. There were unintended consequences of this type of police practice and policy. For many years, “Broken Windows” was discussed amongst law enforcement as a “theory”. “Broken Windows” was regarded as a very successful policing action that created law and order in previously high crime areas.

What occurred was that, the police somewhat abandoned their role as “order keepers” and became more concerned with strictly enforcing the law. It was during this time period that the terms, “zero tolerance” and “superpredators” when dealing with the criminal element came into the public dialogue. This was a tough on crime era and American inner cities were in need of a new policing strategy. “Broken Windows” was the strategy, but for some, its unintended consequences would not be realized for many years. To many, the collateral damage of “Broken Windows” would be the loss of any semblance of procedural justice.

It was in the 1990’s, during the term of Democratic President Bill Clinton, that the term the “three strikes laws” for violent offenders came into effect in 24 states. The rationale behind the law was quite simple.

...that the longer prison terms reduce crime by deterring and incapacitating the most active and dangerous criminals. The basic assumption is that, everything else being equal, a person will be less likely to commit a crime when the expected costs increase. The additional prison terms called for by three-strikes laws increase the expected costs for criminals subject to the laws and, at first glance, the expected result is less crime. (Marvel & Carlisle, 2001)

So, what evolved was an overarching policy of dealing swiftly and harshly with all crime and disorder related social problems. Drug addicts, homeless and hardened criminals were either told to leave areas or were incarcerated. After all, you cannot commit more crimes if you are in prison. The thinking was believed to be intuitive, logical and received widespread acceptance in policing and in the inner-city communities across the country. It just was not evidence-based.

Hindsight research and social commentary is now demonstrating that the unintended side effects to this tough on crime approach and to the concept of ‘Broken Windows’ was greater police and community alienation.

During the “tough on crime” era, the term “superpredator” was used to describe a generation of youth who essentially were too dangerous to be allowed to walk the streets. Presidential candidate Hillary Clinton was widely criticized during her 2016 campaign for using the term when she was First Lady defending her husband’s policies. In so doing, she alienated a large portion of the American Black population who viewed the term and its practice as racially biased and having caused severe social damage and instability in black communities and households. The term and the research behind it are now academically suspect with some researchers making the following observation, “...is consistent with a contemporary crime myth: that the youth crime problem continues to rise, and that the next generation will contain a cohort of juvenile superpredators (Muschert, 2007, p. 352; Kappeler & Potter, 2005, pp. 215-233).

An Evidence-Based Need?

Research into police practices is required not only to drive reform but to provide useable and actionable knowledge for the profession itself (Murphy, 1999, p. 206). All research into police practices should at the least, strive to provide the police with the analysis and information they require to effectively carry out their public mandate.

Murphy (1999) further observed that:

Research on the efficient use of police resources helps ensure that extensive citizens’ investments in public policing is justifiable, no small matter given the cost of public policing. Finally, a rich cumulative body of both policy and applied research knowledge can help move public policing from being a tradition bound craft, understood by practitioners alone, relying on techniques and strategies that remain unchanged and unchallenged by empirical fact or disinterested examination, into a more open, self-critical occupation, concerned with effective organizational and operational practices

based on a reliable , verifiable body of accumulated research-based knowledge and experience. (p. 206)

It is in this spirit, that this research seeks to add to the literature surrounding the possible links to the profession of policing and higher education. For community-based policing to be successful it must be contained within an institution and an environment that is progressive and seen to be progressive by the community it serves. Policing policy and practice should be transparent and easily understood not just only by its practitioners' but by those who it seeks to serve. Community needs are what should be driving policing policy. Evidence-based research is one tool that can assist in developing the police understanding of how reform can take place within and despite the existing police subculture. This re-enforces the position that was presented earlier in this thesis; if true reform cannot be achieved because of the existing police subculture, then we must ask ourselves how that subculture can be either changed or eradicated (p. 17).

This research is seeking to examine whether or not a university education for mid-career supervisors is a possible way forward in developing officers whose attitudes and behaviours are conducive with the required tenets of community-based policing.

While this research focuses on mid-career police supervisors, most studies have examined the effect that a university education has on newly hired recruits (Dalley, 1975, Roberg, 1978; Carlan & Byxbe, 2000; Guller, 1972). Not surprisingly, there is no universally accepted premise that university educated recruiting is the path forward. Detractors suggest that, "unfortunately, many of these previous inquiries have been driven by weak methodologies" (Rydberg & Terrill, 2010, p. 93).

Presently, knowledge is lacking about the effect, if any, the attainment of a university degree whilst mid-career, has on police officers who are in supervisory positions. Does the attainment of a university degree have any effect on this identified policing sub-group? Does the

attainment of a university degree by mid-career supervisory officers positively influence the “liberalization” of the officer and in turn move the individual and the profession, toward a truer liberal democratic community-based style of policing as imagined by Wood, 2016? Does the attainment of a university degree while mid-career, negate the potential adverse side-effects of the police subculture?

If it is resolved, that in the context of present day policing, that police officers should be both law enforcers and community-based problem-solvers, then how should they be trained and educated? While this research does not seek to explore basic recruit training needs, it will explore whether a university education does affect the liberal or conservative attitudes of mid-career officers who have obtained a supervisory rank in one major municipal police service, the Toronto Police.

If so, the hypothesis is that a university educated officer, having obtained a first level degree will have greater critical-thinking skills and correspondingly be better equipped for the role of problem-solver and community resource as envisaged by the community-based policing model.

This is what was originally envisaged by Peel (1788/1850) and in the modern context, it becomes important to focus attention on the relationship between training and education to actual and perceived role perceptions of police officers within the community-based policing model. Training and education should be driven by the requirement of the police to meet community needs. The first step in that process is in truly understanding what the needs of the community are through continuous community outreach and consultation. One would think that, that single requirement would alone require officers who possess critical-thinking and problem-solving capabilities.

In the US, many police reform commissions over the years have advocated that new recruits be required to have an undergraduate degree. As Shernock (1992) pointed out:

The most significant of these commissions was the President's Commission on Law Enforcement and the Administration of Justice, whose 1967 report not only called for a baccalaureate degree but also emphasized the value of a liberal arts education (Brown 1974:126; Sherman et al., 1978:35). The need for college education was reiterated in reports by other national commissions; the National Commission on the Causes and Prevention of Violence in 1969, the President's Commission on Campus Unrest in 1971, the American Bar Association Project on Standards for Criminal Justice in 1973, and the National Advisory Commission on Criminal Justice Standards and Goals, also in 1973, which called for all police officers to have a four-year baccalaureate degree by 1982. (p.72)

The National Advisory Commission on Higher Education for Police Officers (1978) found that a university education for police officers was not developing skill sets as much as it was changing attitudes. This is a key concept which this thesis seeks to explore and comment on; changing officer's attitudes as opposed to developing physical skill sets. This is now seemingly inconsistent with a more recent report from the President's Task Force on 21st Century Policing which contradicts this position, suggesting that while a university education provides a "serviceable foundation", more may be required and there is no direct reference to education as a tool to change attitudes.

Many who spoke before the Task Force recommended that law enforcement partner with academic institutions; organizations such as the International Association of Chiefs of Police (IACP), the Major Cities Chiefs Association (MCCA), the National Organization of Black Law Enforcement Executives (NOBLE), and the Police Executive Research Forum (PERF); and other sources of appropriate training. Establishing fellowships and exchange programs with other agencies was also suggested. Other witnesses spoke about the police education now powered by universities, noting that undergraduate criminal justice and criminology programs provide a serviceable foundation but that short courses of mixed quality and even some graduate university degree programs do not come close to addressing the needs of 21st-century law enforcement. (p. 51)

The Task Force did recognize the need of some police leaders to be university educated. One of their recommendations on the subject was that the U.S. Department of Justice should

“develop in partnership with institutions of higher education, a national postgraduate institute of policing for senior executives with a standardized curriculum preparing them to lead agencies in the 21st century” (President’s Task Force, p. 55).

Does a University Education Change Beliefs and Attitudes?

The researcher’s premise, based on personal experience, is that a police officer’s beliefs and attitudes have an effect on how they perform their day-to-day functions. This should not be surprising position as this statement could be assigned to most occupations. Your attitude toward your job, your employer or your clients is reflected in your behaviour. But, perhaps it is how attitudes drive behaviours that will have a profound effect on job performance. In policing, this is most often exemplified through the deployment or lack thereof of police academy trained use-of-force skill sets. There are ample anecdotal examples in policing of how officers are rewarded for not deploying force in situations that seemingly call for it. Anecdotally, police officers generally do not receive citations when using various levels of force whilst apprehending a criminal but rather in apprehending the criminal in a non-violent manner. Police officers who solve problems through negotiation or other tactics that fall short of physical force, are often publicly praised and recognized. These are the types of critical-thinking problem-solving skills touted in some literature as essential for policing and a direct byproduct of a university education and the university experience in general.

As discussed, some research has suggested that the greatest value of a university education is not to be found in the specific subject matter, but rather in the university experience itself. It should be noted at this juncture, that the UGH BASc Justice Studies programme may not offer the student this desired complete “university experience” as it is delivered in a hybrid format, combining distance education with in-class lectures every six weeks. The in-class work

is completed on weekends, times in which full-time students are not in attendance at the institution. This precludes these officer/students the ability to interact with full time students in a meaningful manner and in fact, in no way at all. Is it not the complete university education experience with its diverse personal interactions and relationships among students that is part of the university experience and part of what may create a better critical-thinking, problem-solving university graduate?

The Commission (1978) recommended that education should be broader than simply police science, focusing more on the social sciences that could be applied to the policing occupation. In short, the commission wanted police training to have a more traditional approach to university education and less of a technical police focus. The result of producing a more liberal officer capable and willing to engage with community members in a less-authoritarian manner should be the result of this type of education.

But as Paoline and Terrill, 2007 indicated:

Only officers receiving the benefit of a 4-year degree were significantly less likely to rely on physical forms of force in their daily encounters with the public. In other words, it appears that simply attending college is not enough when it comes to less reliance on physical force. In this respect, actually completing a 4-year program is most beneficial. (p. 192)

Again, it is noted that while the research in this thesis did not study police use of force, the comment is indicative of what a university education should strive to achieve at the very least, as a tertiary effect, for serving police officers. The community-based policing model envisages more police - community verbal interaction resulting in less use-of-force scenarios. The UGH BASc Justice Studies programme focuses largely on police sciences and less on the social sciences. While the in-class segments were conducted at the University of Guelph-Humber, they could have just as easily been held at the Toronto Police College. This returns us

back to Paoline and Terrill (2007) comments and serves as a basis for a very pertinent question; does the actual physical setting have any effect on learning outcomes? Does geography matter? Does attending classroom segments at a public university campus as opposed to a police academy add significantly to the university experience?

Also, the UGH-TPS BASc Programme cohort was homogenous, comprised solely of serving police officers in the classroom at the time the researcher was a participant. Is this fact in and of itself a fatal flaw in the design of the programme and is there actual or potential harm to learning outcomes? Is there true academic discussion and debate occurring in the classroom without benefit of diverse points of view furnished by those outside the profession? This is to be discussed further in the results section of the research once there is a fuller understanding of participant reaction and opinion.

Policing as a Profession or Policing as a Vocation?

Canada and the US do not have dissimilar historical paths toward modern day policing. In 1931, US President Herbert Hoover ordered the Attorney General to conduct a commission into policing which resulted in a movement to, “professionalize the police” by providing training with the assumption that properly trained police would be less corrupt and more effective in dealing with crime (Ellis, 2005, p. 20). As can be seen, the discussion and the implications for policing surrounding the debate as to whether police officers should be professionals is not a new one. In 1868, Toronto Chief Constable William Stratton Prince stated, “Recruits should be in the prime of manhood, mentally and bodily, shrewd, intelligent, and possessed of a good English education...The ideal candidate should in fact be a man far above the class of labourers and equal, if not superior, to the most respectable journeymen mechanics, and his remuneration should be accordingly” (Ellis, 2005, p 19; Marquis, 1993, p.28). But in the 1930’s, policing

became less of a community collaborative effort and more police centric. Crime control and disorder management increasingly was viewed as being the sole responsibility of the professional police (Ellis, 2005; Leighton, 1991).

In the present day, the Expert Panel on the Future of Canadian Policing Models (2014) made a very salient point when it discussed the need for evidence-based policing interventions and the need to continue the professionalization process of the practice itself:

Meeting the demands of increasingly complex police work in a diversifying safety and security web requires a new degree of professional sophistication, with higher levels of education, training, and experience. This is giving rise to a second wave of police professionalization that is distinct from the initial shift following World War II to establish professional police (Fyfe, 2013). The recent shift is from police simply being professional about their work to becoming accredited professionals, with specialized skills and training, credentials to practice, and acceptance of a transparent link to accountability (Sklansky, 2011; Stone & Travis, 2011). The new professionalism emphasizes evidence-based practice supported by training and standards, with individual and organizational accountability for meeting those expectations. In the face of increasingly complex crime and the imperative to work through and with the safety and security web, police must respond by continually enhancing their skills to make their unique contribution to safety and security. Modern professionalized police recognize that minimum requirements and accreditation can contribute to the imperative of police legitimacy, reflecting public confidence. (p. 112)

The statement referring to the future needs of the police alludes to the need for “accreditation” and that this accreditation can be found through linkages with higher education. Accreditation, while a necessary standard, is not what a university education is designed to do in the context of policing. On the other hand, perhaps that is the point. A police accreditation process outside of police academies and police training centres is arguably a necessary process and one that is perhaps worthy and necessary unto itself. It helps to legitimize the police and individual police officers as much as to develop the education required to do the work.

Unfortunately, the Expert Panel seemed to view the whole matter of police professionalization and education through the prism of the need for budgetary restrictions and

reductions. This may have skewed the potential results and narrowed the discussion's focus on developing policy based on what is best to developing policy based on what is affordable.

In the message from the Chair (Justice Stephen T. Goudge, (Q.C.) in the very first paragraph, the goal of the report is plainly written:

This Expert Panel was brought together at a time of mounting concern over the rising costs of Canada's police, costs that many believe are increasingly difficult to sustain. Yet the police remain a valued public service that is indispensable to a well-functioning society. The challenge is to find new ways in the world of today and tomorrow for the police to effectively play their essential role in ensuring public safety and security. (p. vi)

While the Expert Panel was tasked to explore ways in which the police could continue to play their "essential role", the sub-text may very well be that the primary concern is in "rising costs". This observation is not made nor intended as a criticism. Policing costs are real. The criminal element and organized crime may not have a budget, but the police certainly do.

The Expert Panel did not appear to understand the need for linking training and education to the university setting. The Panel felt that the Canadian policing landscape is similar and comparable to what is occurring in the United Kingdom. The Expert Panel reported:

The recently established College of Policing for England and Wales has been identified by the Panel as an opportunity that is applicable for the Canadian police sector. Following recommendations from a Review of Police Leadership and Training (Neyroud, 2011), the U.K. Home Office implemented a professional body for policing, whose mandate embraced the entire police service and was "responsible for leadership, learning and standards" (Neyroud, 2011). The recommendations, which resulted in the establishment of the College, stem from a systematic review of evidence on what is known about training and development, along with the evidence on change in professional behaviour from other sectors. Police service members supplemented the literature review with input on some of the challenges and opportunities in training and leadership. Proposed as an integrating factor for policing at local and national levels, the College is developing a training curriculum that links learning with practice and the creation of a single qualification framework. Initial qualifications, which will be required for membership in the College and for employment in a police organization, may be met with education, experience, or a suitable combination. The framework will allow for an incremental progression through the ranks. Specialist skills will be accredited through the same professional body, allowing individuals to make career choices within the profession of policing and develop areas of expertise with suitable training. Senior

leadership development will also be differentiated, with specific knowledge requirements for front-line versus senior managers, and leadership for command will be distinguished from accountability management and business skills. (pp. 118-119)

The panel concluded that,

The example of the College underscores several opportunities for the consistent professionalization of police in Canada. In particular, the framework for qualification and accreditation recognizes and reinforces the value of differentiated roles, including but not limited to competencies for leadership and management. The ongoing credentialing system, which encompasses all ranks including senior management, could bring about a shift in the culture of learning. The focus moves away from in-house police classroom training to practice-based learning in partnership with higher education. (p. 119)

This is not dissimilar to some of the recommendations put forward in the United States by the Final Report of the President's Task Force on 21st Century Policing (2015). Future panels, law enforcement experts and leaders will need to decide whether providing a university education to its supervisory officers is an expense worth paying and whether there is an evidence-based link to police professionalization and a university education. The idea that policing has currently achieved its stated desire of professionalization is a matter of debate. There is some disagreement within policing that the concepts and ideas associated to professional policing or the professionalization of the practice is occurring at all.

In 2008, Peter Neyroud, a former Chief Constable and Chief Executive of the National Policing Improvement Agency for England and Wales, observed that "the desire of the police service to be an independent profession working to high ethical standards deploying a recognized body of professional knowledge is an aspiration that remains to be achieved" (Fyfe, 2013; Neyroud, 2008, p. 674). This can be viewed either as a condemnation of the actions taken by many to professionalize the policing trade, or as inspiration for those who still aspire to this status and goal for the profession.

The European Union – Police Academies as Universities

In the European Union (EU), police education and training has evolved to an entirely different level than that seen in Canada and the US. Paterson, 2011 and others have noted that police reform has led to the changing of police training programmes and, in some cases, institutions. Hanak and Hofinger (2006) as cited in Paterson (2011), note that police academies have gained university status in the Czech Republic, Lithuania, Greece, Slovakia and Norway (p. 290), whilst Brodeur (2005) notes the existence of police universities in France, Spain and Italy (p. 290).

Should this be the goal of police academies in the western hemisphere? Would the liberalizing effects of a university education in a non-police setting be lost or minimized if police training academies became accredited universities? What must be kept in mind is the body of research indicating that it is the university experience itself as opposed to the subject matter is what may be the most important factor in the liberalizing process. In Germany, the end result was justified by the value it offered to the police and society to increase professionalism, develop a research-based approach to crime reduction, develop a portfolio of police programmes for different levels, and to encourage a comparative approach that makes the most of developments in other countries according to Jaschke and Neidhart (2007) as cited in Paterson (2011, p. 290). Police professionalism and research-based crime reduction programmes in which the community and police act together to achieve stated goals should, in part, be the result of the liberalization of the profession.

In 2006, the European Police College (CEPOL) conducted a, “Survey on Police Education and Training.” The initiative was meant to inform Member States of the EU on the

state or status quo of police education and training across the union. What was revealed was an astonishing disparity between educational requirements at the basic recruit level. Some academies/colleges provide levels of basic police education/training, which require only primary school education (Spain), whereas the Instituto Superior de Polícia Judiciária e Ciências Criminais in Portugal demands a university degree. (CEPOL, 2006). It is difficult in this context to make a useful comparison to the Canadian and US experience. However, it seems that even within the European Union experience, individual states are at odds with basic recruit education requirements.

Changing the Landscape – Is there a Need?

The key to developing police education into a reflective model may lie in the ability to circumvent or change the existing training culture and landscape. This is not changing the police subculture as previously discussed; it is changing how the business of police training and education is being conducted.

Historically, police training has been focused on a vocational approach. In other words, training related to applied educational courses concerned with the skill-set required for an occupation or trade but not necessarily a profession. Until recent years, policing had traditionally been viewed as a vocation as opposed to a profession so training had been focused on developing physical skill-sets. But, in modern times there has been a new focus. There is a new desire to create officers who are skilled communicators, decision-makers and problem-solvers capable of helping citizens identify and solve problems within their communities (Birzer & Tannehill, 2001, p. 233). Police education in this new context may now be best defined as, “developing the ability to conceptualize and expand the theoretical and analytical learning process” whereas training involves, “gaining the skills needed to accomplish the immediate tasks and goals of police

operations” (Kratcoski, 2004, p. 104). Police officers today now view themselves as professionals (white collar) as opposed to the traditional view of vocational (blue collar) workers (Jaschke & Neidhart, 2007, p. 307).

But, the view they hold of themselves and their profession may be at odds with the reality of what is actually required. The police need to see themselves as a community resource in addition to being law enforcement agents. There is still a distinct line of thinking here. Some officers seem unable to combine the two roles wherein they become one. That is to say that, while understanding that the laws need to be enforced, that may not be their primary role in the community. The profession may not have evolved to the degree required where the true role of the modern police officer is clearly defined within the tenets of the philosophy and policy of community-based policing.

What’s Missing?

Ultimately, in the opinion of the researcher, what may be currently missing is a true and sustainable relationship between the community and the police. Police education, as a foundation for community-based policing should bridge this gap, but seemingly is failing to do so. Community-based policing is supposed to nurture a community police relationship that can withstand the pressures of crises that affect communities from time to time. In 2011, the USDOJ Office of Community Oriented Policing Services (USDOJ COPS) produced a toolkit for the police to assist in implementing community-based policing initiatives. “The Collaboration Toolkit for Law Enforcement: Effective Strategies to Partner with the Community” tellingly highlights a number of current deficiencies in the processes of what should be a “value-added” police - community partnership. The toolkit discusses many concepts that individual rank and file officers, let alone their command officers, need to understand, conceptualize and utilize in

the day-to-day performance of their duties. As should be evident to all and as outlined in this thesis to this point; problem-solving is a highly-valued skillset for the police. Simply put, it is at the core of what community-based policing is supposed to be about.

Problem-solving should be a critical element in any law enforcement agency that is involved in community collaboration. This capability must exist at all levels of the law enforcement organization—including the patrol officer—to achieve long-term success. Agencies that are organized to enhance community policing allow patrol officers to respond creatively to problems and engage in problem-solving efforts directly with the community. (USDOJ COPS, The Collaboration Toolkit for Law Enforcement, p. 9)

Individual “creativity” is what the ability to think critically speaks to. As discussed, front-line police officers are now required to possess a greater aptitude for innovation and creativity (Rydberg & Terrill, 2010; Carter & Sapp, 1992). As discussed earlier, community members are making decisions on the capacity of their local policing agencies based on the performance of individual officers. Collectively, these are skills the USDOJ COPS toolkit contends will bring added-value to community partnerships.

Before beginning your collaboration, it is important to have a common understanding of what each party brings to the table and to understand that together, these strengths bring added value to the collaboration that far exceeds what each individual organization can accomplish by itself. Clearly, the police bring power and influence, skills and tools to control crime, reliable crime data, and a growing capacity for collaboration. (p. 8)

Speaking of Added Value

Paterson (2011) and other advocates of police reform, contend that, “higher education institutions are advocating a shift from police training to education that will create formal links between initial training, career progression and academic qualifications to further the police professionalization agenda” (p. 286). The simple question then becomes; what is the added value? While this research will seek to examine whether a university education “liberalizes” the mid-career police supervisor making him or her more amenable to the constructs of community-

based policing, there are other considerations that police services must examine if policy is to be changed.

Patterson (2011) acknowledges that there is some debate currently about the need for applied degrees in justice or police studies (such as that of the University of Guelph-Humber). Some researchers contend that higher education institutions have been overly focused on accreditation as opposed to education (Farrell & Koch, 1995, p. 54) and that financial motivations are not to be excluded. Patterson (2011) adds the following:

Peace (2006) notes that the lack of fit between the community policing philosophy espoused by the British government and the methodology employed in police training whilst Lee and Punch (2004) note that the value of higher education lies in a range of undergraduate courses that develop police officers' critical-thinking skills and not just the police studies courses that have proliferated across the country. (pp. 287-288)

What is being acknowledged here is the concept that the added value of obtaining a university degree lies within the ability of the individual officer to develop his or her critical-thinking skills. In the US, there is research that demonstrates the benefits of higher education for police officers. Guller (1972) as cited in Paterson (2011) offers that a body of research on the impact of higher education on police attitudes was built during the 1970's that demonstrated that university educated police officers were less authoritarian than non-university educated police officers (Parker, Donnelly, Gerwitz, Marcus, & Kowalewski, 1976; Roberg, 1978), less cynical and that the higher the level of education attained, the more flexible the officers' value system became (p. 288). Again, while this research focuses on post-employment education, one intent is to discuss police attitudes and how they are shaped by the conservative police subculture.

Sherman (1978) as cited in Paterson (2011) is of the opinion that university education should be focused on new recruits and not veteran police officers, "due to the potential resistance that the occupational perspective of in-service police officers and police trainers could have on

the occupational perspective of in-service police officers and police trainers could have on the impact of higher education teaching.” (p. 289). This speaks directly to the barriers erected by the existing police subculture wherein traditional training and non-flexible attitudes are based on conservative, non-liberal values.

This research seeks to do exactly what Sherman (1978) states should not be done; provide an evidence-based opinion and insight into the higher education of police supervisors who are mid-career.

Worden (1990) as cited in Paterson (2011) contends that, “higher education has the ability to improve officer knowledge, skills and problem-solving techniques and to utilize non-coercive strategies to resolve a situation.” (p. 289) This speaks to the heart of community-based policing values; the ability of an individual officer to respond to citizen needs without resorting to force or other coercive, if legal, methods. If this were true, one would think intuitively, without examining empirical research that citizen complaints about police misconduct should decrease. As stated earlier, there is yet no consensus in the research into police complaints in this context. Increased community relations are a mandatory requirement for greater police legitimacy (Paoline & Terrill, 2007 p. 186). But, there is a contrary view that while police reform is an ongoing process, the internal professionalization of the police and the desire to affiliate itself with higher education, is being driven more by the need to improve the “prestige” of the profession rather than to promote professional behaviour (Shernock, 1992, p. 71).

Shernock (1992) makes another significant point in acknowledging that there is a body of research indicating that while the requirement of a university education for police officers may be seen as a requirement to change police attitudes, it is in fact police behaviour that needs to change (p. 73). He contends that there is a mistaken conception; that attitudes drive behaviours.

There is a plethora of contradictory studies pertaining to police performance, attitudes and behaviour that may render these studies moot. Regardless, Shernock's contention is something that requires consideration. In this research, it raises the question whether changing police attitudes is what is required to change behaviour. He seems to argue that perhaps police services need only to control individual officer behaviour to achieve the desired effect. Attitudes may speak to the police conservative subculture and as such, something that is not likely to be changed or altered no matter what interventions are contemplated or attempted. But Shernock's position that policing institutions need only focus on controlling their uniformed employees behaviour, surely cannot be indicative of where police - community relations need to be. Surely, we should aspire to real and genuine level of cooperation and trust envisaged by so many.

Christie, Petrie, and Timmins (1996) as cited in Paterson (2011) note that in Australia and the US, there is research indicating that university education for police recruits has shown some minor positive results in student attitudes and values, but that these gains are lost, and there is a "clear and rapid deterioration of these attitudes and values during the early years of work" (p. 291) when these recruit officers become practitioners. The obvious question is, why? Are the benefits of a university education for recruit officers lost when they are indoctrinated into the police subculture? Would the outcome here be different if police officers were provided a university education only after serving in the community for a few years?

This research seeks, in part, to discuss this phenomenon. For the participants in the UGH-TPS BASc programme, it was felt that the police were attempting to catch up to current educational requirements in that the TPS was trying to correct the fact that veteran officers were hired in an era where the benefits of a university education were not as valued. Perhaps, inadvertently, the programme was properly addressed to police officers who were mid-career. Is

the fact that these mid-career officers are more mature and have work and life experiences far beyond what young university aged recruits typically would have, a factor?

Recent TPS Recruit Hiring

In recent years, approximately two-thirds of Toronto Police recruits have come to the profession with a university degree. Is this the right approach? Do the perceived benefits of seeking university educated recruits; survive police academy training and the informal indoctrination into the conservative police subculture? Does the liberalizing process become more ingrained at a later career stage? Most people and professions follow a natural educational progression. We complete primary and secondary schools and attend universities to obtain an undergraduate degree. Some students continue directly into a graduate programme while others begin their working lives after receiving their first degree. As these studies have questioned, would it be best in the context of policing, to come to the realization that police academy training followed by the indoctrination into the policing subculture have too great of an influence upon pre-hire university educated recruits? Should the correct career path include a university education commenced only after a threshold number of years' service is attained? Is the added value that a university education brings to the profession only realized in veteran police officers? The only qualification to this position is that the education must be liberal arts based and not criminal justice. The thinking is that criminal justice programmes served to credential police officers as opposed to educate and that criminal justice is not a discipline but rather a "field of study" (Farrell & Koch, 1995, p. 58).

There is another question to consider. Are students attracted to the policing profession inherently different from other students? There is research to suggest there are underlying feelings that students attracted to criminal justice programs are authoritarian individuals'

incapable of mastering true intellectual challenges (Carlan & Byxbe, 2000, p. 237; Farrell and Koch, 1995). In other words, the profession itself attracts this type of recruit rather than creating it. The sub-text is that a university education will do little to alter this fact. The premise that people with overt authoritarian personalities and traits are incapable of a higher level of intellectual maturity is an interesting one and is one aspect to be considered in this research.

Present Challenges in Policing

In recent years, the policing profession has experienced tremendous challenges. These challenges go to the core principles of policing and raises questions about the future of the profession. Police services world-wide are seeking new answers to some age-old questions. What are the core principles of policing? What do our communities want from us? Are we presently adequately structured to deal with some new realities and seemingly a changing mandate?

As mentioned earlier, two recent phenomena are changing how the police are operating; social unrest as has been seen in some Canadian and US cities where there is sometimes open revolt against police authority and a new era of international terrorism. Some social comment is now going on stating that the answer to both of these new challenges are really a discussion of what community-based policing is supposed to do.

Policing Terrorism – Pressure to Return to Paramilitary Policing

Is this new reality placing downward pressure on the police to re-engage in a crime-fighting model? International terrorism is dominating media and the police do have a role to play. Protection of communities and countries are placing additional pressures on existing police resources. In recent years, new agencies have been formed to add a layer of policing designed to address terrorism issues. The US Department of Homeland Security is such an example.

In this part, a brief discussion of how the police are dealing with this ever-present threat is presented for the purpose of pointing out some of the internal conflict into the role of the police and the view of some that the police are in some ways, an extension of the military and not just an occupying force. Internationally, the discussion of the “war on crime” is now, in part being supplanted by the discussion of the “war on terrorism.” The events of September 11, 2011 cast a large shadow and have a direct effect on how the police are now required to do their jobs. At the very least, municipal and regional police services must look at how they operate within an international policing environment perhaps now dominated by the need to control terrorism, whether domestic or internationally related. According to Murray (2005), “In this new environment, there is no doubt the effectiveness of community policing will be challenged and some will rationalize it away as being too soft to match the so-called “war against terror.” While some police services will continue to rely on the community policing model, others will be tempted to return to a traditional model and varying degrees of paramilitarism (p. 348). In other words, domestic police services could use the current state of international terrorism to remain entrenched in their current practices.

But, there is another aspect to policing terrorism that needs to be addressed. Terrorist groups are in many cases, nothing more than transnational organized criminal groups. In some cases, internationally, military intervention has turned into policing actions. For example; the United Nations recognizes that the Taliban in Afghanistan and Pakistan is more accurately described as a transnational organized crime group. Criminal profits of the drug industry undermine governance, fuel corruption, nurture dysfunctional politics, and ultimately stimulate insecurity and conflict. While the Taliban have cooperated with criminal networks in Afghanistan since the 1990s, their involvement in criminal activity, including narcotics

trafficking, illicit mining, collusion with “transport mafias” and kidnapping for ransom, appears to be increasing. The scale and depth of this cooperation is new, and builds on decades of interaction between the Taliban and others involved in criminal behaviour. At times, the Taliban have attempted to generate resources directly by acting as a criminal body. On other occasions, they have extracted revenue from, or in cooperation with, criminal networks. This trend has real consequences for peace and security in Afghanistan, as it encourages those within the Taliban movement who have the greatest economic incentives to oppose any meaningful process of reconciliation with the new Government (Report of the Analytical Support and Sanctions Monitoring Team, 2014).

Murray (2005) further warns against the revival of the traditional police subculture that will use the opportunity to argue that community-based policing is insufficient to deal with present-day realities. He states, “The two policing philosophies of paramilitarism and community policing can (and in this current environment should) coexist, but under the umbrella of community policing (p. 349).

It should also be noted at this juncture that in most countries such as Canada, the police now have wider latitude in investigating terrorism. Laws allow police a wider authority to arrest and detain suspects. The legal threshold to engage in special investigative techniques, such as electronic surveillance (wire-tapping) are lower and more expedient. Judicial authorization in some cases comes at a later date than when the surveillance was first initiated. Many powers afforded the police under these circumstances are those many rank and file officers feel should be available to them under all circumstances as an effective method of crime prevention. Is there potential that this “war on terror” will cause police to return to or become more entrenched in the perceived “war on crime?”

Chapter 3: Design and Methodology

This research was conducted with the cooperation of the Toronto Police Service (TPS) and the University of Guelph-Humber (UGH). The researcher met with Dr. Gary Ellis, the Head of the Justice Studies Programme at UGH on March 12, 2016. Dr. Ellis is a former TPS officer. This research required accessing of student contact data from the TPS. As a result of this conversation, and dependent upon an approved ethics review, there were no anticipated obstructions to receiving data required to contact former UGH BASc (Justice Studies) students. The researcher received permission from the TPS to indirectly contact serving officers through an online survey who had successfully completed the UGH-TPS programme.

UGH created a degree programme for mid-career police officers that was delivered over a period of years to various cohorts in Toronto at their Humber Campus. The programme has evolved in recent years to include students from non-policing disciplines as well as students from other police services. This research focused only on those cohorts that involve TPS officers who have achieved a first level promotion. This narrow cohort requirement should control for any uncontrolled variations in attitudes which may occur in other police services with their own subcultures and value systems which may or may not vary from the TPS.

Permission and cooperation was required and received from TPS to access data and participants in order to proceed. Once that permission was received, a cover letter, a survey and research questions were sent to each prospective participant identified. The researcher was introduced both as a researcher and a former member of the TPS and a UGH BAA Justice Studies Programme graduate. The letter outlined the research and detailed what was hoped to be learned through the study because of their participation. The letter advised participants of ethical issues involved and guaranteed participant anonymity. As such, participant identifiers were

coded. The participants were advised and cautioned that the anonymous research findings would be shared with TPS and UGH.

The principle of free and “informed consent” was adopted throughout this research. Diener and Crandall (1978) as cited in Cohen, Manion and Morrison (2007), define free and informed consent as, “the procedures in which individuals choose whether to participate in an investigation after being informed of the facts that would be likely to influence their decisions.” (p. 78) To that end, these guidelines were followed:

1. A fair explanation of the procedures to be followed and their purposes.
2. A description of the attendant discomforts and risks reasonably to be expected.
3. A description of the benefits reasonably to be expected.
4. An offer to answer any enquiries regarding the research or procedures.

An instruction was given, that the participant was free to withdraw consent and to discontinue participation in the research without prejudice to the participant (Cohen et al., 2011, p. 78).

There was no anticipated risk of harm to the participants. It was however recognized that participants themselves may have seen risk to either their mental health or professional status un-anticipated by the researcher and were advised that they may decide not to participate in the research as a result. The study participants were mature, experienced police officers who had received at least one rank promotion. The participants did not come from what may be perceived to be a recognized vulnerable group. However, some police officers are known to suffer from conditions such as post-traumatic stress syndrome (PTSD). Potential applicants were not asked if they suffer from this or any other medical problems. Potential applicants were informed that they may decide not to participate and that there was no need to provide a reason for non-

participation. The questions were designed to test the participants attitudes towards policing in general and not specifically the policies and procedures of the police service in whose employ they are.

This research was conducted in compliance with all applicable policies relating to “Research Involving Human Participants” as directed by Memorial University of Labrador and Newfoundland found at <http://www.mun.ca/policy/site/policy.php?id=139>.

This research was in compliance with the guidelines dictated by the Tri-Council Policy Statement concerning “Ethical Conduct for Research Involving Humans (2015).” The researcher successfully completed the Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans Course on Research Ethics (TCPS 2: CORE).

The study participants (current TPS members) were mid-career officers who had obtained at least a first-level promotion and had successfully completed the TPS-UGH BAA or BASc (Justice Studies) programme, and been awarded a degree whilst a serving member of the service. The group was comprised of male and female participants. The group was also likely comprised of members from a variety of cultural backgrounds as reflected in the Canadian mosaic. No participant was asked to identify their racial or cultural background.

Disclosure

The TPS has been involved in a partnership with UGH for a number of years and several cohorts have been educated through the programme and many are still serving. The basic requirement for programme participation was a first level promotion (Sergeant). The researcher was part of this programme (2007-2009). As part of this group, the researcher has notions, opinions and pre-conceived ideas as to what the research outcomes may be. This research will

either prove or disprove these previously held personal assumptions. However, the researcher was not part of the study group.

The study was meant for and designed to evaluate the attitudes, values and beliefs of police officers who were originally trained in the traditional police quasi-military crime-fighting model and after receiving at least a first-level promotion, subsequently received an undergraduate degree from the UGH BASc Justice Studies programme while mid-career. The attitudes and / or orientation towards the traditional quasi-military crime-fighting model and the community-based policing model are what are being studied in relation to the attainment of a university degree.

Two types of survey instruments were used for this research. Firstly, a closed-ended questionnaire arranged on a Likert scale was utilized. A Likert scale, provides a range of responses to a given statement or question. Rating scales are widely used in educational research, and rightly so, for they combine the opportunity for a flexible response with the ability to determine frequencies, correlations and other forms of quantitative analysis (Manion et al., 2007, p. 382). The questions were designed to indicate (for discussion) whether the respondent had more liberal or more conservative attitudes and values. Conservative attitudes, according to research, will generally be regarded as more consistent with the traditional police education and training model and less conducive to the concepts of community-based policing. Liberal attitudes, according to research, will generally be regarded as more consistent with the concepts of community-based policing and less consistent to the traditional police training and education model (Lauritz et al., 2012 p. 197).

The response categories in the proposed questionnaire were as follows;

1. Strongly disagree

2. Disagree
3. Neither agree nor disagree
4. Agree
5. Strongly Agree

(See Appendix A)

Where $n=3$, a finding of 1 to 2.9 will indicate a more conservative attitude.

Where $n=3$, a finding of 3.1 to 5 will indicate a more liberal attitude.

Category 3 will supply a zero point, enabling a neutral response and allowing the opportunity for the respondent to not subscribe to what they may view as an extreme attitude. Using identical response categories for the questionnaire items to measures each variable resulted in each item being scored in a uniform manner. Scores of 1 to 5 were assigned to the five response categories, taking into account the direction of agreement for each item used to measure the variable. Each respondent received an overall score for each variable representing the summation of the scores for each questionnaire item. There were no assumptions of equal variables between the categories. Research has suggested that rating scales are useful in analyzing attitudes, perceptions and opinions (Manion et al., 2011, p. 382).

In order to create a more holistic understanding of this research phenomenon, a dichotomous questionnaire was developed. This type of questionnaire is a valuable device for small scale research. This forced the respondents to “take a stand” and to commit to their opinions. It provided a clear and concise response. A dichotomous question is also useful as a funneling or sorting device for subsequent questions (Manion et al., 2007, p. 383). For example, if the response to question x is “yes”, then the respondent can be directed to question y. If the answer is “no” then they can be directed to question z. The respondents were then asked to

explain their answers. Respondents could give a more honest and personal opinion of their own experiences as opposed to only ticking off the boxes on a Likert scale. These questions hopefully gave the participants “ownership” of their responses and will have enabled the capture of liberal and conservative attitudes and opinions (Manion et al., 2007, p. 383). The questions were designed to gather the participant’s views on post-secondary education and its relationship, if any, to their present on-the-job performance as well as their anticipated future performance.

After the questionnaires were completed, each item was to be analyzed separately or in some cases item responses were ranked to create a score for a group of items.

The questionnaires were designed to reveal the respondent’s attitudes and beliefs as they related to the traditional quasi-military policing crime-fighting model versus the community-based model. In essence, it was to measure (for discussion) the subject’s conservative or liberal attitudes, values and beliefs as they pertain to the community and the people they serve.

Appendix A was also to provide a respondent profile. Respondents were asked to identify certain characteristics of themselves for comparison purposes. They were asked to identify; their gender, age, years of service, whether they had an undergraduate degree and whether that degree was obtained whilst a serving member of the Toronto Police Service.

The second questionnaire, utilizing an open-ended questioning format, asked questions pertaining to university education and was designed to allow participants to add personal opinion, and therefore texture to their responses to provide some basic insight. The questionnaire identified any outlier data and provided individual case studies. This data should also assist in the identification of any research design flaws which may limit the research data result. Manion et al cite Silverman (1993) as to the usefulness of open-ended questioning. Open-ended questioning enables:

...participants to demonstrate their unique way of looking at the world – their definition of the situation. It recognizes that what is a suitable sequence of questions for one respondent might be less suitable for another, and open-ended questions enable important but unanticipated issues to be raised. (p. 205)

There is no single way to analyze qualitative data. Qualitative data analysis is often a question of fitness for purpose. Qualitative data analysis is distinguished by the merging of analysis and interpretation (Manion et al., 2007, p. 537).

Scope and Limitations

Likert scales have limitations. Researchers sometimes infer an element or degree of sensitivity and subtlety from the data that cannot be justified. In this study, subjects may deliberately falsify their responses and appear to be more liberal in their views and hence, more accepting of community-based policing values than they really are.

As such, the research results will stipulate that there is to be no assumption of equal intervals between the categories. So, a rating of “4” (Agree) for example, does not indicate that a response twice of that as “2” (Disagree). Also, respondents may wish to *comment* on a question but are unable to do so because of the nature of the device.

The anticipated size of the sample group was expected to be relatively small and localized to one police service. Given the sampling qualifications, this eventuality cannot be changed and research results will have to be acknowledged and qualified as such.

Chapter 4: Findings

Summary and Evaluation of Qualitative Data

The surveys captured two types of data (qualitative and quantitative). The purpose of analysis is to describe and discuss the levels of variance between the data and to draw some conclusions.

Steps were taken to avoid bias in this research. The study population proved to be a very small but homogenous group. It was decided to use only participants from the Toronto Police Service for the specific purpose of maintaining a group that not only received their post-secondary education in the same format and from the same service provider, but who also extraneously were part of the same police subculture. While the police subculture is not unique to a certain police service, some aspects of it may vary from service to service. Throughout this research the police subculture is continually alluded to. All study participants can certainly be said to experience the same subculture.

The instrument used was a survey. The researcher is cognizant of and cautioned by the accepted fact that surveys are only meant to report relationships between variable sand cannot be used to claim cause and effect.

According to Manion et al., (2007), analysis of variance (ANOVA) is:

... premised on the same assumption as t-tests, namely random sampling, a normal distribution of scores and parametric data, and it can be used for three or more groups... Analysis of variance like the t-test assumes that the independent variables) is/are categorical ... and one is a continuous variable ... ANOVA calculates the means for all the groups, then it calculates the average of these means. For each group separately it calculates the total deviation of each individuals score from the mean of the groups ... Finally, it calculates the deviation of each group mean from the grand mean (between-groups variation). (p. 645)

Inferential statistics such as T-tests are used to determine if there are statistically significant between the means of two groups. The t-test assumes that one variable is categorical.

In this study, an example is seen in differentiating between males and females. The second is a continuous variable. In this study, we can use length of service as the continuous variable as an example (Manion et al., 2007, p. 642). ANOVA tests can be used to compare three or more means (groups or variables) for statistical significance.

In statistics, Levene's test is an inferential statistic used to assess the equality of variances for a variable calculated for two or more groups. Some common statistical procedures assume that variances of the populations from which different samples are drawn are equal. Levene's test assesses this assumption. It tests the null hypothesis that the population variances are equal (called homogeneity of variance or homoscedasticity). If Levene's test is less than some significance level (typically 0.05), the obtained differences in sample variances are not likely to have occurred based on random sampling. Thus, the null hypothesis of equal variances is rejected and it is concluded that there is a difference between the variances in the population (Manion et al., p. 643).

A t-test can be used to determine if two sets of data are significantly different from each other. A t-test is most commonly applied when the test statistic would follow a normal distribution if the value of a scaling term in the test statistic were known. (Manion et al., p. 644).

In statistics, a low standard deviation (SD) indicates that the data points tend to be clustered together (also called the expected value) of the set, while a high SD indicates that the data points are spread out over a wider range of values. The SD is the average distance that each score is from the mean. It is a standardized measure of dispersal. A useful property of the standard deviation is that, unlike the variance, it is expressed in the same units as the data (Manion et al., 207, p. 627).

Data Analysis - Limitations of Results

Summary and Evaluation of Qualitative Data

Participants were asked a variety of qualitative questions requiring a written response through an online questionnaire in addition to the questions arranged on a Likert Scale. It is not the researcher's intent to discuss every response written but merely to highlight those that speak to the hypothesis and themes of this research. The questions below were to be considered by all participants. However, respondents were instructed to feel free to skip or not answer any question(s) they so chose. There was no requirement to explain why they decided not to answer any particular question(s).

Question 26.

Do you believe that it should be a requirement that all police officers obtain an undergraduate degree from an accredited university before being accepted for employment? Yes / No or Prefer not to answer.

If you answered, "yes" to the above, what do you see as the main benefit to the police service and the community? Please explain your answer.

If you answered "no" to the above question, do you believe that traditional police training, delivered in a police academy setting is sufficient for all police training? Please explain your answer.

Only one respondent answered, "yes" to this question stating, "A variety of reasons, academic credentials are important for professionals, provides more life experience. Prepares you to write thoughtful reports. Broadens your perspective."

The respondent refers to the need for academic accreditation and makes no mention of skills beyond the technical.

21 respondents answered “no” to this question. One interesting comment from a respondent was:

It has been my experience that the majority of police officers that I have encountered who have had university degrees prior to their employment with the TPS have a bias towards how policing should be conducted. Many have an attitude that they know better than officers who have "walked the walk" and often portray themselves to be better than those officers that have no post-secondary education. Lastly, the majority of the officers with university degrees seem to have an aversion to "getting their hands dirty" as if some of the less desirable duties officers have to conduct are beneath them. They are not of the belief that they need to pay their dues and are expecting to be promoted sooner, transferred to elite positions sooner without garnering the necessary field experience to perform those functions effectively.

This respondent clearly states his perceived attitude of officers who come onto the police service with a degree and the comments are quite direct and telling. He or she views officers who are hired with degrees as “knowing better” than officers “who have walked the walk”. Further comment reveals an opinion that this respondent believes that educated officers seem to expect quicker promotions without having to do the ground work to get there.

A male Detective Sergeant, in response to the same question replied:

No not necessarily. I believe a fundamental ingredient that is necessary to be a police officer are life skills and experiences. Having someone fresh out of university only provides an academic background. The best police officers are those that understand how people react to certain situations based on their own experiences.

This officer clearly believes that the “best officers” are those with life skills and experiences. As such, it is fair comment that he believes these qualifications are more useful than a university education.

A male Sergeant responded:

I do not believe that traditional police training is sufficient. I answered "No" to Question 26 as I believe that personal experience and social training can place an individual in a position to excel at policing. For example; if someone were born and raised in a ghetto, they may excel at dealing with problems in most ghettos.

This another clear indication that personal experience is important, in addition to traditional police training for police officers. The reference about being, "raised in a ghetto" and excelling in ghetto issues may clumsily reflect on the need for officers to look like the communities they serve. This is a demand of some communities and previously commented on. Communities want police officers who have a vested interest in the communities they serve and not be seen as "occupiers".

A male Superintendent stated:

No, I believe that an undergraduate degree may be to (*sic*) high and (*sic*) expectation that may exclude good potential police officers. I do believe a college diploma would be a better minimum requirement for entry with police training delivered by the police academy adjusted accordingly. I believe the undergraduate should be a minimum requirement for entry into senior officer positions.

This clearly reflects a graduated level of education from recruit to the senior officer level. The respondent expresses concern about excluding potentially good police officers on the basis of a lack of entry-level education.

A male Sergeant contributed the following:

Independent of education, some officers are better suited in terms of personal attributes (among these work ethic) to be a police officer. Initial training is a foundation. There are many opportunities for additional training and education upon completion of recruit training which does not necessarily qualify as a degree program of any kind. This training combined with experience has historically combined to provide the foundation for highly competent and effective officers regardless of whether or not the officer has pursued a degree program or sought promotion. It's nice to have people with potential for a higher rank. It is arguably just as important or more important that those officers on the street filling the constable rank have the skills to perform their duties. The majority of these skills are not learned in a university setting.

Again, there seems to be consensus that the skills required to be a police officer are

not learned in a university setting. Although not stated, if the respondent feels that the “majority of those skills” cannot be learned in a university setting, it may be fair comment that the respondent does not feel that these skills, are the sole domain of a university education.

A female Detective Sergeant stated, “Yes, the Basic Recruit Training is sufficient. I feel that an undergraduate degree is beneficial but not essential. It will assist the officer in the future for promotion and job enrichment.” The key here is that another respondent echoes the sentiment of others that a university education is beneficial but not essential. What cannot be known is why this sentiment seems to permeate all responses. Is it because this is the personal experience of the respondent or possibly that the respondent work with many officers who perform well without higher education. If this is the standard, working well without higher education, then perhaps the question should have been to ask if officers would better achieve optimum performance and success through the benefit of the higher education.

One male respondent made the observation that perhaps the researcher was asking the wrong question:

“Your question says UNIVERSITY (*sic*) - there are excellent diploma programs in Community Colleges that will shape broad understanding of social issues, shape contextual frameworks for later learning, Education is not exclusive to Universities. The question should include Diplomas at Community Colleges or Undergraduate Degree from Universities. Both offer strong potential candidates and NEITHER (*sic*) are definitive proof a higher standard of candidate that can provide high quality professional services to the community.”

The respondent makes a fair observation that education is not exclusive to universities and that college level education should be considered. It is recognized that many community colleges in Ontario offer Police Foundations. If the respondent was correct in his observation, would it be fair to say that in a policing context, college diplomas and university degrees are equal?

Question 29

Do you believe that it should be a requirement that any police officer seeking promotion, to first obtain an undergraduate degree from an accredited university? Yes / No

If you answered yes to the above question, what do you see as the main benefit to the police service and the community you serve? If you answered no to the above question, please explain

Seven respondents (30.43%) answered “yes” to this question, while 15 (65.22%) answered “no”. Most students surveyed after taking this degree programme, do not feel it is a necessary pre-requisite for promotion. If it is not necessary for the higher ranks then the logical inference is that the officers do not believe it is necessary for the rank and file and for the profession altogether. This single question confirms both the qualitative and quantitative analysis of the data collected in this study. It should be remembered at this juncture that this opinion comes from supervisory officers who have completed the programme. Additionally, written responses as to why they answered in the negative, re-enforce what could be viewed as a traditional conservative police officer view point.

A male Detective Sergeant responded:

I know many officers who are supervisors including senior officers without a degree that are doing a great job. The dangling of a promotional carrot has skewed the real reason to obtain a degree in the first place. Critical-thinking is what I believe a degree affords a person.

This respondent seems to be accepting of what was the *status quo*, that police officers

are not required to have higher education and are quite capable of performing at senior levels without a degree. It does not appear that the respondent links critical-thinking as an acquired skill critical for promotion.

A male respondent who did not identify his rank made the following observation:

I have had new recruits with no degree outperform officers with a degree and vice versa. The reason for hiring a Police officer should be a specific testing designed to hire the very best candidates from our multicultural society. This hiring should be designed to test the candidate on all the facets a Police Officer will come into contact with on his/her career. And believe me that doesn't come from a candidate that is an excellent student or who has a degree in history, biology or any other degree that will in now (*sic*) way assist him/her when dealing with the citizens of Toronto.

This officer clearly does not agree with the research that indicates that the greatest result of a university education is not to be found in the specific subject matter, but rather in the university experience itself. The respondent clearly mentions liberal education topics such as history as being useful to a police officer in Toronto.

A male Sergeant observed:

Historically, we have had many officers in police services who did not have a degree. Some of these officers have been promoted and performed very well as supervisors. If a degree was mandatory for promotion, we would exclude some excellent candidates.

Again, a university degree seems to have little value. The tradition of promotion based on coming up through the ranks is re-confirmed.

A female officer with 16-20 years of service responded:

No, unless it is a standard that everyone is aware of from the beginning, and the Service supports people in their quest for further education. A degree in itself does not a good leader make. The Service needs to promote good leaders, not academics.

The officer makes a clear statement by discussing a need to promote leaders, not academics. There appears to be a clear distinction in her mind that can be ascribed as conservative thinking.

Question 32

Do you believe that police officers who have obtained an undergraduate degree are better prepared to perform their duties than those officers who have not? Yes / No. Please explain your answer.

In line with the previous question, the majority of respondents did not feel that police officers who have obtained an undergraduate degree were better prepared for promotion, A response from a male with 16-20 years of service encapsulates the majority opinion:

Regardless of a persons educational level. I would take an Officer who is confident, well trained and has integrity, over a person who has a BA. A BA only shows that the person has the capacity of learning. Too many people on this job have shown a lack of understanding or depth when dealing with the members of our community. And those Officers that are usually "out of touch" are the ones that have spent too much time with their "noses in the books" rather than doing the job in the community!

A male respondent advised:

Again - courses don't necessarily translate to conduct. Theoretical learning does not translate to practical application in their role. Also, community college diplomas can equally prepare candidates for their roles in policing. Higher education should be a requirement - but such is not exclusive to Universities - This focus on Universities comes off as BIAS in your questioning and prompts an either or (*sic*) scenario of either University education is the pathway or it is not. Bias is not intended but bias is seeping into the conversation because of the narrow focus on Universities as opposed to Degrees and/or Diplomas. Consider shaping questions about Degrees vs. Diplomas.

The key message here is that theoretical learning does not necessarily relate to practical application. While the respondent rightly points out that higher education is not the exclusive domain of universities, previous research focuses on a university education as the pathway to critical-thinking skills.

Question 34

The “core values” of the Toronto Police Service are as follows; Honesty, Integrity, Fairness, Respect, Reliability, Team Work, and Positive Attitude. Do you believe that acquiring a university degree is likely to have a positive effect on the core values of a Toronto police officer? Yes / No. Please explain your answer.

The researcher received some very negative responses from several respondents on this question. Many participants informed that core values were innate and cannot be learned or taught. Many respondents took the position that core values cannot be taught and that a university education has no effect on acquiring them. None of those surveyed referenced any single core value for comment. One very pointed answer was from a male respondent with 16-20 years of service:

I actually find this question a bit offensive to the Officers that haven't required a higher education. In no way would acquiring a higher education have a positive effect on the core values of a Police Officer. This question should be taken out of this survey or the person who made this survey should realize that putting people in "categories" is at the very core of bias. The smartest people I have met didn't have a BA. And to be completely honest I found the Degree program so easy that the only tough part of attaining my degree was putting time aside from my family to finish it.

A male with over 27 years of experience offered:

Core Values of the TPS are rooted in the character of the individual and not necessarily that of the educational institution named on their parchment. Some believe Core values can be taught - in contrast others say they can only be Adhered To - there is a marked difference. Adhered to means they do the right thing because of a belief someone is looking. Teaching Core Values does not mean they will do anything more than Adhere To those values. The Core values must be rooted in who the person is and then manifest into how they behave - who they are predates their education and work life with the police. Post-Secondary Education will shape broader understanding and may lead to awareness of inherent bias and a realization that to gain employment or advanced requires Adherence to the Core Values and thus they have been Taught to comply but the action of compliance does not equal the true essence of living the core values.

This question relating to core values might have been better broken down as it is

arguable that some of the listed core values are inherent and others not. It is difficult to know which of the listed the core values the respondent was referring to in any blanket statement.

Question 36

Do you feel that the community-based policing model as you understand it is an effective tool in combatting crime and criminals in the community you serve? Yes / No. Please explain your answer.

Fourteen (60.87%) of the 21 participants stated that the community-based policing model, as they understood it was an effective tool in combatting crime and criminals in the community. But some negative opinions are noteworthy. One male respondent stated:

This model should be revised and the Officers and Supervisors that are dealing with the community on a daily basis should be the ones that assist in writing our new model. Too many times our organization has put Officers in charge of writing our "models" and yet these Officers are out of touch with the realities of what happens in the communities or the dynamics of dealing with the community members on a one on one encounter. Anyone who believes that having an Officer with a BA or Degree will better equip that Officer in dealing with the Public is so out of touch with what is going on in our communities that it is laughable.

The opinion is bold and clearly stated. After completing the programme, this officer is of the firm view that it will not assist him or anyone else in his opinion in dealing with the public. Another respondent had an opinion that was different, stating:

For 20 yrs. the TPS has been running basketball/skating programs in the same neighborhoods. Crime is still prevalent in these neighborhoods. In the community policing model, no community has been able to eliminate crime and Disorder itself despite decades of community programs. In 1985 the Toronto Police Service opened a "Mini Station" in Parkdale, the station was a modified construction trailer which was permanently placed in the library parking lot at Queen St. W. and Brock St. There were three full time officers assigned to this station. The three officers were given great latitude in how the station was run, they decided that it would be run as a police station not another "Burger flipping endeavor" (social or soft policing) No vehicles were assigned to the station, the officers walked or took TTC. Community meetings and visits were regularly attended. Crime was regularly addressed, drunkenness, street prostitution

and drugs were particular complaints. These complaints were addressed using basic resources and innovative ideas mostly intervention by the uniformed police presence, for example; most street prostitutes stand on the same corner during the morning and evening rush hours, they are approached by customers in vehicles, this causes traffic congestion, if a fully uniformed police officer was standing beside them, business was definitely interrupted. This also led to an interaction between the officer and the street worker (who know virtually everyone and everything concerning crime in the neighborhood) The station produced a positive change in the neighborhood, it took time and effort. The officers became "Our officers" to the Parkdale community. A person would walk into the station and ask for an officer by name, if the officer was not available, the complainant would prefer to wait and speak to that officer rather than have another officer assist. Another example occurred when one of the officers (myself) was walking on Queen St. W. toward the station, a tattoo parlor operated next door, several bikers and street toughs stood around outside. A driver in a convertible who was stopped in traffic began shouting and cursing, demanding that I do something about the traffic instead of standing there. This driver was immediately surrounded and engaged by the bikers who explained to the driver in no uncertain terms that I was their cop and he should shut the f... up, and not abuse their cop. In order for community-based policing to work officers must police the area as if they live there. The community is not really interested in "Soft policing" the community wants to know their officers and know that the officer will do their duty. The officers can make certain complaints a priority and address them. Another example is the sale of "Bitters" Bitters, a beverage that is sold as a medicinal digestive aid. Bitters comes in a 5-oz. bottle and are 40% alcohol by volume. The user was recommended to take a tablespoon to aid digestion. Bitters were sold at most variety stores in Parkdale. Bitters were not classified as an alcoholic beverage, when purchasing alcohol at a government outlet, the vendor cannot sell alcohol to an obviously intoxicated person, variety stores have no such requirement. Most of the Parkdale street drunks were intoxicated on Bitters. With the help of the local politicians and bad press for the distributors, the officers managed to get legislation changed so that Bitters were not sold in variety stores. There is presently a uniformed TPS Sergeant in 13 Division who attributes his career path to the positive outreach of the officers in then Parkdale Station.

Another answered:

Changes need to be made. We should create a model to fit the needs. We need to hire more officers, enough officers that learn the beat, there is enough time to do community liaising. There is a lot that has changed and yes we need to utilize technology better to connect with our communities but realistically we are a profession that requires human to human contact.

A male with over 27 years of service replied:

This is a large question and an answer to large and complex for the space provided. Community-based policing model - when practiced properly and supported in staffing, structure, process, governance, accountability, performance metrics, training, appraisals, and of course in partnership with willing communities and supporting agencies and

NGO's is effective. A breakdown in any one or more area can have a series of independent or related cascading consequences that detract from success in ensuring the reduction of crime and disorder through a layered and multi-faceted approach that leverages internal and external supports for success.

A female respondent with 16 to 20 years of service was of the opinion:

I think we are too enforcement focused externally (and discipline focused internally). Educating the masses about their rights and obligations, and about the role and authorities of the police, then engaging the community to encourage them/give them the autonomy to take on a greater role in resolving the issues that affect them.

Summary and Evaluation of Quantitative Data

In all 23 participants completed the online survey and questionnaire. Two of the respondents indicated that they did not complete the programme. There was no comparison made of these two groups.

Methodology (Revised)

The survey data was entered into IBM's Statistical Package for the Social Sciences (SPSS). This predictive software analysis software was employed for data analysis. It is a widely used programme in the social sciences for data analysis. The results of 21 respondents who completed their degree was analyzed for statistically significant differences in terms of the impact of rank, years of experiences, political views (Conservative vs. Liberal), gender and age.

For some of the tests the Likert scales were conflated in order to reduce the effect of "no opinion" and to increase effects of answers. Results were changed from Strongly Agree / Agree (two categories) into one category. So instead of five scale options there are only two. This allowed for a more robust analysis.

The data was arranged into:

- a. Descriptives: Basic description of Subjects
 - i. Rank

- ii. Gender
 - iii. Years of experience
 - iv. Conservative vs. Liberal View and Attitudes
- b. Analysis
- i. T Test
 - ii. Chi Square
 - iii. ANOVA
- Rank: ANOVA Test Results
(No significant difference found)
 - Gender: ANOVA Test Results
(No significant difference found)
 - Years of service: ANOVA
(No significant difference found)
 - Liberal vs. Conservative

There were significant differences on four questions. A significance that is less than .05 means that the groups are different in their responses in a statistically significant way. The lower the number, the greater the significance.

Overall, the results of the study were surprising. This thesis was written, in very simple terms, to see if the researcher's experience with post-secondary education was similar to colleagues. It clearly was not. The "liberalization of the profession" was something I thought I had experienced through the UGH programme and my feeling was that my classmates had a similar "awakening". They did not. In the simplest of terms, my experience was uniquely my own. My research questions the value of a post-secondary education as an instrument for mid-

career supervisory officers if the purpose of the curriculum is to create a supervisory officer who is better qualified to implement and supervise those involved in the practice of community-based policing. There are a number of assumptions in this assertion that must be recognized. The researcher was of the opinion that the attainment of a degree whilst mid-career would have as a result, an officer with more liberal views that would, to some degree, subvert the prevailing culture of the police subculture. As stated repeatedly, these officers would become better problem-solvers and critical-thinkers because of the education received. The research does not enable the conclusion that participation in the UGH programme created this ability, but it does not indicate that these officers do not or did not have these capabilities at the time they participated in the survey. That is to say, that while the responses to be discussed herein are decidedly more conservative than liberal, that there does not also exist, the ability for critical-thinking. This will be explored further through the analysis of the qualitative data.

In all 23 participants completed the online survey and questionnaire. Two of the respondents indicated that they did not complete the programme. There was no comparison made of these two groups.

The results of the respondents who completed the degree course was analyzed for statistically significant differences in terms of the impact of rank, years of experiences, political views (Conservative vs. Liberal) gender and age.

For some of the tests the Likert scales were conflated in order to reduce the effect of “no opinion” and to increase effects of answers. Results were changed from Strongly Agree / Agree (two categories) into one category. So instead of five scale options there are two. This allowed for a more robust analysis.

The groups that were compared statistically were:

Gender (See Figure 1)

| Figure 1 | | Frequency |
|----------|--------|-----------|
| Valid | Female | 6 |
| | Male | 15 |
| | Total | 21 |

Rank (See Figure 2)

| Figure 2 | | Frequency |
|----------|------------|-----------|
| Valid | Sergeant | 7 |
| | Det./Sgt. | 4 |
| | Staff Sgt. | 2 |
| | Inspector | 3 |
| | Total | 16 |
| Missing | System | 5 |
| | Total | 21 |

Years of Service (See Figure 3)

| Figure 3 | | Frequency |
|----------|--------------------|-----------|
| Valid | Less than 10 years | 1 |
| | 16 to 20 years | 10 |
| | 21 to 26 years | 5 |
| | 27 years and over | 5 |
| | Total | 21 |

Supervisory Position (See Figure 4)

| Figure 4 | | Frequency |
|----------|-------|-----------|
| Valid | Yes | 20 |
| | No | 1 |
| | Total | 21 |

Mean and Standard Deviation

1= Strongly Agree 5= Strongly Disagree

Comparison of Mean and Standard Deviation (Table 1)

| Table 1 | Mean | Standard Deviation |
|---|------|--------------------|
| The main duty of a police officer is to enforce the law | 2.33 | 1.11 |
| In our present society, police officers are called upon to perform too many duties that should be the work of other agencies | 1.90 | 0.83 |
| Attending community meetings and events takes officers away from their primary duties. | 3.14 | 1.06 |
| The community-based policing model, as I understand it, does not have the desired effect on community safety. | 3.45 | 1.15 |
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | 3.85 | 1.09 |
| The best way to judge the effectiveness of a police service is the absence of crime and disorder. | 2.76 | 1.30 |
| People who are honest citizens and have nothing to hide should provide information about criminal activity in their neighbourhoods to the police as a matter of community service. | 2.35 | 1.04 |
| People generally receive the type of policing that they deserve in their neighborhoods. | 3.95 | 0.92 |
| Police officers who receive more external public complaints than their co-workers generally do so because they are more pro-active and more likely to receive complaints as a result. | 3.19 | 1.08 |
| People in high-risk neighborhoods lack the initiative or ability required to establish a true police-community relationship. | 4.00 | 1.05 |
| Some neighborhoods have higher rates of crime because the behaviour of the criminal element is tolerated more than in other neighborhoods. | 2.52 | 1.29 |
| If police officers were given greater latitude in the use of force, this would assist in lowering the crime rate in some high risk neighborhoods. | 4.52 | 0.60 |
| Policing is a profession as opposed to a vocation and police officers should be considered “professionals”. | 2.10 | 1.00 |
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | 2.19 | 1.03 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | 3.71 | 1.01 |
| Responding to problems in communities that are not strictly related to enforcing the law is not an efficient use of the police budget. | 3.48 | 1.17 |

| | | |
|---|------|------|
| Police services should look to hire only recruits that have achieved a university degree. | 3.90 | 0.94 |
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | 2.90 | 1.18 |
| I would describe my personal attitudes and views as being more liberal than conservative. | 1.25 | 0.45 |

Questions separated into Individual Police Duties (Table 2)

| Table 2 | Mean | Standard Deviation |
|---|------|--------------------|
| The main duty of a police officer is to enforce the law | 2.33 | 1.11 |
| In our present society, police officers are called upon to perform too many duties that should be the work of other agencies | 1.90 | 0.83 |
| Attending community meetings and events takes officers away from their primary duties. | 3.14 | 1.06 |
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | 3.85 | 1.09 |
| Police officers who receive more external public complaints than their co-workers generally do so because they are more pro-active and more likely to receive complaints as a result. | 3.19 | 1.08 |
| If police officers were given greater latitude in the use of force, this would assist in lowering the crime rate in some high risk neighborhoods. | 4.52 | 0.60 |
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | 2.19 | 1.03 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | 3.71 | 1.01 |
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | 2.90 | 1.18 |

Questions Ranked According to Level of Agreement

| Question | Mean | S.D. |
|--|------|------|
| I would describe my personal attitudes and views as being more liberal than conservative. | 1.44 | 0.51 |
| In our present society, police officers are called upon to perform too many duties that should be the work of other agencies | 1.9 | ,83 |

| | | |
|---|------|------|
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | 1.9 | 0.3 |
| Police services should look to hire only recruits that have achieved a university degree. | 1.95 | 0.23 |
| Policing is a profession as opposed to a vocation and police officers should be considered “professionals”. | 2.1 | 1 |
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | 2.19 | 1.03 |
| The main duty of a police officer is to enforce the law | 2.3 | 1.11 |
| People who are honest citizens and have nothing to hide should provide information about criminal activity in their neighbourhoods to the police as a matter of community service. | 2.35 | 1.03 |
| Some neighborhoods have higher rates of crime because the behaviour of the criminal element is tolerated more than in other neighborhoods. | 2.52 | 1.29 |
| The best way to judge the effectiveness of a police service is the absence of crime and disorder. | 2.76 | 1.3 |
| Attending community meetings and events takes officers away from their primary duties. | 3.1 | 1.06 |
| Police officers who receive more external public complaints than their co-workers generally do so because they are more pro-active and more likely to receive complaints as a result. | 3.19 | 1.08 |
| The community-based policing model, as I understand it, does not have the desired effect on community safety. | 3.45 | 1.15 |
| Responding to problems in communities that are not strictly related to enforcing the law is not an efficient use of the police budget. | 3.48 | 1.17 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | 3.7 | 1 |
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | 3.85 | 1.09 |
| People generally receive the type of policing that they deserve in their neighborhoods. | 3.95 | 0.92 |
| People in high-risk neighborhoods lack the initiative or ability required to establish a true police-community relationship. | 4 | 1.05 |
| If police officers were given greater latitude in the use of force, this would assist in lowering the crime rate in some high risk neighborhoods. | 4.53 | 0.6 |

In these two tables (Table 1 and Table 2), a few questions stand out. Closer to “1” is to “Strongly Agree” and closer to “5” is to “Strongly Disagree”. The standard deviation shows the

range of answers. The smaller the standard deviation, the more the subject gave the same response. The larger the deviation indicates that there is a greater range.

The participants feel that they are being stretched beyond their ideal role as police officers - to enforce the law. This is a traditional and conservative view of their role and arguably consistent with the view within the existing conservative policing subculture. They also do not feel that officers who have a university degree are better equipped to handle the needs of the community-based policing model. This does reflect upon the opinion of whether their degree has or will aid them in their role within a community-policing mandate. There is clear indication that the group is of the opinion, that the attainment of a university degree has little effect on their ability to perform their duties. They are opposed to the use of force as a means of achieving their goals.

One of the clear mandates of the police under the community based policing model is to be problem-solvers. The officer should do more than enforce the law and should be a community resource, part of a more holistic approach to policing. The statistical analysis does not bear this opinion out among the study group, as many are of the view that solving problems not related to law enforcement is not a police function.

Police Policy (Table 3)

| Table 3 | Mean | Standard Deviation |
|--|------|--------------------|
| The community-based policing model, as I understand it, does not have the desired effect on community safety. | 3.45 | 1.15 |
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | 3.85 | 1.09 |
| The best way to judge the effectiveness of a police service is the absence of crime and disorder. | 2.76 | 1.30 |
| Policing is a profession as opposed to a vocation and police officers should be considered “professionals”. | 2.10 | 1.00 |

| | | |
|--|------|------|
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | 2.19 | 1.03 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | 3.71 | 1.01 |
| Responding to problems in communities that are not strictly related to enforcing the law is not an efficient use of the police budget. | 3.48 | 1.17 |
| Police services should look to hire only recruits that have achieved a university degree. | 3.90 | 0.94 |
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | 2.90 | 1.18 |

Positively, the respondents see their role as part of the communities they serve. However, they do see their role as one of law enforcers. They do realize that statistics such as arrest rates are indicators of success to the community. This infers that they understand that other means of success in depicting crime or harm reduction should be considered.

The telling indicator here is that the respondent group does not feel that police officers with a degree are better equipped to handle the needs of the community-based policing model. If that is the case, then the question must be considered as to why they enrolled in a degree programme themselves. Community-based policing has long been established to be the standard model of policing and is decidedly the policy of the Toronto Police Service. If these officers do not feel that receiving a degree will assist them (or others) in their day-to-day duties, then why enroll in a 2.5-year programme?

The obvious answer would seem to be for promotion purposes. While this is not a specifically asked question, there would seem to be no other logical conclusion. All police officers are subject to training at various times in their careers. Training of course, begins at the recruit level and continues as in-service training. All mandatory police training is delivered via the academy system. The UGH programme is significant in that it occurs outside the policing environment and is not mandatory. This training is not undertaken by all and indeed only a small percentage of eligible candidates enroll in the programme. This fact alone differentiates

candidates vying for advancement in the Service. This is not necessarily a negative connotation, but it should be noted that the purpose of the university education changes from an academic venture to a credentialing exercise when speaking of police officers. The value-added for the study group in attaining their degree is not in increased job performance but rather in promotional opportunity. Once again, seeking promotion is not a negative outcome. What is up for further debate and discussion is the added job performance factor. If the study population does not see the value as one that assists them to perform their duties, should it be offered through the Service at all?

Community (Table 4)

| Table 4 | Mean | Standard Deviation |
|--|------|--------------------|
| People who are honest citizens and have nothing to hide should provide information about criminal activity in their neighbourhoods to the police as a matter of community service. | 2.35 | 1.04 |
| People generally receive the type of policing that they deserve in their neighborhoods. | 3.95 | 0.92 |
| People in high-risk neighborhoods lack the initiative or ability required to establish a true police-community relationship. | 4.00 | 1.05 |
| Some neighborhoods have higher rates of crime because the behaviour of the criminal element is tolerated more than in other neighborhoods. | 2.52 | 1.29 |

Table 4 provides for some interesting commentary. The respondents believe that communities do not lack the ability or initiatives to control crime, but that communities do tolerate crime. The respondents are also of a mixed view as to the community's role in crime in their neighbourhoods.

It might be a mistake to apply these results solely with high-risk neighbourhoods. All communities face some risk of crime to different degrees. To conclude that only high-risk neighbourhood residents are unsure of their role in crime prevention and of their relationship

with the police would be inferring results that are not borne out in this research. All communities have their own level of involvement with the police. Police services tend to put their resources more in areas where the perceived or actual presence of not only disorder, but violent crime is more prevalent. This may cause a different type of police-community dynamic. People in what we may describe as low-risk neighbourhoods might also be perceived by the police as lacking the initiative or relationship with law enforcement perceived to lower their own actual or perceived risk levels.

Professionalism (Table 5)

| Question | Agree / Strongly Agree (%) |
|---|----------------------------|
| Police should be considered professionals | 80.9 % |
| Police services should look to hire only recruits that have achieved a university degree. | 4.8 % |
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | 9.6 % |

Table 5 exemplifies the unresolved discussion in the policing world between the desire to be seen as professionals but without the need of an accepted method of professionalization. In many fields of employment, employees are expected to attain a level of educational proficiency, exemplified through the attainment of university degrees (undergraduate, graduate, doctoral) as validity of status. This is very obvious in some fields (medicine) and perhaps not so in others (social sciences). In the context of policing we have to discuss whether it is a profession or a vocation. If the current requirements for recruitment remain virtually as they always have; a high school diploma, then is a policing a profession or merely a vocation. While policing salary levels have risen significantly over the past three to four decades, the basic level of admission to the profession, if indeed it is one, has not.

The term, “professional” in policing jargon is likely in fact to be interpreted differently and more broadly than in strict terms of educational requirements. Police officers do not see themselves as professionals in the same manner in which a medical doctor does but rather as part of a profession of increasing demands and complexity which requires a broad range of talent and experience to navigate. A veteran police officer, arguably, may not view a rookie recruit as a professional. Part of the professionalization process in policing is ingrained in the police subculture also. Officers do not become professionals until they have been tried and tested. Experience is key here. There is no set standard or date as to when an officer is seen as a professional within his peers. Fellow officers are looking for a level of performance and an ability to navigate successfully police-community relations.

The fact that so few of the study participants see a degree as a requirement for recruitment is interesting. It may be that many felt that by answering in the affirmative to this question may in fact, in some way, disqualify themselves from the profession. They were hired without degrees; therefore, to say that all new recruits should have one might be an admission that they were not ready to be hired when they were or that their trusted colleagues who will not ever obtain a degree are in reality, not truly qualified to be on the job.

One might have expected a different viewpoint from a study population that received an undergraduate degree whilst serving the TPS in a supervisory role. They clearly do not agree that the degree they earned is required to perform their duties nor a necessary prerequisite to recruitment. This returns us to the question as to what they see as the value of their degree. The very question, the value of a degree, in policing is an area of further research. Worldwide there are differing models of police education and training. However, most police services worldwide, profess to employ the community-based policing model as policy. So, while the standard policy

model may be community based policing, the approach to training and training requirements is not.

Statistical Analysis: T-test and Chi square

T-test and Chi square tests were also performed on the data to analyse the effects of gender, rank, and political affiliation on opinions. T-test compares the mean scores for two groups to see if the difference between them is statistically significant. Chi-square compares what the actual results obtained with what you would expect to get if the results were completely random. According to Manion et al., (2007):

The chi square test is a test of difference that can be conducted for a univariate analysis and between two categorical variables. The chi square test measures the difference between a statistically generated expected result and an actual result to see if there is a statistically significant difference between them... It is a measure of “goodness of fit” between an expected and an actual observed result or set of results. (p. 651)

A range of statistical tests were run on the survey results. However, in all the tests no statistically significant results were found. The low number of respondents could affect this result, or that the respondents are of the same general opinion in terms of the role and nature of policing. It is difficult to determine if this is a result of taking the university course, the group dynamics of the police service, or their own underlying beliefs.

Chi Square test was run on the data and no statistically significant differences were found using rank, gender and years of experience as a variable. All results generated were greater than .05 and thus not statistically significant.

ANOVA test was run on the data and no statistically significant differences were found using rank, gender and years of experience as a variable. All results generated were greater than .05 and thus not statistically significant.

In this research, the observed survey results are calculated as follows:

Gender Observed (Table 6)

| Gender | Liberal | Conservative | Total |
|--------|---------|--------------|-------|
| Male | 5 | 12 | 17 |
| Female | 8 | 6 | 14 |
| Total | 13 | 18 | 31 |

The expected survey results are calculated as follows:

Gender Expected (Table 7)

| Gender | Liberal | Conservative | Total |
|--------|---------|--------------|-------|
| Male | 7.1 | 9.9 | 17 |
| Female | 5.9 | 8.1 | 14 |
| Total | 13 | 18 | 31 |

The t-test then compares the results to see if the results are random or if there could be an effect of an independent variable. For the above table, the result is .119 indicating that there is no difference.

Gender Observed (Table 8)

| Gender | Liberal | Conservative | Total |
|-----------|---------|--------------|-------|
| Degree | 13 | 4 | 17 |
| No degree | 8 | 6 | 14 |
| Total | 13 | 18 | 31 |

**Gender Expected
(Table 9)**

| Gender | Liberal | Conservative | Total |
|-----------|---------|--------------|-------|
| Degree | 7.1 | 9.9 | 17 |
| No degree | 5.9 | 8.1 | 14 |

| | | | |
|-------|----|----|----|
| Total | 13 | 18 | 31 |
|-------|----|----|----|

In the following tables, chi square testing gives us a result of .0018 indicating that this time the differences are significant.

Table 10 (Chi Square)

| Observed | Liberal | Conservative | Total |
|----------|---------|--------------|-------|
| Female | 5 | 1 | 6 |
| Male | 4 | 6 | 10 |
| | 9 | 7 | 16 |

| Expected | Liberal | Conservative | Total |
|----------|---------|--------------|-------|
| Female | 3.375 | 2.625 | 6 |
| Male | 5.625 | 4.375 | 10 |
| | 9 | 7 | 16 |

The result ($p=0.091$) is greater than .05, therefore there is no statistically significant difference in political views between genders. However, it should be noted that there is very little difference.

Table 11 (Chi Square)

| Chi Square | Gender |
|--|--------|
| The main duty of a police officer is to enforce the law | .350 |
| In our present society, police officers are called upon to perform too many duties that should be the work of other agencies | .582 |
| Attending community meetings and events takes officers away from their primary duties. | .252 |
| The community-based policing model, as I understand it, does not have the desired effect on community safety. | .091 |
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | .931 |
| The best way to judge the effectiveness of a police service is the absence of crime and disorder. | .292 |

| | |
|---|------|
| People who are honest citizens and have nothing to hide should provide information about criminal activity in their neighbourhoods to the police as a matter of community service. | .659 |
| People generally receive the type of policing that they deserve in their neighborhoods. | .423 |
| Police officers who receive more external public complaints than their co-workers generally do so because they are more pro-active and more likely to receive complaints as a result. | .264 |
| People in high-risk neighborhoods lack the initiative or ability required to establish a true police-community relationship. | .084 |
| Some neighborhoods have higher rates of crime because the behaviour of the criminal element is tolerated more than in other neighborhoods. | .055 |
| If police officers were given greater latitude in the use of force, this would assist in lowering the crime rate in some high risk neighborhoods. | .900 |
| Policing is a profession as opposed to a vocation and police officers should be considered “professionals”. | .372 |
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | .219 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | .179 |
| Responding to problems in communities that are not strictly related to enforcing the law is not an efficient use of the police budget. | .919 |
| Police services should look to hire only recruits that have achieved a university degree. | .539 |
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | .329 |
| I would describe my personal attitudes and views as being more liberal than conservative. | .091 |

Table 12 (Chi Square)

| Chi Square | Undergrad degree better prepared | Degree required for promotion |
|--|----------------------------------|-------------------------------|
| | | |
| The main duty of a police officer is to enforce the law | .771 | .069 |
| In our present society, police officers are called upon to perform too many duties that should be the work of other agencies | .197 | .767 |
| Attending community meetings and events takes officers away from their primary duties. | .201 | .464 |
| The community-based policing model, as I understand it, does not have the desired effect on community safety. | .452 | .813 |

| | | |
|---|------|------|
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | .137 | .845 |
| The best way to judge the effectiveness of a police service is the absence of crime and disorder. | .582 | .461 |
| People who are honest citizens and have nothing to hide should provide information about criminal activity in their neighbourhoods to the police as a matter of community service. | .600 | .889 |
| People generally receive the type of policing that they deserve in their neighborhoods. | .732 | .596 |
| Police officers who receive more external public complaints than their co-workers generally do so because they are more pro-active and more likely to receive complaints as a result. | .667 | .264 |
| People in high-risk neighborhoods lack the initiative or ability required to establish a true police-community relationship. | .891 | .880 |
| Some neighborhoods have higher rates of crime because the behaviour of the criminal element is tolerated more than in other neighborhoods. | .690 | .793 |
| If police officers were given greater latitude in the use of force, this would assist in lowering the crime rate in some high risk neighborhoods. | x | x |
| Policing is a profession as opposed to a vocation and police officers should be considered “professionals”. | .202 | .884 |
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | .798 | .902 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | .055 | .699 |
| Responding to problems in communities that are not strictly related to enforcing the law is not an efficient use of the police budget. | .279 | .690 |
| Police services should look to hire only recruits that have achieved a university degree. | .179 | .179 |
| Police officers who have a university degree are better equipped to handle the needs of the community-based policing model. | .068 | .477 |
| I would describe my personal attitudes and views as being more liberal than conservative. | .280 | .617 |

Results indicate that there is no statistically significant difference between those who believe that an undergraduate degree should be required for new recruits and those who do not. The closest to a significant difference is in questions: “Solving problems in communities that are not related to the enforcement of the law is not a police function” and “Police officers who have

a university degree are better equipped to handle the needs of the community-based policing model.”

The results indicate that there is no statistically significant difference between those who believe that a degree is required for promotion and those who do not. The closest to a significant difference is in the question: “The main duty of a police officer is to enforce the law.”

Table 13

| Question | Sig |
|--|------|
| The main duty of a police officer is to enforce the law | .025 |
| The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community. | .001 |
| Police should consult more with residents regarding the actions they take that effect neighborhood safety. | .017 |
| Solving problems in communities that are not related to the enforcement of the law is not a police function. | .026 |

Chapter 5: Conclusions

Summary of Findings

This research was designed to explore issues surrounding present day policing requirements. To summarize, it was designed to attempt to determine if there is a relationship between mid-career, supervisory police officers with a university degree achieved in-service; and whether those officers would possess more liberal attitudes and values than those without; and that those liberal attitudes were gained as a result of their university experience. Further, the research attempted to determine if the attainment of a university degree by this study population would influence the existing police subculture by liberalizing supervisory officers who were in charge of officers responsible in part for executing the community-based policing model.

The research specifically sought to answer the following questions;

1. Does the attainment of an undergraduate degree from an accredited university have an effect on a veteran supervisory officer's liberal or conservative attitudes?
2. Does the attainment of an undergraduate degree from an accredited university have any effect on a veteran supervisory officer's ability to be an effective community-based officer?
3. Should the attainment of an undergraduate degree from an accredited university be a pre-requisite for promotion?
4. Does the attainment of a university degree by mid-service police officers in supervisory positions, potentially have any effect on changing the existing police subculture?

The simple answer to all four questions is no. Succinctly put, this research did not find a causal link to determine that the study population was affected in any way to support the stated

hypotheses. The hypothesis of this research was that mid-career, supervisory police officers with a university degree achieved in-service, would have more liberal attitudes and values than those without and that those liberal attitudes were gained as a result of their university experience.

The results show no causal basis to conclude that the attainment of a university degree whilst mid-career, produces a police officer who has more liberal views, values, behaviours and attitudes, and is correspondingly less conservative. Further, this research does not show that an officer who obtains an undergraduate or graduate degree from an accredited university, mid-career will possess greater critical-thinking skills and be more open to the philosophy of community-based policing. The participant responses display a conservative attitude towards policing and higher education in general. While the literature review, in some instances, purports to claim a causal relationship between the attainment of higher education and police education requirements; this research does not.

Responses indicate that respondents understand that communities are complex entities and that individuals are affected by the structural nature of their communities. This indicates a more complex understanding of the police role in enforcing the law and community building.

It is reasonable to explore whether these results are because of ingrained conservative attitudes in the survey population as a result of gender, which was a 16:7 male to female ratio. This would be consistent with Wood (2016) who found that while the practice of policing was becoming more liberal, policing in the United Kingdom was becoming increasingly “illiberal”. As gender disparity exists throughout the worldwide policing landscape and not just in this study population, we should discuss whether this is a variable.

The move towards conservatism was happening in the UK policing population despite the implementation of significant liberalizing measures such as human rights legislation in 1998.

The same can be inferred in the Canadian context with the adoption of the Constitution (1983), a distinctly liberal document guaranteeing all citizens many fundamental rights and freedoms.

In 2015, the PEW Research Center (US Politics and Policy) reported that in terms of US politics, more Americans who identified as educated, Asian, Hispanic or “millennials” identified as Democrats. While this is a party affiliation and not necessarily a philosophical position, it is significant. While this study did not study ethnicity, it is still noteworthy that the majority of the respondents were male. The PEW study made comment on conservatism amongst males without a degree, finding that white males were overwhelmingly so. They reported that, “The GOP’s (Republican Party) advantage widens to 21 points among white men who have not completed college (54%-33%) (PEW, 2015, p. 2). Overall the study found that:

Democrats lead by 22 points (57%-35%) in leaned party identification among adults with post-graduate degrees. The Democrats’ edge is narrower among those with college degrees or some post-graduate experience (49%-42%), and those with less education (47%-39%). Across all educational categories, women are more likely than men to affiliate with the Democratic Party or lean Democratic. The Democrats’ advantage is 35 points (64%-29%) among women with post-graduate degrees, but only eight points (50%-42%) among post-grad men.

This research is cited only to display what may be an ingrained condition, that democrats identified as more liberal in their views, are more prone to having post-secondary education than their conservative counterparts.

The UGH-TPS Programme

This research notes the findings of Dalley (1975), who found that experienced officers with no tertiary education tended to be more conservative, more authoritarian and more rigid than either experienced officers with tertiary education or inexperienced officers with no education. Dalley had suggested that the best strategy to produce police officers that are less authoritarian, more liberal and more flexible was to train them, then after a period of time send

them to university for complementary training and/or education. This study found no causal link to support Dalley's study.

So, while this research does not support the stated hypothesis that a post-secondary education attained under the conditions cited, creates a more liberal, critical-thinking problem-solving police supervisor, it does pave the way for further research. The fundamental question to be asked in police education and training is a simple one; what do we want the police to do and more importantly, how do we want them to do it? Community-based policing seeks to change the fundamental role of the police from that of a law enforcer to a more diverse community resource approaching crime prevention in a more holistic manner. Part of the problem police services are having with the communities they serve is a lack of perceived legitimacy in the goals they are supposed to be striving to achieve. If community safety is the overall goal, then community acceptance of the methods used is fundamental and should be used as *the* means of verification of the implemented strategy. Community acceptance of police policy is not just desirable, it is essential. Clearly, the *status quo* is no longer a viable option for the police moving forward. That much is clear.

The police will only be legitimized through the collective perception of the communities they serve. Part of the legitimization process is the credentialing process of its sworn officers. The study participants in this research have clearly stated that post-secondary education alone is not the answer to improving police-community relationships.

But, one wonders if the study participants would have had a different point of view if the educational process they undertook at UGH had not been in isolation. It is a fair observation that if the police want to be less isolated from the community then perhaps a possible first step is in integrating the post-secondary educational experience with the greater institutional population. In

the researcher's time at UGH, not one minute was spent in discourse or argument with students who were not of the same background (employment) and life experience. Can true education exist in such a vacuum? This is the fundamental difference between training and education. Training, in this context is more vocational and directive. Education is not. It is more about learning how to learn. Mastery of a particular subject matter is not necessarily the learning outcome in a university setting. The learning outcome is the ability to continue to learn and the ability to be self-taught.

Changing the classroom student composition at UGH and other similar programmes is a suggested outcome and one that is low cost, if any cost at all. The classes should not be restricted to serving police officers only. True academic discourse surely does not occur in such a setting and only serves to validate and perpetuate views already long held.

It is also suggested, that it is not the subject matter of the curriculum that is most important. In fact, it is suggested that consideration be given to change the curriculum away from one centred on justice studies to one centred on more anthropological and sociological pursuits.

Final Comment

This research addressed variables within a small study population. While results may have been unexpected, it cannot be stated that a university education for mid-career supervisory officers has no value. This study did not address the overall knowledge learned through course content and does not purport to state that this knowledge does not assist in the professional development of the subject officers. Learning in adulthood is the process of lifelong learning. No knowledge gained can be said to be wasted knowledge. Learning in one area, enables us to learn in another. There are other intangibles in the institutional learning experience; study methods, reading comprehension, writing skills and even the discipline involved to complete the degree,

were not addressed in this research. While the participants may not have achieved a degree of liberalism experienced by the researcher, knowledge and educational skills were almost certainly gained through the UGH experience.

Figures 5 - 21

The listed figures (bar charts) are displayed to provide a visual display of respondent's survey questionnaire responses.

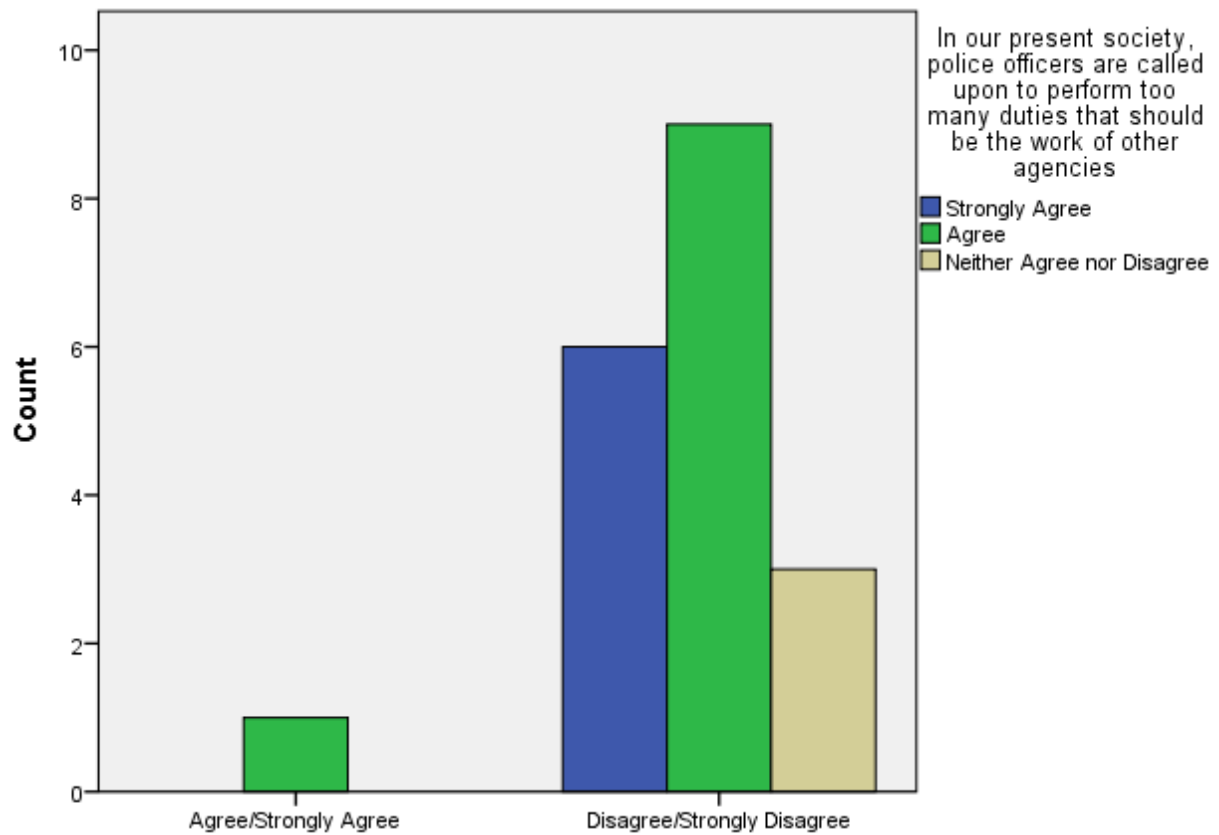


Figure 5

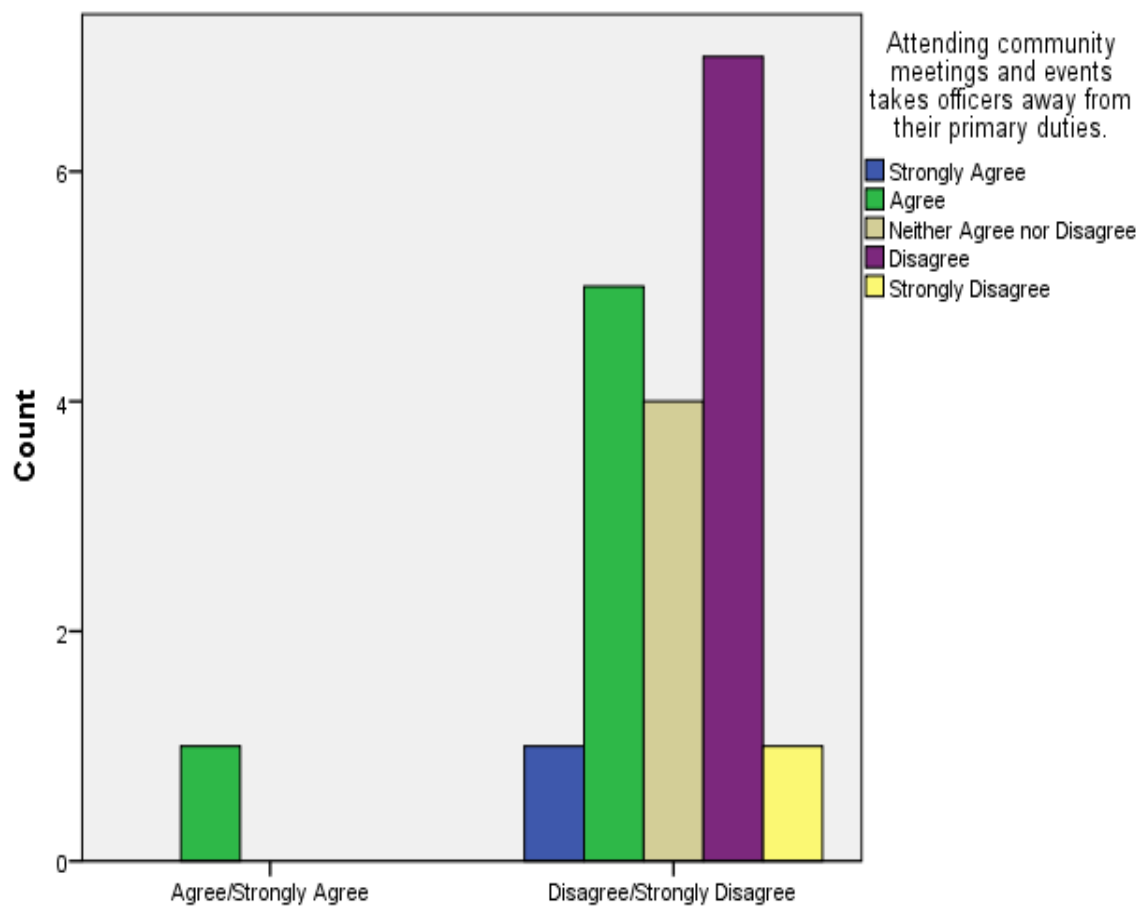


Figure 6

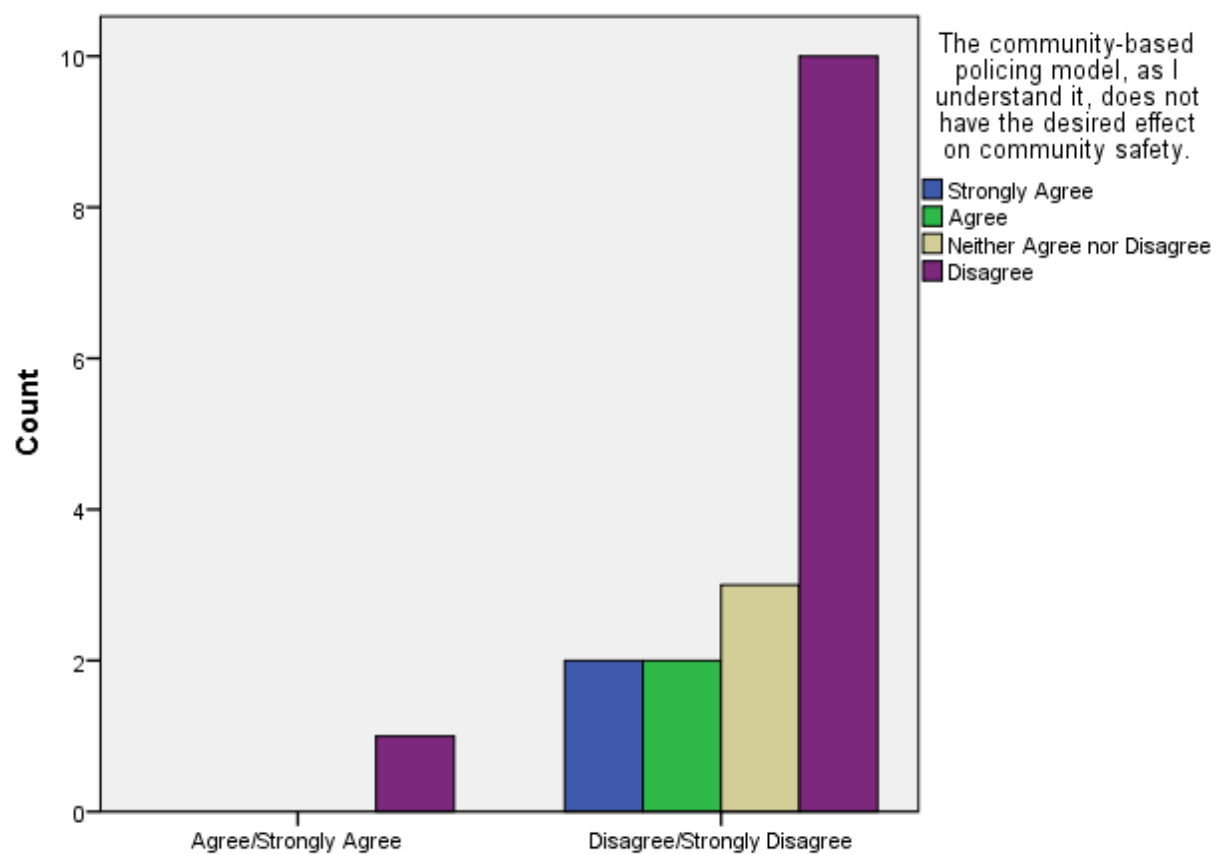


Figure 77

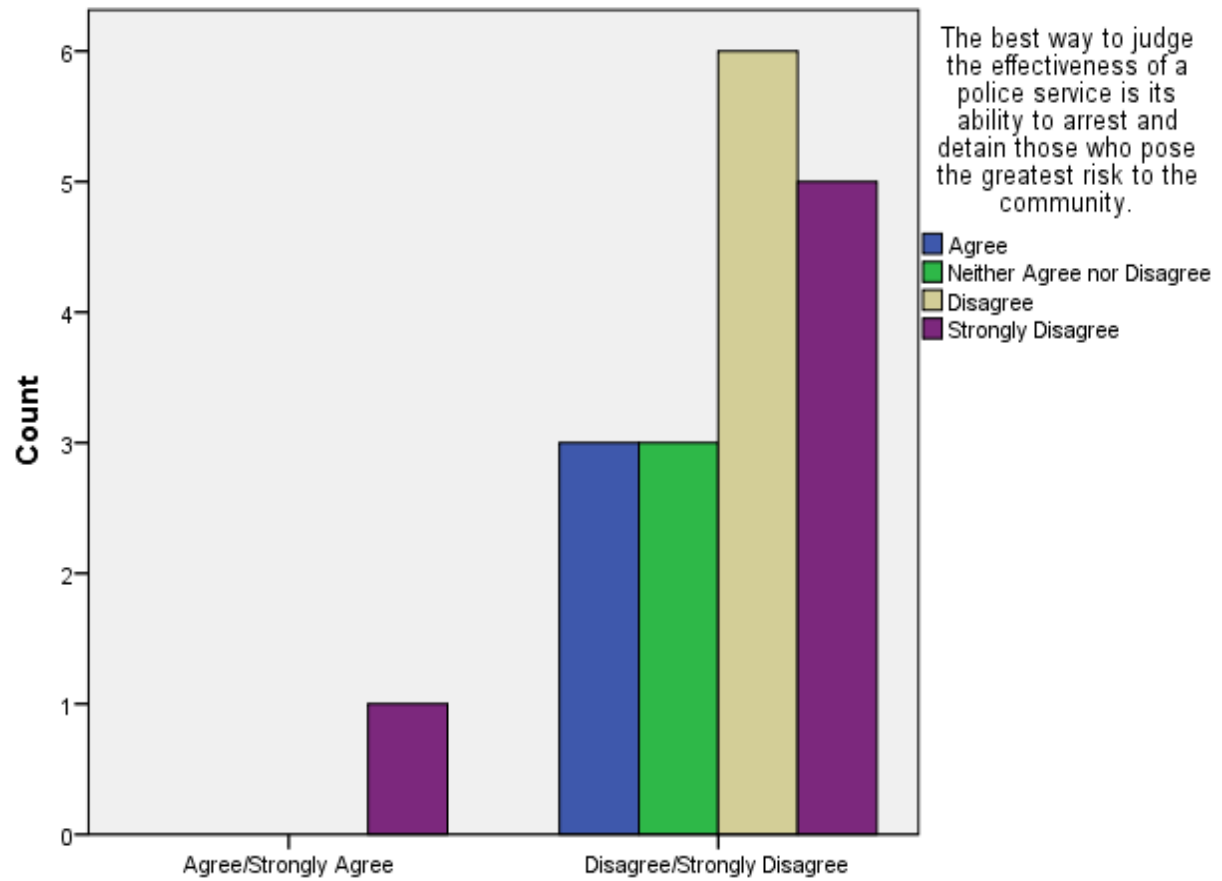


Figure 8

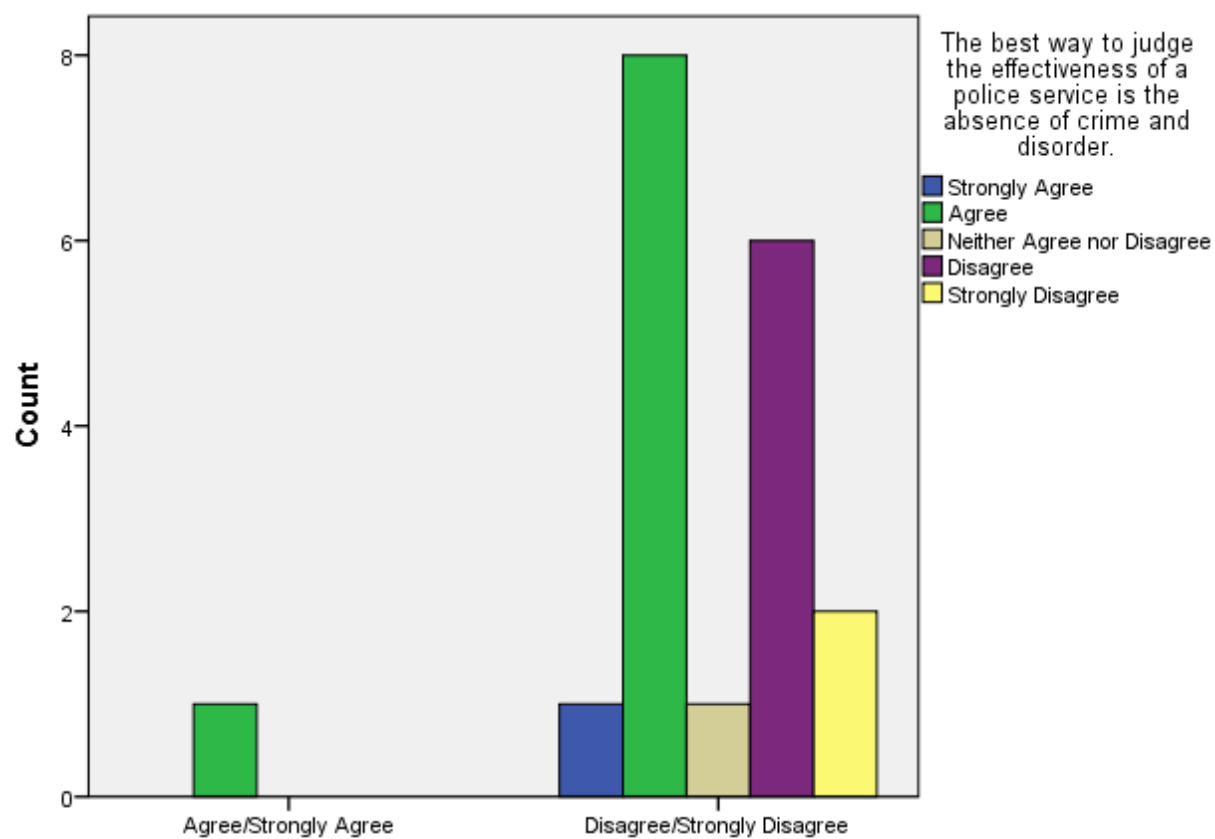


Figure 9

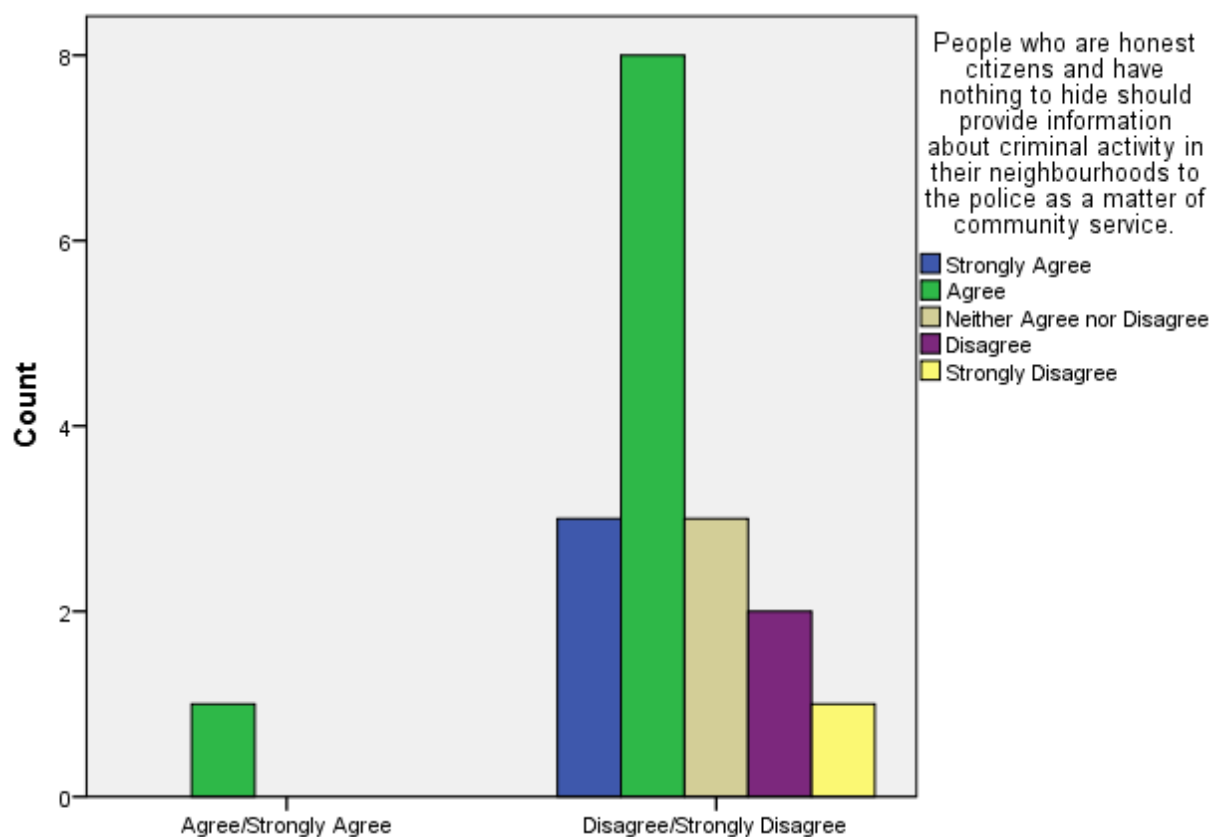


Figure 10

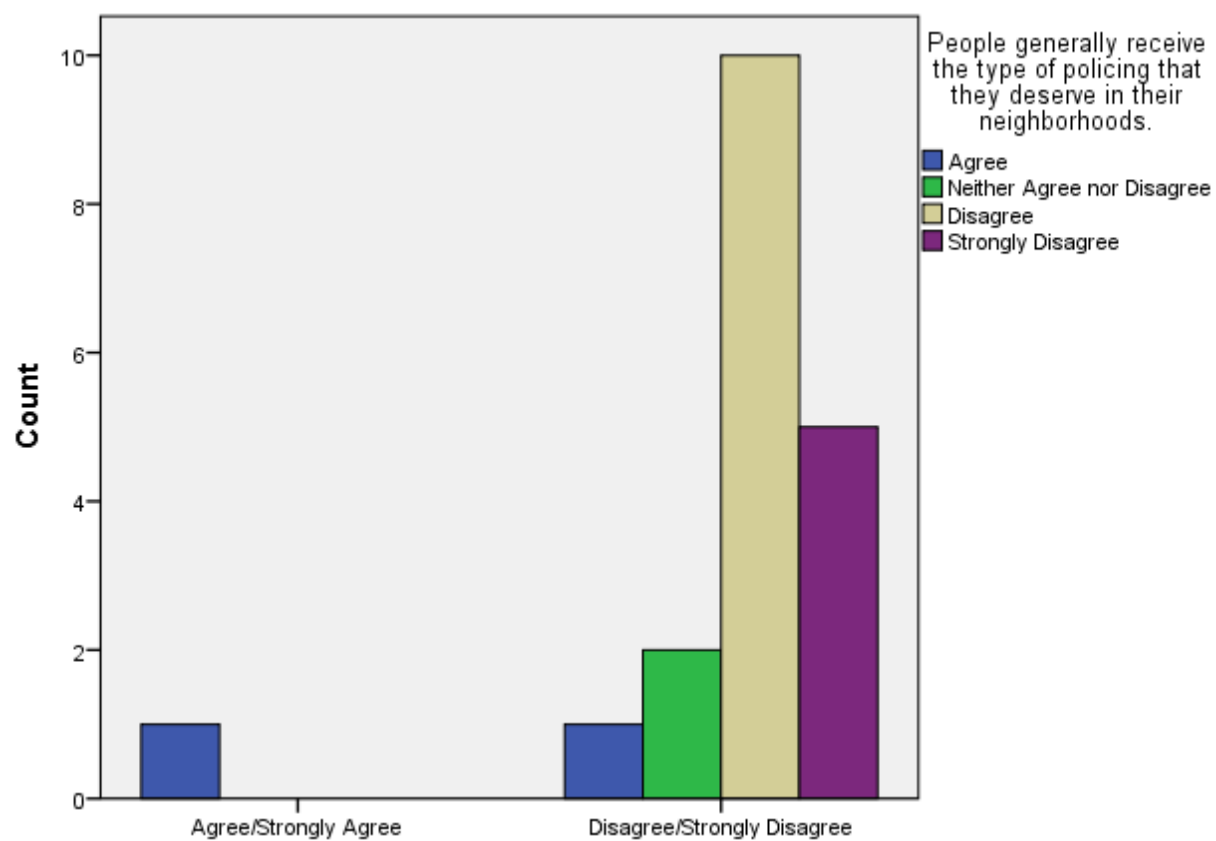


Figure 11

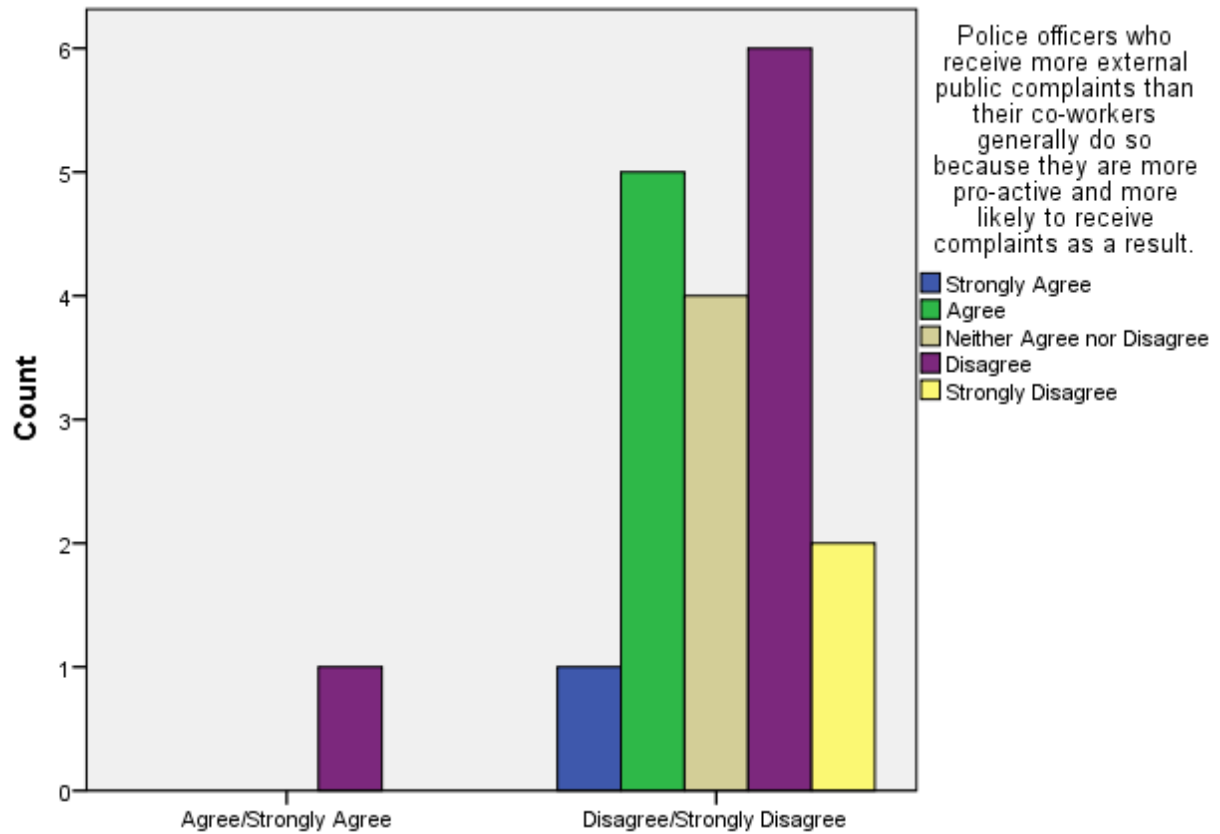


Figure 12

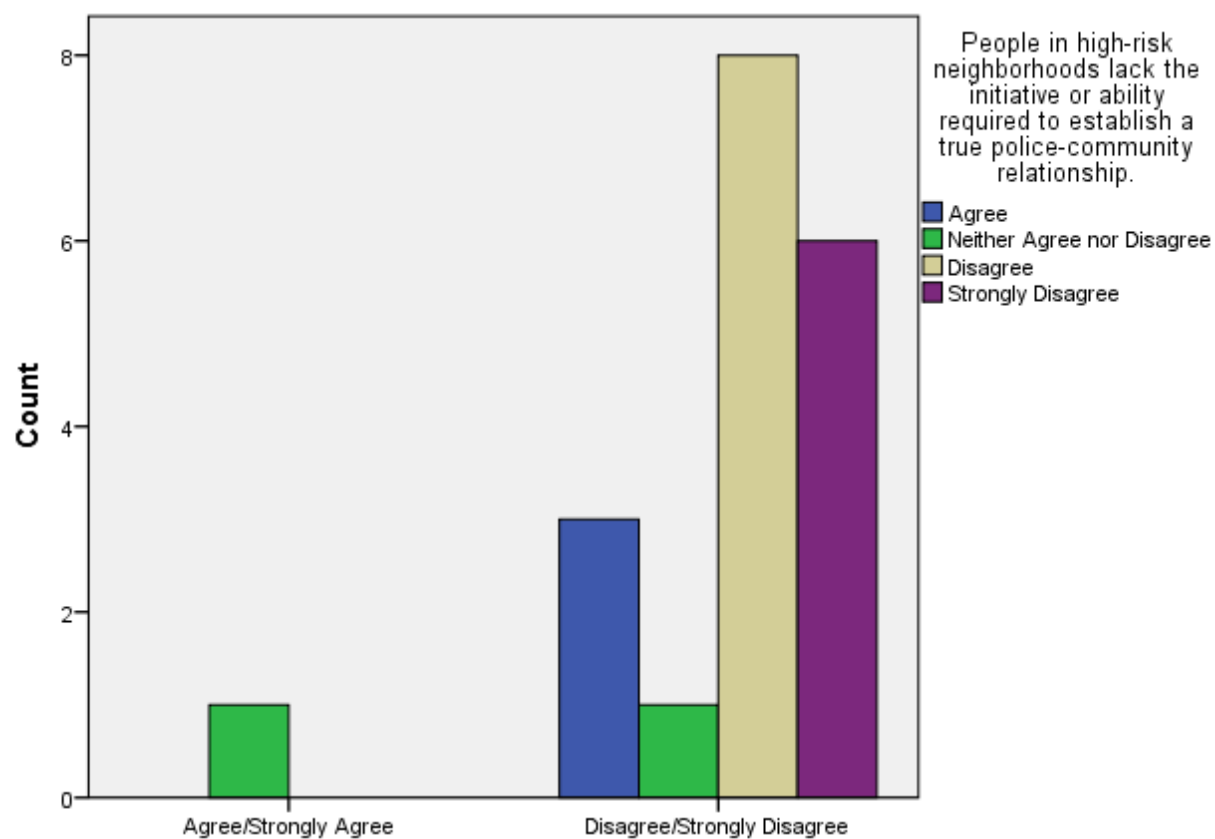


Figure 13

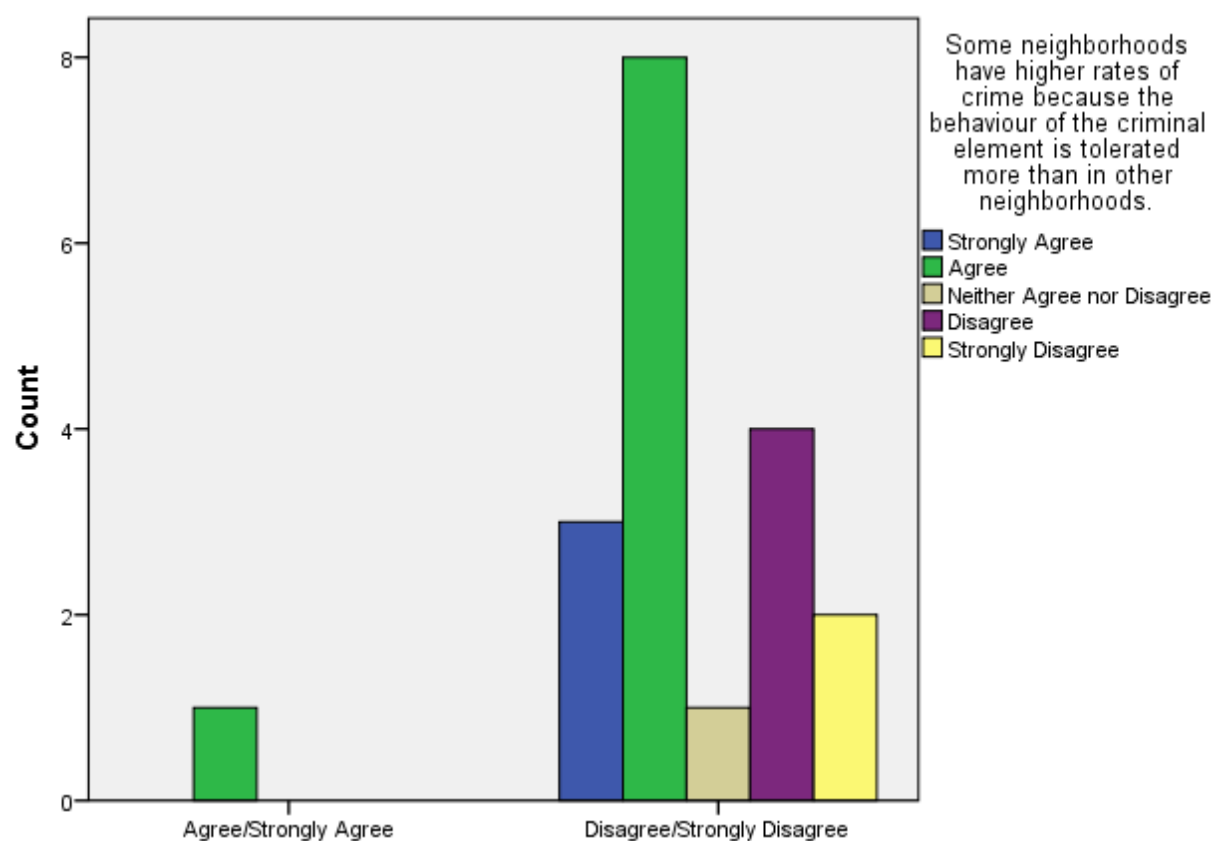


Figure 14

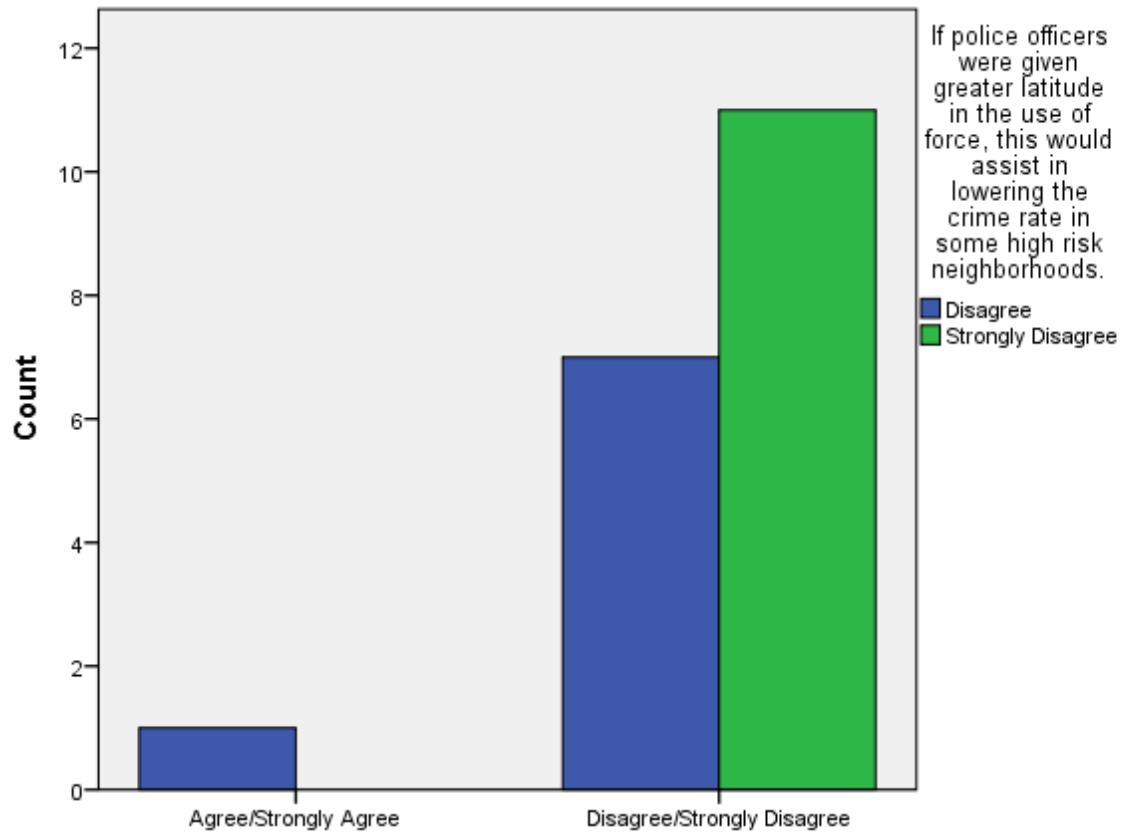


Figure 15

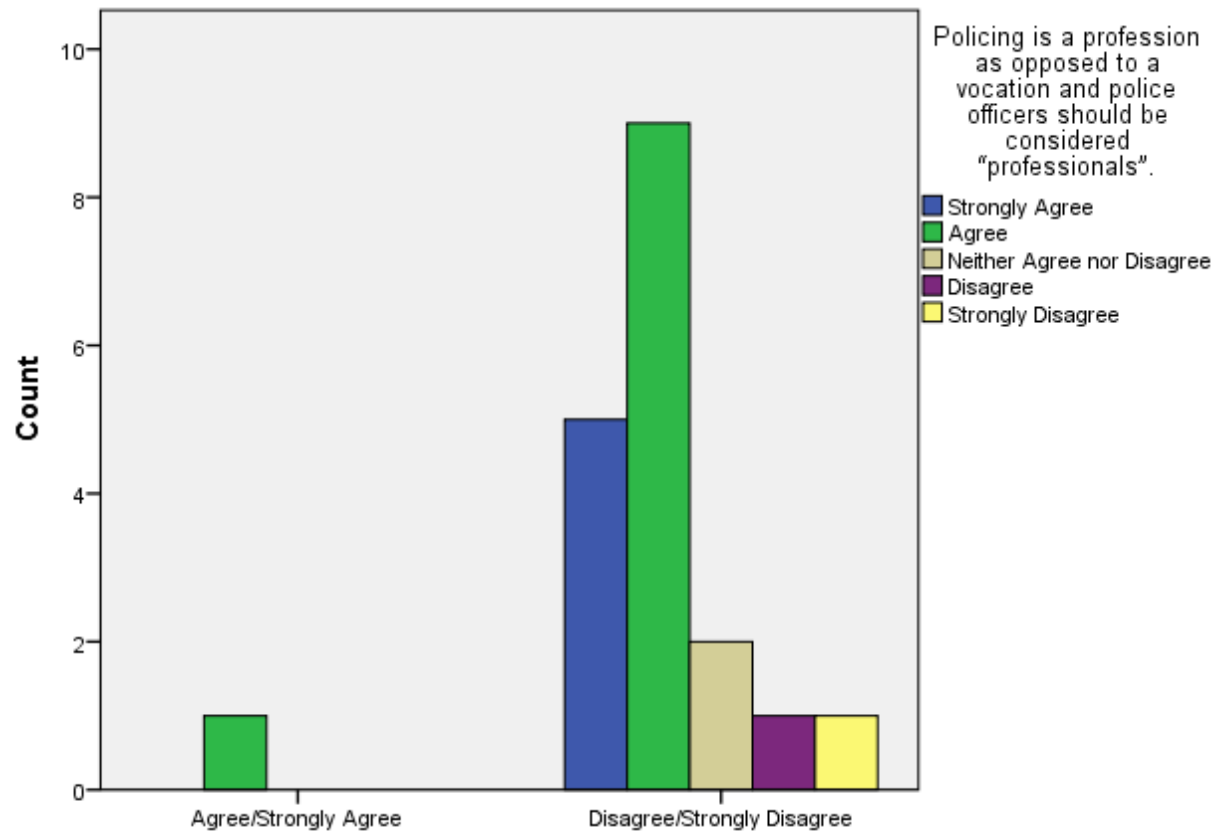


Figure 16

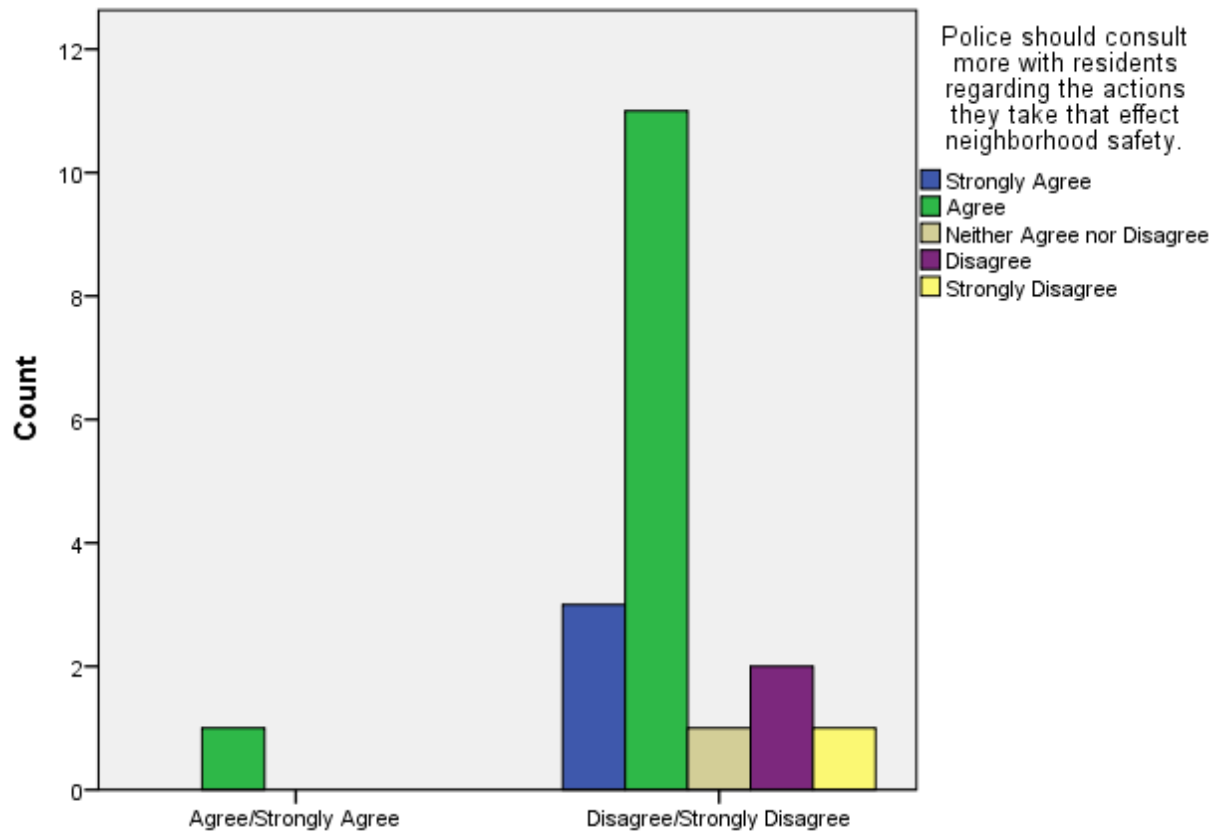


Figure 17

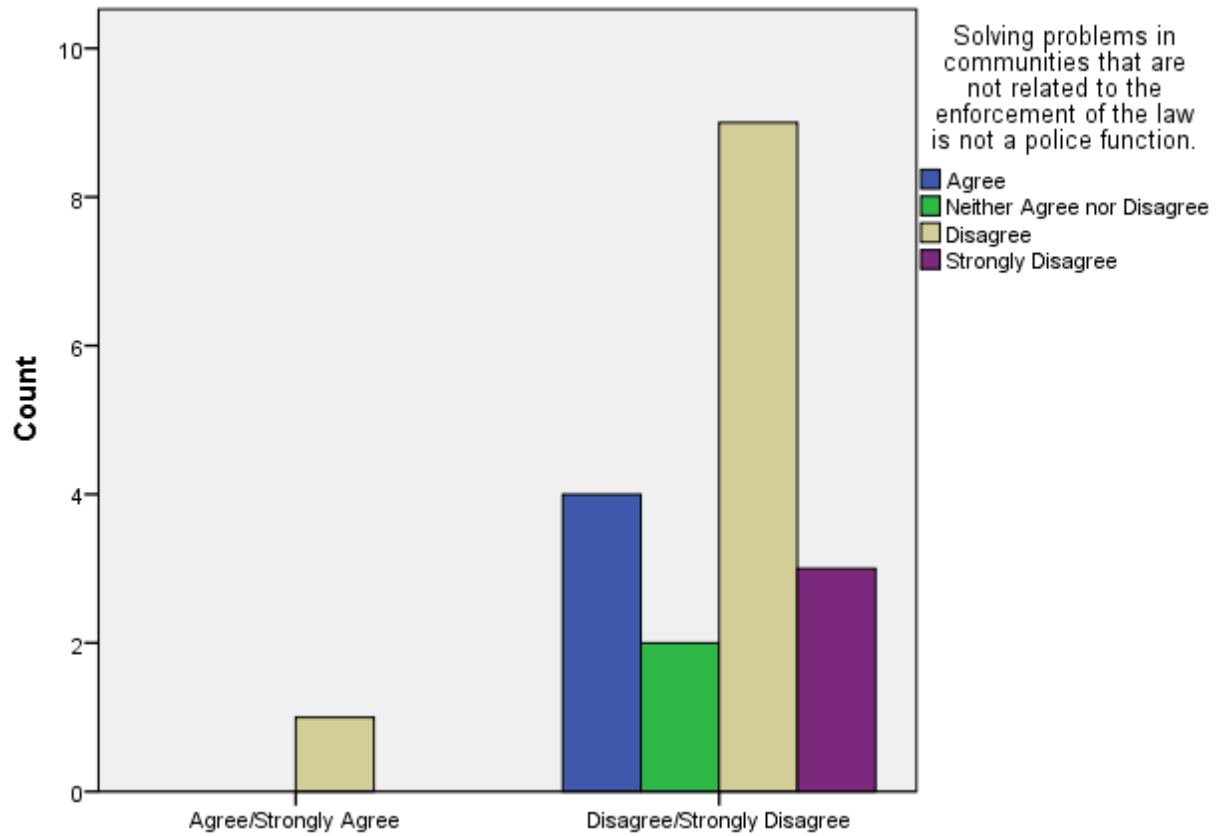


Figure 18

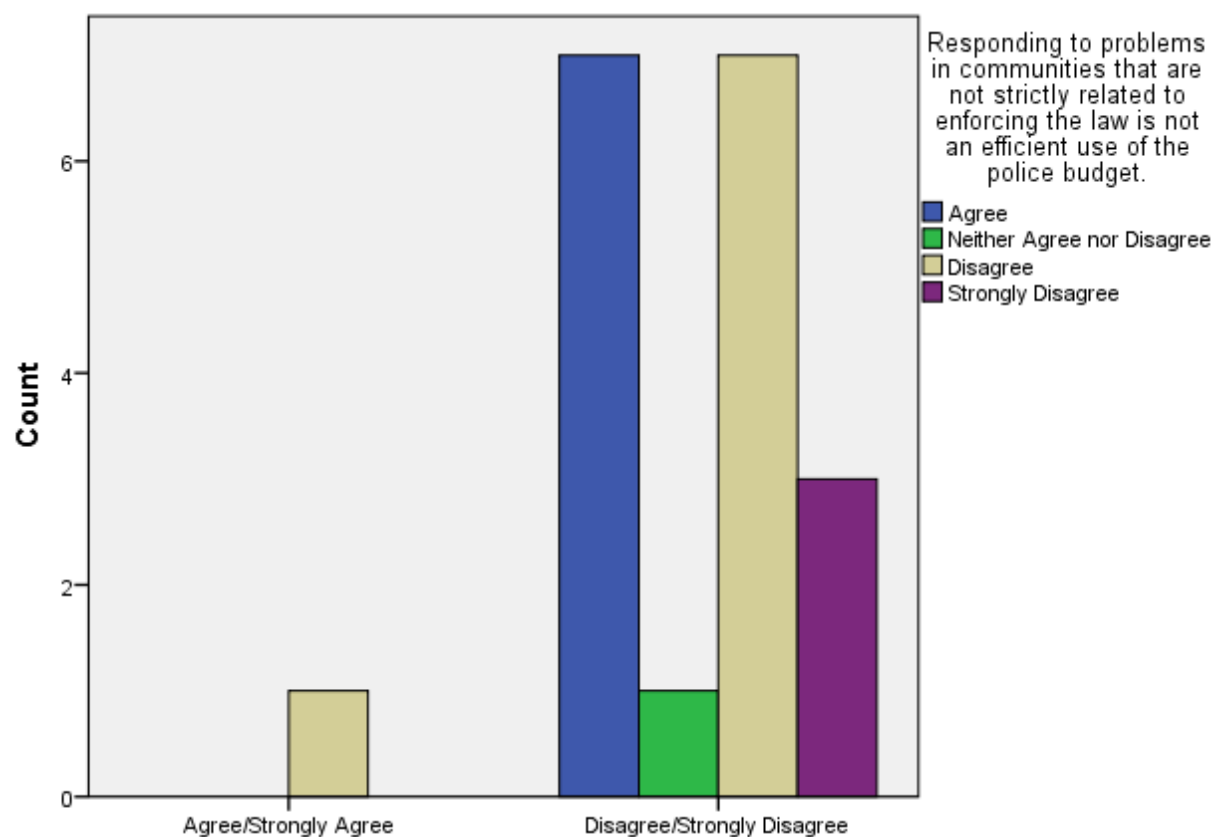


Figure 19

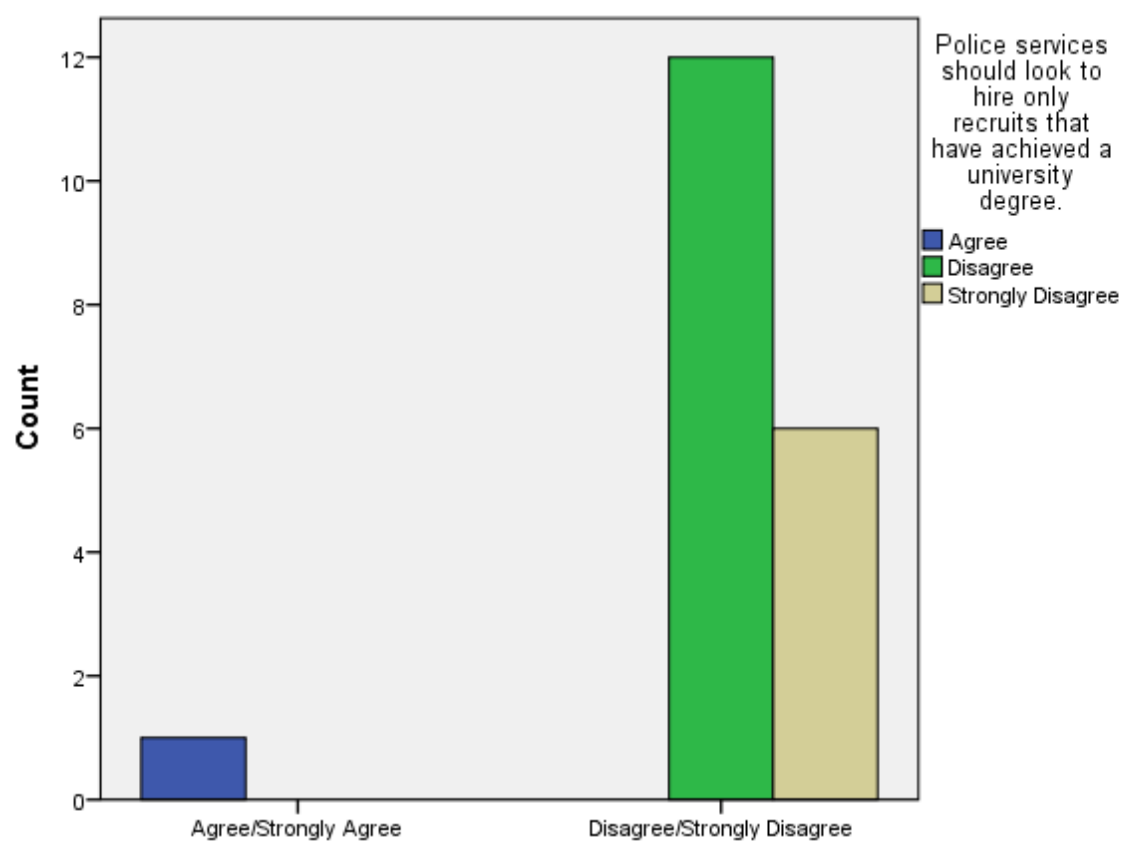


Figure 20

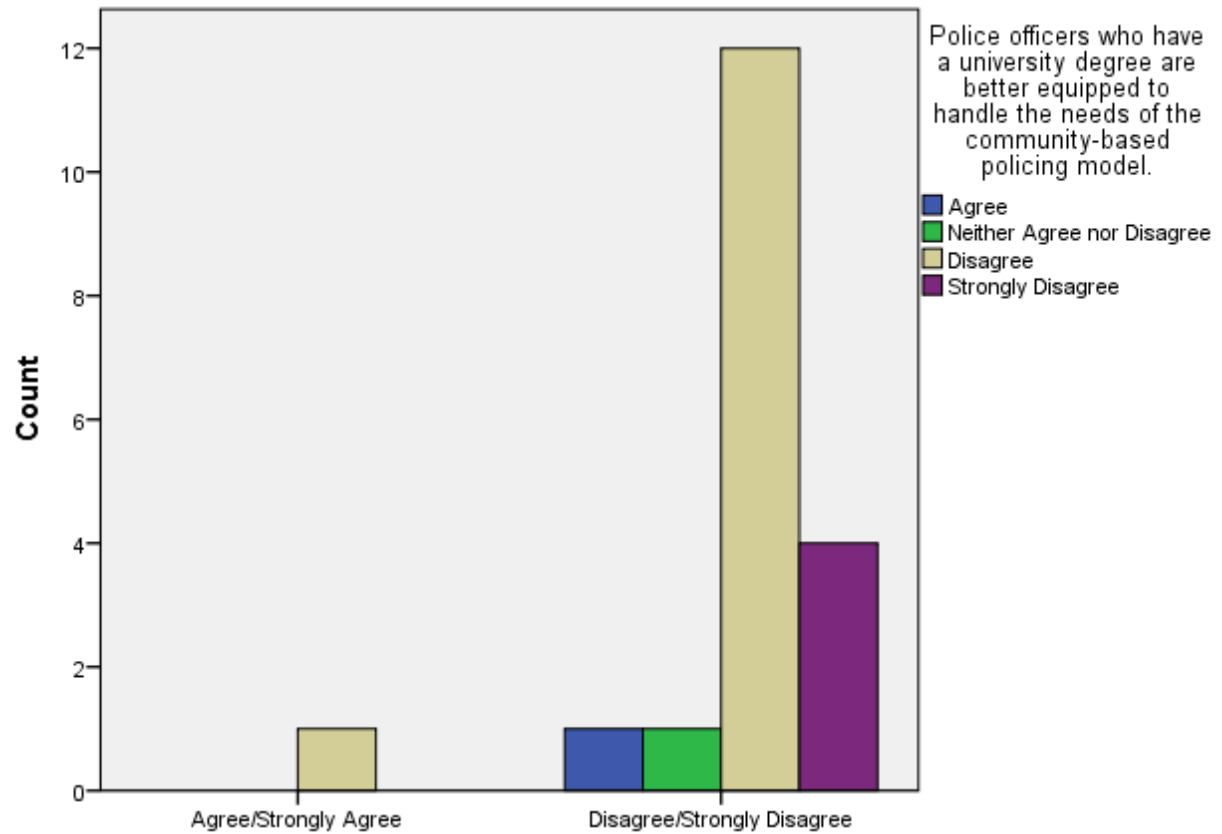


Figure 21

References

- Augustyn, M. and Ward, J. (2013). Exploring the sanction: Crime relationship through a lens of procedural justice. *Journal of Criminal Justice* 43(6), 470–479.
- Retrieved from
<http://www.sciencedirect.com/science/article/pii/S0047235215300064>
- Barton, H. (2003) Understanding occupational (sub) culture - precursor to reform - the case of the police service in England and Wales. *The International Journal of Public Sector Management*, 16, 346-357. Retrieved from
<http://search.proquest.com.qe2aproxy.mun.ca/docview/234401520/fulltextPDF/47E9BE9B361548A3PQ/1?accountid=12378>
- Bayley, D. (1994) *Police for the future*. Oxford University Press, NY.
- Bayley, D. and Shearing, C. (1996). The future of policing. *Law and Society Review*, 30(3), pp. 585-606. Retrieved from
<http://links.jstor.org/sici?sici=00239216%281996%2930%3A3%3C585%3ATFOP%3E2.0.CO%3B2-2>
- Buerger, M. E. (2000). Re-envisioning police, reinvigorating policing: A response to Thomas Cowper. *Police Quarterly*, 3, 451-464. Retrieved from
<http://pqx.sagepub.com.qe2a-proxy.mun.ca/content/3/4.toc>
- Birzer, M.L., and Tannehill, R. (2001). A more effective training approach for contemporary policing. *Police Quarterly*, 4(2), 233–252. Retrieved from
<http://pqx.sagepub.com.qe2a-proxy.mun.ca/content/4/2/233.full.pdf+html>
- Braga, A.A. (2008). *Problem oriented policing and crime prevention*, (2nd edition). Criminal Justice Press.

Braithwaite, J. (1989). *Crime, shame and reintegration*. New York: Cambridge University Press.

Brodeur, J. (2005). Police studies past and present. *Police Quarterly*, 8(1), 44–56.

Retrieved from

<http://pqx.sagepub.com.qe2a-proxy.mun.ca/content/8/1/44.full.pdf+html>

Brogden, M. and Ellison, G., (2013). *Policing in an age of austerity. A postcolonial perspective*. Abingdon: Routledge.

Carlan, P. E., and Byxbe, F. R. (2000). The promise of humanistic policing: Is higher

Education living up to societal expectation? *American Journal of Criminal Justice*, 24,

235-245. Retrieved from <http://download.springer.com.qe2a->

proxy.mun.ca/static/pdf/354/art%253A10.1007%252FBF02887595.pdf?originUrl=http%3A%2F%2Flink.springer.com%2Farticle%2F10.1007%2FBF02887595&token2=exp=1458668946~acl=%2Fstatic%2Fpdf%2F354%2Fart%25253A10.1007%25252FBF02887595.pdf%3ForiginUrl%3Dhttp%253A%252F%252Flink.springer.com%252Farticle%252F10.1007%252FBF02887595*~hmac=dcd8f8cf89ac230b46cca262b4f4639d4b23262a9a322aaae6aed7f283606219

[22aaae6aed7f283606219](http://proxy.mun.ca/static/pdf/354/art%253A10.1007%252FBF02887595.pdf?originUrl=http%3A%2F%2Flink.springer.com%2Farticle%2F10.1007%2FBF02887595&token2=exp=1458668946~acl=%2Fstatic%2Fpdf%2F354%2Fart%25253A10.1007%25252FBF02887595.pdf%3ForiginUrl%3Dhttp%253A%252F%252Flink.springer.com%252Farticle%252F10.1007%252FBF02887595*~hmac=dcd8f8cf89ac230b46cca262b4f4639d4b23262a9a322aaae6aed7f283606219)

Carter, D. L., and Sapp, A. D. (1992, January). College education and policing: Coming of age.

FBI Law Enforcement Bulletin, 8-14.

Christie, G., Petrie, S., and Timmins, P. (1996). The effect of police education, training

and socialization on conservative attitudes. *Australian and New Zealand Journal of*

Criminology, 29(3), 299–314. Retrieved from

<http://journals.sagepub.com/doi/abs/10.1177/000486589602900307>

Cohen, L., Manion, L., and Morrison, K. (2011). *Research methods in education*.

New York: Routledge.

Council of Canadian Academies, 2014. *Policing Canada in the 21st Century: New Policing for New Challenges*. Ottawa (ON): The Expert Panel on the Future of Canadian Policing Models, Council of Canadian Academies. Retrieved from

http://www.scienceadvice.ca/uploads/eng/assessments%20and%20publications%20and%20news%20releases/policing/policing_fullreporten.pdf

Cowper, T. J. (2000). The myth of the “military model” of leadership in law enforcement. *Police Quarterly*, 3(3), 228-246. Retrieved from

<http://pqx.sagepub.com.qe2a-proxy.mun.ca/content/3/3.toc>

Cox, S. (1996). *Police; Practices, perspectives, problems*. Boston, MA: Allyn and Bacon.

Cox, S. and Wade, J. (1989). *The criminal justice network: An introduction* (2nd Ed.)

Dubuque, IA: William C. Brown.

Crawford, A., (2008). *Refiguring the community and professional in policing and criminal justice: some questions of legitimacy*. In: J. Shapland, ed. *Justice, community and civil society: A contested terrain*. Cullompton: Willan, 125–156.

Dalley, A. F. (1975). University and non-university graduated policemen: A study of police attitudes. *Journal of Police Science and Administration*, 3, 458-468.

Diener, E. and Crandall, R. (1978) *Ethics in social and behavioural research*. Chicago, IL: University of Chicago Press.

Di Matteo, L. (2014). *Police and crime rates in Canada; A comparison of resources and Outcomes*. The Fraser Institute. Retrieved from

<https://www.fraserinstitute.org/sites/default/files/police-and-crime-rates-in-canada.pdf>

Dodd, V. (2016, December 14). New police officers face degree requirement.

Retrieved May from

<https://www.theguardian.com/uk-news/2016/dec/15/new-police-officers-face-degree-requirement>

Drucker, P. (1995). *Managing in a time of great change*. New York: Truman Talley.

Duxbury, L. and Higgins, C. (2012). *Caring for and about those who serve: Work-life conflict and employee well being within Canada's police departments*

Ottawa (ON): Sprott School of Business, Carleton University.

Ellis, G., (2005). Inter-institutional collaboration in Ontario higher education: A case study of the diploma-degree justice studies program at the University of Guelph-Humber (Doctoral dissertation).

Ellison, G., (2007). A blueprint for democratic policing anywhere in the world? Police reform, political transition and conflict resolution in Northern Ireland. *Police Quarterly*, 10(3), 243–269. Retrieved from

<http://journals.sagepub.com/doi/abs/10.1177/1098611107304735>

Engel, R. S. and Peterson, S. (2013). Leading by example: The untapped resource of front-line police supervisors. In J. M. Brown (Ed.), *The Future of Policing*. New York (NY): Routledge.

Ewing, K.D., 2010. *Bonfire of the liberties. New labour, human rights, and the rule of law*. Oxford: Oxford University Press.

Farrell, B., and Koch, L. (1995). Criminal justice, sociology, and academia. *The American Sociologist*, 26, pp. 52-61. Retrieved from

<https://eric.ed.gov/?id=EJ520832>

FCM (Federation of Canadian Municipalities). (2008). *Towards equity and efficiency in policing: A report on policing roles, responsibilities and resources in Canada*. Ottawa (ON): Federation of Canadian Municipalities. Retrieved from

https://www.fcm.ca/Documents/reports/Towards_Equity_and_Efficiency_in_Policing_EN.pdf

Fyfe, N. (2013). Complex transition and uncertain trajectories: Reflections on recent developments in police professionalism. *Journal of Workplace Learning*, 25(6), 6-6. Retrieved from

<http://www.emeraldinsight.com/doi/pdfplus/10.1108/JWL-08-2012-0059>

G. Ellis (personal communication, March 12, 2016)

Goldstein, H. (1990) *Problem-Oriented Policing*. New York: McGraw-Hill.

Retrieved from http://www.popcenter.org/library/reading/pdfs/goldstein_book.pdf

Grove, L. (2016, September, 20). Is America becoming a police state? The disturbing questions of “Do Not Resist”. *The Daily Beast*, Retrieved from

<http://www.thedailybeast.com/is-america-becoming-a-police-state-the-disturbing-questions-of-do-not-resist>

Guller, I. (1972). Higher education and policemen: Attitudinal differences between freshman and senior police college students. *The Journal of Criminal Law, Criminology and Police Science*, 63(3), 396–401. Retrieved from

<http://www.jstor.org.qe2a-proxy.mun.ca/stable/pdf/1142063.pdf?acceptTC=true>

Jaschke, H., and Neidhart, K. (2007). A modern police science as an integrated academic discipline. *Policing and Society*, 17(4), 303–320. Retrieved from <http://www.tandfonline.com.qe2a-proxy.mun.ca/doi/abs/10.1080/10439460701717882>

Johnston, L. (1992). *The Rebirth of Private Policing*. London: Routledge.

(1994) "Policing in Late Modern Societies." Paper for the Workshop on Evaluating Police Service Delivery, Montreal.

Kappeler, V. and Potter, G. (2005). *The mythology of crime and criminal justice* (4th ed.). Long Grove, IL: Waveland.

Kelling, G. and Sousa, H. (2001). *Do police matter? An analysis of the impact of New York City's police reforms*. Center for Civic Innovation at the Manhattan Institute.

Kleinig, J. (2002). Rethinking noble cause corruption. *International Journal of Police Science and Management*. 4(4), 287-314. Retrieved from <http://psm.sagepub.com.qe2a-proxy.mun.ca/content/4/4/287.full.pdf+html>

Kleinig, J. (2009). The ethical perils of knowledge acquisition. *Criminal Justice Ethics*, 28 (2), 201-222, DOI: 10.1080/07311290903181218 Retrieved from <http://www.tandfonline.com.qe2aproxy.mun.ca/doi/pdf/10.1080/07311290903181218?nedAccess=true>

Kratcoski, P. (2004). Police education and training in a global society:

A guest editor's introduction. *Police Practice and Research: An International Journal*, 5(2), 103–105. Retrieved from

<http://www.tandfonline.com.qe2a-proxy.mun.ca/doi/abs/10.1080/156142604200190252>

Hanak, G., and Hofinger, V. (2006). Police science and research in the European Union.

In J. Fehervary, G. Hanak, V. Hofinger, and G. Stummvoll (Eds.), *Theory and practice of police research in Europe*. Hampshire: CEPOL. Retrieved from

https://www.cepola.europa.eu/sites/default/files/website/Research_Science/tppre.pdf

Hays, K., Regoli, R., and Hewitt, J. (2007). Police chiefs, anomia and leadership. *Police Quarterly*, 10(1), 3–22. Retrieved from

<http://pqx.sagepub.com.qe2a-proxy.mun.ca/content/10/1/3.full.pdf+html>

Hilal, S., Densley, J. and Zhao, R. (2013). Cops in College: Police officers perceptions on formal education, *Journal of Criminal Justice Education*, 24(4), 461–467, DOI: 10.1080/10511253.2013.791332. Retrieved from

<http://www.tandfonline.com/doi/abs/10.1080/10511253.2013.791332?journalCode=rcje20>

[0](#)

Investigation of the Chicago Police Department – USDOJ. (2017, January 17). Retrieved from

https://www.bing.com/cr?IG=F15FA0EB61314DF195D29FE987F6972C&CID=03414237A57D65B30B504841A4ED6491&andrd=1&andh=U9An-2njlhzhU_UaTm8k1JMIbzcAYVABq3qju4E_7W0&andv=1&andr=https%3a%2f%2fwww.justice.gov%2fopa%2ffile%2f925846%2fdownload&p=DevEx,5062.1

Jermier, J. M., and Berkes, L. J. (1979). Leader behavior in a police command bureaucracy:

A closer look at the quasi-military model. *Administrative Science Quarterly*, 24(1), 1–23.

<http://doi.org/10.2307/2989873>

- KPMG, Toronto. (2015). *Toronto Police Services Board Opportunities for the Future For the Board's Consideration*. Toronto: KPMG. Retrieved from [http://www.tpsb.ca/KPMG%20-%20Comprehensive%20Organization%20Review%20-%20Potential%20Opportunities%20for%20the%20Future%20Report%20to%20the%20TPSB%20\(FINAL\)%2017Dec%202015.pdf](http://www.tpsb.ca/KPMG%20-%20Comprehensive%20Organization%20Review%20-%20Potential%20Opportunities%20for%20the%20Future%20Report%20to%20the%20TPSB%20(FINAL)%2017Dec%202015.pdf)
- Lauritz, L. E., Åström, E., Nyman, C., and Klingvall, M. (2012). Police students' learning preferences: suitable responses from the learning environment. *Policing*, 7 (2), 193-201. Retrieved from <http://policing.oxfordjournals.org.qe2a-proxy.mun.ca/content/7/2/195.full.pdf+html>
- Lee, M. and Punch, M. (2004): Policing by degrees: Police officers' experience of university education, policing and society: *An International Journal of Research And Policy*, 14 (3), 233-249. Retrieved from <http://www.tandfonline.com.qe2a-proxy.mun.ca/doi/abs/10.1080/1043946042000241820>
- Leighton, B. (1991). Visions of community policing: rhetoric and reality in Canada, *Canadian Journal of Criminology*, 33a, 3-4.
- Lersch, K., and Kunzman, L. (2001). Misconduct allegations and higher education in a southern sheriff's department. *American Journal of Criminal Justice*, 25(2), 161– 172. Retrieved from <https://link-springer-com.qe2a-proxy.mun.ca/article/10.1007/BF02886843>
- Lino, P. (2004). Police education and training in a global society: A Brazilian overview. *Police Practice and Research*, 5(2), 125–136. Retrieved from <http://www.tandfonline.com.qe2a-proxy.mun.ca/doi/abs/10.1080/156142604200190270>
- Lorinc, J. (2010, April). Force for change. *U of T Magazine*, Retrieved

from <http://www.magazine.utoronto.ca/cover-story/profile-of-toronto-police-chief-bill-blair-crime-in-toronto/>

Maguire, E., and Wells, W. US Department of Justice, Office of Community Oriented Policing Services. (2009). *Implementing community policing: Lessons from 12 agencies* (ISBN: 978-1-935676-44-7). Washington, D.C.: Office of Community Oriented Policing Services, U.S. Department of Justice. Retrieved from <http://ric-zai-inc.com/Publications/cops-p172-pub.pdf>

Marenin, O. (2004). 'Police Training for Democracy 1.' *Police Practice and Research, An International Journal* 5(2) 107–123. Retrieved from <http://www.tandfonline.com.qe2a-proxy.mun.ca/doi/abs/10.1080/156142604200190261>

Marquis, G. (1993). *Policing Canada's century: A history of the Canadian Association of Chiefs of Police*. Toronto: University of Toronto Press.

Marvel, T. and Carlisle, E. (2001). The lethal effects of three-strikes laws. *The Journal of Legal Studies*, 30(1) (January 2001), 89-106. Retrieved from <http://www.jstor.org/stable/10.1086/468112>

Meadows, R. J. (1985). Police training strategies and the role perceptions of police recruits. *Journal of Police and Criminal Psychology*, 1(2), 40-47. DOI: 10.1007/ Retrieved from <https://link-springer-com.qe2a-proxy.mun.ca/article/10.1007/BF02823248>

Miller, S. (1999) Noble cause corruption in policing, *African Security Review*, 8(3), 12-22, DOI: 10.1080/10246029.1999.9627889 Retrieved from <http://www.tandfonline.com.qe2aproxy.mun.ca/doi/pdf/10.1080/10246029.1999.9627889?needAccess=true>

Murphy, C. (1999). The current and future state of police research and policy in Canada.

Canadian Journal of Criminology 41(2), 205-215. Retrieved from

<http://web.a.ebscohost.com.qe2a-proxy.mun.ca/ehost/detail/detail?vid=0&sid=b8c5654d-75fa-4c69-bcc0-5ef304c9dfa3%40sessionmgr4006&bdata=JkF1dGhUeXBIPWlwLHVybCxlYWQmc210ZT1laG9zdC1saXZlJnNjb3BIPXNpdGU%3d>

Murphy, S.A. (2005) Executive development and succession planning. *International*

Journal of Police Science and Education 8(4), pp. 258-265. Retrieved from

<http://web.b.ebscohost.com.qe2aproxy.mun.ca/ehost/pdfviewer/pdfviewer?sid=8925a393-b971-453f-b31c-daa1f198f013%40sessionmgr101andvid=1andhid=118>

Murphy, C. and McKenna, P. (2007). *Rethinking police governance, culture and management*.

Ottawa (ON): Task Force on Governance and Cultural Change in the RCMP, Public Safety Canada. Retrieved from

<https://www.publicsafety.gc.ca/cnt/cntrng-crm/tsk-frc-rcmp-grc/fl/archive-rthnk-plc-eng.pdf>

Murray, T. (2001), *Developing a framework for cooperative police management*.

Police Futures Group (Electronic Version). Retrieved from

http://capg.ca/wp-content/uploads/2013/05/2001CAPB_Conference_Report.pdf

Muschert, G. (2007). The Columbine victims and the myth of the superpredator. *Youth Violence*

and Juvenile Justice, 5(4), 351-366. Retrieved from

<http://yvj.sagepub.com.qe2a-proxy.mun.ca/content/5/4/351.full.pdf+html>

National Advisory Commission on Higher Education for Police Officers. 1978. *The Quality of Police Education*. San Francisco: Jossey-Bass.

Neyroud, P. (2008). "Policing and ethics", in Newburn, T. (Ed.), *Handbook of policing*, 2nd ed., Willan, Cullompton.

Neyroud, P. (2010). Review of Police Leadership and Training, Volume One, Retrieved from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/118222/report.pdf

Ontario Publications. (1997). *Community policing...our future today*. Ministry of the Solicitor General and Correctional Services and the Ontario Association of Chiefs of Police: Ontario Queens Printer.

Paoline, E. and Terrill, W. Police education, experience, and the use of force, *Criminal Justice and Behavior* 2007 (34) p. 179, Retrieved from <http://cjb.sagepub.com.qe2a-proxy.mun.ca/content/34/2.toc>

Parker, L. Donnelly, M. Gerwitz, D. Marcus, J., and Kowalewski, V. (1976). Higher education: Its impact on police attitudes. *The Police Chief*, 43(7), 33–35.

Paterson, C. (2011). Adding value? A review of the international literature on the role of higher education in police training and education, *Police Practice and Research*, 12(4), 286-297, DOI:10.1080/15614263.2011.563969
Retrieved from <http://dx.doi.org/10.1080/15614263.2011.563969>

Pew Research Center, April, 2015, "A deep dive into party affiliation - Sharp differences by race, gender, generation, education" Retrieved from <http://www.people-press.org/2015/04/07/a-deep-dive-into-party-affiliation/#party-id-by-race-education>

President's Task Force on 21st Century Policing. (2015) *Final Report of the President's Task Force on 21st Century Policing*. Washington, DC: Office of Community Oriented Policing Services. Retrieved from

https://cops.usdoj.gov/pdf/taskforce/taskforce_finalreport.pdf

Report of the Analytical Support and Sanctions Monitoring Team on specific cases of cooperation between organized crime syndicates and individuals, groups, undertakings and entities eligible for listing under paragraph 1 of United Nations Security Council resolution 2160 (2014). Retrieved from

<http://globalinitiative.net/wp-content/uploads/2017/01/unsc-taliban-organized-crime-report.pdf>

Roberg, R. (1978). An analysis of the relationships among higher education, belief systems, and job performance of patrol officers. *Journal of Police Science and Administration*, 6, 336-344. Retrieved from

<https://www.ncjrs.gov/App/publications/abstract.aspx?ID=50843>

Rydberg, J. and Terrill, W. (2010). The effect of higher education on police behavior. *Police Quarterly* 2010, 13(1), 92-120. DOI: 10.1177/1098611109357325. Retrieved from

<http://pqx.sagepub.com.qe2a-proxy.mun.ca/content/13/1.toc>

Scriven, M. and Paul, R. (1987). Eighth Annual International Conference on Critical-thinking and Education Reform. Retrieved from

http://www.criticalthinking.org/files/12th_Annual_CTConf-opt.pdf

Sherman, L. (1978). *The quality of police education: A critical review with recommendations For improving programs in higher education*. San Francisco, CA: Jossey-Bass.

- Sherman, L.W. (1993). Defiance, deterrence, and irrelevance: A theory of the criminal sanction. *Journal of Research in Crime and Delinquency*, 30, 445–473.
<http://journals.sagepub.com/doi/abs/10.1177/0022427893030004006>
- Shernock, S.K. (1992) The effects of college education on professional attitudes among police, *Journal of Criminal Justice Education*, 3(1), 71-92,
DOI:10.1080/10511259200082531. Retrieved from
<http://www.tandfonline.com/doi/abs/10.1080/10511259200082531>
- Silverman, D. (1993) *Interpreting qualitative data*. London: Sage.
- Sklansky, D. A. (2011). *The persistent pull of police professionalism*. Boston, MA and Washington DC: Harvard Kennedy School and National Institute of Justice
- Stone, C. and Travis, J. (2011). *Toward a new professionalism in policing*. Boston (MA) and Washington (DC): Harvard Kennedy School and National Institute of Justice
- Toronto Police Service, Organizational Structure Review. (2013) *Final Report*. Retrieved from
<http://www.tpsb.ca/CIOR%20TPS%20Organizational%20Structure%20Review.pdf>
- Toronto Police Service, The PACER Report, (2012). Phase II: Internal report and recommendations. Retrieved from
<http://www.torontopolice.on.ca/publications/files/reports/2013pacerreport.pdf>
- Toronto Police Service, Transformational Task Force. (2016). *Final Report of the Transformational Task Force (Action Plan: Modernizing Community Safety in Toronto)*. Toronto, ON. Retrieved from
<https://www.torontopolice.on.ca/TheWayForward/files/action-plan.pdf>

- Turnbull, P. (1992) Dock strike and the demise of the docker's occupational culture. *The Sociological Review*, Vol. 40, pp. 293-315. Retrieved from <http://web.a.ebscohost.com.qe2aproxy.mun.ca/ehost/pdfviewer/pdfviewer?vid=3andsid30>
- United States Department of Justice, (2011). The collaboration toolkit for law enforcement: Effective strategies to partner with the community, Washington, DC: Government Printing Office. Retrieved from https://ojp.gov/fbnp/pdfs/Collaboration_Toolkit.pdf
- United States Department of Justice, (2012). *American Policing in 2022 - Essays on the Future of a Profession*, Washington, DC: Government Printing Office. Retrieved from <http://www.calea.org/content/american-policing-2022-essays-future-profession>
- United States Department of Justice, (2014). *Investigation of the Newark Police Department* United States Department of Justice, Civil Rights Division, Washington, DC: Government Printing Office. Retrieved from https://www.justice.gov/sites/default/files/crt/legacy/2014/07/22/newark_findings_7-22-14.pdf
- United States Department of Justice, (2017). *Investigation of the Chicago Police Department* United States Department of Justice, Civil Rights Division and United States Attorney's Office Northern District of Illinois, Washington, DC: Government Printing Office. Retrieved from <https://www.justice.gov/opa/file/925846/download>
- Walsh, J. (2015, April 20) New Toronto Police Chief Is Guelph-Humber Student [Online comment] Retrieved from <http://news.uoguelph.ca/2015/04/new-toronto-police-chief-is-guelph-humber-student/>

- White, M. D., Cooper, J. A., Saunders, J., and Raganella, A. J. (2010). Motivations for becoming a police officer: Re-assessing officer attitudes and job satisfaction after six years on the street. *Journal of Criminal Justice*, 38(4), 520-530. Retrieved from <http://www.sciencedirect.com.qe2aproxy.mun.ca/science/article/pii/S0047235210000772>
- Wilson, J. (1968). *Varieties of police behavior: The management of law and order in eight communities*. Cambridge, MA: Harvard University Press.
- Wood, D.A. (2016) The importance of liberal values within policing: police and crime commissioners, police independence and the spectre of illiberal democracy, *Policing and Society*, 26(2), 148-164, DOI: 10.1080/10439463.2014.922086
Retrieved from <http://dx.doi.org/10.1080/10439463.2014.922086>
- Worden, R. (1990). A badge and a baccalaureate: Policies, hypotheses and further evidence. *Justice Quarterly*, 7, 565–592. Retrieved from <http://www.tandfonline.com.qe2a-proxy.mun.ca/doi/abs/10.1080/07418829000090731>
- Worrall, J. L. (1999). Public perceptions of police efficacy and image: The “fuzziness” of support for the police. *American Journal of Criminal Justice*, 24(1), 47-66.
Retrieved from <https://link.springer.com/article/10.1007/BF02887617>

Appendix A - Survey Questionnaire**Survey Part 1**

1. What is your gender? Please write in.
2. If you are a current or a retired Toronto Police Service (TPS) member, how many years of service did you have when you commenced the UGH BASC programme?

Less than 10 years

11 to 15 years

16 to 20 years

21 to 26 years

27 and over years
3. Do you currently hold or did you previously hold a supervisory position within the Toronto Police Service at the time of your admission into the UGH BASC programme?

(Sergeant or higher) Y / N
4. If yes, what was your rank? _____
5. Did you successfully complete the University of Guelph-Humber / Toronto Police Service BASC (Justice Studies programme)? Y / N
6. At the time you participated in the University of Guelph-Humber / Toronto Police Service BASC Justice Studies programme, had you previously successfully completed a previous undergraduate degree programme from an accredited university? Y / N

Survey Part 2**To be completed by all survey participants****Please circle the response which most accurately reflects your personal viewpoint.**

1. The main duty of a police officer is to enforce the law.

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

2. In our present society, police officers are called upon to perform too many duties that should be the work of other agencies (i.e. social services)

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

3. Attending community meetings and events takes officers away from their primary duties.

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

4. The community-based policing model, as you understand it, has little effect on community safety.

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

5. The best way to judge the effectiveness of a police service is its ability to arrest and detain those who pose the greatest risk to the community.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

6. The best way to judge the effectiveness of a police service is the absence of crime and disorder.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

7. People who are honest citizens and have nothing to hide should provide information to the police as a matter of community service.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

8. People generally receive the type of policing that they deserve in their neighbourhoods.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

9. Police officers who receive more external public complaints generally do so because they are more pro-active and more likely to receive complaints as a result.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

10. People in high-risk neighborhood's lack the initiative or ability required to establish a true police-community relationship.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

11. Some neighborhoods have rates of crime because the behaviour of the criminal element is tolerated more than in other neighborhoods.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

12. If police officers were given greater latitude in the use of force, this would assist in lowering the crime rate in some high risk neighborhoods.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

13. Policing is a profession as opposed to a vocation and police officers should be considered "professionals".

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

14. Police should consult more with residents regarding the actions they take that effect neighbourhood safety.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

15. Solving problems in communities that are not related to the enforcement of the law is not a police function.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

16. Responding to problems in communities that are not strictly related to enforcing the law is not an efficient use of the police budget.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

17. Police services should look to hire only recruits that have achieved a university degree.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

18. Police officers who have a university degree are better equipped to handle the needs of the community-based policing model.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

19. I would describe my personal attitudes and views as being more conservative than liberal.

| | | | | |
|----------------|-------|----------------------------|----------|-------------------|
| (1) | (2) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

Part 3

These questions are to be answered by all participants.

The remaining questions below are to be considered by all participants. However, please feel free to skip or not answer any question(s) you so choose. There is no need to explain why you have decided not to answer any particular question(s).

1. Do you believe that it should be a requirement that all police officers obtain an undergraduate degree from an accredited university before being accepted for employment? Yes / No or Prefer not to answer.
 - I. If you answered yes to the above, what do you see as the main benefit to the police service and the community? Please explain your answer.
 - II. If you answered no to the above question, do you believe that traditional police training, delivered in a police academy setting is sufficient for all police training? Please explain your answer.

2. Do you believe that it should be a requirement that any police officer seeking promotion, to first obtain an undergraduate degree from an accredited university? Yes / No
 - I. If you answered yes to the above question, what do you see as the main benefit to the police service and the community you serve?
 - II. If you answered no to the above question, please explain.
3. Do you believe that police officers who have obtained an undergraduate degree are better prepared to perform their duties than those officers who have not? Yes / No
Please explain your answer.
4. The “core values” of the Toronto Police Service are as follows; Honesty, Integrity, Fairness, Respect, Reliability, Team Work, and Positive Attitude. Do you believe that acquiring a university degree is likely to have a positive effect on the core values of a Toronto police officer? Yes / No
Please explain your answer.
5. Do you feel that the community-based policing model as you understand it is an effective tool in combatting crime and criminals in the community you serve? Yes / No
Please explain your answer.

Appendix B - Ethics Approval



Interdisciplinary Committee on
Ethics in Human Research (ICEHR)

St. John's, NL, Canada A1C 5S7
Tel: 709 864-2563 icehr@mun.ca
www.mun.ca/research/ethics/human/icehr

| | |
|----------------------|---|
| ICEHR Number: | 20170204-ED |
| Approval Period: | July 13, 2016 – July 31, 2017 |
| Funding Source: | N/A |
| Responsible Faculty: | Dr. Robert Shea Faculty of Education |
| Title of Project: | University Education for the Police Veteran: The Liberalization of the Profession |

July 13, 2016

Mr. Reginald Pitts
Faculty of Education
Memorial University of Newfoundland

Dear Mr. Pitts:

Thank you for your correspondence of July 6, 2016 addressing the issues raised by the Interdisciplinary Committee on Ethics in Human Research (ICEHR) concerning the above-named research project.

The ICEHR has re-examined the proposal with the clarification and revisions submitted, and is satisfied that the concerns raised by the Committee have been adequately addressed. In accordance with the *Tri-Council Policy Statement on Ethical Conduct for Research Involving Humans (TCPS2)*, the project has been granted *full ethics clearance* to July 31, 2017. ICEHR approval applies to the ethical acceptability of the research, as per Article 6.3 of the *TCPS2*. Researchers are responsible for adherence to any other relevant University policies and/or funded or non-funded agreements that may be associated with the project.

If you need to make changes during the course of the project, which may raise ethical concerns, please submit an amendment request, with a description of these changes, via your Researcher Portal account for the Committee's consideration.

Additionally, the *TCPS2* requires that you submit an annual update to the ICEHR before July 31, 2017 to request renewal of your clearance, if you plan to continue the project, or closure when the project no longer requires contact with human participants, is completed and/or terminated.

Annual updates and amendment requests can be submitted from your Researcher Portal account by clicking the *Applications (Submitted – Post Review)* quick link on your Portal homepage.

We wish you success with your research.

Yours sincerely,

Kelly Blidook, Ph.D.
Vice-Chair, Interdisciplinary Committee on
Ethics in Human Research

KB/lw

cc: Supervisor – Dr. Robert Shea, Faculty of Education
Associate Dean, Graduate Programs, Faculty of Education

Appendix C - Recruitment Document

My name is Reginald (Reg) Charles Pitts, and I am a student in the Faculty of Education at Memorial University of Newfoundland. I am conducting a research project called University Education for the Police Veteran: The Liberalization of the Profession for my master's degree under the supervision of Dr. Robert Shea. My research comes about as a result of my participation in the Toronto Police Service (TPS) – University of Guelph-Humber (UGH) BASC (Justice Studies) programme while I was a serving officer. The study is designed to evaluate the attitudes, values and beliefs of TPS officers who have received at least a first-level promotion and subsequently received an undergraduate degree from the UGH BASC Justice Studies programme. The attitudes and / or orientation towards the traditional quasi-military crime-fighting model and the community-based policing model are what are being studied in relation to the attainment of a university degree.

I am contacting you to invite you to participate in an online survey in which you will be asked to answer two types of questions. Firstly, a questionnaire arranged on a Likert scale will be utilized. A Likert scale poses questions that can be answered by choosing an answer from a scale. Secondly, some open ended questions will be asked that require a written response. Participation will require approximately 30 to 45 minutes of your time and must be completed while you are off duty and while not utilizing any computers or other property belonging to TPS.

This study is limited to Toronto Police Service officers, retired or serving, who have received at least one promotion to a supervisory position and have successfully completed the University of Guelph-Humber Bachelor of Applied Arts (Justice Studies) programme while a serving member. One other condition is that no participant will have obtained a university degree prior to joining the Toronto Police Service.

This research is NOT being conducted on behalf of or under the supervision of either the TPS or UGH. Neither TPS nor UGH has been consulted in the drafting of this research in any way. The Survey Questions were drafted solely by the researcher in consultation with Dr. Robert Shea (Memorial University – Thesis Supervisor). The researcher is receiving no financial benefit or other consideration in conducting this research. The results of this research will be shared with TPS and UGH and any participant upon request at no cost.

For greater clarity, the targeted participant group are mature police supervisory officers who should readily realize that there is no harm that will befall them for non-participation in this research. Potential participants are not required to advise either the researcher or S/Sgt. O'Toole whether they did or did not complete the survey after receiving the electronic link. S/Sgt. Kimberley O'Toole of 55 Division is assisting the researcher in this endeavour. In addition to her policing duties, she is an Associate Professor at UGH. While S/Sgt. O'Toole may possibly be in a position of authority over some potential research participants, she will not be able to determine whether or not any particular person invited to participate has actually participated. This will be explained to potential participants in the recruitment and consent documents. Each participant will be able to plainly determine that there is no obligation to participate nor is there

any harm that will occur as a result of their non-participation based on the fact that S/Sgt. O'Toole is in a position of authority over them.

S/Sgt. O'Toole will receive an electronic link to the Survey from the Researcher. She will forward this link to potential participants without advising the researcher of the identities of these potential participants.

If you are interested in participating in this study, please click the link below to access the online survey.

If you have any questions about me or my project, please contact me by email at *rcp224@mun.ca* or by phone at *1-647-522-1494*.

Thank-you in advance for considering my request,

Reginald (Reg) Charles Pitts
Link to survey to be inserted.

The proposal for this research has been reviewed by the Interdisciplinary Committee on Ethics in Human Research and found to be in compliance with Memorial University's ethics policy. If you have ethical concerns about the research, such as your rights as a participant, you may contact the Chairperson of the ICEHR at *icehr.chair@mun.ca* or by telephone at 709-864-2861.

Appendix D - Informed Consent Form

Title: University Education for the Police Veteran: The Liberalization of the Profession

Researcher(s): Reginald C. Pitts, Graduate Student, Faculty of Education, Memorial University of Newfoundland and Labrador, St. John's, NL Canada
A1B 3X8
Tel: (905) 542-1494
rcp224@mun.ca

Supervisor(s): Dr. Robert Shea, Assistant Professor, Faculty of Education, Memorial University of Newfoundland and Labrador, St. John's, NL Canada
A1B 3X8
Tel: [\(709\) 864-8553](tel:(709)864-8553)
Fax: [\(709\) 864-4379](tel:(709)864-4379)
Robert.Shea@mi.mun.ca

You are invited to take part in a research project entitled, "University Education for the Police Veteran: The Liberalization of the Profession"

This form is part of the process of informed consent. It should give you the basic idea of what the research is about and what your participation will involve. It also describes your right to withdraw from the study. In order to decide whether you wish to participate in this research study, you should understand enough about its risks and benefits to be able to make an informed decision. This is the informed consent process. Take time to read this carefully and to understand the information given to you. Please contact the researcher, Reginald (Reg) Pitts, if you have any questions about the study or would like more information before you consent.

It is entirely up to you to decide whether to take part in this research. If you choose not to take part in this research or if you decide to withdraw from the research once it has started, there will be no negative consequences for you, now or in the future.

Introduction:

I am a retired Toronto Police Service Detective Sergeant and a part-time graduate student at Memorial University of Newfoundland and Labrador (MUN). I am currently writing my thesis required for completion of a Master of Education (M.Ed.) in Post-Secondary Studies. I am conducting this research under the supervision of Dr. Robert Shea. This research is NOT sponsored by the Toronto Police Service (TPS) or the University of Guelph-Humber (UGH).

Purpose of study:

My research comes about as a result of my participation in the Toronto Police Service (TPS) – University of Guelph-Humber (UGH) BASC (Justice Studies) programme while I was a serving officer. The research will aim to discover the relationship, if any, between the acquisition of a university degree by mid-career, supervisory officers and the liberal and or conservative attitudes held by those officers. Some previous academic research has indicated that a university degree assists in the development of critical-thinkers. Former TPS Chief of Police Wm. Blair has stated that critical-thinking is an important asset for a police officer to possess. The researcher's hypothesis is that a university education will provide skills to individual officers that are important for the community-based policing model. The researcher further hypothesizes that greater critical-thinking skills will lead to individual police officer's social views and behaviours to be seen as more liberal. This research is NOT being conducted on behalf of or under the supervision of either the TPS or UGH. Neither TPS nor UGH has been consulted in the drafting of this research in any way. The Survey Questions were drafted solely by the researcher in consultation with Dr. Robert Shea (Memorial University – Thesis Supervisor). The researcher is receiving no financial benefit or other consideration in conducting this research. The results of this research will be shared with TPS and UGH and any participant upon request at no cost.

For greater clarity, the targeted participant group are mature police supervisory officers who should readily realize that there is no harm that will befall them for non-participation in this research. Potential participants are not required to advise either the researcher or S/Sgt. O'Toole whether they did or did not complete the survey after receiving the electronic link. S/Sgt. Kimberley O'Toole of 55 Division is assisting the researcher in this endeavour. In addition to her policing duties, she is an Associate Professor at UGH. While S/Sgt. O'Toole may possibly be in a position of authority over some potential research participants, she will not be able to determine whether or not any particular person invited to participate has actually participated. This will be explained to potential participants in the recruitment and consent documents. Each participant will be able to plainly determine that there is no obligation to participate nor is there any harm that will occur as a result of their non-participation based on the fact that S/Sgt. O'Toole is in a position of authority over them.

S/Sgt. O'Toole will receive an electronic link to the Survey from the Researcher. She will forward this link to potential participants without advising the researcher of the identities of these potential participants.

What you will do in this study:

The study is designed to evaluate the attitudes, values and beliefs of TPS officers who were originally trained in the traditional police quasi-military crime-fighting model and after receiving at least a first-level promotion, subsequently received an undergraduate degree from the UGH BASC Justice Studies programme while mid-career. The attitudes and / or orientation towards the traditional quasi-military crime-fighting model and the community-based policing model are what are being studied in relation to the attainment of a university degree. Two types of survey instruments will be used for this research. Firstly, a closed-ended questionnaire arranged on a Likert scale will be utilized. A Likert scale poses questions that can be answered by choosing an answer from a scale (Agree, Strongly Agree, Disagree, Strongly Disagree or Neither Agree nor Disagree) . Secondly, some open ended questions will be asked that require a written response.

The survey instrument will be completed anonymously and all reasonable steps will be taken to ensure confidentiality while adhering to stringent ethical standards. These standards include maintaining your confidentiality and anonymity. The process of gathering and returning responses will be done within an online survey instrument (SurveyMonkey) and will be returned to me electronically without any personal identifiers. As a result, neither I, nor TPS will know who did or did not participate in the study. Please be advised that your written responses to certain questions may tend to identify you to a reader. If that is a concern for you, please consider how you word your answers or whether you wish to participate at all. You may skip any questions you do not wish to answer. No explanation will be required as to why you did not answer and particular question(s).

Length of time:

Participation in this research will require an estimated 30-45 minutes of your time. The Chief of Police may grant permission for you to complete this survey while on duty. If not, please complete the survey on your own time.

Withdrawal from the study:

If you agree and do submit a completed survey it will NOT be possible to withdraw your consent afterward because your survey will not be able to be identified to be withdrawn. Surveys are submitted electronically without personal identification. There are no consequences to withdrawing from the study prior to the submission or for deciding not to participate at all.

Possible benefits:

The researcher, upon request will share a summary of the research results with the TPS, UGH and any individual participants who make a request. The Toronto Police Service may see value in this research considering the financial resources invested as well as their commitment and desire to train their officers to provide the best service possible to the people of Toronto. UGH may see value in this research and may use results to address programme and curriculum needs as they deem appropriate. Individual participants, as police officers will be able to contribute to research and public comment in the ongoing dialogue of police education and training.

Possible risks:

There is no anticipated risk of harm to the participants. It is however recognized that participants themselves may see risk to either their mental health or professional status unanticipated by the researcher. As such you are advised that you may decide NOT to participate in the research as a result of this or any other reason. The study participants will be mature, experienced police officers who have received at least one rank promotion. The participants will not come from what would be perceived to be a recognized vulnerable group. However, some police officers are known to suffer from conditions such as post-traumatic stress syndrome (PTSD). Potential applicants are NOT being asked if they suffer from this or any other medical problems. Potential applicants are advised that they may decide not to participate and that there is no need to provide a reason for non-participation. The questions are designed to test the participant's attitudes towards policing in general and not specifically the policies and procedures of the police service in whose employ they were or are. It is not anticipated that any questions could trigger PTSD or any other anxiety disorder.

For the consideration of potential participants, the following sample questions are provided;

Please circle the response which most accurately reflects your personal viewpoint.

20. The main duty of a police officer is to enforce the law.

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (3) | (4) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

21. In our present society, police officers are called upon to perform too many duties that should be the work of other agencies (i.e. social services)

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (3) | (4) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

22. Attending community meetings and events takes officers away from their primary duties.

| | | | | |
|-------------------|-------|-------------------------------|----------|----------------------|
| (3) | (4) | (3) | (4) | (5) |
| Strongly Agree | Agree | Neither agree nor disagree | Disagree | Strongly Disagree |

6. Do you believe that it should be a requirement that any police officer seeking promotion, first obtain an undergraduate degree from an accredited university? Yes / No

III. If you answered yes to the above question, what do you see as the main benefit to the police service and the community you serve?

IV. If you answered no to the above question, please explain.

7. Do you believe that police officers who have obtained an undergraduate degree are better prepared to perform their duties than those officers who have not? Yes / No

Please explain your answer.

Participants are also advised that they are free to skip or not answer any questions they do not wish to. There is no requirement to explain why any questions(s) was not answered.

Should any participant feel the need for professional counseling services as a result of participation in this research, it is suggested that assistance can be obtained through TPS Psychological Services. Information can be obtained from their website at <http://www.torontopolice.on.ca/psychologicalservices/>.

Confidentiality:

The ethical duty of confidentiality includes safeguarding participants' identities, personal information, and data from unauthorized access, use, or disclosure. The data from this research project will be published and may be presented at conferences and other forums; however, your identity will be kept confidential. Although we will report direct quotations from any answers provided, you will be given an anonymous participant number. No other identifying data will exist that will disclose your identity. Because the participants for this research project have been selected from a small group of people, most of whom are known to each other, it is possible that you may be identifiable to other people on the basis of what you have said. That may or may not be a concern of yours. If it is a concern to you, then I would caution you when supplying written answers to some of the survey questions. Alternatively, you may choose not to participate at all.

Anonymity:

This research is being undertaken with the permission of the Chief of Police of the Toronto Police Service. The Chief has designated Staff Sergeant Kimberley A. O'Toole to assist the researcher in the collection of the required data. S/Sgt. O'Toole is also employed as a part-time Professor at the University of Guelph-Humber. S/Sgt. O'Toole's responsibility is to ensure that this data is collected ethically and in accordance with the policies of the TPS. As such, S/Sgt. O'Toole will not convey to the researcher nor any other person or organization the identities of potential participants. As such the researcher, will not be told how many survey requests were sent nor any information identifying potential study participants. S/Sgt. O'Toole, while also in the employ of UGH, will not access any UGH data for the purpose of identifying potential study participants.

This research is being conducted through the use of an online survey site known as "SurveyMonkey". Participants will be directed to the site through a link sent in an email by S/Sgt. O'Toole. The researcher will NOT configure the survey instrument to collect IP or email addresses of participants. The site will be configured to collect data anonymously. Participants will not be required to provide any personal information about themselves beyond their age

range and their gender. There is no advantage gained in this research by identifying participants beyond their gender and age range.

The on-line survey company, “SurveyMonkey”, hosting this survey is located in the United States. The US Patriot Act allows authorities to access the records of internet service providers. Therefore, anonymity and confidentiality cannot be guaranteed. If you choose to participate in this survey, you understand that your responses to the survey questions will be stored and may be accessed in the US. The security and privacy policy for the web survey company can be found at the following link:

<https://www.surveymonkey.com/mp/policy/privacy-policy/#respondents>

Key points of SurveyMonkey policy from their website are copied here for your information: ***Are your responses anonymous?** This depends on how the survey creator has configured the survey.* Contact them to find out, or click here to read more about [respondent anonymity](#).

“We don’t sell your responses to third parties. SurveyMonkey doesn’t sell or share your survey responses with third party advertisers or marketers (although the survey creator might, so check with them). SurveyMonkey merely acts as a custodian on behalf of the survey creator who controls your data, except as further described in this privacy policy with regard to public surveys.”

SurveyMonkey’s Security Statement can be found at;

<https://www.surveymonkey.com/mp/policy/security/> Anonymity refers to protecting participants’ identifying characteristics, such as name or description of physical appearance.

Every reasonable effort will be made to ensure their anonymity; and you will not be identified in any publication without your explicit permission. The researcher will utilize all SurveyMonkey tools to utilize anonymity.

Recording of Data:

No data will be audio / video recorded or recorded otherwise beyond what has been stated.

Storage of Data:

Data will be stored in the principle researchers private “Dropbox” account. This is a web-based storage site which is password protected. No one other than the researcher has access to this data. The privacy policy for Dropbox can be found at <https://www.dropbox.com/privacy>. Data will be kept for a minimum of five years, as required by Memorial University’s policy on Integrity in Scholarly Research.

Archiving Data: No data will be archived.

Reporting of Results:

The research data and thesis will be publicly available by request through the researcher. Further, the thesis will be deposited in the University Library as well as Memorial University’s digital archives.

Sharing of Results with Participants:

I will share a summary of the research results with the TPS, UGH and any individual participants who make a request. All interested parties (TPS, UGH and Individual Participants) will be provided with the researcher's personal contact information and will receive a written or oral summary of the research results upon request and at no cost.

Questions:

You are welcome to ask questions at any time before, during, or after your participation in this research. If you would like more information about this study, please contact: Reginald C. Pitts at rcp224@mun.ca or by phone at (905) 542-1494. Dr. Robert Shea (Supervisor) can also be contacted at; Robert.Shea@mi.mun.ca or at (709) 864-8553.

ICEHR Approval Statement

The proposal for this research has been reviewed by the Interdisciplinary Committee on Ethics in Human Research and found to be in compliance with Memorial University's ethics policy. If you have ethical concerns about the research, such as the way you have been treated or your rights as a participant, you may contact the Chairperson of the ICEHR at icehr@mun.ca or by telephone at 709-864-2861

ONLINE Consent**Consent:**

By completing this survey/questionnaire you agree that:

- You have read the information about the research.
- You have been advised that you may ask questions about this study and receive answers prior to continuing.
- You are satisfied that any questions you had have been addressed.
- You understand what the study is about and what you will be doing.
- You understand that you are free to withdraw participation from the study by closing your browser window or navigating away from this page, without having to give a reason and that doing so will not affect you now or in the future.
- You understand that this data is being collected anonymously and therefore, once you submit this survey your data **cannot** be removed.

By consenting to this online survey, you do not give up your legal rights and do not release the researchers from their professional responsibilities.

Please retain a copy of this consent information for your records.

Submitting this survey constitutes consent and implies your agreement to the above statements.

Appendix E – Research Agreement

THIS RESEARCH AGREEMENT made in duplicate this
24th day of August, 2016.

BETWEEN

REGINALD (REG) CHARLES PITTS
(the “Researcher”)

-and-

CHIEF OF POLICE, TORONTO POLICE SERVICE
(the “TPS”)

WHEREAS this Research Agreement is consistent with the Form 1 Agreement under Ontario Regulation 823, made under the *Municipal Freedom of Information and Protection of Privacy Act*, R.S.O. 1990, c. M.56, as amended (“*MFIPPA*”);

AND WHEREAS, for the purposes of this Agreement, “personal information” has a meaning that is consistent with s. 2 of the *MFIPPA*;

AND WHEREAS the Researcher has requested permission to survey supervisory police officers (rank of sergeant and above) of the Toronto Police Service who have completed the University of Guelph-Humber Bachelor of Applied Arts (BAA) Justice Studies programme;

NOW, THEREFORE, the Researcher UNDERSTANDS AND PROMISES TO ABIDE BY the following terms and conditions:

1. The Researcher acknowledges that participation is strictly voluntary and the TPS will not compel members/officers to participate.
2. The Researcher will not use any personal information collected for any purpose other than the research purpose, described immediately below, without the prior written authorization of the TPS:

The purpose of the research is to determine whether a university education creates critical thinkers who tend to have more liberal attitudes.

The research questions to be investigated are:



- a) Does the attainment of an undergraduate degree from an accredited university have an effect on a supervisory officer's liberal or conservative attitudes?
- b) Does the attainment of an undergraduate degree from an accredited university have any effect on a supervisory officer's ability to be an effective community-based officer?
- c) Should the attainment of an undergraduate degree from an accredited university be a pre-requisite for promotion?
 - d) Does the attainment of a university degree by police officers in supervisory positions, potentially have any effect on changing the existing police sub-culture?
3. The Researcher will give access to personal information in a form in which the individual to whom it relates can be identified only to those individuals immediately associated with the research.
4. Before disclosing personal information to any person referred to in item 3, the Researcher will enter into a Confidentiality Agreement (appended herein as Appendix 'A') with said person to ensure that they will not disclose said information to any other person. Every executed Confidentiality Agreement shall be attached to and form part of this Agreement.
5. The Researcher and the persons referred to item 3, above, will keep notes relating to the data collection in a physically secure location, access to which is provided only to the Researcher and to the persons mentioned above.
6. The Researcher will destroy all individual identifiers in the information by December 31st, 2021. The Researcher will notify the Toronto Police Service, as soon as practicable, once this destruction has taken place. Notification should be directed to the Co-ordinator, Access and Privacy, 40 College Street,

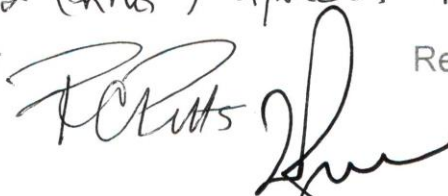


- Toronto, Ontario, M5G 2J3.
7. Without exception, the Researcher will not, either directly or indirectly, contact any individual to whom the personal information relates and will also ensure that no information is used or disclosed that would personally identify the individual to whom the information relates.
 8. The TPS has the right to review the findings of the research prior to any publication to ensure that the conditions set-out in this Agreement have been met.
Should any of the conditions under this Agreement, concerning the use of personal information, be breached, the TPS retains the right to edit any non-compliant information from the research prior to publication.
 9. The Researcher will notify the TPS in writing immediately upon becoming aware that any of the conditions set out in this Agreement have been breached.
 10. **The Researcher agrees to provide the TPS with a copy of the final research paper(s)/report(s) for their information.** The copy should be sent to the Senior Planner, Strategy Management Unit – Strategic Planning, 40 College Street, Toronto, Ontario, M5G 2J3.

IN WITNESS WHEREOF the parties hereto have signed this Agreement.

REGINALD (RHS) CHARLES PITT S

Researcher
TPS



Representative of

Print Name
& Badge No.

Frank Bergen
Superintendent (6599)
Strategy Management

Print Name, Rank

Appendix F - TCPS 2: CORE