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DEALING WITH UNCERTAINTY:
THE FUTURE OF MUNICIPAL POLICING IN NEW BRUNSWICK

by

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of the requirements for the degree of

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Chapter 1: Study Background

This chapter is divided into two parts. The first part of this chapter introduces the problem/opportunity of this study and provides a brief history and pertinent background information on changes in municipal policing in New Brunswick. Also included in the first part of the chapter is the study question. The second part of the chapter provides a brief overview of policing in Woodstock, NB and steps taken there to meet new provincial policing standards.

Every society gets the kind of criminal it deserves. What is equally true is that every community gets the kind of law enforcement it insists on. (Kennedy, 1964)

The Question

What effect has the threat, either real or perceived, of an RCMP takeover had on members of the Woodstock Police Force?

As the cost of providing police services increases, and the amount of money available to pay for those services decreases, changes in policing are inevitable. Since 1978 when I began my policing career in Woodstock, the number of municipal police forces in New Brunswick has decreased from 25 to 9, with the town of Grand Falls currently reviewing its municipal police service.

Cost has been the primary reason for changing from municipal policing to RCMP contract services, and one of the biggest cost factors has been the implementation of policing standards by the provincial government.

The objectives of the New Brunswick Policing Standards, introduced as Ministerial Directives in May of 1997, are to provide uniform, high quality and cost effective policing throughout the province by the year 2002. Municipal police forces are required to attain these standards from within or by purchasing services from other police forces. (Dept. of Public Safety, 2001, pp. 25, 26)

Doing more with less is obviously a difficult task, but police are certainly not alone in being asked to maintain services or even improve services with less money. It is difficult to pick up a paper today without seeing both private and public sector cutbacks, closures, and layoffs. In the corporate world, one either adapts or gets eaten by someone more capable. The same is becoming a reality for public sector service providers as well. The solution to the policing problem lies in a terrifying six-letter word and involves a concept seen by some as unacceptable or insurmountable, yet welcomed by the brave at heart. The solution is CHANGE.

If municipal police forces are to survive in these difficult fiscal times, they have to be able to change and adapt to a new reality. That won't be easy and will initially require the will to survive. That will, combined with a shared vision and a sound action plan, should ensure the future of municipal policing in New Brunswick. "Vision without action is merely a dream. Action without vision just passes the time. Vision with action can change the world" (Barker, 1990).

The delivery of police services in New Brunswick went virtually unchanged for decades. The RCMP policed the highways and rural areas between the cities, small towns, and villages that had police forces. The first big change in policing, since the amalgamation of the New Brunswick Provincial Police and the RCMP in April of 1932,

came in 1981 when the newly formed New Brunswick Highway Patrol (NBHP) took over highway and traffic duties from the RCMP (Bates, 1999). This move was significant because it was the first time that the provincial government had turned an RCMP responsibility over to another police force. I believe that the NBHP did a first-class job on the highways and were always there to provide assistance to other police forces when requested. Unfortunately, the very existence of the NBHP became an election issue and, following a government change, the force was disbanded in February of 1989. Highway patrol duties were returned to the RCMP.

New Brunswick's first Police Act was given Royal ascent on July 16, 1977. The Police Act set out rules and guidelines for the governance of police forces within the province. The next major shakeup in policing came in 1992 with the release of the Grant report. Professor Alan Grant of York University's Osgoode Hall Law School was funded by the Solicitor General of Canada, the New Brunswick Department of the Solicitor General, and the New Brunswick Municipal Police Assistance Fund to study policing in New Brunswick.

The objective of the New Brunswick Policing Study is to examine present policing arrangements and policies in the Province of New Brunswick with a view to formulating a rational basis for the modification of existing arrangements, if necessary, to address the policing requirements in the province into the next century. (Grant, 1992, p. 1)

The Grant report included 51 recommendations, many of which have been implemented over the years by both Liberal and Conservative governments. Professor Grant recommended the formation of five regional municipal police forces in the

province and entertained the possibility of as many as seven or eight. The RCMP would police all other areas of the province outside the proposed regions. The five main regions proposed were the Saint John area (Fundy Regional Police) with 240 proposed positions, the Fredericton area (York Regional Police) with 120 proposed positions, the Moncton area (Codiac Regional Police) with 150 proposed positions, the Edmundston area (Madawaska Regional Police) with 40 proposed positions, and the Bathurst area (Chaleur Regional Police) with 45 proposed positions.

The Grant report and the impending police standards have had a negative impact on municipal policing in the province. As an example, in the December 27, 2001, edition of the New Brunswick Telegraph Journal, writer Chuck Brown reported on the town of St. Stephen's upcoming public information meeting to show town residents the benefits of contracting with the RCMP. Mr. Brown wrote that ten municipalities had signed on with the RCMP since 1997. The main reason for the move to RCMP, as explained by St. Stephen Mayor Bob Brown, was the cost involved in meeting the new standards by May of 2002.

Mayor Brown said that the required upgrades to St. Stephen's Police communications system alone is (sic) out of reach. It would cost \$80,000 to \$100,000 and the town would have to hire a police service from Fredericton or St. John or pay the RCMP to provide 24-hour communications. It could cost up to \$100,000 to activate the system, then \$30,000 a year to pay for it. The town would still have to contract the RCMP to provide other services required by the new policing standards—such as having a dive team available and other special services. (Brown, 2001, p. A7)

I recently spoke with and received personal email that included policing costs from Michael Donovan, a sergeant with the Rothesay Regional Police Force and the treasurer of the New Brunswick Police Association (NBPA). Sgt. Donovan told me that the NBPA has researched the 2001 cost per officer for both RCMP officers and municipal officers in the province:

The only true measure of cost effectiveness is to look at total officer cost. How much for a year's salary, benefits, police vehicle, computers, support staff, building and other related costs. The average provincial municipal officer cost is \$87,526 per year. The average provincial RCMP officer cost is \$135,000 per year. Salary accounts for most of the cost difference. "The average wage for a first class municipal constable in New Brunswick is \$47,482, compared to \$60,384 for a first class RCMP constable, a 27% difference. The RCMP offers to police new areas with fewer officers than presently being used. The result is fewer officers to meet the demands, fewer patrols, longer waits and decreased services. This should not be taken as criticism of RCMP members. They are every bit as dedicated and committed as their fellow municipal officers, but the math is simple: the RCMP costs more, officer for officer.

(M. Donovan, personal communication, 2002)

I fully support the right of a town or city council to choose who will police its community. Having a choice and the ability to look at other options is a good thing. If a municipality switches to the RCMP, it should be because the municipality wants the RCMP, not because it felt there was no other choice.

It appears that some municipalities have simply given up on the idea of retaining their own police forces. From my perspective, New Brunswick's policing services branch is not doing what it could to encourage the continued existence of small municipal forces, nor has it offered alternatives to communities other than the RCMP. Policing services has not developed a protocol for restructuring police forces, as has been done in other areas. For example, in Ontario there is a Protocol for the Amalgamation of Two or More Municipal Police Services, prepared by the Ontario Association of Chiefs of Police (OACP), Alternate Policing Committee (1997).

Ontario municipalities have the option of establishing their own police force, contracting with the Ontario Provincial Police (OPP) or another police force for service, or becoming part of a larger regional police force. Detailed guidelines have been developed to determine costing and services required/provided, and all members, both sworn and civilian, are guaranteed employment if any restructuring occurs. For example, a restructuring may involve a municipality changing from the OPP to a regional force. In that instance, the OPP staff would have the opportunity to switch uniforms, maintain seniority and other benefits, and continue to serve with the new regional force.

Municipalities are able to look at the costing information objectively (comparing apples to apples) and make the best decision for their communities. The communities benefit from an improvement to their police service, while maintaining continuity by having the same officers in the area that they have grown to know, trust, and respect. I will expand on the restructuring of police forces in the literature review later in this project report.

I believe that a municipal police presence in Woodstock is viable if sustainable change is implemented, which includes meeting the “new standards” and maintaining a high-quality police service at a reasonable cost to taxpayers.

If, for whatever reason, the Woodstock Police Force is unable to accomplish these objectives, the concept of amalgamation with the Fredericton City Police should be explored to determine the potential benefits for both Woodstock and Fredericton. The concept of amalgamation should be seen as an alternative to simply handing policing responsibilities over to the RCMP.

I believe that there is value in maintaining municipal police forces in general and, in particular, the Woodstock Police Force. I believe that people want to be served by police men and women who are members of their community, who share a sense of ownership of the community, and who are interested in the long-term plans and development of the community.

Some things are difficult to put a value on when costing services like policing. The personal/human aspect is one of those things. Living, working, and raising a family in a community because you choose to live there is quite different from being parachuted in for a few years. Regionalization and amalgamation offer the opportunity for enhanced service while retaining a personal community minded approach to policing.

While the debate over municipal versus RCMP policing continues, and the concept of change is perpetually being considered, police officers in this province are faced with an uncertain future. Those dedicated men and women deserve better than the emotional roller coaster ride they have been on for the past few years. I would offer that the simple solution to the problem would be a legislated protocol for the restructuring of

police forces in New Brunswick, similar to that in Ontario, mentioned earlier in this paper.

This study explores the effects of “uncertainty” on members of the Woodstock Police Force, in both their personal and professional lives.

The Organization

The Town of Woodstock, incorporated in 1856, is the oldest incorporated town in New Brunswick. Woodstock’s police presence has grown from a town marshal to today’s complement of 11 full-time officers, 3 part-time officers, 5 auxiliary officers (volunteers), and 2 secretaries.

The Woodstock Police Force has met the new Policing Standards mentioned earlier in this report and provides the following specialized services from within its own ranks:

- Criminal investigations,
- Collision reconstruction,
- Crime scene investigation,
- Hostage negotiations,
- Incident command.

Contracts are in place with the Fredericton City Police to provide the remaining specialized services as specified in the policing standards:

- Commercial crime,
- Polygraph,
- Emergency response team (SWAT),
- Tactical troops (riot troop),

- Police dog,
- Underwater recovery (divers),
- Explosives disposal (bomb squad),
- Forensic identification.

In 1995, all members and staff of the Woodstock Police Force worked closely together to develop the following mission statement and core values as part of a bigger strategic plan for the force. I believe the vision and values represent the heart and soul of our membership and in turn our police force.

Mission Statement

A community police service committed to the preservation of peace and the protection of life and property of all people.

Core Values

- All members of the Woodstock Police Force are committed to the highest standards of honesty and integrity.
- The Woodstock Police Force condemns all forms of prejudice, racism, harassment, and discrimination, believing in the equality of all people.
- All members of the Woodstock Police Force respect the rights and freedoms of all people.
- The Woodstock Police Force will develop a partnership with the community, focusing on such groups as the youth and the elderly, believing that all people can be valuable and productive members of society.

- All members of the Woodstock Police Force are committed to the protection of the vulnerable against all forms of abuse.

These organization documents, taken together, suggest that the Woodstock Police Force is a community oriented, forward thinking organization. I believe that the development of a strategic plan showed leadership, solidarity amongst members of all ranks, commitment to the community, and a shared vision for a community based police service. The Woodstock Police Force met the new policing standards, thought by so many communities to be unattainable. The big question remaining is whether or not the political will exists in New Brunswick for the continued existence of municipal policing.

Summary

The delivery of police services in New Brunswick has changed significantly since Professor Alan Grant's 1992 study *Policing Arrangements in New Brunswick: 2000 and beyond*. While there have been several positive developments such as the proclamation of the Police Act in 1977, and the implementation of Policing Standards in 2002, there has also been an alarming number of RCMP takeovers. The government has not promoted or encouraged municipalities to seek alternatives to the RCMP when trying to meet the new policing standards. Financial concerns by governments at all levels seem to be the driving force behind the recent changes in policing with little or no consideration for the human factor. The next chapter reviews current literature relative to this study.

Chapter 2: Information Review

This chapter provides a review the current literature relevant to this study. It is divided into three sections, Police Culture, Integration Models, and Change. The reviews are quite brief, as the amount of police specific literature was limited. The literature I did find and subsequently reviewed on the above-mentioned topics was relevant, and offered insight for me as both a police officer and a researcher. The literature reviewed also provided credibility to this study as it supported the study findings. The following reviews should provide helpful background information for those who read this study.

Police Culture

I chose to review the current literature on police culture because of the importance I believe culture plays on how people or groups within a particular culture respond and react to adversity. The similarities and differences amongst police cultures are reviewed in this section.

A culture is a system of beliefs and actions that characterize a particular group. Culture is the unique whole—the shared ideas, customs, assumptions, expectations, philosophy, traditions, mores, and values—that determines how a group of people will behave. (O’Toole, 1995, p. 72)

Very little has been written about police culture. As a result, this literature review will focus on just a few articles that deal specifically with police culture as opposed to organizational culture in general.

Harrison (1998) said that most articles and books on police culture concentrate on police deviance caused by traits that appear to make up the police culture. Most research done on police culture has been done on large urban police forces, while most police forces in North America are small to medium in size. More work is required to gain a better understanding of the police culture.

Harrison addressed what he believed to be several components of the police culture. Harrison found that police tend to isolate themselves from the general population and community. Hence, due to their cynicism and general negativity, police are often seen as arrogant or as having a bad attitude. Harrison also pointed out that there was a similar distance between most “street cops” and police managers. Harrison’s views were widely supported in the current literature. He, among others, found that shared values formed the foundation for most police cultures, with trust amongst fellow officers being the buy-in or prerequisite for acceptance into the culture.

Harrison (1998) also found that there was not one integrated police culture, but that subcultures depended on the ethnic makeup of the members, the type of policing involved, and the type of leadership in each unit. Those traits also had an impact upon change and the ability to implement change within that work place.

Westwood (1997) reported similar findings in his article “Police Culture and the Code of Silence.” Police officers see loyalty, solidarity, and teamwork as positive components of their culture, while civilians view those same components as being negative with potential for corruption. There is a sense amongst many civilians that, no matter what happens, when police officers are involved, solidarity comes first, even if it means being untruthful or turning a blind eye to police wrongdoing. A typical police

response to the code of silence issue is that only other police officers would understand loyalties that are developed when people depend on one another in life and death situations.

Harrison (1998) found that the police culture was perpetuated by the way police were recruited. He found that the recruiting process involved rigorous emotional, intellectual, and physical testing. Training was conducted in a paramilitary setting by experienced police officers. By the time they graduated, most police cadets had already developed an “us and them” attitude.

The Police Superintendents Association of the United Kingdom released a report in September of 2000 calling for a massive culture change for police in the UK (BBC News, 2000). The report suggested that changing simple things, such as appearing more approachable to the public, would make a difference. Taking meals and breaks in restaurants and canteens with the general public instead of returning to the station cafeteria would give police more opportunity to interact with the public. As a result of the report, a new recruitment initiative was being developed, and plain-clothes officers were being put back in uniform to be more visible.

Greger (1999) found that a positive culture could be created with the retention of hard working, well-trained employees who wanted to perform well. He found that there was strength in being an individual and in expressing that individuality. Swope (2001) supported that concept and said that if police could get past the stereotypical and ingrained culture, a strong positive culture would emerge.

In summary, most of the literature I reviewed portrayed the police culture as one that embraced loyalty, trust, solidarity, and teamwork. Despite these positive

characteristics, police culture was seen as negative and cynical. The literature also showed that leadership could make the difference in developing a truly positive police culture.

Integration Models

An integration model is really just another term for merger, amalgamation, regionalization, take over, right sizing, down sizing, or restructuring. The term used to describe the fundamental change in the way an organization is managed, staffed, or administered is really not important. What is important is the impact those changes have on the organization's employees. This section reviews literature relevant to police restructuring, regardless of the term used to identify it, and the accompanying uncertainty experienced by police employees.

I am not suggesting that restructuring is necessary for the continued existence of the Woodstock Police Force. I have included this review because so many New Brunswick communities have switched from municipal policing to RCMP policing since 1997. With the exception of Mirimichi City Police and the Beresford-Nigadoo-Pointe Verte-Petit Rocher Region (BNPP) in North Eastern New Brunswick, the RCMP was the only alternative considered when communities felt that they had no choice but to restructure their municipal police forces. This review offers insights into both failed and successful restructuring, as well as impacts those changes or even talks of such changes have had on Police employees in both Canada and the US.

As our country changes, policing is being forced to change as well. Municipal policing is truly at a crossroads and, unless leadership is exercised very soon, the total elimination of municipal policing may happen for purely economic reasons. It would be

sad to see municipal policing disappear for any reason, but to just let it happen would be a disgrace.

There are no easy solutions to problems involving budgets and human resources. Elected officials have an obligation to do what is best for their communities, even if that is not in the best interest of the police officers involved. In my literature review I have discovered that amalgamation has been implemented quite successfully in Ontario.

Amalgamation appears to be a solution that provides for the interests of the community as well as the affected officers in Ontario. Some aspects of amalgamation make it harder for some local governments to accept. These issues also will be addressed in this literature review as well.

Published late in 2001 by HRDC Canada, Strategic Human Resources Analysis of Public Policing in Canada addressed virtually all issues facing Canadian public policing today. The following excerpt from a section on operating environments of police forces in Canada captured the concerns expressed in almost all the literature I have reviewed.

Competitive bids for policing services are a new phenomenon in Canada, and they generate a host of important questions and concerns for the participating police organizations, their employees, and for the communities that they serve. The competitive process forces police organizations to define the essence of the service they provide to the community, particularly the nature and level of service they provide to the community.

Employees of police services face more practical concerns such as:

- Will I have a job?
- Will my seniority be recognized by the successor organization?
- What will happen to my pension?

- Will I be forced to move from my home community?
- What opportunities will there be for career development and advancement?
- Will the culture and atmosphere of my place of work change significantly?

For communities the major questions concern the quality and cost effectiveness of the police service when all is said and done: Will the safety of our community be compromised during and after the competitive process and will the result be greater value for the tax dollar? (HRDC Canada, 2001, p. 26)

An article prepared by the Board of Directors of Ontario Provincial Police Association in 1998 addressed policing transition issues and amalgamations. The article was very positive about what had come to be a very negative topic for police officers in Ontario. The article outlined the benefits of amalgamation for the communities as well as their dedicated officers. The communities benefited from enhanced police services, while the local officers switched uniforms but maintained seniority, rank, and vacation draw. "All officers are hired unless on criminal charge or on long-term disability" (OPPA, 1998, p. 4).

Sometimes amalgamation or regionalization works out very well, and the communities involved are extremely happy with both the levels of police service being provided and the cost savings. In Bessemer City, North Carolina, the merger of the city police and county police was very successful. The new force was on track to save half a million dollars after only 11 months (Leer, 2000). Encouraged by the success of the

police regionalization, municipal governments there began looking at merging other public services, such as schools, fire service, ambulances, and libraries.

Elsass and Kettlewell (2001) reported another successful police regionalization in rural Wisconsin. In that instance, four small communities entered into negotiations to form a regional police force. One community opted out early on in the process because it didn't like the proposed staffing format, and another chose not to participate after hearing all the details on how the new force would be structured, staffed, and administered. The article pointed out that much of the success was due to the fact that there was input by all stakeholders in the process and that no one group or person controlled the agenda.

You might wonder why the Elsass and Kettlewell (2001) article was included as an example of a successful restructuring when two of the four communities opted not to join in the formation of a new police force. If for no other reason, the entire process was a success simply because the communities involved had a choice in the matter; they were treated as equal stakeholders and ultimately had the choice as to whether or not they wanted to join in and restructure their police service.

The committee responsible for the merger pointed out things that they had learned throughout the process and would recommend to others. They found that strong, committed leadership was essential for a successful merger. Cost savings were attractive to taxpayers, but they cautioned not to over-promise cost savings for the first few years. They did not recommend cutting positions, and suggested that attrition and retirement be used to accomplish any necessary staff reductions. Finally, they recommended that there be one chief responsible to one board or council for the new police entity.

Late in 1997, the Ontario Association of Chiefs of Police (OACP), in conjunction with the government of Ontario, developed a protocol for the amalgamation of two or more police forces in Ontario. All police forces and levels of government were obligated to follow the protocol when considering a restructuring of their police service.

The protocol was comprehensive and dealt with everything from the first “meeting of interest” to the name of a new police service and virtually everything in between.

The integration protocol, adopted by Ontario, provided secure employment for police officers during restructuring. This meant that police officers and civilian staff were guaranteed employment. Knowing that you would have a job when the dust settles in a merger provides a sense of security that most employees don’t enjoy. While the Ontario examples seemed to have happy endings, there are just as many unhappy endings for employees involved in the restructuring process in other provinces and states.

A 1997 article entitled “Police Mergers at an End” revealed a quick change in attitudes surrounding police mergers in the Syracuse, New York, area. In just a year, police mergers went from the only way to go, to the way not to go. The majority of the people in the area did not embrace the concept of regionalization. As a result, in the next municipal elections, mayors from both communities involved in the merger lost re-elections on a wave of anti-merger sentiment. The problem was that most decisions to merge were based solely on cost savings and that the real savings were just not worth the loss of the control communities felt they had with their own police forces. Both communities are in the process of rebuilding their own police forces, while several civil cases are before the courts concerning job loss and breach of contract.

In another rural area of the United States, three small, sparsely populated communities opted not to regionalize their police forces because they were too small and it was just too costly. No one debated the fact that a regional force would provide a better service, but as Urban (2002) pointed out in his article "Regional Police: In Some Areas Isn't Viable," the people were quite happy with the service the state patrol was providing.

The most comprehensive article I found on the subject of regionalization was "Regionalization or Consolidation of Law Enforcement Services in the United States," (Tully, 2001). I found it surprising that Tully spoke of a concept to consolidate 17,000 police forces throughout the United States into just 1,000 regional police forces. He pointed out that the concept of regionalization is not new and, in fact, has been going on in the United States in such areas as education since the 1950s. There is consensus in the current literature that the idea of merging such a number of police forces would be seen as radical, unsettling, and impossible for several reasons.

First, control is a very big issue in the regionalization debate. "Giving up local control of a small police department would be tantamount to surrendering part of their independence, and identity, to a distant governing body oblivious to their needs and demands" (Tully, 2002, p. 1).

Second, officers, and police leaders in small departments fear mergers. They see no reason to merge and feel that mergers would create instability and uncertainty in their jobs. They seem oblivious to the many benefits of a larger force and feel a need to protect the status quo.

Third, Tully (2002), Urban (2002), Wasson (2002), and Zukin (1998) all discussed the pros and cons of regionalization. The theme consistent throughout the

literature was that cost savings just weren't there. As well, the argument of a better, more-advanced police service didn't wash, as most people were happy with the service they had and didn't see a need for all the specialized services.

Finally, Tully (2002) said that most small forces really were doing a pretty good job, and if they needed help with a difficult or unusual case, they could always call on a bigger force to help them out.

In summary, the literature I have reviewed has shown that trends in policing are leading to the restructuring of police forces across North America. Money is often the reason behind mergers, but big savings are not always realized. Amalgamation and regionalization are two of the options available to governments struggling to provide the best possible police services to their communities at an affordable cost without a decrease in the quality or level of service.

Restructuring, no matter what it is called, is a viable option. However, it is not the magic answer to all police budgeting problems. It fits very well in some situations and not at all in others. It is really a matter of choice. If the concept of restructuring is considered, it should be closely examined and involve all stakeholders.

Change

Societal and economic trends are creating new expectations for police in Canada and the police will have to adapt. (HRDC Canada, 2001, p. 11)

Change is the terrifying six-letter word I mentioned earlier in this paper. Change really can be a scary thing. Current literature shows that the prospect or perception of change can be equally upsetting. Gorkin (1994) said that anticipation could be worse than

any termination. No matter how it is labeled or what it is called, restructuring can hurt some of the people involved. Anxiety about the future and the fear of being betrayed are common in people who end up being laid off or made redundant because of change.

In a 2002 article “The Best Leaders Follow Tried-and-True Methods to Help Relieve Anxiety,” Manning said that change is inevitable and that stress always accompanies change – regardless of whether change is good or bad. He pointed out that it is important to deal with change properly, especially if there may be layoffs as a result of the change. Communication is a must, as rumours and uncertainty cause stress and anxiety. Stress, anxiety, gloom, and doom spread quickly throughout the workforce creating panic.

The impacts and consequences of stress and anxiety are real. Partenheimer (2001) addressed the health and safety issues related to the threat of layoffs and found that safety motivation and compliance with normal safe practices were decreased in workers threatened by layoff, which put them at greater risk for workplace injuries and accidents.

Clay (1998) reported that layoffs could cause personal problems. Some of these included stress and mental health issues, as well as productivity and efficiency issues, with employees who were able to keep their jobs during a rash of layoffs. He also said that people who never dreamed they would be threatened with layoffs are facing a new reality; the reality is that no one is safe. The impact of being laid off can be devastating both emotionally and financially.

A 2001 Mirthiln Worldwide survey on job security within the US workforce revealed some interesting data. Of those surveyed, 73% felt secure in their jobs and 56% felt very secure in their jobs, yet more than half the respondents stated that they were

preparing in case of a layoff. Clay (1998) said that employees are targets due to the high cost of staff. Short-term gains, such as layoffs, do not outweigh the long-term consequences of major staff reductions.

Not all change involves layoffs. Change where people keep their jobs can be equally challenging. In "The Human Cost of Mergers," McMurdy (2000) raised several significant points. Much has been done to deal with the complexities of today's blended families, yet little has been done to address the challenging parallel issues of complicated relationships in merging companies. He said that millions of dollars are spent integrating computers, office space, and benefit plans; yet, little consideration is given to morale issues, productivity during transition, and general apprehension issues of people in a new organization. It is best for everyone involved if human issues around mergers are realistically thought out and planned prior to the merger.

Lewis (2001) supported McMurdy's position, stating that people need the opportunity to be involved in decision-making and planning that will directly affect them. "For the most part, people embrace changes they control, and dislike being controlled, which explains why when you lead a change, you need an involvement plan" (Lewis, 2001, p. 1). Consultation with those affected by change can avert unnecessary strife for both management and workers.

A 2000 article from the Conference Board reported that over half of the companies involved in major mergers in 1999 failed to consult with or involve their human resource departments during the merger. The human cost of the mergers was not even considered. That may sound cold and uncaring, but it is reality. A 1999 article by

Personnel Management Systems concurred that management focuses on the financial rather than the people aspects of mergers.

The Personnel Management Systems (1999) article suggested that human resource departments should be involved in mergers to attempt to integrate the workforce and corporate cultures of the new companies. The article asserted that the goal should be to form a better organization, not a bigger one, and that a fair and competitive compensation package including benefits must be developed to retain good employees and increase commitment by employees to the new company

In summary, the literature showed that change, whether real or perceived, can cause stress and anxiety. The threat of layoffs can have serious health consequences and increase the risk of workplace accidents and injuries. As the economy changes, and there are moves towards mergers and downsizing, more people are feeling less secure in their jobs. There is a sense that no one is safe in his or her job any more.

Summary

While there was not a great deal of literature written specifically on Police Culture, Integration Models and Change, this chapter did review several relevant articles. Integration models such as Regionalization work very well in some areas, and not at all in other areas. It appears that restructuring simply to save money seldom works in the short term due to cost over runs and start up costs. It also seems clear that when it comes to change, no matter what it is called, each police agencies will likely deal with it in their own way depending on their culture. It is also likely that the culture within the police force facing change will depend on the quality of leadership within the force, the size of the police force and the type of policing being provided.

The threat of change can be as devastating as any real change. Rumours and uncertainty may cause stress, anxiety and mistrust amongst employees. Good communication with employees can help prevent such problems. The next chapter provides a detailed description of the research methodology used in this study.

Chapter 3: Research Methodology

This chapter provides a detailed review of the methods used to conduct this action research project on the uncertainty of municipal policing in New Brunswick.

Methodology

This study was an interpretative naturalistic inquiry and used participatory action research. Interpretative naturalistic inquiry is a qualitative research method used in the collection and analysis of narrative data. It is quite different from most quantitative methods in that the naturalistic approach investigates a phenomenon in its natural setting, without manipulation to find out the how, what, and why. Meanings people attach to the study topic, including their feelings, beliefs and insights, are some of the rich data gathered with this research method. Participatory action research was used for the following reasons. First, I believed participative action research encouraged and engaged the participants to be involved rather than just being a subject of research.

Second, I believed it was responsive. The cyclical nature of action research allowed the study to be responsive to the findings. Action research is open-ended, meaning that the end result was predetermined not by the researcher but rather by the participants.

Third, I believed that qualitative research was most suited to my work. Specifically, action research enables the researcher to gain a deep understanding of behaviours by seeking to understand concepts and perspectives. I was able to be actively involved in data collection and have direct contact and interaction with participants.

Fourth, I believed that action research would allow me to be more reflective. The reflective nature of action research complemented the reflection needed for the process of dialogue and learning.

Participants

Participants in this study were members of the Woodstock Police Force, who had answered an invitation to participate voluntarily in an action research project. The group of six officers who responded to the invitation and subsequently took part in the study represented a good cross-section of the membership, taking into consideration age, gender, length of service, and rank.

Interview Questions

The following questions formed the basis for the interviews and discussions held with the study participants:

1. Tell me about your most positive personal experience as a member of the Woodstock Police Force.
2. Tell me about your most challenging experience as a member of the Woodstock Police Force.
3. Tell me how you feel about the recent RCMP takeovers around the province.
4. How has this impacted you personally and professionally?

Data Collection

The data for this study was collected through personal interviews, using aspects of narrative inquiry. The interview sessions were between 30 and 60 minutes in length and were conducted in an interview room at the Woodstock Police Station.

The data collection was done in phases – preparation, conduct, closing, transcription, follow up, and finally data analysis. The following is a brief description of each of the phases.

Preparation Phase

The preparation phase dealt mostly with human resource issues. I met with my project sponsor, Deputy Chief Colin Pawsey, and discussed in detail the scope and purpose of my project. We also discussed his expectations for my research work. A colleague, Gerald Crawford, agreed to participate in the project as a peer auditor and was given the study questions to review to ensure credibility of the study findings.

In an effort to recruit volunteer study participants, an e-mail message was sent to all members of the Woodstock Police giving a brief description of my project. This e-mail message included the letter of invitation and a consent form. Subsequently, six members confirmed that they would participate in the research project. Each participant was contacted personally, and the research project was explained in detail. Potential dates for interviews were discussed, along with information on data confidentiality and the questions that participants would be asked during the interview session.

There were some logistics to deal with as well. A transcribing machine and stenographer was secured. A suitable recording device and microphone were selected and tested for clarity and dependability.

The first interview was originally scheduled for early August, however personal and professional issues set the schedule back several months. A week prior to first interview session, in late November, I practiced with both the primary and back-up tape

recorders and the boundary microphone in the room where the interviews were held. The practice tape was given to the stenographer for testing in the transcribing machine.

Due to the initial delay in the process, all participants were contacted again to confirm their participation. They were reminded to bring their signed consent forms with them to the interviews.

Conduct Phase

All interviews were conducted in the safe, comfortable, and familiar environment of the Woodstock Police Station. The interview room was generally quiet with the faint sounds of the police radio, computer printers and telephones in the background.

The participants were greeted and the audio tape recorder started. The consent form was discussed and a signed copy collected. Confidentiality issues were explained and the recording devices in the room were identified to the participants. It was explained that the interview was being recorded and would later be transcribed by a stenographer who had signed a letter of confidentiality and that all information would be kept in a secured location and would not be shared.

Before beginning the interview, the participants were asked if they were comfortable and if there was anything that might make the interview more comfortable for them. In an effort to make the environment as realistic and familiar as possible, I elected not to provide refreshments. I seldom if ever take coffee breaks, but I do have in depth discussions with my fellow officers on a regular basis, quite often at the shift change. I suggested that we simply talk as we usually do at shift change. I wanted the participants to be themselves and speak freely, openly, and honestly and to share their thoughts and experiences on the interview questions.

Closing Phase

At the conclusion of the interview, I reviewed any notes with the participant to verify that I had correctly captured their thoughts and feelings and clarified any further questions or concerns. I thanked the participants for their involvement, and informed them that they would receive a draft copy of their transcribed interview when I got it back from the stenographer. I told them that I would also be contacting them later to review a statement and themes collected from the gathered data. Each participant was told that he would receive a copy of the final project report upon

Transcription and Follow-up Phase

Following each interview I coded and filed any personal notes I had taken. I personally delivered duplicate audiotapes to the stenographer for transcribing. The stenographer took two weeks to return the first transcribed interview, with subsequent transcribed interviews being returned to me within three days.

Upon receiving the transcribed interviews, I met in person with each participant to review their interview for context and meaning. Not one participant chose to change anything in their interview or felt the need to clarify any point or issue raised in their interview.

I listened to each taped interview several times while reading the hard copy. The first time to write down an overview, a second time to write down emerging themes, and at least a third time to select sentences for notes. Within a day or two of each interview, I checked-in personally with each participant and asked if that participant had any concerns or questions about project.

Prior to entering the data analysis phase, I met with my peer auditor. We tested and verified the themes that had emerged from the data to ensure the credibility of the findings.

I had initially planned to email notes and themes from interview sessions to participants to ensure that each participant's thoughts and feelings were captured correctly. Instead, I met individually with each participant and discussed the entire process, and confirmed that I had in fact captured their thoughts and feelings and addressed any questions or concerns.

I met with my project sponsor and peer auditor and confirmed dependability of the developed themes. As a further dependability check, I compared findings from interview sessions with the literature review.

Data Analysis

All six interviews were transcribed. I made notes in the margins as I read and listened to the interviews for the first time. I then read each transcript a second and third time and picked out categories. The categories were further developed into themes as I read each transcript, personal notes, and field notes as many as six times.

The following is the step-by-step procedure I went through to analyze each transcript and interview collected in the interview process:

- 1) Completed thematic analysis.
 - a) Made general notes on one transcript at the time of the interview.
 - b) Looked for categories and themes in the transcripts, personal notes, and field notes.
- 2) Studied, reflected on, and restudied all raw data.

- 3) Noted initial impressions.
- 4) Listed tentative categories.
- 5) Refined categories.
- 6) Grouped raw data under the still tentative categories and revised as needed.
- 7) Selected verbatim narratives to link raw data to study findings and current literature.
- 8) Studied results of each previous step and revised as needed.
- 9) Wrote statements for each participant.
- 10) Integrated findings from each participant.
- 11) Compared findings for commonalities or patterns, differences, and unique items for each participant.

Trustworthiness

Validity of the study was addressed in the following categories: credibility, confirmation, dependability, and transferability.

1. **Credibility:** The issue of credibility was addressed through a comprehensive literature review and a detailed background study that provided support for this study's findings. I engaged a peer auditor to review the interview questions as well as themes developed from the collected data.

2. **Validity:** To address validity of the findings, I confirmed findings with the participants and confirmed that the data gathered was what the participants had intended to say. The findings were confirmed on three occasions. The first included the verification of the notes taken during the interview, the second through themes that emerged through the transcripts, and the third was verification of the transcribed interview. The

participants were also offered the opportunity to review a draft of the report, before the final report was submitted to Royal Roads University.

3. Dependability: Working with the peer auditor, I compared the themes developed from the interviews with the literature review for a dependability check. I ensured transferability of the study by providing as much details as possible by using thick description to capture the participants, the context, and the issues.

Researcher's Subjectivity

As a researcher, I had a special relationship with the research participants in this study. With the exception of a few, I have shared over twenty years working experience with each of them. It was likely that they would share with me their authentic feelings on the subject in trust. Therefore, I had to be cognizant of the ethics surrounding that special relationship and the position of privilege I had with them.

I believe I was able to maintain objectivity in this study because of the close relationship I shared with the participants. My colleagues are like my family, and like a family we were comfortable expressing our feelings, views, and opinions without fear of offending one another. I took extra care to remain objective with the data that I collected and treated it with the same respect as I did the study participants

Ethical Considerations

To ensure my ethical and humanitarian obligations were met, I completed the RRU "Request for Ethical Review for Research Involving Humans" and follow the Royal Roads University "Research Ethics Policy," approved by the RRU Academic Council, July 19, 2000. My application was approved, and I attended to the spirit and letter of the ethics agreement.

Respect for human dignity: I endeavored to ensure that no harm came to participants as a result of the study. I went over the ethical review procedures with the participants and ensured that no deception would be used in this study.

Respect for free and informed consent: I ensured that all participants were fully informed as to the intent and scope of this project and exactly what their involvement would be. I thoroughly explained that participation was completely voluntary and that they could withdraw from the interview process at any time. I explained that, should a participant withdraw at any point in the process, all data collected regarding that participant would be withdrawn from the database and not used in the study. All data pertaining to that participant would be destroyed. A copy of the consent form that was used is attached as Appendix A to this proposal.

Respect for vulnerable persons: I was sensitive to participant's feelings and perspectives throughout the study.

Respect for privacy and confidentiality: I endeavored to ensure that all interviews would be conducted in the strictest confidence and that no data collected would be processed, analyzed, or used in the final project report without first being reviewed by the person providing the information. All recorded interviews and raw data collected has been kept in a locked cabinet and was not available to anyone other than a transcriber who had signed an agreement of confidentiality prior to commencing work.

I ensured confidentiality of the participant when possible. Since anonymity was not possible in this study, I brought that to the attention of the participants and discussed it openly with them.

Respect for justice and inclusiveness: I used an open and transparent approach throughout the study and ensured that all participants had an equal say and equal opportunity to express their thoughts and feelings. I worked diligently to be transparent and non-biased when interpreting the results of the research.

Balancing harms and benefits: I paid special attention to my research method so that I could focus on the positives. Sharing success stories and best practices are some of the approaches used in participative action research.

Minimizing harm: I was clear up front that the data collected was entirely for the purpose of making improvements and not intended to uncover flaws, limitations, or other conditions.

Maximizing benefit: At the conclusion of this project, I intend to share the final report of this study with all participants and the policing community in New Brunswick, as well as municipal councils still supporting a local police force. I am hopeful that the Department of Public Safety, Policing Services Branch will read the report and initiate remedies to what I expect will be clearly identified problems regarding the issues addressed in this study.

Summary

This chapter explained in detail the research methods used in this study. The informal settings under which the interviews were conducted in conjunction with the action research approach worked well in this study. The data collected was done so honestly, openly, and most importantly collaboratively in a setting that was safe and familiar to the study participants. The next chapter will focus on interpretation and analysis of the study data collected through interviews, field notes, and personal journals.

Chapter 4: Research Study Results

This study determined the effects of job uncertainty on members of the Woodstock Police Force. In particular, this study focused on the threat, either real or perceived, of an RCMP takeover. Policing has changed a great deal in New Brunswick over the past 25 to 30 years. The decision to change from municipal policing to the RCMP seems to be financially driven. And, while that might be an over simplification of a complex issue, the human component appears to have been completely overlooked or disregarded. Some municipalities switched to the RCMP in hopes of saving money, but what about the human cost? What happens to the men and women who have committed their lives to public service and who end up not getting into the RCMP?

This chapter contains two main sections: a detailed review of the study findings and conclusions drawn from those findings, and recommendations made as a result of the study findings.

As the data emerged, it developed into two major themes: (1) culture and (2) change. To examine and analyse more closely the collected data, those major themes were further broken down into smaller sub-themes. Findings and conclusions are presented on each of the sub-themes, and recommendations will be made concerning the two major themes. To better relate the findings to the study question, I have included synopses of responses to the four research questions that were used as a starting point for the narrative interviews.

Study Findings and Conclusions—Question 1

Tell me about your most positive personal experience as a member of the Woodstock Police Force.

The study findings from question 1 fall under the main theme of culture. The sub-themes that follow are supported by the study findings and compared to the current literature.

The six members interviewed in this study range in service from 2 years to over 30 years. Although there was a wide spread in experience, there were many similarities in what they saw as positive experiences in their careers.

Pride in service emerged as a theme from all of the responses to the first question. That feeling extended from a general pride in each member to an overall pride in the Woodstock Police Force. That pride was well described by a participant, who said,

I am proud that we were able to come together as a group and look at our strengths and weaknesses, then develop a strategic plan. Some of the sessions were quite difficult, some were extremely pleasing, but in the end we came together and came up with a mission statement and set of core values that are right on the wall for everyone to read. (Participant D)

Camaraderie was another important element in what each participant described as his or her most positive experience. For some members, the sense of comradeship attracted them to the Woodstock Police Force in the first place: “Camaraderie is important to me, I wanted to work close to home and I wanted to work in a place where

there was a positive attitude between the members, a place where they all work together really well” (Participant C).

The study also showed a very strong sense of community amongst the participants. Community had two distinct meanings in the study: the community where the participants lived and worked, and the greater policing community.

There was a strong sense of community ownership from the participants. They spoke about giving talks at local schools, being involved in local activities, attending parades and doing park patrols, sitting as directors on local boards, and volunteering—not because they were expected to or assigned to, but because they chose to do those things for their community.

Most participants said that they worked in Woodstock because that is where they wanted to work. Several of the participants said that they had not even applied elsewhere for a policing job and were prepared to wait after graduating from the police academy for a job to open up in Woodstock.

Credibility was an important issue for some participants. The Woodstock Police Force has developed credibility both nationally and across the Atlantic region (the greater policing community). Sending members to world-class facilities, such as the Canadian Police College in Ottawa and the Atlantic Police Academy in Prince Edward Island, for advanced training developed credibility. Police officers from across Canada, the United States, and around the world get together during those courses and develop friendships, contacts, and an appreciation for diversity while learning the most advanced and up-to-date techniques.

The challenge, thrill, and excitement of working on major cases and, more importantly, the team-work required to successfully conclude a major case were seen by one participant as a most positive personal experience.

The most interesting response I received during the entire research project was also the simplest. It was an answer that I believe almost all police officers would give, if they really thought about it. It is the same answer that most would give if they were asked why they really wanted to become a police officer in the first place: "I have experienced a lot in 29 years, but the most positive thing for me is helping people, saving somebody from a serious assault, doing a proper investigation, making a difference. It feels good when I do that; it makes everything seem worthwhile" (Participant F).

I was able to draw several conclusions from the study findings. While some of the findings agree with the current literature, others are quite the opposite.

Most of the findings from research question 1 fall under the theme of culture. O'Toole (1995) summed up culture as, among other things, a system of beliefs, shared values, customs, and traditions that collectively determines how a group of people might behave. There is obviously a unique culture within the Woodstock Police Force. I believe that although unique, it is truly a police culture. The typical traits mentioned in the current literature regarding shared values and the importance of trust amongst members is clearly present in the Woodstock. There are also several differences I will point out between the police culture present in Woodstock and the police culture described by Harrison (1998).

Harrison (1998) found that police tend to isolate themselves from the general public and their community. He said that the police were seen as cynical and negative. While it was beyond the scope of this study to determine the public's impression of the

members of the Woodstock Police, this study's findings clearly showed that the members in Woodstock are very community oriented. Most of the members in Woodstock are involved in their community, and some members chose to work and live in Woodstock because of those opportunities.

Westwood (1997) described the police culture as supporting loyalty, solidarity, and teamwork. This study supports that claim as those traits can be seen within the Woodstock police culture. Again, it was outside the scope of this study to determine if the citizens of Woodstock support Westwood's argument that the public views those same traits as being negative and leading to corruption. I believe that this study supports the work of Greger (1999) and Harrison (1998) in that the positive police culture developed in Woodstock is the result of strong leadership and a high proportion of mature, well-trained officers working with young enthusiastic officers, all wanting to do a good job.

I also believe that in order to understand the effects of job uncertainty on a particular group, you first have to understand culture within that group.

Study Findings and Conclusions—Question 2

Tell me about your most challenging experience as a member of the Woodstock Police Force.

The study findings from question two fall under the main theme of culture. The sub-themes that follow are supported by the study findings and compared to the current literature.

The major underlying theme in the responses to this study question was one of credibility and respect. The majority of responses in this section addressed the challenges and negative effects of unprovoked violence, the threat of violence, and the general lack of respect for the police by some members of the community. Half of the participants spoke of a challenging incident where there was an attack, either on their person or on their character and credibility. Two of the participants related experiences involving weapons, where miraculously there was no loss of life: “ He drew a rifle on me; I thought that someone was going to lose their life that night” (Participant E).

While the threat of violence is always present for police officers, there is usually at least a chance for them to defend themselves. The same can't always be said for an attack on an officer's character. One participant related an incident in which he/she was accused of racism. The local paper picked up the story. The officer's family, children, and friends were exposed to the story and the rumours that accompany such an accusation.

My whole credibility was challenged; my whole character was challenged. Over the years I have spent a lot of time studying other cultures and trying to be tolerant of other people and other lifestyles. It really hurt. (Participant A)

The officer accused of racism could not speak about the incident until the case was closed. Retractions and follow-up stories on the outcome of investigations into those types of investigations seldom make the front page. It was obvious during the interview that the member involved was still bothered by the experience even though he/she said that in hindsight they were the better for it and would be in a better position to support a fellow officer accused of a similar incident in the future.

Violence as mentioned is always a threat. One officer told of an incident where he was helping a man who was quite intoxicated into the back seat of the police car when the man, without warning, kicked the officer in the face.

I received a broken nose, a broken bone in my cheek. Nerves and tear ducts were destroyed in my right eye. I had to have surgery, and I was off work for 12 weeks. I seriously considered not coming back. It was more the lack of respect than the actual assault. (Participant B)

Other challenges reported by participants involved philosophical difference with management, the challenge of meeting the new policing standards by the May 2002 deadline, and the very steep learning curve for a rookie officer fresh from the police academy.

Everything was totally new to me, especially for the first few months, the learning curve was straight up, there was no happy medium. It's not like being at the academy; there are a lot of things that you have to do here. (Participant C)

The pressure of fitting in was a challenge for one of the participants:

I wasn't sure where I fit in or if I did fit in at all over the years. When you are trying to fit in you don't always make good decisions and wise choices, especially if you are desperate to fit in. (Participant A)

As with question 1, participant F had a very simple answer to question 2: "Today a challenging experience for me is coming to work and being able to go home and go home alive" (Participant F).

The following conclusions were drawn from the study findings. As expected, I was unable to compare all of the findings with the current literature. Harrison (1998)

pointed out that most of the research on police culture was done on large urban police forces and that more work was needed to gain a better understanding of the police culture. The Woodstock Police Force is not big and certainly not urban in the sense that Chicago, Boston, Halifax, or Ottawa are urban. These findings should offer some insight into the culture of a small rural police force and therefore expand the available knowledge as it applies to the culture within small rural police forces.

Not all of the findings from question 2 fell under the major themes of culture or change. A few of the findings offered interesting insights into the lives of small-town police officers. I believe that there is value in those findings because they gave small-town perspective to big city issues. The following is an example.

Police officers in Woodstock took it very personally when they were the subject of unprovoked violence or threats of violence. I believe the unprovoked aspect of the violence or threat of violence was significant in the setting of this study because the officers saw themselves as individuals. That display of individuality disputes the “us or them attitude” that Harrison (1998) said was ingrained in the minds of all new recruits. In this study, the participant’s perspective was that their assailant didn’t just kick or hit a cop, they hit or kicked them as an individual.

The officer challenged by the accusation of racism and the rumours that followed clearly supports Westwood’s (1997) findings that there is public mistrust of the police when police officers investigate each other. Regardless of the outcome of an investigation, doubt lingers in the mind of the public.

One participant found it challenging to try and fit in and in the end was quite certain that he or she wasn’t the stereotypical police officer. While it is important to have

that common bond and those shared values, it is OK to be different. Swope (2001) suggested that a strong positive police culture was likely to emerge if police could get past their engrained and stereotypical culture.

Contrary to Harrison (1998) this study found that while there were the usual frustrations with management, there were no major problems or challenges in that area.

The study findings indicate that the culture of a smaller police force by its nature may be different from the culture of larger forces. Harrison (1998) stated that there was no integrated police culture but subcultures that depended on the officers who make up the culture. A police force the size of Woodstock would be much smaller than most sections, platoons, or divisions of a larger force. I see the culture of smaller police forces as being more like the subcultures of big police forces as described by Harrison. While there are certainly the common and shared aspects of the big police force culture, there appears to be more respect for individuality in the small police force culture. Greger (1999) found that being an individual and expressing individuality was a cornerstone in the creation of a positive police culture.

Study Findings and Conclusions—Question 3

Tell me how you feel about the recent RCMP takeovers around the province.

The study findings from question 3 fall under the main theme of change. The sub-themes that follow are supported by the study findings and compared to the current literature.

None of participants in this study said that they thought the RCMP takeovers were a good thing, either for the community or for them personally.

All of the participants in this study know of police officers who have been affected by RCMP takeovers. They also know that in the most recent takeovers in St. Stephen and Sackville, very few of the officers were offered employment by the RCMP. Virtually all of the participants said that they were tired of the talk of RCMP takeovers and that the topic always seems to be lurking just below the surface ready to spring up again at any time—especially contract time.

One participant said that the takeovers were not the fault of the RCMP, which was responding to requests from municipalities to provide services. The participant said that the blame belongs with the local councils. “A lot of councilors and mayors across the province felt that their police forces couldn’t meet the standards and jumped too quickly to the RCMP” (Participant D).

Not all participants saw the RCMP as innocent bystanders in the municipal policing debate:

I had a negative attitude towards the RCMP. I didn’t want to be a part of their agency no matter how much they paid, how wonderful it was and how great the opportunities would be. I wasn’t interested, it wasn’t the kind of policing I wanted to do. (Participant E)

The overall feeling among the participants was that the communities that did switch to RCMP would miss the service provided by their municipal forces.

They will get adequate policing, there is no doubt about that, but when I say adequate I mean just what the province requires. The RCMP cost more so there

are fewer of them. There is no way they can do the same job as the municipal force they are replacing with fewer men. (Participant F)

Job security was an important issue with all of the respondents. The consensus was that there was no job security for municipal officers in New Brunswick without legislation governing the restructuring of police services. That threat was not enough to keep at least one participant from taking a job in Woodstock when he or she graduated from the police academy: “We weren’t guaranteed jobs when we graduated from the academy anyway. I wanted to work close to home so I came to Woodstock. I don’t know how long I will be here” (Participant C).

Participant E said that he or she didn’t feel that municipal policing was getting the support it deserved from the provincial government, especially policing services branch. Several other participants commented on policing services branch and the fact that the people who work there are mostly retired RCMP officers:

I think that some communities got bullied by the province saying you either meet the standards or you don’t, then the RCMP carrot was dangled in front of them and they grabbed it, and now I believe that they are regretting it. (Participant E)

Another participant addressed the issue of job security or uncertainty from a perspective of what seemed to be hopelessness:

Sometimes when I hear about all of these takeovers I get the attitude, well it is just a matter of time and it is going to happen to us, so why should I go out and do my best when I am probably going to lose my job here anyway. (Participant B)

The talk of RCMP takeovers is not new. Participant F recalled talks of the RCMP taking the province over back in 1974. The fact that the topic has been kicked around so long and so often hasn't made it any easier for some officers to accept.

It has been an emotional roller coaster over the years. I am just ready for whatever happens. I would like to finish my career here and be able to get my pension. We are doing the best we can, we have met the standards, but I am not sure that is enough. Will the government raise the bar again? (Participant A)

The following conclusions were drawn from the study findings. The overall feeling among the participants was one of mistrust and suspicion towards the provincial government. All of the participants were concerned about their jobs, and the older members were concerned about getting their last few years in to get their pensions. All of the participants said that they believed the communities that switched to the RCMP were unhappy with the level of service they ended up with.

The feelings of anxiety, and mistrust in the face of change are consistent with the current literature, as are concerns over job security and pensions. Statements by participants with regard to the service being provided by the RCMP are personal opinions.

Feelings of mistrust and suspicion or fear of betrayal are common in an environment where change is anticipated. Gorkin (1994) said that talk and rumours of change, or the mere anticipation of change, could be as bad as change itself. Manning (2002) reported that when there is the potential for change and perhaps layoffs, rumours may take over and the resulting uncertainty can cause significant stress and anxiety for employees. Negative feelings, stress, doom and gloom often spread quickly throughout

the workplace and can create panic. I believe that this is significant to the study because the policing community in New Brunswick is relatively small, and even though all of the forces are independent of one another, there is a strong sense of community. Change or the threat of change in one force is likely to cause anxiety throughout the entire policing community in New Brunswick.

The participants who said that they believed the communities that had switched to the RCMP were unhappy were really stating their own opinions. While I am sure that they have spoken with community members and have been told this, I have no statistical data or satisfaction surveys to support those claims. Clay (1998) did say that employees are often targets when cost reduction is an issue. He also said that short-term gains seldom outweigh the long-term consequences that result from trying to provide the same service with fewer people. The issue of job security will be addressed in detail in the next section.

Lewis (2001) found that people being affected by change need to be involved in the decision making and planning that will directly affect them. That isn't likely to happen in New Brunswick where there has yet to be any legislation or protocol developed guaranteeing employment for officers affected by RCMP takeovers. The policing community has been left out of the planning and decision-making process in favour of bureaucrats and politicians.

Study Findings and Conclusions—Question 4

How has the threat of an RCMP takeover impacted you personally and professionally?

The study findings from question 4 fall under the main theme of change. The sub-themes that follow are supported by the study findings and compared to the current literature.

All of the participants responded with concerns of uncertainty. Some of the participants felt very strongly that the Woodstock Police Force was going to be around for a long time, others felt that a switch to the RCMP could happen due to financial incentives or political pressures.

The sense of uncertainty was evident when participants spoke of both their personal and professional lives. The participants also indicated that it didn't really matter if the threat of an RCMP takeover was real or just perceived. The study found that there was more of an impact on the participant's personal lives than their professional lives. Personal impacts consistently involved financial planning, while professional impacts involved pension concerns and job security.

Findings relating to the personal lives of the participants will be addressed first, followed by findings relating to the professional lives of the participants.

An uncertain financial future was the primary concern for most participants. When communities switch from a municipal police force to an RCMP contract, municipal police officers have to go through an application process. The process involves an extensive background check, medical exams, and interviews. Municipal officers may not find out whether or not they have a job with the RCMP until just a few days before the takeover occurs. The participants found that uncertainty is difficult to deal with.

I have had to hold back in my personal life. I drive an old truck instead of trading because I don't know what is going to happen in the future. (Participant F)

Another participant spoke of the long-time commitment he or she made to the town. Another worry for this participant was the five years that he or she needs to get a pension.

I worked at other jobs before becoming a police officer but I won't like it if I lose this job and my pension after more than 20 years. I won't starve and I won't go on unemployment. (Participant B)

The issue of job security led one participant to undergo expensive laser eye surgery when the Woodstock Council was considering a switch to the RCMP in the late 1990s:

I had surgery just to pass the RCMP medical in the event that they did take us over. I would never have done it if not for that After that I felt pretty confident that I could get in but I had no romantic illusions about it. I didn't for one minute think that I would suddenly be on a black stallion racing across the prairies to rescue damsels in distress. (Participant A)

One participant was concerned about job security due to average age of our force. At the time the town of Woodstock was considering the RCMP, nine of the eleven officers had more than 18 years service.

I am worried about myself and other members not being able to get in because of the medical. I was definitely upset that the town even considered the RCMP. (Participant D)

Two participants said that the threats really didn't affect them at all professionally, and while several others said that the threats did bother them when they thought or talked about it, they didn't dwell on it.

I don't dwell on the possibility of an RCMP takeover, I can only devote so much time to worrying about it; I have a family and other things to worry about too.

(Participant A)

One participant wasn't impacted at all professionally. In fact, that participant was extremely optimistic about the future of the Woodstock Police Force.

I am not worried about having a job here. As long as we get the right people in the right places, making the right decisions, you know putting their heart and soul into it, being committed to our force, we will be here. (Participant E)

While the conclusions to this section are brief and quite simple, they could not all be related to the current literature. I found it interesting that the younger participants were less concerned about the uncertainty of their jobs. That finding was not directly supported by the literature reviewed for this study, but it may correspond with a study conducted by Mirthiln (2001). That study indicated that while job satisfaction was high and the sense of job security high, more than half of the respondents expected or were prepared for a layoff or job change. Perhaps the days staying at the same job until retirement are coming to an end. Some of the study findings for this question were very much in line with the current literature. The concern for jobs and pensions in general supports the report from HRDC Canada (2001). That report found those issues to be primary concerns in most mergers or anticipated mergers. Clay (1998) also reported that the impact of layoffs could be devastating both financially and emotionally.

This study did not find any health-related problems caused by stress or anxiety as mentioned by Partenheimer (2001). He found an increase in stress-related illnesses as well as an increase in work place accidents and sick time.

The finding that most participants would feel more confident and valued if there were a protocol for the restructuring of police forces was clearly supported by an article from the Ontario Provincial Police Association (1998). That article referred to the 1997 Protocol developed by the Ontario Association of Chiefs of Police and the Government of Ontario: "All officers are hired unless on criminal charge or on long-term disability" (OACP, 1997, p.4).

I found that the participants in this study spoke freely of their concerns but did not embellish their fears or the sense of impending doom. They seemed to accept the fact that the threat of an RCMP takeover was hanging over their heads and likely would be for some time.

A follow-up interview with one of the participants put the risk and uncertainty issue into perspective. Police go to work every day never knowing what they will have to face, what will happen during their shift, what to expect when their radio goes off, who they will deal with when they arrive at a call. The point he or she was making was that uncertainty is an everyday fact of life for most police officers and it is not something to dwell on. Why worry about something that you have absolutely no control over.

Recommendations

The following four recommendations are based on study findings and conclusions in relation to the major themes throughout the findings: culture and change.

First Recommendation

Re-examine and update the force's strategic plan.

Second Recommendation

Approach the government at all levels in concert with other stakeholders to develop a protocol for the restructuring of police forces in New Brunswick.

Third Recommendation

Modify pension plans to allow police officers with a pre-determined amount of service to go to pension immediately and without penalty should they become unemployed as a result of a takeover or restructuring of any kind.

Fourth Recommendation

Create and produce a clear and direct communication plan on the steps around any takeover or restructuring. To be effective and valuable, this plan must involve all officers.

Summary

The use of interpretative naturalistic inquiry and participatory action research methods allowed the study to be conducted within the natural setting of the Woodstock Police Force. The resulting rich data contained the feelings, beliefs, and insights of the study participants. The findings and conclusions from this study were generally supported by the current literature. Research implications are examined in the next chapter.

Chapter 5: Research Implications

This chapter is divided into two parts. The first part, organizational implementation, examines the implications of implementing the study's recommendations. The second part, future research, reviews this studies limitations and examines promising possibilities for future research in this field

Organizational Implementation

The first recommendation from this study is to re-examine and update the force's strategic plan. I believe that this should be the first step taken in an effort to nurture and further develop the healthy and supportive culture that currently exists within the Woodstock Police Force.

The strategic planning process would reunite officers in what was reported to be a very positive experience, while introducing new members to the process and allowing them to create a sense of ownership. The self-examination and reflection required in such an exercise, both as individuals and team members, would help build a new collective sense of what the Woodstock Police Force is today.

The structure and process of strategic planning is familiar to most Woodstock officers. I believe that sufficient leadership and maturity exists within the force today to allow the process to be facilitated from within, allowing for greater flexibility when scheduling meetings.

The risk or potential implications of not undertaking such an exercise in the near future has much to do with the age of most officers. Within the next five years, eight of the eleven full-time officers will be eligible to retire—that is 72% of the force. The junior

officers of today will be the leaders of tomorrow. I believe that for the force not only to survive but also to thrive, a healthy supportive culture must continue. That culture can only be developed from within.

The second recommendation from this study is to pursue a legislated protocol for the restructuring of police forces in New Brunswick. This recommendation will likely be the most difficult to implement, yet would have the greatest impact on the policing community.

The biggest obstacle to the implementation of this recommendation will be the provincial government. I believe that the Minister of Public Safety will deny that the provincial government has the authority to develop or implement a protocol that affects the federal RCMP. The simple truth is that in New Brunswick, any police takeover or restructuring requires the approval of the minister, regardless of the agencies involved. With that power of granting approval also comes the power of denial and, I believe, the ability to develop a protocol.

I believe that the stakeholders who need to be involved in the development of such a protocol include the Minister of Public Safety, the New Brunswick Police Association, the New Brunswick Association of Chiefs of Police, and the RCMP.

The Government of Ontario implemented a successful restructuring protocol in 1998 and would be an excellent resource. It is important to note that the protocol in Ontario is much more than just a job guarantee for officers affected by takeovers. The Ontario protocol is comprehensive and, among other things, sets out rules and guidelines for the bidding process where a community is considering proposals from several agencies. The protocol allows a community to compare apples to apples in areas of costs,

wages, coverage, and manpower. With that data, councils can make more informed decisions about how they want their community policed.

The third recommendation of this study is to modify the existing pension plan to allow an officer displaced by a takeover to go directly to pension without a penalty. The impact on an officer's pension for leaving just five years early is substantial. The following simplified example demonstrates the difference in retiring with 30 years service versus retiring 5 years early with 25 years because of a takeover.

The Town of Woodstock Pension Plan allows for retirement when an officer's combined years of service and age equals 80. In this example, an officer can reach the factor of 80 at age 50 with 30 years service. (I find it difficult to explain pensions without inserting real numbers into the story.) In this example, the officer's pension was based on his best average salary of \$50,000 per year. The officer received 60% of that salary or a pension of \$30,000 per year. The officer was eligible to begin drawing on that pension the month following his or her retirement.

The next example examines an officer who retired after he or she had paid into the plan for 25 years. Using the same formula as before, he or she would get 50% of their salary as a pension. That is definitely not the case, as there are serious penalties for retiring before age 60 if the 80 factor has not been met. The penalty is calculated at 0.25% per month times the number of months until the officer's 60th birthday. In this early retirement example, the 45-year-old officer was 15 years or 180 months from age 60. That meant that the officer was penalized 0.25% for each of the months he or she retired early and that added up to a penalty of 45%.

The officer in this example had paid into the plan for 25 years and was eligible for a 50 % pension, less the penalty, leaving the officer an annual pension of just \$13,750. If that wasn't bad enough, the member can't draw on the annual pension until he or she reaches age 60. In this example, the officer was unemployed and had to wait 15 years to draw a drastically reduced pension.

I believe the above illustration demonstrates the financial hardship that would be imposed on an officer who lost his or her job due to a takeover. As mentioned, eight of eleven officers are within five years of retirement and would face this financial hardship if a takeover were to occur within the next five years.

The fourth recommendation is for the development of a communication plan to address issues that would undoubtedly arise in the event of a takeover or an anticipated takeover.

The literature clearly showed the need for clear, honest, and open communications between workers and management in restructuring situations, especially if there were a possibility of layoffs. The communications plan would be easy to develop and should include all stakeholders. While officers might not always hear only what they want to hear, they would at least be up to date with what was going on. Realistic timelines on proposed changes and issues such as pensions and successor benefits being clearly communicated might relieve stress and anxiety for some officers.

Future Research

This study was limited by the fact that the Woodstock Police Force currently enjoys the support of the local council. And, while councils change every three years, the chances of a change in Woodstock are seen as quite remote, especially if the police force

continues to perform as well and as trouble free as it has in the past. This same research conducted in 1996-97 while an RCMP study was ongoing might have produced different findings and conclusions. I believe that further research on the impact of job uncertainty, involving officers working on a force being reviewed for a possible takeover, would produce valuable knowledge. Such knowledge might encourage the government to act on the issue and develop a restructuring protocol.

The current literature described a need for more research on culture within small and mid-sized North American police forces. I believe that research could be further narrowed down to the study of culture within small rural police forces in Canada. I would like to see valid research conducted to determine the effectiveness and efficiency of the RCMP in areas where it has taken over from municipal police forces. Public satisfaction should be included, as I believe that crime statistics can be misleading and have little to do with the level of community policing being provided in an area. Data gathered from such a study would be valuable to both local communities reviewing their police services and to the provincial government, should it become interested in how the public feels the police is serving it.

Summary

This chapter examined the implications of implementing the study recommendations. While this study was an academic exercise, I believe that the recommendations have merit and would make a difference if the Woodstock Police Force were to implement them.

Chapter 6: Lessons Learned

This chapter reflects on the conduct and management of my applied research project. It contains two sections that include lessons learned during the research project and a more formal review of competencies met during the process as required by Royal Roads University.

Research Projects Lessons Learned

In this brief review of lessons learned throughout the research project, I have included what I thought worked well for me, as well as things that I might do differently if I had to do them over again.

Things that Worked Well for Me

- Having Tanis Doe as an instructor for LT513 and following her advice while writing the major project prospectus. While I wasn't crazy about the 513 course, the process was helpful and my instructor's coaching and encouragement prepared me for the second residency.
- Having a great advisor during the second residency to supervise the writing my major project proposal and, more importantly, securing that same advisor to be my project supervisor. The relationship developed over the summer and the continuity of having the same advisor was invaluable to me.
- Completing the entire literature review and request for ethical review before leaving the second residency was one of the smartest things I have ever done. I had to work very hard to get finished, but it was well worth it. I don't think I

would be writing chapter 6 right now if Jim hadn't insisted that his advisee group complete the entire literature review before the end of second residency.

- Having the world's best study buddy for encouragement, feedback, and process was the most critical point for me post residency.
- Keeping a research journal is really as important as every one says it is. I found that as I progressed through the data collection and analysis, I became consumed with my work. Keeping a journal allowed me to capture my ideas and thoughts for future reflection no matter where I was or what time it was.
- Keeping field notes while conducting the interviews worked very well for me in recapturing the mood, atmosphere, and body language during the interviews. Notes can fill the voids left by audio-taping an interview.
- The one-on-one narrative interviews worked well, mostly due to the close relationship I enjoyed with my study participants.
- I had a very supportive network of peers at work. Other officers were happy to read parts of my project and offer their insights.
- I had a very supportive peer auditor and project sponsor. Both offered honest and frank insights into my project.
- Over organizing. I am not sure that there is such a thing as over organizing when it comes to research. I found that being able to put my hands on data when I need it was very helpful. I suspect that a lot of time could be wasted searching for data not properly filed or stored away.
- Hire an editor. Working with Melinda Maunsell was great. I learned a great deal about academic writing during the editing process.

Things I Would do Differently

- I would start working on the data collection as soon as I got home from residency, while I was still motivated and current with the project information.
- I would hold at least one focus group prior to the interviews to help in developing interview questions and to get a sense of the group feeling about the topic.
- I would try to do a better job of balancing the demands of schoolwork with my job and, most importantly, with my kids.
- I would try to develop a reasonable time line and stick to it. I think that finishing early would allow for a speedy return from advisors and avoid the last minute rush of papers being sent in.

In summary, I believe that each learner brings something different to the research experience and, as a result, takes something different away with them. It is obvious that what works for one won't work for all, but I would strongly recommend choosing the right project supervisor for you and developing a network of study partners to keep in touch with throughout the research project.

Program Lessons Learned

This section contains the mandatory competencies set out by Royal Roads University as well as optional competencies that I selected to develop during this action research project. I have included a brief narrative self-assessment following the description of each competency.

Competencies Mastered

1.c. Provide Leadership:

- Create and promote my vision of the project.
- Demonstrate commitment to support the growth of others.
- Balance project completion with other commitments.
- Solicit input and feedback.

Self-assessment score 4/5. I have worked hard on this competency and feel that I have promoted my vision of the project very well. I received questions and comments of interest concerning my research from colleagues as well as from other members of the police community. This project gave me the opportunity to support and help develop the growth of others both at work and with my network of study partners. Feedback was both given and received on a regular basis. While it was difficult, I did manage to balance this project with other responsibilities to a successful conclusion.

| 1 | 2 | 3 | 4 ✓ | 5 |
|------------------------------------------------------------------------------|------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------|
| Failed to exhibit leadership & personal commitment during project completion | Occasionally exhibited leadership & personal commitment during project completion. | Consistently exhibited leadership & personal commitment during project completion. | Exhibited Leadership & Personal Commitment to Project Completion that Exceeded all Expectations. | His/her exemplary leadership style & personal commitment were the prime reasons for successful project completion |

2.b. Apply systems thinking to solution of leadership and learning problems.

- Apply systems thinking theory to a complex organizational issue.
- Promote building of a collaborative community.
- Use a systems perspective during data analysis.

Self-assessment score 4/5. I had the opportunity to apply systems thinking theory both at work and during this research project. I found systems thinking to be a very valuable tool during the data analysis phase of the research and had the opportunity to apply systems thinking theory during the restructuring of a professional association at work. That restructuring resulted in a collaborative initiative that resulted in the development of a new constitution.

| 1 | 2 | 3 | 4 ✓ | 5 |
|-----------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|
| Failed to employ effective strategies & problem-solving techniques and seldom took appropriate action when necessary. | Occasionally employed effective strategies & problem-solving techniques and sometimes took appropriate action when necessary | Consistently employed effective strategies & problem-solving techniques and always took appropriate action when necessary. | Exhibited strategies & problem-solving techniques that were new and innovative and took action before they became full blown problems. | Was a role model strategic planner and problem solver that others wished to emulate throughout the completion of the project. |

5.a. Identify, locate, and evaluate research findings.

- Build a comprehensive literature review.
- Compare project findings with related literature.

Self-assessment score 5/5. I found this part of the research project very interesting, much like a complicated investigation. While there was not a lot of police-specific literature available for review, I had to work very hard and developed good research skills to find what little was there. I feel that this was one of my strongest competencies.

| 1 | 2 | 3 | 4 | 5 ✓ |
|--------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|
| Failed to identify relevant research or produce an adequate literature review. | Identified some relevant research materials, but was unable to evaluate their application to the project. Literature review was not well presented. | Identified relevant research and determined how their findings could be employed during the conduct of the project. Produced an adequate literature review. | Identified a wide variety of research from a large number of domains. Effectively synthesized research findings and related it to project outcomes in an extensive literature review. | Same as 4 plus, actively discussed research materials with others and helped clarify understanding and interpretation of all materials. |

5.b. Use research methods to solve problems.

- Develop strategies for collection, analysis, and interpretation of research.
- Use qualitative action research to gather findings.
- Demonstrate flexibility in research methods and adjust as necessary to project.

Self-assessment score 5/5. Again, this portion of the project was much like a complicated investigation. My project was an interpretative naturalistic inquiry and used participatory action research. That type of qualitative research, taken together with action research, requires the researcher to be flexible and prepared to adjust the research methods as required.

| 1 | 2 | 3 | 4 | 5 ✓ |
|---------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Failed to identify and implement an appropriate research design methodology based on the research questions/issues. | Identified an appropriate research design methodology based on the research questions/issues, but FAILED to correctly implement the research approach described in the project report. | Identified and implemented an appropriate research design methodology based on the research questions/issues. | Identified and implemented an appropriate research design methodology based on the research questions/issues and applied systematic research methods when new or unexpected problems arose. | Same as 4 plus, demonstrated flexibility, high ethical standards, and developed innovative but workable solutions that were founded in the research findings. |

7.b. Communicate with others through writing.

- Transcribe interview notes for editing and acceptance by participants.
- Prepare a final written report to the project sponsor and others.

Self-assessment 4/5. I believe that I have clearly demonstrated my ability to communicate with others through writing. All participants were provided transcribed interviews and notes. I also believe that I have presented a final written report that is clear, concise, and of academic standards.

| 1 | 2 | 3 | 4 ✓ | 5 |
|----------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Failed to effectively communicate results of the literature review, conduct, findings and recommendations in the final project report. | The information contained in the final project requires some interpretation and verbal explanation to be understandable. | The recorded information in the final project report was accurate, clear and written in a coherent manner. | The final project report effectively communicated its findings by using appropriate language, conforming to style guides and academic conventions and used the literature review to craft arguments and recommendations. | The final project report employed elements of insight, and experience to enrich the writing and advance valid arguments. The report is of a commercially publishable quality. |

Optional Competency #1: Demonstrate leadership characteristics.

- Demonstrate personal qualities of leadership—authenticity, openness, and integrity.
- Treat others with respect and dignity.
- Value, promote, and celebrate diversity.

Self-assessment 4/5. I demonstrated these personal qualities during the narrative interviews sessions, with my project sponsor, project supervisor, and study partner.

Integrity, respect, dignity, diversity, openness, and authenticity are characteristics I strive to demonstrate on a regular basis.

| N/0 | 1 | 2 | 3 | 4 ✓ | 5 |
|---------------|-----------------------------------|---------------------------------------------|---------------------------|---------------------------------------|-------------------------------------------------|
| Not observed. | Not effective and not consistent. | Somewhat effective and somewhat consistent. | Effective and consistent. | Very effective and always consistent. | Extremely effective, consistent and innovative. |

Optional Competency #2: Creating learning opportunities for others.

- **Model the way to create opportunities for others to learn.**
- **Create space for ideas, creativity, and inquiry.**

Self-assessment 4/5. I have made significant gains in this area during this research project. I feel that I am effective and consistent now in creating space for ideas, creativity and learning, both for myself and for others.

| N/0 | 1 | 2 | 3 | 4 ✓ | 5 |
|----------------------|------------------------------------------|----------------------------------------------------|----------------------------------|----------------------------------------------|--------------------------------------------------------|
| Not observed. | Not effective and not consistent. | Somewhat effective and somewhat consistent. | Effective and consistent. | Very effective and always consistent. | Extremely effective, consistent and innovative. |

Optional Competency #3: During project completion, help others learn.

- **Respect different learning styles and effectively adapt.**
- **Share resources and lessons learned with others.**
- **Sharing continuous learning with project sponsor.**

Self-assessment 5/5. I believe that I have consistently demonstrated this competency throughout the research project. I have become extremely effective at sharing resources and lesson learned with others. I demonstrated this through partnering with a study buddy.

| N/0 | 1 | 2 | 3 | 4 | 5 ✓ |
|----------------------|------------------------------------------|----------------------------------------------------|----------------------------------|----------------------------------------------|--------------------------------------------------------|
| Not observed. | Not effective and not consistent. | Somewhat effective and somewhat consistent. | Effective and consistent. | Very effective and always consistent. | Extremely effective, consistent and innovative. |

Optional Competency #4: Listen effectively and value others' different opinions.

- Practice mutual inquiry and reflect on the process.
- Respect and effectively harvest differences.

Self-assessment 4/5. I have demonstrated this through feedback received from my project sponsor, supervisor, peer auditor, and study buddy. I valued and reflected on all feedback and have a much better project because of it. I have demonstrated that I am open to ideas and that I effectively listen to and encourage diverse opinions.

| N/0 | 1 | 2 | 3 | 4 ✓ | 5 |
|---------------|-----------------------------------|---------------------------------------------|---------------------------|---------------------------------------|--------------------------------------------------|
| Not observed. | Not effective and not consistent. | Somewhat effective and somewhat consistent. | Effective and consistent. | Very effective and always consistent. | Extremely effective, consistent, and innovative. |

Optional Competency #5: Recognize ethical considerations and values and take them into account when making decisions.

- **Research Consent Form to be signed by all interview participants.**
- **Complete and submit an Ethical Review to RRU for approval prior to contacting participants.**
- **Develop a system of gathering and storing research information to address issues of confidentiality.**

Self-assessment 5/5. I have demonstrated respect for ethical considerations by having all forms completed and signed. All data has been kept in a locked filing cabinet in my home. I attended to the spirit and letter of RRU's Ethics Guidelines throughout the conduct of the research project.

| N/0 | 1 | 2 | 3 | 4 | 5 ✓ |
|---------------|-----------------------------------|---------------------------------------------|---------------------------|---------------------------------------|-------------------------------------------------|
| Not observed. | Not effective and not consistent. | Somewhat effective and somewhat consistent. | Effective and consistent. | Very effective and always consistent. | Extremely effective, consistent and innovative. |

Competencies to Strengthen

I believe that like many other things, I am a work in progress. There is room to strengthen all of the competencies listed above in addition to countless others.

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Appendix A: Royal Roads University Research Participant Consent Form

Research Project Title:

Dealing with uncertainty: The future of municipal policing in New Brunswick

Investigator: John Foster, MA Candidate

(Master of Arts, Leadership and Training, Royal Roads University)

Project Supervisor: Dr. Jim Parsons

Dear Participant,

Please read the following carefully. Your signature below indicates that you consent to participate in the study that will follow the methods described below:

[The interview will take approximately one hour.

[All interview data and conversations will be kept strictly confidential unless otherwise advised.

[Your participation is voluntary, anonymous, and you can withdraw at any time. The researcher and the project sponsor are the only individuals who will know of your participation.

[The interview will be recorded and you will have the right to ask that the recording be stopped at any point during the interview. If this happens, the transcripts will be destroyed

and recordings erased at that point.

|The researcher will personally transcribe the tapes. Identifiable information, recordings, and transcripts will be kept locked and secure in the researcher's home and will be destroyed once the study is complete (May, 2003).

|Interview transcripts will not contain the real names of participants. You will be identified throughout the research notes through a code number.

|You will be given a copy of the transcripts to review, verify, and revise at your discretion.

|The data from your interview will be one part of a thesis and may also be used in other forms such as professional journals, maintaining the same standards of confidentiality and anonymity.

|There will be no monetary compensation for participating.

|A summary of the study results will be made available to you at the end (May 2003) upon request.

|You should feel free to ask for clarification or new information throughout your participation in this study.

If you have further questions concerning matters related to this research, please contact John Foster. If you have any questions regarding your rights as a research participant, please feel free to contact Royal Roads University.

Participant _____ Date _____

Researcher _____ Date _____

Appendix B: Letter of Invitation to Participants

2002-07-02

Attention all members.

As you are aware I have spent much of the last year and a half working on a Master of Arts degree at Royal Roads University in Victoria, B.C. The theory and classroom portions of the program are completed and I am preparing to move into the field research stage. Following field research and data analysis I will be writing a final report for submission to the university. The final report, and the competencies contained therein are the last requirements for graduation from the program.

I would like to invite each of you to volunteer as participants in my research project. The study I will be conducting, investigates the affects if any you have experienced as result of recent RCMP takeovers in the province. Your participation will involve a confidential one on one interview with me. The interview questions will be provided should you choose to participate.

The information gathered during the interview sessions will be used in combination with other data to identify the themes around the issues of job uncertainty, and the resulting affects on members. Your opinions are important for this study.

Your participation is completely voluntary and you need only answer those questions, which you feel comfortable addressing. You may stop the interview at any time. If you choose to withdraw from the study any data collected to that point will be destroyed and

no information collected from you will be used in final report. During the study all raw data will be kept in a locked cabinet, and will be destroyed upon completion of the project.

This interview is expected to take between 1 and 2 hours. All responses will be kept strictly confidential. As the researcher, I am the only person other than my academic advisor that will have access to your interview, or raw data collected from the interview process. Details on how to contact my advisor, Dr. Jim Parsons will be provided upon request, should you want to discuss this study with him.

Once the interview is complete you will be given an opportunity to review my notes to confirm that I have accurately captured your thought and feelings. I will review with you at a later date themes I develop from the data collected as well I will provide you with a copy of your transcribed interview. You may review the transcript and change any portions that inaccurately convey your thoughts or feelings. I will gladly make a copy of the final report available to you.

Please reply by July 14, 2002, if you would like to participate in this study. You will be required to sign a formal, and detailed consent form prior to the interview. If you have any questions please contact me at home.

Your support in this research initiative is greatly appreciated and I thank you for your time, input and effort in this endeavor.

Sincerely,

Cst. J. Foster