

**Citizens' Police Academy:  
Building community through awareness**

By

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the requirements for the degree of

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We accept this thesis as conforming  
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**The qualitative difference between humans and others is our ability to consider. By that I mean not just our talents and characteristics, but also our lives and our societies, perhaps most obviously, our actions. To consider rather than be driven by inner forces...Our ability to consider means that to some extent we have the ability to shape events rather than be shaped (Saul, 2001, p. 3).**

## Community and Police Relationship

Maintaining order in societies has evolved over millennia from being the responsibility of family and community members, to voluntary compliance through the use of tithing laws, on to the more formal unpaid constable and watchmen used in cities then, finally, coming to rest with the paid law enforcers employed in London in 19<sup>th</sup> Century England (Thurman, Zhao & Giacomazzi, 2001). As a consequence of the professionalization of law enforcement that started in the early 1900's in North America, the relationship between the police and the citizens they serve grew more distant (Thurman et al., 2001; Williams, 2003). Wilson and Kelling (1996) found that professionalization also impacted the objective of policing. Prior to the first half of the 20<sup>th</sup> century, the objective of policing was order: a concept that is very difficult to measure "... an inherently ambiguous term but a condition that people in a given community recognized when they saw it" (Wilson & Kelling, p. 364). When the police role was "order maintenance" enforcing the laws of society was a means of maintaining order not the goal of policing. However, "professional" police performance has moved away from its concern with an illusory concept like "order" and has chosen to measure the results of enforcing laws as crime is fought. Wilson and Kelling conclude that to be effective the police must return to maintaining order and develop a closer relationship with the citizens they serve:

We must return to our long-abandoned view that the police ought to protect communities as well as individuals. Our crime statistics...measure individual losses, but they do not measure communal losses...just as physicians now recognize the importance of fostering health...so the police—and the rest of us—

ought to recognize the importance of maintaining, intact, communities without broken windows [abandoned property, homelessness, social disturbances]. (p. 370)

In the late 1970's, recognizing the need for an improved relationship between the police and the citizens, some members of police organizations, researchers, politicians, and citizens have been proposing greater police-community interaction through a philosophical change in policing called "community policing" (Kappeler & Kraska, 1998; Kelling, 1986). Community policing consists of programs focusing on issues that indirectly relate to "law breaking" by disturbing the good order and functioning of communities (Oliver and Bartgis, 1998). Trojanowicz and Bucqueroux (1996) describe Community Policing as:

...a new philosophy of policing based on the concept that police officers and private citizens working together in creative ways can help solve contemporary community problems related to crime, fear of crime, social and physical disorder, and neighbourhood decay. The philosophy is predicated on the belief that achieving these goals requires that police departments develop new relationships with law abiding people in the community, allowing them a greater voice in setting local police priorities and involving them in efforts to improve the overall quality of life in the neighbourhoods. It shifts the focus of police work from handling random calls to solving community problems. (p. 353)

Greater community involvement in maintaining order and in policing is important. This is clearly illustrated in the movie Gandhi; the actor playing the Mahatma points out to the British Viceroy that it would be impossible for 100 thousand British troops to

control 350 million Indian citizens if they do not want to be controlled (Attenborough, 1982). As that statement very graphically indicates the police must have the cooperation of the citizens to perform their duties (Hebert, 2001). The rapid dissolution of the former Yugoslavia, unrest in Zimbabwe, the uncontrolled state of Somalia, and the civil unrest in the Ivory Coast demonstrate the power of citizens who decide en mass to “destroy” a state.

While the concept of community policing (greater police-community interaction) has grown in importance and popularity it has required major shifts in police thinking and practice (Reisig and Giacomazzi, 1998). Correia (2000) stated that the philosophical shift to greater community-police interaction requires redefining terms such as effectiveness (from crime control to problem solving), equity (from equal treatment to sharing power), accountability (from rule of law to order in the context of community they serve), and efficiency (from response times to using community resources to resolve community problems). The philosophy at the core of community policing places the focus of police efforts on the community being served not a generic standard linked to the entire nation—or even city (Oliver and Bartgis, 1998). To accomplish this shift the community and the police must share their mutual concerns and this requires cooperation and communication to establish a supportive relationship (Schafer & Bonello, 2001).

Skogan (1989) found that “the ability of individuals to act in defense of their community is shaped in important ways by the opportunities for action that are available to them” (p. 437). One of the questions Skogan examined in his study of a community’s ability to form voluntary crime prevention groups was the role of police in their formation: “The relationship between neighbourhood residents and the police may be



cooperative or conflicting, and this may have consequences for the character of organizing efforts in the area” (p. 443). Skogan’s findings showed that employing a community policing model that improves a community’s organizational ability has the best chance at encouraging citizen involvement (p. 451). Gibson, Zhao, Lovrich and Gaffney (2002) and Reisig and Giacomazzi (1998) note similar links between organizing communities and fear of crime and crime rates.

“Trust” figures prominently throughout the literature describing successful community strengthening and organization (Rothstein, 2001; Rosenbaum & Lurigio 1994; Dirsuweit 2002; Howarth 2000). Gibson et al. (2002) found support for the importance of the nature of interpersonal relations in strong community bonds—a concept identified as social capital. They describe the concept of social capital as trusting relationships among neighbours that result in the willingness of the citizens to act as informal agents of social control. In his study, Pino (2001) examined the relationship between a small city police service and the citizens of a town in the United States. He observed that as a result of very low social capital “...trust, norms of reciprocity, and co-production [did] not exist between the police and the rest of the community...” (p. 213). Pino found that a lack of trust and unwillingness for the citizens and police to work together explained “the lack of co-productive activities and other elements of [community policing]” (p. 213). Moving toward more cooperation with the community requires changes in the community as well as ideological shifts within the police culture.

Marks (2003) examined change in police behaviour and police organizations and found that for change to occur the police were required to alter the field or structural conditions—social, political and organizational—within which they operate. She

explained that the deep seated cultural knowledge of police “informs police rationales, understandings of actions and ways of seeing people they interact with, and their use of strategies” (p. 239). Marks found that police organizations may be changed through greater exposure to and interaction with the public. Carlson and Sutton’s (1975) study provides support to Marks’ observations by showing that authoritarian attitudes and punitive-ness among the study group increased as the group’s degree of contact with law breakers increased. Their study subjects were non police (students) and those involved in police type work (jail staff, members of patrol, detectives, and police managers, students studying police science). They found that their non police group was the least authoritarian and punitive while the jail personnel (those who had the greatest exposure to law breakers) ranked the most punitive and authoritarian. A long term study by Senge and Kaufer (2000) indicated that for change to be successful members at all levels of an organization must share of experience and knowledge.

#### *The Research Question*

In 1977 in the United Kingdom a program later known as the Citizens’ Police Academy (CPA) was designed and implemented by the Devon and Cornwall Constabulary (Jordan, 2000). The Devon and Cornwall Constabulary used it to share knowledge of their organization with selected citizens. In Jordan’s view, the Citizens’ Police Academy is an excellent format for creating informed citizens able to enter into more balanced partnerships with the police. According to Schafer and Bonello (2001), the police services using this program hoped to build understanding and goodwill among the citizens of their community by exposing selected citizens to the organization of the police agency, the tasks they perform and, problems they face. It was hoped the

graduates of the program would take their experience and insights back into the community and "...be more empathetic...develop a sense of goodwill toward the agency, and will volunteer her or his time to support the organization" (p. 436). The apparent success of the U.K. program led to it being embraced by police services in North America starting in 1985 (Schafer & Bonello, 2001). In September of 2002 the Edmonton Police Service (EPS) initiated its' own Citizens' Police Academy in support of community policing (Derbyshire, Lai & Tracy, 2003).

Several authors (Bumphus, Gaines & Blakely, 1999; Jordan, 2000; Schafer & Bonello, 2001) have noted that there have been very few comprehensive evaluations of Citizen Police Academies. Bumphus, Gaines and Blakely (1999) found that the stated primary goals of CPA are public education, promotion of positive relations with citizen groups, and enhancement of public appreciation for police functions; yet the curriculum is focused upon describing various components of the police agency and "...a number of CPA's do not specify if their curriculum addresses ways for citizens to help lower crime rates..." (p. 71). They found that "differences in program goals, participant selection (applicant screening), and curriculum content all contribute to a general uncertainty about the purpose of the CPA" (p. 71). They also raise several questions about the effectiveness of citizen police academies and stress that further research track post CPA behaviours and attitudes of the participants. They speculate in their conclusion that although CPA's have become very popular "the CPA is simply window dressing to enhance the police image" (p. 78). In this study I chose to explore the concerns of the Edmonton Police Service with regard to their Citizens' Police Academy through the following question:

**How does the Citizens Police Academy encourage cooperation and communication between the Edmonton Police Service and citizens of Edmonton as judged by the goals outlined for it by the Edmonton Police Service?**

In 2001 Schafer and Bonello studied the Citizens' Police Academy run by the Lansing (Michigan) Police Department. They found that it met the 3 goals set for it:

- Create a network of students with a better understanding of the department and their work.
- Provide students with the information they need to critically analyze media reports.
- Increase the likelihood that graduates would work with police members to identify and solve neighbourhood problems. (p. 439)

They focused their retrospective study on the participant's attitudes and their actions rather than the program itself. Schafer and Bonello (2001) explained that this approach allowed them to determine if the program had an effect on the participants. Given that the intent of the program is to change attitudes or encourage certain participant behaviours (improve participant understanding of police, critical analysis of information, encourage cooperation with police in problem solving) attending to changes in the participant's behaviours and beliefs provided valuable information. The results Schafer and Bonello obtained demonstrated that the participants developed a more positive view of the Lansing Police Department. However, they include the caveat that most participants started the program with a very high opinion of the department, probably due to selection practices.

*The Community and the Edmonton Police Service*

The Edmonton Police Service (EPS) is a 1200 member municipal police service that provides policing to the 666 000 residents of the city of Edmonton, Alberta, Canada (Statistics Canada, 2001). The city of Edmonton serves as the economic, recreation, and education hub (Census Metropolitan Area) for persons from the surrounding area which increases the citizens served by the Edmonton Police Service to 937 000 people (Statistics Canada, 2001a). The mission statement of the Edmonton Police Service is “Policing with the citizens of Edmonton to achieve a safe, healthy and self-reliant community” (Edmonton Police Service, 2003a, p. 1). As this mission statement displays, THE goal of the Edmonton Police Service is greater involvement of citizens in policing their communities.

To meet that goal and strive to achieve the mission statement the EPS is organized into four bureaus: Patrol Services, Investigative Services, Corporate Services, and Administrative Services. The Patrol Services Bureau provides the primary policing service to the citizens of Edmonton—initial response to citizen calls for service and investigations, primary provider of problem solving and community policing initiatives. Investigative Services Bureau furnishes specialized investigation services (such as Robbery Section, Sex Crimes Section, Family Violence Section) as well as specialized investigation support services (intelligence, forensic identification) to Patrol Services and the citizens of Edmonton. Corporate and Administrative Services Bureaus deliver all the administrative and logistic support needed by the Edmonton Police Service. Of the approximately 1200 sworn (police) members in the Edmonton Police Service,

approximately 700 sworn members are assigned to Patrol Services Bureau (Edmonton Police Service, 2003).

The Patrol Services Bureau is divided into four patrol divisions and a support division. Each patrol division consists of three patrol platoons (ideally 45 members per platoon) of four squads (ideally one sergeant and 10 constables per squad) and a division investigative support section of 8 detectives. The Policy and Procedures manual of the Edmonton Police Service (2003) states that the primary responsibilities of Patrol Services Bureau are reaction to, reduction and prevention of crime; that direction assigns primary responsibility for community policing/problem solving projects to Patrol Services Bureau. The units responsible for community policing are the Patrol Platoons. The following is a list of the responsibilities of the members of Patrol Services Bureau (Edmonton Police Service, 2003):

- Response to emergent, hazardous and suspicious circumstances
- Enforcement of municipal, provincial and federal legislation
- Providing a visible police presence in order to deter crime and instill public confidence in community safety
- The initial investigation of reported and perceived breaches of the public peace or the law
- Increasing traffic safety and ensuring the free flow of traffic
- Accurate presentation of investigative evidence in a court of law
- Working with communities and individuals in order to identify and address recurring problems
- Gathering and sharing of intelligence with appropriate units and agencies, and

- Representing the EPS in a professional and positive manner

The four patrol divisions provide those services through a variety of means:

- Patrol members operating in vehicles who are tasked to respond to requests for police service anywhere in a division or if need be to assist in another division.
- Beat constables who operate on foot or on bicycle and are assigned a specific area of responsibility within a division that is characterized by a high number of calls for service
- Members assigned to community stations. These are store front office locations operating 7 days a week for specified hours. The members assigned to community stations are not able to leave the location to assist the public. They provide face to face reporting of non-exigent investigations (mischief to property with no suspect, vehicle collisions). They also offer advice and forward requests for services that they can not provide to the appropriate police unit.
- Division headquarters stations are open to the public 24 hours a day and provide the same services as those at community stations

The fifth division within Patrol Services Bureau (Support Division) delivers support services to the bureau such as: traffic investigation specialists, communications (call evaluation and radio dispatch), air support (helicopter and fixed wing) and tactical section. This division was delegated the task of researching and developing the Citizens' Police Academy currently in use by the Edmonton Police Service (Inspector Derbyshire, M., personal communication, March 25, 2003). The long term goal of the Citizens' Police Academy was to provide selected citizens with knowledge and awareness of the Edmonton Police Service and the community policing programs operated by the Service

to encourage the participants to take part in those programs and to encourage the participation of other members of their community (Derbyshire, personal communication, March 25, 2003).

The design and content Edmonton Police Service Citizens' Police Academy program was based on assessments of many of the Citizens' Police Academies operated by other North American police services (Derbyshire, personal communication, March 14, 2003). Through the Citizens' Police Academy the Edmonton Police Service hoped to improve cooperation and communication with the citizens they serve with the eventual aim of citizens becoming more involved in identifying and solving community problems. . For this study, I defined cooperation as a citizen either expressing a willingness to participate in community policing programs or actually participating in community policing programs offered by the Edmonton Police Service and I defined communication as written or verbal contact with the Service or individual members to discuss community problems.

The Citizens' Police Academy participants attend one three hour session per week for 13 weeks. The topics covered in the Academy include: basic criminal law, a day in the life of a police officer, community policing (problem solving, Crime Prevention Through Environmental Design), specialized investigations (auto theft, economic crimes, sex crimes, homicide, and spousal violence), tactical (including dog unit and air unit), and officer safety including the use of the shooting simulator (detailed course syllabus Appendix A). In general there were two topics covered each week with each topic presented by a member of the unit responsible for that area. The presenters volunteer their time to make the presentation and bring not only their expertise but real life



experiences that allow them to provide “interesting and exciting” anecdotes during their presentations. A graduation ceremony was held in the 14<sup>th</sup> week where the participants received a certificate and a vest embroidered with the Edmonton Police Service crest.

In an effort to maintain a relationship with the participants upon completing of the program, the Edmonton Police Service established the Citizens’ Police Academy Alumni Association. It was a forum to encourage dialogue between the Edmonton Police Service and the academy participants who had completed the program. The Edmonton Police Service has used the Alumni association to review and provide comments on a draft of the Service Strategic Priorities plan (Edmonton Police Service, 2003a).

## Information Review

This chapter will begin with a review of the organizational documents followed by a review of the literature relating to citizens' police academies, community policing and the theoretical underpinnings of community policing.

### *Review of Organizational Documents*

In 2003 the Edmonton Police Service drafted its' 2004-2006 Strategic Priorities (Edmonton Police Service, 2003a) and invited representatives from stake holder groups—citizens, the Edmonton Police Association, the Police Commission—to provide input for the direction the Edmonton Police Service should take. The information provided by those groups furnished the planners with a broader vision for the service but reaffirmed the mission, service delivery model and values:

- Vision: World class policing that enhances safety and quality of life in the community.
- Mission: Policing with the citizens of Edmonton to achieve a safe, healthy, and self-reliant community.
- Service Delivery Model: Community policing.
- Values:
  - Integrity: Doing the right things for the right reasons all of the time
  - Accountability: Demonstrating responsibility in all activities
  - Respect: Treating others as we would like to be treated
  - Teamwork: Achieving more through partnerships
  - Innovation: Pursuing creative solutions to difficult problems

- Customer Service: Exceeding our customers' expectations (2003a, p. 1)

The outcome of the focus group provided the following strategic priorities:

- Prevent incidents of neighbourhood crime and disorder: selected because it produces fear of crime and apathy.
- Identify and implement leading practices in effectiveness and efficiency: use research and consultation to reduce pressure on police resources without compromising our effectiveness.
- Reduce drug and gang related crime: selected because drugs and gangs are linked and the violence that often erupts from conflict between gangs threatens the entire community.
- Improve traffic safety: selected because of an increasing number of serious injury collisions and public demand. (Edmonton Police Service, 2003a)

Education and awareness programs and partnerships with other agencies figured prominently in the suggested strategies to achieve these priorities. Partnerships and education have long been important to the Edmonton Police Service. The 2003-2004 Directional Statement listed community policing as a strategic priority. To attain that goal the direction statement stressed building partnerships with local community groups, organizations, and authorities (Edmonton Police Service, 2002a).

The Citizens' Police Academy program was implemented to help the Edmonton Police Service build partnerships by providing a core group of persons who can work within the community to promote citizen-police cooperation (Inspector Derbyshire, M., personal communication, February 14, 2003). If successful, the benefits could be very broad according to the findings of Adams, Rohe and Arcury (2002): a decrease in calls

for service by citizens leaving resources available for other tasks, increased sense of citizenship and community security, greater involvement in problem solving would empower the citizens, and a more positive relationship would increase job satisfaction for police members.

When the Citizens' Police Academy was launched in 2002 the following goals and benefits were identified for it:

- To increase awareness of Community Policing initiatives
- To enhance the image of the EPS with the citizens of Edmonton through education about policing
- To better inform the citizens of Edmonton about policing issues
- To provide a forum for ongoing dialogue between the community and the EPS

The Edmonton Police Service hoped to achieve the following benefits from the Citizens' Police Academy:

- Increased public profile and support for the EPS
- Enhanced knowledge about the EPS by the community
- Greater community involvement in crime and safety issues
- Better support for the EPS with stake holders
- Better quality feedback for our members (Derbyshire, 2003)

#### *Citizens' Police Academy*

From its' inception, the Citizens' Police Academy has been promoted as a powerful tool that encourages a closer police-community relationship (Jordan, 2000; Cohen, 1996; Bumphus, Gaines, & Blakely, 1999). Cohn suggests that the CPA encourages a closer relationship between the police and the citizens because "citizens

who are aware of and understand police purposes and procedures frequently appear to be more willing to cooperate with and assist the police” (1996, p. 265). She found that the benefits of sharing a working knowledge of the police, their organization and their tasks are trust and a spirit of cooperation. Bumphus, Gaines, and Blakely (1999) uphold the CPA as a valuable means to increase cooperation between the citizen and the police which is a fundamental consideration in community policing. Cohn (1996) describes the benefits of the CPA as twofold, first “[create] a group of residents who are well informed and knowledgeable about police procedures and who are in a position to influence public opinion toward police” and second “the police department, through interaction with the academy participants, develops a better understanding of citizen concerns and their perceptions of the police” (p. 266). Schafer and Bonello (2001) found that Citizens’ Police Academy programs are becoming very popular among police agencies because of these espoused benefits. However, their study determined that research has not critically examined the objectives, curriculum or organizational structure of the Academies to determine if they do provide a benefit.

Bumphus et al. (1999) raise questions relating to the goals of the Citizens’ Police Academy, participant selection and curriculum content. They found in the programs they surveyed that the goal was unclear: “...is the goal to increase public relations, decrease crime or both? Is the intention to build stronger alliances with citizens who are traditionally are distrustful of police?” (p. 71). These researchers found that most selection practices (age restrictions, exemption of anyone with a criminal record) did nothing to build alliances with groups distrustful of police and that many police services used curriculum that focused on the “exciting” aspects of policing (officer safety training,

special units such as tactical and air support) but did little to inform the participants about what they might do to foster closer police-community relations.

Schafer and Bonello (2001) studied the Lansing Michigan Police Department Citizens' Police Academy. They found that their Citizens' Police Academy did achieve the goals established for it however that may be an effect of the prior positive opinion the participants had of police. Schafer and Bonello found that a potential exists for the participants—to spite their previous opinions—to extend the reach of the CPA to non participants. They found that the majority of participants interviewed (98%) spoke with others about their experiences. The researchers noted that it was unclear what influence those conversations had on the party the participants spoke with; however, they observed that participant conversations with others have the greatest potential to “educate and influence citizens beyond (CPA) participants” (p. 443). Bumphus et al. recommend that future research should attend to “post-CPA perceptions, post-CPA activism and the effect of them on community attitudes toward police” (p. 78). They suggest the focus must be upon the CPA's impact on closer police-community relations and whether the program enhances “the quality of citizen-police interactions and facilitates increased perceptions of safety” (p. 78).

The Citizens' Police Academy is one of many programs implemented by agencies to encourage more a more positive relationship between the police and the citizen. The quality of citizen-police contact is a consistent theme running through the concept of community policing (Oliver & Bartgis, 1998). Rosenbaum and Lurigio (1994) wrote that police agencies are “...discovering that public awareness and education are indispensable first steps on the road to successful implementation...” of community policing (p. 304).

### *Community Policing*

Community policing is a philosophy of policing that espouses closer community-police cooperation. Dietz (1997) described the change in focus between the Professional model and the Community Policing model:

In traditional policing [Professional model] the reality of crime is considered the problem of police, and the perception of crime is discounted as the problem of the citizen. The community policing paradigm suggests that the perception of crime is real to the citizen and is as much of a challenge for the police as it is for the citizens. Therefore, the role of community-oriented police is to understand the citizens' perceptions, develop initiatives to reduce the number and severity of crimes and disorders... (p 86)

Ponsaers (2001) found that the key notions of community policing are "...multifunctionality, community, co-production, partnership, decentralization, flat hierarchy, service, despecialization, making grass roots police responsible and pro-activity" (p 479). He asserted that the community policing model considers:

[The police and] communities as partners in creating a safe and secure environment in order to achieve a higher quality of life. Sometimes the public are considered as co-producers of security....the police [may] even become "tools" in the hands of the self-policing community. (p. 482)

He also noted that the police must have a close relationship with the community in order to create an environment that encourages the citizens to share their concerns "they must stay in contact with the residents of their beats to be informed of the community problems" (p 483). Skogan (1989) studied voluntary citizen actions to

maintain order in communities. He found that “the ability of individuals to act in defense of their community is shaped in an important way by the opportunities for action that are available to them” and that the opportunities seemed to present themselves more frequently in better organized, more cohesive communities (p 452).

In his study Pino (2001) indicated that the concept of social capital is a pivotal component of community policing. Pino noted that social capital is created when the members of the community develop relationships that facilitate action. He explained that social capital has three important components: the community members must establish mutual trust, the social group must be stable, and that the group appreciates the collective advantage of selflessness. He found that once established, social capital enhances community actions, is enduring, and re-asserts itself. Pino observed that as a result of very low social capital “...trust, norms of reciprocity, and co-production (did) not exist between the police and the rest of the community...” (p. 213). This finding coincides with Rosenbaum and Lurigio (1994) who found that “one of the basic problems with community policing practices in the 1980s was their focus on community contact for the sake of community contact, rather than as a means to solve specific community problems” (p. 303). Rosenbaum and Lurigio suggested that to create relationships between the police and the community that will foster trust and openness, the police need to demonstrate a “...desire to improve neighbourhood conditions over an extended period” (p. 304). In their study of volunteerism, Omoto and Snyder (2002) found that strong community connections and community identity played a key role in individual and collective action. Bryett (1997) suggests that the philosophy and qualifications needed to



sustain a high level of police member contact with citizens and the community requires specialized training.

Palmiotto, Birzer and Unnithan (2000) researched police training and examined alternatives and additions that would promote community policing. They propose that:

[The] fundamental changes inspired by community policing require modifications in training procedures. Suitable training addressing community policing philosophy can assist in fostering a smooth transition from the crime fighting model of policing to community policing and will ultimately become incorporated into the police culture. (p. 4)

If training to enhance the police awareness of citizen and community needs is seen as necessary to make community policing an effective reality, then it seems reasonable that similar awareness training offered for citizens' would be beneficial as well. Reisig and Giacomazzi (1998) indicate that an ambiguous citizen's role in community policing and poor leadership and poor organization account for lack of citizen involvement in community policing. Should the citizen be passive consumers of policing and request assistance or leadership from police when they encounter problems in their community? What is the role of the citizen in policing and order maintenance?

#### *Theoretical Influences*

What is community policing? The concept was introduced to policing in 1982 by Wilson and Kelling's "Broken Window" theory (Wilson & Kelling, 1996). They observed that when an area (house, yard, neighbourhood or city) is physically disordered it encourages social disorder because "...street criminals get the idea that they can commit crimes there without much risk of detection or apprehension" (Thurman, Zhao &

Giacomazzi, 2001 p.98). To prevent criminal activity society must contend with the physical and social conditions that lead to social disorder. Despite many discussions, much research and dialogue, many basic questions and concepts about community policing and its' structure remain unanswered (Rosenbaum & Lurigio, 1994): is it a program, is it a paradigm, a theory, and how is community policing defined?

Oliver and Bartgis (1998) and others (Thurman et al., 2001; Wells, Falcone & Rabe-Hemp, 2003) observed that, although there a large amount of literature available on the topic of community policing, there is no consensus on a definition nor is there an overarching theory to guide the study of the concept. The Random House Webster college dictionary (2001) defined theory as "a coherent group of general propositions used as principles of explanation for a class of phenomena..." (p. 1356). Dietz (1997) and Renauer, Duffee and Scott (2003) found that the absence of a coherent group of general propositions about community policing made the "concept" difficult to assess.

After completing studies of policing in failed states, several authors (Bronson, 2002; Hills, 2001; Jackson & Lyon, 2002; Mohammad & Conway, 2003) exposed the breadth of tasks performed by police within societies where social infrastructure has failed or been destroyed. Jackson and Lyon (2002) studied the use of police to reestablish order after ethnic conflict and underscored the important role policing performed in creating an environment out of which critical social structures (civil administration, economy, education and healthcare) were allowed to grow. Bronson (2002) and Hills (2001) observed that the goal of reestablishing order moves from imposed order (through the use of military resources) to local citizen involvement in reestablishing and operating sustainable social structures. To accomplish this, the police must understand and

accommodate the local culture but at the same time overcome corruption and public distrust; they must establish voluntary compliance with laws and the legitimacy of the police. Kaplan (2000) wrote about order in damaged societies; "...the radius of trust within tribal societies is narrowed to one's immediate family and guerrilla comrades..." (p. 47).

Many authors viewed the role of police in society as a component of a dynamic system—complex interaction of individuals, groups, government and police—of order maintenance that extended from voluntary compliance with social rules and laws by individuals (Mohammad & Conway, 2003), through informal social controls affected by members of groups (Sampson, Morenoff & Gannon-Rowley, 2002; Wagner et al., 1999), to laws drafted by governments and enforced by police, on to (if necessary) stability imposed by militaries (Bronson, 2002). It would be difficult, if not impossible, for a single component of that system, either the police or a nation's military, to force every individual of that nation to abide by laws. The system involved in order maintenance seems complex. Oliver and Bartgis (1998) proposed a conceptual framework for studying and eventually constructing a theory of community policing.

Their frame combined external and internal influences upon the police. At the base level it accounted for the interplay of macro-factors (such as culture, history, economics, technology and the physical as well as social environment) upon the second layer of factors: crime, politics, and social factors. This influence of macro-factors upon crime, politics and social factors produce changes in the criminal justice system, the police and the community (as organizations). Their frame recognized the influence societal changes may have upon the criminal justice system, the police as an organization

and the community and the subsequent affect those changes may have upon police behaviour. The resulting police behaviour is the product of the interaction of the character of the community and the police culture: community policing is a possible result. Hebert (2001) views "true" community policing as a state where police are "[no] longer detached experts on crime, the police are now but one tool among many citizens can marshal to improve their neighbourhoods" (p. 448); at its' most progressive it is a model of co-production of crime prevention and neighbourhood improvement. Neighbourhood involvement requires that police acknowledge neighbourhood differences; groups and how groups interact has a significant impact on community policing (Wells, Falcone & Rabe-Hemp, 2003).

Social representations theory addresses the importance of the macro-factors upon social groupings and an individual's interpretation of social objects (Howarth, 2000). Social representations theory maintains that social groupings based on historical, cultural and macro-social conditions provide us with definitions and understandings of social phenomenon: "the view which group members maintain about a social object is specific for that group and, hence, also the object itself takes on group specific social characteristics" (Wagner et al., 1999, p. 96). These same conditions provide us with our social identity and form the foundation of the community or communities to which we belong (Wagner et al., 1999). Howarth (2000) explained that at the same time as communities integrate and regulate behaviour, they also provide a structure to exclude and cause conflict. The stated goal of community policing is to build stronger ties with communities (social groups) and to encourage their involvement in maintaining order (Reisig & Giacomazzi, 1998).

Torjman (2000) highlighted the bond among politics, economy, environment and social order in relation to community and that sustainable development within a community requires a strong sense of citizenship:

Safe and caring communities start with the citizen as the base. The active engagement of citizens in building safe and caring communities involves far more than polling their opinions on selected issues or inviting them to present their views at a public consultation. (p. 4)

Torjman encouraged direct involvement in social institutions: schools, recreation, and cultural. She promoted community problem solving as a method to draw citizens into the process creating better, stronger communities.

Isaacs (1999) draws attention to the impact that dialogue—conversation intended to promote understanding—can have on relationships and progress. For many decades the professional model of policing encouraged a distant relationship between police and the citizens which impeded development of closer ties; to develop closer ties with the community they serve, the police organization must change because the communities' police serve have and will continue to change (Thurman et al. 2001, Ch. 5; Williams, 1996) and the police must operate to maintain order within that constantly changing environment.

This is a responsibility that falls on the shoulders of police organizations because the police are the social order “platform leaders”. Platform leadership is a concept that has emerged from business studies. It is a description of the relationship among competitors whose technological and market relationship ties their success (growth) to each other's innovative abilities: Microsoft may design more powerful game software but

to use it the consumer needs more powerful microchips from Intel and more powerful hardware to play it on (Cusumano & Gawer, 2002). None of those companies has any formal influence over the other, yet the success of each is so intertwined with the other that they are interdependent and must work to encourage the innovative success of each other. This concept describes the relationship among the elements of society: to ensure success of society as a whole we have to encourage social order through encouraging voluntary compliance with laws and rules through the use of informal social control. As society's "order specialists" the duty of guiding all elements of society to contribute to the growth of society through maintaining order falls to the police. Justice Beverly McLachlin (2003) observed that belonging to a group provides us with an identity through shared values and history; long as those values are shared by the community that identity is enriching and constructive. Closer ties to the communities that police serve allow them us to develop relationships that permit us to inoculate all groups in a community with "shared values."

## Research Methodology

There are very few assessments of the Citizens' Police Academy program specific to its ability to achieve the goals outlined for it; this to spite the fact that it is becoming a very popular program among North American police services (Jordan 2000). The purpose of my research was to explore how the Citizens' Police Academy, as it was implemented by the Edmonton Police Service, achieved the overall goals established for it—increased cooperation and dialogue.

### *Research Methods*

The philosophical framework selected for the conduct of my research falls within phenomenological discourse. As described by Palys (1997),

[Phenomenologists] maintain that any effort to understand human behaviour must take into account that humans are cognitive beings who actively perceive and make sense of the world around them, have the capacity to abstract from their experience, ascribe meaning to their behaviour and the world around them and, are affected by those meanings. (p. 16)

The goal of my research was to assess the impact this program had on the participants and therefore required that the participants self report to provide the qualitative data needed. Many researchers have determined that self reporting revealed a great deal of valuable data. Dietz (1997) found that descriptors such as partnerships, proactive problem solving, addressing the causes of crime and fear of crime are key elements of community policing. He explained that those are all concepts that operate within the human sphere of awareness and recognition so, "...asking the citizens...their

perception of the police will provide a measure for community policing” (p. 89). Marks (2003) used a similar method in her examination of behavioural change in a South African police unit.

Given the dearth of information available with regard to the efficacy of citizens’ police academies, the approach I used in this study was exploratory. Palys (1997) explained that the inductive approach to exploratory research is essential when one seeks to understand a phenomenon, “...particularly through the perceptions of those who inhabit the research site” (p. 78). He stressed that exploratory research must start with a broad view of the phenomenon and he identifies flexibility, breadth of coverage and strategic sampling—defined as intentionally selecting “...insightful informants or revealing situations”—as important to establishing a good exploratory study (p 79).

#### *Participants and Data Gathering Tools*

##### **Participants**

I used “strategic sampling” from among three groups to select the participants in this study. The first group comprised individuals who were registered for and attended the September 2003 Citizens’ Police Academy (Class #3), the second group consisted of those individuals who completed one of the previous two Citizens’ Police Academies (Alumni) and, the third group was made up of a limited number of persons invited (Alumni contact group) by the members of the Alumni who attended the focus group held in January 2004. All persons who participated in the CPA program were selected by the 3 Edmonton Police Service members who organized and operated the CPA. The EPS members choose the participants from a pool of applicants who either submitted a written request to the Edmonton Police Service to attend the CPA or were solicited by members



of the Service. The members of the EPS who solicited a person's attendance most often felt that either the EPS or the organization the person represented could benefit from the person's participation in the CPA (Cst. Lai, D., Cst. Tracy, P. & Insp. Derbyshire, M. personal communications, March, 14, 2003). A security clearance and criminal history check were conducted on all applicants selected and a criminal history was grounds for excluding the applicant from participating. The CPA (September 2003 and Alumni groups) participants came from a broad range of backgrounds: some were private citizens interested in learning more of policing; some represented social service organizations, the Crown Prosecutors office, and major corporations. The ages of those who participated ranged from 21 to 61 years and the education level ranged from a minimum of high school to graduate degrees. Gender representation in the CPA approximated the general population of Canada (Girvan et al., 2003, p. 45). The Class #3 group consisted of 28 females out of 52 possible participants (53%) and the Alumni group consisted of 31 females out of 56 possible participants (55%).

### **Data Gathering Tools**

I used a pre and post Citizens' Police Academy attendance survey and a post Citizens' Police Academy attendance focus group to gather the data needed to describe the participants in this study. I used the pre survey to collect data relating to the participant's opinion of the EPS, the amount and quality of the contact they have had with the EPS and its members, their awareness of programs where citizen's work with police and how often they participate in those programs, and how often they speak with friends and family about neighbourhood problems as well as participant demographics. I used the post survey to record changes the participants stated they experienced regarding

their opinion of the EPS, their awareness of programs available for them to participate in, their willingness to volunteer their time and participate in those programs since attending the Citizens' Police Academy. According to Palys (1997) a major advantage of surveys is that they generate a large amount of data quickly and inexpensively. In her study of behaviour change in a South African police unit, Marks (2003) used surveys to provide a broad picture of the attitudes and orientations of the group she was studying.

I employed a focus group to allow the participants to expand upon the data collected by the surveys. Palys (1997) describes focus groups as an ideal tool to use when the goal of the research is to explore an area; he explains that focus groups provide "...provocative and/or insightful information to the exploratory researcher who is looking for unanticipated consequences to organizational intervention..." (p. 157). Although similar in character to individual interviews, Palys notes two distinctive characteristics of focus groups: first, focus groups allow the subjects to explore their own contrasting opinions and second, the researcher is allowed to act as a bystander in the participant's interactions on the topic. In the focus group I asked the participants to discuss what they considered the most important message communicated at the Citizens' Police Academy and investigated what message was passed to persons who had not participated in the CPA.

I also kept a research journal and maintained records of personal communications with the Citizens' Police Academy participants. I attended approximately 70 percent of the 13 week program and spoke individually with most of the participants about the CPA and police related topics and also attended one meeting of the Citizens' Police Academy

Alumni Association. I recorded many key points made during those discussions in my journal.

### *Data Analysis*

I analyzed the data I gathered in this study using the principles proposed by Klein and Myers (1999) as guide lines for conducting and evaluating interpretive field studies. They describe studies as interpretive if they "...assume our knowledge of reality is gained only through social constructions such as language...consciousness, shared meanings..." (p. 69). They indicated that the aim of interpretive research is to understand the context a system operates in and how the interplay between the two altered both the context and the system: "Interpretive research can help...researchers to understand human thought and action in social and organizational contexts; it has the potential to produce deep insights into systems phenomenon..." (p. 67).

The seven principles they identified are:

- **Hermeneutic circle:** Klein and Myers (1999) deem this the fundamental principle. They explain it as a process of moving from a "...precursory understanding of the parts to the whole and from a global understanding of the whole back to an improved understanding of each part..." (p. 71). They underscore that the researchers understanding of the whole improves as they gain better appreciation of the parts in context through successive iterations.
- **Contextualization:** requires critical reflection on the social and historical background of the research setting, so that the intended audience can see how the current situation emerged.

- **Interaction between researchers and subjects:** requires critical reflection on how the research was socially constructed through interaction between researchers and participants.
- **Abstraction and Generalization:** requires relating the idiographic details revealed through the application of the Hermeneutic Principle and the Contextualization Principle to theoretical and general concepts that describe the nature of human understanding and social action.
- **Dialogical reasoning:** requires sensitivity to possible contradictions between the theoretical preconceptions guiding the research and actual findings with subsequent cycles of revision.
- **Multiple interpretations:** requires sensitivity of possible differences in interpretations among the participants as are typically expressed in multiple stories of the same sequence of events under study.
- **Suspicion:** requires sensitivity to possible “biases” and systematic “distortions” in narratives collected from participants. (Klein & Myers, 1999)

I employed these principles beginning with my literature search and continued to use them through successive iterations as my data was collected, reviewed and then analyzed, coded and reviewed again. I returned to the literature or asked questions of participants as often as I felt was necessary as questions arose and themes developed.

The themes I used in collating and analyzing the data collected during this study were identified through a combination of sources: direction on the objectives of the CPA received from the project sponsor, themes identified in the literature review and through analysis of the collected data. The objectives of my research—increased cooperation and

dialogue between the Edmonton Police Service and the citizens they serve—formed the central concepts used in analyzing the data. Using those concepts the following themes were developed: communication (written or verbal communication between the participant and individual members of the EPS, the organization as a whole, and/or with other members of the community relating to community problems), awareness (of the EPS, its tasks, and community policing programs), participation (working with the EPS on community problems), and opinion (view of the EPS and the programs).

I reviewed the pre survey (coded S1) and post survey (coded S2) and broke them down into bits of data based on the questions asked. This provided me with 1939 individual bits of information from the surveys alone. I then divided the themes into the following sub themes and sorted the data:

- Communication (C): sub themes:
  - With the Edmonton Police Service
  - With individual members
  - With other members of the community
- Awareness (A): sub themes
  - Of community programs available for citizen participation
  - Of the EPS activities in the city, EPS involvement in problem solving efforts, crime and safety issues.
- Participation (P): sub themes
  - Participant involvement in programs
  - Friends, family and neighbour involvement in programs
  - Frequency of participant involvement in those programs

- Opinion (O): sub themes:
  - Of the Edmonton Police Service as a whole
  - Of the Citizens' Police Academy program

Once the pre and post survey results were gathered and collated I reviewed them with the person who would be my focus group facilitator to isolate clarifying questions for use in the focus group. Once complete the facilitator and I reviewed the focus group results and broke them down into themes based on the questions selected.

### *Study Conduct*

Class #3 of Edmonton Police Service Citizens' Police Academy commenced on Thursday, 11 September 2003. I explained and distributed the pre survey (Appendix B) and participant consent forms (Appendix E) to all 52 participants prior to the start of the second session of the Academy on Thursday 18 September 2003. After explaining the pre survey and consent form I gave all participants time to review both documents and ask clarifying questions. Most of those who wished to participate completed the participant consent form and the survey by hand and returned them at the start of the next class (the following week). Thirty eight of the 52 participants completed the pre survey (73%).

I emailed the post CPA survey (Appendix C) and participant consent form with a cover letter to the 56 members of the Alumni group on November 4, 2003. In the cover letter I introduced myself as the researcher and briefly explained my study and its' purpose; it also included instructions regarding how to complete the consent form and the survey electronically and how to return them to me via email. The initial return rate for the post survey was low—after 2 weeks only three surveys had been returned. I

resent the cover letter email twice to the group as a reminder (once in the second week then another time in the third week after the initial emailing). Eventually 17 out of the 56 recipients completed surveys (30%) one month after the initial message and surveys had been sent.

On 8 January 2004 I sent an email (Appendix D) to all members of the Citizens' Police Academy Alumni association (which included all members of the recently completed Class #3) requesting volunteers to participate in a one hour long focus group to discuss the academy and the influence it may have had on the participants and their communities. In the email I briefly described the focus group and the time commitment involved then I invited the recipients to volunteer to participate by replying to the email. I also asked those who volunteered to participate to invite a friend who has never attended a Citizens Police Academy and specified that it be someone with whom the alumni member has spoken about the CPA, policing and police related issues. My goal was to have a total of 10 persons attend the focus group with a portion of those persons who had not attended the academy. I selected the participants from among the respondents to the email. The focus group the facilitator, Kevin Shufflebotham (a MALT 2002-1 classmate who is not a police officer) and I met two days prior to review the data I had collected by the survey, discuss the aim of the focus group and to develop no more than two questions (Appendix E) to prompt discussion among the participants.

Wednesday, 21 January 2004 I convened the 1 hour long focus group in the conference room of the Edmonton Police Service, North Division headquarters building. There were 12 participants (7 women and 5 men) in total: 7 CPA alumni (included members of the recently concluded Class #3) and 5 Alumni contact participants (persons

invited by CPA alumni). Prior to commencing the focus group I explained the participant consent form; the participants were required to complete the form prior to the start of the focus group. We began the focus group at 7:00pm and finished it at 8:00pm. The facilitator asked the guide questions and monitored the flow of the discussion to ensure that the group adhered to the 1 hour time limit. The questions served only as a prompt to initiate discussion; each participant was given the opportunity to respond to the questions. The first question (what do you think the purpose of the Citizens' Police Academy is?) was directed to the Alumni Contact group. Its intent was to have the Alumni contact group discuss what message they extracted from their discussions with the Alumni and what they felt the goal of the CPA was. The second question (what would you say was the purpose or intent of the Citizens' Police Academy?) was directed to the Alumni group. A third question evolved over the course of the focus group discussions (What has changed for you since you attended or since you talked with someone about the Citizens' Police Academy in terms of attitudes or behaviour in relationship to policing?). This question and was directed to the entire group. To record the data collected I video taped the focus group while I concurrently noted key points on a lap top computer in a mind map using MindManager© software.



## Research Study Results

I will present the results of the data collected via surveys first. I organized it by the themes listed in chapter three. The focus group expanded qualitatively on the data collected by the surveys and the results of it will be presented following the survey results. I will close this chapter with observations taken from my research journal.

I chose to not use statistical tools, other than simple percentages, rounded to the nearest whole number, in the analysis of the results because the participants in the academy were selected from a very narrow segment of the population.

### *General*

In general the participants reported that attending the Citizens' Police Academy increased their willingness to communicate with the Edmonton Police Service and its members as well as their willingness to speak with family, friends and neighbours about problems in the community. They also reported that the CPA increased their level of awareness of the Edmonton Police Service as well as their awareness of programs available for them to work with the police to address problems in their communities. The participants also reported that after attending the academy they were more willing to volunteer their time and take part in programs designed address neighbourhood problems.

### *Survey First Area of Findings: Communication / dialogue*

I explored this theme using three sub themes: communication between the participant and the Edmonton Police Service as an organization, between the participant

and individual members of the Edmonton Police Service, and the participant and other members of their community (family, friends and neighbours).

### **Change in willingness to communicate with organization**

In the pre survey 56% of the respondents indicated that they had communicated with the Edmonton Police Service prior to attending the academy. The respondents described the problems they contacted the police about as: general criminal acts (impaired driving, theft), family related offences (family fights, mental health complaints), and neighbourhood order complaints (noise, speeding cars, neighbour disputes). In the post survey 82% of the respondents indicated that they were more willing to communicate with police after attending the academy.

They explained their increased willingness by writing: "...I was apprehensive...now I realize they (the police) are approachable and very willing to listen to my concerns..."; "...gave me a better understanding...I feel more confident..."; "The academy has humanized the individual behind the badge". There was one response in the **Less Likely** category; that participant stated "There are excellent avenues to contribute to the community in a volunteer role; however the EPS is not one of them. The EPS seems to be only concerned with enhancing their own (sic) image, not working with the public."

### **Quality of communication with organization**

In the pre survey 68% of the participants who had communicated with the EPS rated the experience as **Helpful** or above. They explained their rating was based on: rapid response time and the "effectiveness" of the attending members in dealing with the problem. The respondents who rated their communication with the EPS as **Somewhat**

**Helpful or Not Helpful** (31%) explained the reasons for their low rating were: poor response time, rudeness on the part of the member they spoke with, or having to wait (voice mail, being placed on hold) to speak with a police member. One respondent checked all the selections for this question and commented: "All of the above. Complaint line operators have such different days (attitudes) it can be frustrating because you never know how it will be dealt with (sic)". This question was not asked in the post survey.

### **Change in willingness to communicate with members**

The pre survey showed 53% of the respondents had communicated with individual members of the EPS before attending the academy. They described the content of that contact as: suspected drug dealing in their neighbourhood, general illegal activity (gambling in a park, drinking in public, mischief), suspicious person, and concerns with regard to an individual police member's behaviour. In the post survey 70% of the respondents indicated that they were **More Likely** to contact individual police members after attending the CPA. They explained their change in willingness by writing: "How will they know there is a problem, if I don't talk to them about it? It's everyone's responsibility, not just the EPS"; "I would feel more comfortable discussing police issues with an individual officer now..."; "I now realize they are approachable and care about Community Policing"; "The intimidation factor behind approaching the police has been greatly reduced, if not eliminated entirely." One participant indicated that they were **Less Likely** to contact individual police members since attending the CPA. The participant explained they felt the CPA was simply a public relations effort.

### **Quality of communication with members**

When asked in the pre survey to rate their communication experience with the individual members of the EPS, 69% of those who had spoken with individual members rated the experience as **Helpful** or higher. They attributed that rating to professional behaviour (courteous, thorough investigations), being approachable and being “community minded”. Those respondents who rated the communication as **Somewhat Helpful** or **Not Helpful** attributed that rating to poor police attitude and wrote that those members “...displayed the general attitude that the police is (sic) always right and never at fault” or that the issue the respondent had contacted the police about was not resolved. This question was not asked in the post survey.

### **Change in willingness to speak with family, friends and neighbours**

The pre survey showed 97% of the respondents discuss neighbourhood problems with their family, friends and neighbours. The results from the post survey showed 70% of the respondents indicated that they were **More Likely** to speak with family, friends, and neighbours after attending the CPA. When asked to explain their reasons for a greater willingness to communicate with members the respondents provided the following: “The citizens of Edmonton have got to work together with the EPS to make Edmonton safer. It is not only the responsibility of the EPS...”, “I now have a better understanding of where the Police (sic) are coming from and eager to pass this information along”, “I now have a much better understanding of what Community Policing is...[before] the Academy, it was always a phrase that was out there—a phrase I’d heard, but never fully understood”; “I now feel more informed and have been more observant and accept that community safety is everyone’s responsibility.” One

respondent indicated that they were **Less Likely** to speak with family, friends and neighbours as a consequence of attending the academy. The respondent explained they felt the CPA was simply a public relations effort.

### *Survey Second Area of Findings: Participation*

I explored this theme using three sub themes: the participant's involvement in programs run by the Edmonton Police Service, the frequency of the participant's involvement in those programs, and the involvement of the participant's family and friends in those programs. The results of each sub theme are discussed below.

#### **Participant Involvement in Programs**

The results of the pre survey showed 61% of the respondents were involved in programs where citizen's work in a volunteer role with police or in programs to address neighbourhood problems before attending the academy. The programs listed included: Drug Abuse Resistance Education (DARE), Students Against Drunk Driving (SADD), Neighbourhood Watch, Community Patrols, Community Police Radio Network (CPRN), Victim Services, Block Parent, Station Volunteers, and Wise Owl. In the post survey 88% of the respondents reported that since attending the academy they had either participated in programs or were intending to participate in programs where they work with police.

#### **Frequency of Participant Involvement in Programs**

In the pre survey 45% of the participants who worked with police prior to attending the academy participated once a week or more in those programs. In the post survey 82% of the participants reported that they were **More Likely** to work with police.

When asked, 52% of the participants indicated in the post survey that since attending the academy they were more willing to volunteer their time for community programs.

### **Friends and Family Involvement**

In the pre survey 53% of the participants said that their family and or friends were involved in programs working with police in a volunteer role or to address neighbourhood problems. This question was not asked in the post survey.

#### *Survey Third Area of Findings: Awareness*

I used this theme to examine the participant's awareness of the operations of the Edmonton Police service as a consequence of attending the CPA. I employed the following two sub themes: the subject's awareness EPS efforts to solve community problems and awareness of community programs available for citizen participation; as well as crime and safety issues within the city and EPS activities within the city to address those issues.

### **Awareness of programs and police efforts**

In the pre survey 87% of the respondents reported that they were aware of programs available to them prior to attending the academy. They listed: Neighbourhood Watch, Block Parent, neighbourhood patrols, Wise Owls, Community Police Radio Network (CPRN), volunteer positions at Community Police Stations, and Victim Services. In the post surveys 94% of the subjects stated their awareness of crime and safety issues has increased; they also indicated that their awareness of police efforts to address neighbourhood problems had grown.

*Survey Fourth Area of Findings: Opinion*

I used this theme to assess the participant's general view of the Edmonton Police Service. In the pre survey 97% of the subjects rated their opinion of the Edmonton Police Service as **Positive** or higher. One participant (**other category**) penned in "neutral" for their opinion. When asked to explain their response the respondents who rated the EPS as **Positive** or higher explained: "They are responsible for their actions and show great judgment"; "I feel the EPS does excellent work in serving and protecting the public, especially considering their financial constraints"; "for the most part this has been a positive relationship—have observed both good and questionable behaviour. Not an easy job (sic)"; "...most EPS members still feel and portray that they are really trying to help all citizens"; "Any time I've had a concern problem or questions the police service has been very helpful, courtesy (sic) and supportive". One participant rated the service "Positive" but indicated a need for change in race relations: "I feel there is a need for improvements in the area of race relations...." The neutral respondent commented: "Neutral because the police provide an important function, however sometimes the police abuse their powers". In the post survey 94% of the participants indicated that their view of the Edmonton Police Service was **Positive** or higher since attending the academy. One respondent said that their view of the Edmonton Police Service was **Negative** after attending the academy.

In the post survey 76% of the respondents said their view of the Edmonton Police Service changed after attending the academy. They provided the following explanations: "Not necessarily changed but my view is clearer and more positive overall"; "...on seeing exactly what they do, and deal with on a daily basis, helped to increase my regard for

their hard work”; “I have a much broader understanding...”; “I see them as more skilled, hard-working, professional, proactive and as basing their practices on research. When I hear something like “problem solving” or “community-based policing” in the news, it means nothing to me. It sounds like PR gobbledegook (sic)”.

One respondent explained their opinion prior to the academy was neutral. After attending the academy they explained:

Prior to the course, I had neither a positive or negative view of the police. My view has become somewhat negative, as this course has proven to me that the EPS is on a major public relations campaign and is not really concerned with issues.

*Survey Fifth Area of Findings: Citizens' Police Academy*

Here, I asked the participants to rate their overall opinion of the Citizens' Police Academy, then comment on what they found most informative and memorable as well as to provide any recommendations for changes or additions to the CPA. In the post survey 94% of the participants indicated that they had a **Very Positive** opinion of the CPA. In general they commented: “A great opportunity to learn more...and strengthen the link between the community and police”; “I thoroughly enjoyed the experience and learnt (sic) a lot...”; “extremely well organized and professionally presented”; “Exposed to and educated about things I knew very little about. The people involved were all fantastic”; “I was very impressed with the officers volunteering their time to design and teach the course...”; “...would highly recommend this course to anyone and would hope that this course continues on”.



One participant indicated that their view of the CPA was **Negative**. Their comments focused on the CPA appearing to be nothing more than a public relations tool:

Initially it all seemed informative, however in our real world, the police are not the nice, respectable people we are led to believe. Despite how policies and procedures say they conduct themselves, in actual fact, the police are generally arrogant and disrespectful to citizens

#### **Most memorable and informative**

The participants stated that the most memorable parts were the positive caring attitudes and professionalism of the presenters; others attended to specific lectures (drugs, tactical, air support) and activities (shooting simulator). Many commented that the same parts were also the most informative. One participant commented "I found it all informative. I had never thought about policing in a comprehensive way before and the Academy allowed me to see the bigger picture"

#### **Questions for the Edmonton Police Service or members**

This section of the survey produced a number of questions regarding police processes (i.e. "Why do family members of volunteers need security clearances?") but it also some regarding how the respondent should use what they learned in the CPA. Such as how can the alumni become more directly involved in the Edmonton Police Service and how the alumni can become more involved in "educating the public"? I found the following two comments offered a very interesting contrast in opinions: one was very positive

I would enjoy a followup (sic) program or a part two to this course, I enjoyed this course, it was educational, heartbreaking, and suprising (sic). This is a great educational tool for the general public...

While the second was very negative:

Why do you tell us we are there to be informed and then have an overly stressed officer (your rep. from vice) tell us that he can't tell us anything because it's "just too terrible"?? Why do you tell us to comment and ask questions when your rep. (from DARE) responds with "Well, do you have any better suggestions"?? Why do you tell us your people are there to help and when I call with an enquiry I am treated in a demeaning, hostile, and disrespectful manner??

#### *Focus Group Results*

The focus group expanded qualitatively on the results of the surveys. I will present the results I obtained by question: the first question was addressed to the Alumni contact group "what do you think the purpose of the Citizens' Police Academy is?", the second was addressed to the Alumni group "what would you say was the purpose or intent of the Citizens' Police Academy?", and finally to the entire group "What has changed for you since you attended or since you talked with someone about the Citizens' Police Academy in terms of attitudes or behaviour in relationship to policing?" The results I present below are summaries of the responses of the participants. The focus group facilitator and I reviewed these summaries and reached agreement on the findings presented here.

### **Alumni contact group**

The Alumni contact group reported that the message passed to them by the Alumni group regarding the purpose of the CPA fell into one of two areas: increased task and skill specific knowledge of policing and community relations:

#### **Task/Skill specific**

- Several participants reported an improved understanding of different skills required in policing: such as the use of the dogs, the helicopter, use of police weapons and self defence methods.
- Several participants reported an improved understanding of the variability of police tasks such as specific forms of investigation, “counselling” in family fights and problem solving.
- Several participants reported an awareness of the training police members receive to perform their job.

#### **Community relations**

- Several participants reported an increased awareness that the police cannot solve all the problems in their communities and the need for citizen involvement.
- Several participants observed that the Citizens’ Police Academy demonstrates the Edmonton Police Service is seeking a more open and understanding relationship with the community.
- Several participants saw the Citizens’ Police Academy as an attempt to encourage community members to volunteer with the police.

- Several participants noted that the information passed to them showed deficiencies in police programming in areas such as youth relations and they indicated a possible need for police to make more efforts to contact youth.

### **Alumni group**

The Alumni group was asked “what would you say was the purpose or intent of the Citizens’ Police Academy?” They provided the following answers broken down into groups similar to the above responses:

#### **Task / Skill Specific**

- Several participants said it was eye opening with relation to police duties and tasks: insight into demands of job such as split second decision making when determining the amount of force to use.
- Several participants found it educational and were surprised that those presenting the information did so voluntarily teaching CPA was voluntary.

#### **Community Relations**

- Several participants commented that cooperation between the public and the police was an important message. They expanded on that by saying that the Citizens’ Police Academy demonstrated that citizen involvement in policing requires knowledge of what police can and cannot do: all the participants agreed when one participant said “This message was strong”.
- Several participants found that the Citizens’ Police Academy revealed that a broad approach to communication between the police and the public is best
- Several participants felt that the Citizens’ Police Academy is an attempt to open the organization to the public. Openness will allow the police to eliminate the

stigma attached to policing by showing themselves as public oriented and service oriented organization and that the police care about the citizens.

- Several participants commented that crime prevention is everyone's responsibility; however, they did not expand on what they would do to prevent crime other than call police.

### **Entire group**

The entire group was asked to describe what has changed for them as a consequence of attending the CPA or discussing it with friends who had been involved in it. They explained that they had experienced change in three areas: they had a different level of appreciation for the role police play in society, they were excited about the knowledge they acquired regarding policing, and the Citizens' Police Academy had changed their relationship with police.

### **Role police play in society:**

- Several participants stressed that policing isn't anything like what they saw on television or in movies: the CPA gave them a better understanding of policing and made them more empathetic toward the police.
- Several participants commented that when they spoke to friends, families or groups they felt comfortable enough to "call people on their attitudes". They felt better able to provide more accurate information to prevent people from repeating falsehoods. Some felt they were advocates for the Edmonton Police Service; some were not comfortable with that label.

#### Education: Knowledge acquired

- Several participants expressed that they were fascinated by the scope of what police do in any day and mentioned the following specifically: social work, DARE, School Resource Officers, neighbourhood problem solving, enforcing laws and bylaws.
- Several participants said they had an improved understanding of the financial and resource demands of policing.
- One participant said the Citizens' Police Academy gave them a good view of the role of women in policing and how the female members can serve as role models for young women.
- One participant said they felt that the knowledge they acquired through the CPA obligated them to use it to prevent problems.
- One participant expressed that they loved the Citizens' Police Academy because they "... just loved to learn something new".

#### Enhanced relationship:

- Several participants explained that their confidence level in police has been enhanced because they learned that the police "keep the bigger picture in mind".
- Several participants said they learned that a "community gets the type of police service they participate in".
- Several participants expressed that the CPA has improved their understanding of policing and the law and has taught them that "...if I have to be involved I know I am doing it for the right reasons...I will call in problems and give descriptions".

- Many explained that CPA has shown them that they need to do their part and support the police such as “speak positively, not getting angry when you get a ticket, help by practicing prevention”.
- Many felt that they enjoyed the CPA so they feel obligated to promote the academy to generate interest in it.
- Many felt that to help the police all members of a community need to buy into their neighbourhoods because “It is worth our while to do that. We have to draw lines and react to problems”, “I need to contact police earlier and understand what will happen when I do call”.
- One person stated that they felt they had a moral responsibility to be a role model now and that he had to be more conscious of his personal behaviour because he had a better understanding of "law abiding behaviour".

#### *Research Journal entries*

I attended many of the 13 weeks of Citizens' Police Academy sessions. In those sessions I spoke with many of the participants and made the following notations:

- All of the participants I spoke with were very excited about the learning and awareness experience offered by the Citizens' Police Academy. The most frequent complaint was the inadequate time for questions and discussion following the presentations (September 19, 2003).
- The size of class # 3 was very large (50 participants). Several participants stated it was too large and made discussions difficult. I made a technical note here that as a consequence of conversations held with participants over the course of the community policing presentation, that the focus of the this topic should be on the

philosophy of community policing and it should open for discussion the opportunities for citizens to get involved in community safety and how they could practice problem solving (September 19, 2003).

- I discussed citizen involvement in policing with two participants of class #3. They have experience in health field administration and have consulted on the subject in other countries. They stressed the importance of the “world view” of the organization: what is the overall purpose of the organization. Organizations must find approaches that work within the culture of the community they operate in (November 3, 2003).
- I discussed broadening the scope of the Citizens’ Police Academy with an educator who was a participant in class #3. The Citizens’ Police Academy might be more valuable if it were offered in a school environment. It could start in junior high schools in and have the students identify problems. It could finish in senior high school and have the students implement a solution to a problem they have identified. This would broaden the audience because all members of the community have access to the school system. The service could use School Resource Officers to teach the lectures. The participant suggested it could also be offered through community education programs with a fee charged to recover costs of facilities, resources and presenters (November 7, 2003).
- Alberta Learning is already using forensics to attract students to science (McFadzean, 2003, p. 109). There is a science program at a local senior high school that offers a science class that uses forensic techniques to generate interest in science: policing is attractive because it is “sexy”—note the plethora of police



TV programs, movies, and novels released as entertainment. It serves as a tool to draw people to the topic of social order (November 13, 2003).

- Curriculum note: some of the material presented in the lectures is too technical for the participants. They continue to say it is interesting but while I observed them during the Intelligence presentations many appeared bored and disinterested. Perhaps the presentations should be reviewed and edited to present enough information to permit the participants to ask clarifying questions. This format would allow the participants to take the presentation in a direction of more interest/benefit to them (November 27, 2003).
- Methods note: in discussing the focus group with the facilitator, Kevin Shufflebotham, we agreed that the questions should examine the message passed to the participants by the Edmonton Police Service and the message passed by the participants to the people they have contact with. This was very interesting because it appears that there is no central theme threaded through the presentations. What message does the Edmonton Police Service want to pass along to the participants (January 19, 2004).

#### *Study Conclusion-General*

The purpose of this study was to determine how the Edmonton Police Service's Citizens Police Academy encourages cooperation and communication between the police and citizens of Edmonton as judged by the goals outlined for it by the Edmonton Police Service. For this study, I defined cooperation as a citizen either expressing a willingness to participate in community policing programs or participating in community policing programs offered by the Edmonton Police Service and communication was defined as

written or verbal contact with the Service or individual members to discuss community problems.

Overall the study respondents rated the Citizens' Police Academy a very positive experience. The participants reported that as a consequence of participating in the academy they:

- Increased their awareness of Community Policing initiatives (Goal 1).
- Had a more positive view of the Edmonton Police Service (Goal 2).
- Had a better understanding of policing issues and will read and listen to discussions on the subject of policing and police issues more critically and are willing to correct misconceptions (Goal 3).
- Are willing to participate in the Citizens' Police Academy Alumni Association.

Those who have participated in previous meetings reported it as a satisfying experience and expressed enthusiasm at the Edmonton Police Service's interest in using the Alumni Association to discuss Strategic Priorities (Goal 4).

The participants reported that as a consequence of attending the Citizens' Police Academy they were more willing to communicate with the Edmonton Police Service and its' members as well as to speak with other members of their community about neighbourhood problems and policing issues. They also stated that they were more willing to participate in programs designed to address neighbourhood problems and were more willing to work with police to address those problems.

The level of enthusiasm expressed by the participants for the CPA indicates that it generated interest in policing and police related issues; the next section will take a closer look at a possible explanation for how the participant's interest in communication and

cooperation increased. A later section will explore the influence the CPA had on the participant's definition of their role in community policing.

*Conclusion 1: CPA increased willingness to communicate and cooperate*

The participants attributed their increased willingness to communicate and cooperate with the Edmonton Police Service to better understanding and awareness of the Edmonton Police Service as an organization and to a higher comfort level with individual members owing to an increased familiarity with the police members as individuals. The participants used phrases such as "now I realize they are approachable..." and "It humanized the individual behind the badge" to explain their increased willingness to approach individual members. The participants attributed their increased willingness to communicate and participate to their positive contact with the presenters and the members who organized the Academy. Roulier (2000) credits positive meaningful contact (dialogue) with encouraging higher levels of mutual understanding and cooperation; which can lead to increased efforts to seek positive outcomes to conflict and problems instead of public criticism (p. 59). Many researchers who have studied Citizen Police Academies have found a strong link between education programs that encourage citizen-police interaction and reductions in fear of crime and increased crime prevention efforts by the program participants (Cohen, 1996; Reisig & Giacomazzi, 1998). Those same researchers emphasize the importance of follow up plans such as newsletters and meetings that continue the police-citizen communication (Cohen, 1996).

The Edmonton Police Service organized the Citizens' Police Academy Alumni Association as a forum for continued discussion between the Edmonton Police Service and those who complete the Citizens' Police Academy. The Alumni Association meets

once every three to four months (determined by the Alumni Association executive). The agenda is set by the Alumni Association executive and is open to suggestions from other Alumni Association members as well as members of the EPS executive. The meeting I attended in November 2003 offered the Alumni Association members who participated the opportunity to discuss two aspects of the Edmonton Police Service's strategic plan—external trends and challenges to be faced by the EPS and resource allocation within the EPS—with a member of the EPS executive. The results of the Alumni Association's discussion were recorded and presented to the Edmonton Police Service's Chief's Committee. Those results were incorporated into the Edmonton Police Service's 2004-2006 Strategic Priorities plan (Edmonton Police Service, 2003a). During and after the meeting I spoke with members of the Alumni Association and they expressed excitement and encouragement at being given the opportunity to provide their opinion to the EPS on various issues through the Alumni Association.

#### **How Does the CPA Increase Communication and Cooperation.**

Participant selection for Citizen Police Academies has been noted as a problem by other researchers (Schafer & Bonello, 2001; Jordan, 2000; Bumphus et al., 1999). In my analysis of the demographic data for the Class #3 participants, it became apparent that the group represented a narrow range of the larger population of the city of Edmonton. A close examination of the demographic data for class #3 of the Citizens' Police Academy provides the following description of the "average" participant: he or she was most likely between the age of 40-60 years (51%), and had attended university or completed a university degree or graduate level program (41%). Although data was not collected on employment, anecdotal reporting showed most if not all attendees were

employed and most worked for a government agency or private industry. In a 1996 Statistics Canada (Statistics Canada, 2001) survey the median age for the population of Edmonton was 35.4 years with only approximately 22% of the population between the ages of 40-60. The Canadian Global Almanac (Girvan et al., 2003) reported that 13% of residents of Alberta have a university degree. Race or ethnic background data was not collected for this study; however, in 1996 18% of the population of the Edmonton census metropolitan area was listed as immigrant (Girvan et al., 2003). One member of class #3 observed that there were very few people of colour represented in the class and they felt that race relations was an issue that was overlooked in the curriculum. In summary, the participants in class #3 of the CPA were older and more highly educated than the general population of Edmonton. Studies have demonstrated a positive correlation between support for police and older, highly educated, and settled members of communities (Reisig & Giacomazzi, 1998).

Given the narrow demographics of the class #3 participants, the high rate of change in willingness to communicate and participate may be an artifact of the demographics of the social group they represent. The pre survey recorded that 97% of the participants rated their opinion of the EPS as "Positive" or "Very Positive" prior to enrolling in the CPA; 97 % of the respondents discussed neighbourhood problems with family, friends and neighbours prior to enrolling in the CPA and 56% of the participants had contacted the EPS about neighbourhood problems before enrolling in the CPA. A majority of the participants (61%) were already involved in programs where they worked with police once a month or more. Social representation theory states that members of a community form groups based on a shared understanding of the world (Wagner et al.,

1999). These researchers explain that a group's meaning of social objects evolves out of dialogue and interaction among the group members. Social groups are comprised of members who share values, beliefs, thoughts and customs which serve to promote communication among members and enable the members to function smoothly within their social world (Wagner et al., 1999). In a study that examined social representation theory and group effects, Guerin (1995) found that respondents to a questionnaire tended to adopt opinions they believed were espoused by a group of "similar" when responding to group salient questions. The CPA participants were selected from a narrow demographic range of the population of Edmonton who demonstrated interest in policing; on entry into the CPA they rated very high as police supporters and already rated very high in participation. It is likely that the group effect found by Guerin influenced the participants of the CPA examined in this study.

Bohm, Reynolds and Holmes (2000) found that for community policing to be effective it must solicit input from as broad a sample (or the entire) of the community as possible. They noted that although maximum involvement in problem solving is ideal, it is usually dominant or influential groups that have the most input in the solution or direction the solution would take. They indicate that a combination of factors—awareness of programs, availability to work within those programs and police selection—are responsible for excluding many members of a neighbourhood. As other studies of Citizen Police Academies have observed, I found that the selection practices used to choose participants for this Academy are exclusionary. Those who attend the Edmonton Police Service CPA tend to work with the Edmonton Police Service in community

policing programs or organizations whose focus is neighbourhood disorder (for example social services).

*Conclusion 2: Ambiguous Role for Citizens*

Reisig and Giacomazzi (1998) and Bumphus, Gaines and Blakely (1999) noted that one factor affecting citizen participation in crime prevention was an unclear definition of their role in crime prevention. The results of this study indicated that while the Citizens' Police Academy generates interest in community policing and crime prevention among the participants, it did not transmit a "main theme" or role for the citizens' in community policing.

In the post survey, I asked the respondents to explain the most memorable and most informative aspects of the academy. Some participants expressed a more positive view of the Edmonton Police Service as an organization and the individual members of the EPS as caring citizens. Others underlined the technical aspects of policing: firearms and use of force/officer safety, tactical and canine and air support. When asked their overall view of the Citizens' Police Academy they listed education/learning, exposure to very professional and caring (police) presenters most frequently as reasons for their positive to very positive view. One post survey respondent commented that the Citizens' Police Academy program was very informative and concluded his survey by asking how he could become more involved in the Edmonton Police Service. The focus group was employed to expand on the data gathered by the surveys with the aim of identifying a "key" message or what the participants felt was the central theme of the CPA.

*Participant's view of their role in community policing.*

To determine what message the Alumni group was passing to the people they spoke with, the Alumni contact group was asked the question “what did you hear from the participants when you spoke with them about the academy and policing issues?” The responses from the Alumni contact group centered on technical skills, job description, and breadth of responsibility, improved view of individual members and the organization. The Alumni members of the focus group were asked to explain what they felt was the central theme of the CPA. It produced the same range of replies as the survey questions noted above: great education experience resulting in better appreciation for the complexity and difficulty of the job police perform, learned great (technical) tools for use in neighbourhood programs, broader awareness of the duties police perform. When the entire group was asked to respond to the question “What has changed for you as a result of participating in (or your communication with the participants of the) Citizens’ Police Academy”; the focus group participants responded with answers in one of three areas. They expressed a different level of appreciation for the role police play in society, they were excited about the knowledge they acquired regarding policing, and the academy changed their relationship with police.

The participants agreed that they had a much greater appreciation for the role police play in society and this has encouraged them to “call people on their attitudes” and to correct misconceptions regarding police behaviour, some referred to this as an advocacy role, some chose not to adopt that term. There was agreement that the CPA changed the way they interpreted media reports—they would read and listen to them more critically. There was also mention of the role women in policing played in



encouraging other women—this was not expanded upon. Those who expressed excitement regarding the experience as purely educational did not expand upon that. The final group of answers related to a change in their relationship with police. The majority of focus group participants expressed that the CPA established the importance of their involvement in their neighbourhood both in a crime prevention role and their responsibility to act earlier when reporting crimes and possible crimes: they stated they would provide more support to police by “intervening earlier” by calling the police sooner. It appears that the CPA has clarified the citizen’s role in crime prevention: call the police sooner. This raises an important question: is this the role we want the members of the community to adopt?

*Community policing description of citizen’s role.*

In the community policing paradigm citizens are encouraged to take a more active role in addressing community problems and not to rely exclusively on police services (Reisig & Giacomazzi, 1998, p. 547). The Edmonton Police Service 2004-2006 Strategic Priorities (Edmonton Police Service, 2003a) document identifies preventing incidents of neighbourhood crime and disorder as one of the service’s priorities. The strategic priorities document suggests the Edmonton Police Service identify areas of high crime and disorder and engage communities in problem solving initiatives to proactively address the concerns because disorder and crime “...raises fear of crime, creates apathy, and impacts on community perceptions about safety” (p. 6). In the same document, the steady increase in citizen demand for service from the police has been identified as a concern because of police resource shortages (p. 4). As Reisig and Giacomazzi (1998)

and Bumphus et al. (1999) found in their work the role of the citizen in community policing is neglected.

Williams (1996) scrutinized the leadership role police play in community policing as coordinators among multi agencies while responding to community problems. He contends that because the police patrol cities 24 hours a day, every day of the year they come into contact with a multitude of problems that may lead to crime, but have not yet resulted in criminal acts. The paradigm of community policing requires that these underlying issues be resolved which, in turn, requires coordination with other agencies. He attributed the leadership role foisted upon police to "problem redefinition" or mismatches between the current social structures and resource constraints (government and non government agencies) and the demands placed upon those structures by citizens. How should the police address public demand for police involvement in their communities? In the professional model of policing, rapid unit response to a specific call for service was the appropriate response; using the community policing paradigm the police and citizens partner to resolve community problems. What are the roles of the partners in the community policing model? The participant responses in the pre and post surveys and their discussion during the focus group indicated that they have a greater appreciation for the police role in their communities and are willing to accept that they must become more involved in maintaining order. However, the most common interpretation of their involvement in community policing after attending the CPA is to call police earlier.

The Citizens' Police Academy generated interest and increased the participant's willingness to become involved in community policing. It provided an excellent vehicle to

better define the social order role of the citizens of Edmonton and to encourage them to take a more active part in addressing many of the social problems that result in disorder although, it appeared to have not communicated any information regarding how they should become involved. These findings fall into line with those of Webb and Katz (1997) "...much of the community policing movement has been focused on police reform rather than on citizen education and involvement" (p. 22).

### *Study Recommendations*

The Citizens' Police Academy offers a valuable relationship building and communication tool for the Edmonton Police Service or any other service interested in generating greater citizen involvement in social order. However, in its current form it has two major flaws: the participant pool is very narrow and it fails to clearly identify the citizen's role in enhancing or maintaining social order.

#### *Recommendation 1: Widen the participant pool.*

The research available on Citizen Police Academies identified the narrow focus of participant selection process as a major flaw in the programs currently employed throughout North America (Bumphus et al., 1999). Williams (1996) stressed that as a consequence of changes in society in general and government in specific, the role of police has evolved into that of community leader. In my view, a truly effective leader builds strong relationships among the group they work with. In policing our duty involves us in the entire community we serve. If the participants in the Citizen Police Academy were selected from a wider range of citizens—ethnicity, age, income—it may open relationships, understanding and support from a broader range of society.

I recommend that the Edmonton Police Service expand access to the Citizens' Police Academy offering it in the public school system through the School Resource Officers (SRO). SROs are sworn police members who are assigned to many of the junior and senior high schools within the city. The CPA could be modified to make the material more appropriate to junior and senior high schools and to include information offered in programs currently taught by police such as DARE. The lectures could be standardized to enable the individual SRO to provide most if not all of the material; if necessary area specialists—such as tactical members, homicide or spousal violence detectives—could be brought in to deliver some material. Offering this program in the school system would provide a very efficient way to broaden the participant base by providing access to a broader range of ethnic groups and income groups. It would also give police increased access to age groups other than adults and permit them to build positive relationships with youth; a factor identified as important by other researchers when examining informal social control, trust, peer group influence and perceptions of disorder (Sampson, Morenoff & Gannon-Rowley, 2002).

*Recommendation 2: Clarify role.*

Although the group effect reported by Guerin may have influenced the Citizens' Police Academy participants, they still reported an increase in willingness to participate and communicate with the Edmonton Police Service. The increase in respondent willingness remains a tool available for the use of the communities to improve social order and security. However, as the results of this study suggest, citizens do not fully appreciate their responsibilities regarding problem solving and maintaining order within their communities. Webb and Katz (1997) suggest that the message of community

policing may not be completely understood by citizens; they found that citizens have been excluded from much of the dialogue around community policing. The variation in “key message” received and transmitted by the CPA participants indicates that the police and researchers need to engage more citizens in the dialogue about community policing and both the police and citizens role in community policing and maintaining social order.

Anecdotal data I collected while working as a call evaluator in the Edmonton Police Service communications section regarding the reasons for a citizen to make a call to the police supported the observation often made by other researchers and police that only a small portion of police work involves criminal law enforcement (Thurman et al., 2001). While the public expects the police to investigate and solve criminal acts, the majority of requests from the public are for police to perform other duties: maintain the smooth flow of traffic on roadways, mediate neighbour disputes, provide education programs, address concerns regarding businesses in their neighbourhood, etc. Bryett (1997) examined the schizophrenic personality of policing—law enforcement versus community building—and he concluded that “the role of the police has gone far beyond what once might have been expected...” (p. 172). The demands placed on police organizations by communities are high and must be addressed.

If we adopt the paradigm that the responsibility for maintaining social order stretches from individuals choosing to voluntarily complying with laws, to informal control of behaviours by family friends and community members, through to police enforcing laws drafted by an elected government we can see the critical importance of the citizen’s role in maintaining social order. Voluntary compliance forms the foundation for social order. If individual citizens cease to voluntarily comply with laws the positive

influence of informal social control is lost. A riot is a good example of a situation where voluntary compliance is suspended and informal social control ceases. In a riot, not only does the task of enforcing compliance become difficult if not impossible but the danger of complete loss of voluntary compliance and informal social controls can lead to the complete destruction of a nation—such as Somalia and Yugoslavia. This paradigm demonstrates the importance of Sir Robert Peel's third (the police must secure the willing cooperation of the public) and seventh (the police are the public and the public are the police) principles (Williams, 2003).

The Edmonton Police Service (2003a) acknowledges in the 2004-2006 Strategic Priorities document that police citizen demands outstretch the police resources available. Education programs such as the Citizens' Police Academy could reduce the resource strain if the citizens themselves recognize that they too have an obligation to take an active role in identify and resolve problems in their community. Michael Ignatief (2000) wrote that it is our obligation as citizens to assist in maintaining social order "...to sustain the collective entitlements that make our life possible" (p. 126). Passive consumption of police services by citizens was a characteristic of the professional model of policing; in community policing the citizen is seen as an active participant. The results of this study indicated that we as police, the community, and individuals have to dialogue about the system of order maintenance and the roles for all components of society from the individual to the government.

### *Summary*

The Citizens' Police Academy provides the Edmonton Police Service with a forum to increase the citizen's awareness of their role in maintaining order in society and

the Service with a vehicle (the Alumni Association) to encourage citizen input into police strategic planning and feed back into police performance. Participating in the Citizens' Police Academy increases the citizen's awareness of community policing programs, increases their willingness to participate in those programs and it familiarizes the citizens to the organization and its' members. The Citizens' Police Academy changes the quality of the relationship and encourages more meaningful contact between the citizen, the Edmonton Police Service and its members; however, to mobilize the potential of the altered relationship we must extend the demographics of the audience taking part in the Academy to encompass as broad a representation of the community we serve as possible and we must clarify the citizen's role in maintaining social order and communicate their role to them clearly to better enable both the citizen and police to create opportunities for the citizen's involvement in maintaining order.

### Research Implications

The most important recommendation resulting from this study is role clarification for both the citizen and the police. In my time working in communications section and as a member of Patrol Services Bureau as a patrol constable I have observed (as have other police members I have spoken with) a deficit between citizen demand for police service and police ability (balance between resources, training) to meet those demands. The gulf between citizen demand for service and police ability to meet the demand is demonstrated statistically by the calls requesting police service versus calls dispatched: 450 000:130 000 (Edmonton Police Service, 2002). Anecdotally, it seems a good portion of the calls not dispatched are citizens requesting that police attend to or resolve issues that should be dealt with, in the interpretation of the police, through individual problem solving or through the political arena. Williams (1996) paper addresses the issue of social responsibility: what are the roles of police, of the individual, of the family, and of the government in maintaining order?

Bumphus et al. (1999) identified promoting citizen action to establish and maintaining a safe orderly community as the primary purpose of community policing. This is a responsibility that falls on the shoulders of police organizations because, as society's social order "specialists" we are the platform leaders. To accomplish this we must initiate a dialogue about how we can all work together to maintain social order.

### *Organizational Implementation*

To clarify the citizen's role in maintaining order we must open a dialogue with them to explore how they view their role and the role of police. The responses in the surveys of the Citizens' Police Academy participants offer a good example of the power



of simply communicating with one another. The conversations that occurred during the Academy presentations altered the quality of the relationship between the citizen and the police. In our search to define roles we must engage the citizens in dialogue. Mitias (2003) describes dialogue as a rational conversation whose goal as a search for “intersubjective” truth; or how the group—be it a gathering of organizations or a gathering of individuals—understands the concept, question or problem being discussed, not how individuals define it. To find the “truth” in the relationship between the Edmonton Police Service and the citizens of Edmonton we must begin our dialogue by discussing the language we will use. Rosenbaum and Lurigio (1994) found many of the concepts and much of the language used in community policing is not clearly defined. I found the same shortcoming in discussions I had with several participants of class #3 of the Citizens’ Police Academy, other citizens, and police members; although we use many of the same terms we have different understanding of them. For example, what do we mean by “community policing”? Is it law enforcement based on citizen demand, is it police solving problems identified by police through statistics or is it the citizen’s resolution of everyday problems using community resources with police assistance? Without sharing an understanding of the language we use we will find it impossible to create a mutual understanding of the more complicated issues such as roles and responsibilities for all members of the community.

### *Role Identification*

To implement my recommendation regarding role identification I suggest we begin by examining, qualitatively, the information available through public communications with the Edmonton Police Service. A study of requests for service

received by the complaint line (Communications Section) and public requests made at the community stations would provide information relating to what the citizens and groups are asking of police and give us an indication of the type of service requests. This would supply a foundation for the discussion of the citizen's view of their role and the role of police in maintaining social order. We would then be able to engage stakeholders in dialogue about everyone's role in maintaining social order. Identifying those who should participate in the discussion (stakeholders) is a critical step.

The stakeholders would vary depending on how broadly or narrowly "community" is defined (capital region, city, section of city, business strip or neighbourhood); stakeholders would range from the police commission, city council, representatives from various organizations (such as social services, religious groups, school groups, business associations), up to individual citizens. This is important because, as Skogan (1989) explained, the demands and expectations of a community depend upon the demographic composition of that community. The sample of community members who participate must be a balanced representation of the community being engaged (ethnic base, age, income and education) to provide the best setting to obtain the most complete information. I recommend that the EPS conduct focus groups starting with individual citizens who represent specific neighbourhoods within the city. Then, if necessary (and I believe it is) expand to the level of special interest groups (religious groups, ethnic groups, and businesses), then move to the city as a whole on the political level (police commission and city council, perhaps include representatives from adjoining city councils).

Once the role of citizens in community policing is identified and defined I recommend we review the curriculum of the Citizens' Police Academy program with the aim of threading the role message through it. The current attraction of the academy appears to be the citizen's interest in policing—the tasks we perform, the equipment we use, the dangers we face—as is evidenced by the participants comments in the surveys as well as the plethora of police related “reality” television shows, television drama shows and movies. While blending in the role message we would have to ensure that we retain the participant's interest in the program by maintaining the exciting and interesting topics that have generated interest among the past participants. My study did not examine the curriculum however many of the participants commented that some of the presentations could be shortened or removed to allow time for discussion and the expansion of other topics.

#### *Widening the participant pool*

Broadening the Citizens' Police Academy participant pool would provide more opportunities for positive communication between a broader range of citizens and the police (Ponsaers, 2001). To accomplish this I recommend that we offer the program in a number of different venues. We could continue to offer it through the Edmonton Police Service to selected individuals; however, the resources required to expand the audience might very quickly outstrip the resources available to provide it through Edmonton Police Service.

A very good resource would be the School Resource Officers who already present education and awareness programs like DARE in the Public School system. The Citizens' Police Academy could be modified to accommodate the requirements of the

public school system and offered at the junior high school and high school. The curriculum could be modified to include topics such as substance abuse, bullying, and internet safety. Archbishop O'Leary High School already offers a science program that links "traditional" science with forensics (McFadzean, 2003). This program it could be used as a guide for the modifications needed to transform the Citizens' Police Academy into a public school program. If modified to fit into the public school system we could incorporate an assessment component such as a problem solving project aimed at identifying and addressing problems in neighbourhoods, the city, or the province. The potential benefits to the Edmonton Police Service (lower citizen demands of police, reduction in work load, better relationship between police and the community), as well as benefits to the community, identified by Adams et al. (2002) could be considerable if we begin to stress the citizen's role in maintaining order at the junior high school and high school age. A modified Citizens' Police Academy could also be offered to a larger portion of the community through local community colleges such as Grant MacEwan or through the continuing education services offered by universities or the public school system; a fee for the program could be charged to recover costs.

The concerns that would have to be addressed regarding expanding the audience for the Citizens' Police Academy would be tailoring the program content to suit the intended audience—for example if offered in the school system we would have to remove of some of the more graphic images and content shown in presentations such as homicide, sex crimes and vice or forensic identification—and the presentations would have to be standardized to allow more instructors to present similar information. Both these concerns would have to be addressed in future studies.

The Citizens' Police Academy could remain in its' current form and continue to be offered to the current audience. However, I believe it must be modified to take advantage of the potential of strong education programs to build stronger relationships between the community and police and to increase awareness of police needs by citizens and citizen needs by police. The Edmonton Police Service currently provides education programs to encourage a safer more orderly community: members teach DARE in the public school system, provide programs such as Crime Free Multi-Housing and Crime Prevention Through Environmental Design to supply residents, managers, and police with a skill set to modify their environment so that they may safely enjoy their communities. In keeping with the mission of the Edmonton Police Service—policing to achieve a safe, healthy and self reliant community—these recommendations would provide the EPS with the opportunity to review not only the Citizens' Police Academy but all education programs we offer with the aim of promoting the values that guide our organization: teamwork, innovation, accountability and respect.

#### *Future Research*

I feel that the role of police in society requires closer examination. As police, we tend to define our role in society as law enforcers: we design our organization and our training around law enforcement as our principle task. However, in my own experience in both the Edmonton Police Service Communications Section and as a patrol constable as well as through conversations with other members of the Edmonton Police Service, many public requests for assistance tend to draw us away from pure law enforcement. Other researchers have studied the police role "drift", for example; Williams (1996) examined the evolution of police tasks into "non-crime" related issues and the social leadership

demands placed upon the police. While the role of police in North American society has never been clearly defined; society has used police leadership and resources to address a wide range of social disturbances. As Bryett (1997) noted in his research that the role of police in society appears to be much broader than law enforcement.

Carothers (1998) wrote of the popularity of the Rule of Law among those who are faced with bringing order to the world's troubled nations. He maintains that although formal laws and lawmaking structures (basis of Rule of Law) form the framework of society and guide individual and group behaviours, achieving Rule of Law is long and arduous process, for example; even a decade after the break up, the nations of the former Yugoslavia are still unstable. Laws work only if they are followed voluntarily. Consider this quote from the movie Gandhi: "They may torture me, break my bones, even kill me; then they will have my dead body, not my obedience" (Attenborough, 1982). After Gandhi speaks that line the camera pans to what I consider a bewildered look on the face of a policeman sitting in the audience; he seems to be thinking "how can I make them follow rules if even beating them won't work?" I suggest that "Western" police services are attracted to programs that encourage greater citizen involvement in order maintenance because maintaining order in the societies they serve is has become more complex; the citizens no longer "blindly" follow rules.

The pattern of change in the role police play in society has followed the path of wider social change (Williams, 2003). As societies change with exposure to new experiences such as the demands of economic development (natural resources, business and industry growth) and communication development (radio, telephone, television and internet) the individual citizens change and that alters the character of the society to

which those citizens belong. Gagnon and Tully (2001) and Huntington (1997) analyzed the very complex and profound impact international forces, such as immigration, culture, trade, political beliefs and technology, have on the governing of nations and the functioning of communities as they ripple through the world from one country to another. Kaplan (2000) observed that the negative influence of those external forces becomes greater if the citizens feel less commitment to the community in which they reside. He attributed that effect to a sense of powerlessness and or frustration. Community ties and cohesiveness has been linked to many other aspects of a community life; Simon (2002) espouses cultivating closer community bonds to promote higher levels of informal social controls. The relationship among police, the community and individual residents with regard to community empowerment and the police ability to encourage community cohesiveness needs to be examined in more detail. "Modern" policing requires much more than enforcing laws as witnessed by the United Nations use of police to rebuild fractured nations.

The ability of police to strengthen communities and nations has implications for international security. In a paper that examined policing in peacekeeping missions Jackson and Lyon (2002) attributed ethnic conflict as the primary source of contention in failing or failed states. In the ethnic conflict experienced in Somalia, former Yugoslavia, Israel, and Rwanda, Rule of Law was "suspended" by large groups including many of the governments involved. Jackson and Lyon explain that the difficulty in rebuilding police agencies within those states lies in establishing order and de-escalating violence. While overt acts of violence—riots, attacks specific targets—can be addressed by the display and use of force by military and paramilitary agencies, establishing order can be

somewhat more difficult if one or several groups refuses to accept the legitimacy of the government and their laws (Israel and the Palestinians for example). Can multinational police employed by the United Nations be used in concert with other agencies to encourage voluntary compliance with laws to reestablish order? What pre-conditions or conditions must the multinational police locate or create in the communities and societies to begin re-establishing order in failed states? In a study of policing and order in Afghanistan, Mohammad and Conway (2003) found that strong, stable communities provide a solid foundation for maintaining order.

The role of police in society must be examined more closely both within “Western” nations and without in the international use of police in “damaged” nations. The impact of police on communities and society can be measured by much more than arrests and crime rates. As we have observed globally since the attacks on the United States on September 11, 2001 social instability within a nation not only threatens the safety of the citizens of that nation but can threaten the stability entire regions and the globe as well. Jackson and Lyon (2002) wrote that economic instability, movement and resettlement of displaced persons, internal security, administering elections, rebuilding infrastructure are all elements linked to reestablishing peace and order within damaged states; and identify public security institutions—police, the judiciary and a penitentiary system—as the cement that holds society together to allow those other elements of society to coalesce. I agree, however, as Jean-Jacques Rousseau (2000) postulates in First and Second Discourses; there is a great deal more holding society together.

John Ralston Saul (2001) wrote of the complexity of social life and the necessity of establishing a dynamic equilibrium as a “...context for struggling with how to live our



lives and how to shape our public good” (p. 329). The Rule of Law evolved in societies out of a common social vision; recognition that there must be a balance between the needs of the individual and those of the group within which we live. An example of the need for balance can be seen in the “anarchy” that is Somalia. Even as it self destructed, Somalia settled into a balance among groups aligning with various warlords (Cran, 2001). To live in groups we must agree on how to live together: is informal social control a byproduct of a common social vision? Do police play a part in achieving a common social vision? If deployed to destructing or destroyed nations such as Haiti, can police use a common social vision to restore order and encourage the society’s movement to Rule of Law? I feel policing is more than law enforcement, it is part of a complex system of social control stretching from the self and voluntary compliance, through informal social control by close knit groups such as families and extended families, to the Rule of Law structure established by formal social systems such as governments and onward to order imposed by governments using military and paramilitary agencies. Given that pressures from seemingly remote corners of the world cause ripples in Canada; I think we need to more completely understand the system of social order maintenance and how we, as police, fit into that system.

### Research Project Lessons Learned

This project has been an amazing journey. I have learned many valuable lessons: many personal (not unique according to an informal poll of my class mates) that I will not share here as well as many technical project-related lessons. I also benefited from a pivotal lesson about how important it is to understand the system within which my organization functions. I will start with the technical project related lessons:

- Ensure support personnel are in place before leaving the second residency: I arrived at my second residency with a good question and my proposal finished and a project sponsor from my organization. I coasted through the residency polishing my proposal and digging deeper into my literature review.

Unfortunately, I left without securing the services of a project supervisor. I took my time perusing “approved” list of supervisors and in the middle week of July selected the one I wanted to work with and sent an email. I waited until the first week of September for a response and have yet to receive one (even declining to work with me!) from the individual. If I were to repeat this I would do all I could to secure a supervisor prior to leaving the second residency.

- Chapter 1 as a tool: I would try to complete chapter 1 as early as possible. In my project—as well as many other of my class mates—this was the easiest to complete and offers a wonderful opportunity for you and your supervisor to become acquainted with each other academically. I found this was a wonderful tool to build a rapport with my supervisor and to become familiar with both my

supervisors expectations and the technical aspects of the American Psychological Association publication manual.

- Chapter 3 and data gathering tools: I recommend working as hard as possible to complete as much of chapter 3 (up to Conduct of Study) prior to leaving the second residency. While this may be difficult for some learners it would be a tremendous help for those who could. I found that I spent a great deal of time tinkering with my surveys then, a great deal of time discussing the conduct of my focus group with class mates. I would have saved a great deal of time and frustration in critical months (September to December) if I had put more detail into this chapter (especially the data collection methods) prior to leaving the second residency. During the residency you have many valuable tools: the faculty who present the methods material, your cohort members, and, if you are collecting data on line, the invaluable services of the Royal Roads University technical staff.
- This next pearl of wisdom ties in with the above point. If you plan to use group methods to collect your data ensure you gather all the information necessary at that time because few of the group will be either available or willing for a second round. This means that you have to have thought through your question and determined, in great detail, what you need to answer that question and how you will gather that information.
- Finally, use your residencies to build strong friendships—they are the Swiss army knife / life support system needed to survive your project. I developed several friendships that I hope will last me forever. These friends have proven more

valuable than any research tool or methods book. They buttressed me when my carelessness in securing a supervisor cost me time and they calmed me the return rate for my email survey seemed like it was a flop and I felt I was looking at an October instead of May convocation date. Together we ironed out wrinkles in methods, we shared research, we found references, shared birthdays and Christmas wishes. They were all phenomenal resources for every aspect of my project. I hope I provided the same degree of loyalty and support that they selflessly gave to me.

In closing I would like to share what I think is the most important lesson that has emerged from my project. I had never deeply considered the complexity of the system within which I operate as a member of the Edmonton Police Service. The readings for classes, subsequent discussions with class mates and faculty exposed me to the interdependence of the components of society: nothing operates in isolation. As an officer in the army I learned to rely on two questions when analyzing a task: "So what?" and "What if...?" I always reflected on the answers to those questions using the information available and believed, at the end of the process, that I had considered all possible permutations of the interaction of the situation and the consequences of my actions. As I researched and considered my project; meandered through and mulled over the information I gathered I realized that, beyond a few hours, life it is almost impossible to predict and plan decisively for.

I realize that this does not mean that we, humans, are helpless and float aimlessly in life; to me it means that decisions we make and plans we draft are susceptible to the decisions and pressures of other humans and non human things. To work to change or

influence change leaders have to consider the entire organization and the greater system the organization operates within. As a leader in an organization or society the most beneficial effect you might have is to build resilience and adaptability into the organization through the training and education of the members of your organization and design of the organizational structure. Resilience and adaptability are vital because beyond a few hours too many other factors can influence the outcome of an event. That is why I chose the quote from John Ralston Saul to begin my paper:

The qualitative difference between humans and others is our ability to consider. By that I mean not just our talents and characteristics, but also our lives and our societies, perhaps most obviously, our actions. To consider rather than be driven by inner forces...Our ability to consider means that to some extent we have the ability to shape events rather than be shaped (Saul, 2001, p. 3)

To me, this quote says that we have influence on the future because we can consider (“What if” and “So what”) situations and formulate actions and responses but at the same time others are considering, acting and responding. The shape of an event is the consequence of the fusion and interplay of the situation and “consideration” of those involved. This means that to build strong resilient organizations we have to provide our organizations with these essential elements: clear, purposeful communication with the goal of shared understanding and leadership capacity at all levels.

The Edmonton Police Service operates within society. That is the simplest way to say that everything that affects society—weather, trade, disease threats, technological innovation, employment rates, legislation (both good and bad), etc.—affects policing. As far as society is concerned “the buck stops” with policing: when the citizen is not certain

who to turn to for assistance they invariably turn to the police. This means that our role in society is much larger—and more important—than simple law enforcement. We are being asked by citizens to become community leaders. We need to become expert platform leaders; guides who can empower citizens by helping them identify problems and find out who to gather together to prepare communities and society to move smoothly along the path to the future.

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*Appendix A*  
*Course Syllabus*

WEEK & LOCATION	TOPIC	HOURS
Week 1 Police Headquarters	Opening Overview Introductions	1830 – 2130 hours
Week 2 Police Headquarters	Basic Criminal Law A Day in the Life of a Police Officer	1830 – 1945 hours 2000 – 2130 hours
Week 3 Police Headquarters	Community Policing Problem Solving	1830 – 2130 hours
Week 4 Police Headquarters	Officer Safety	1830 – 2130 hours
Week 5 Police Headquarters	Auto Theft Economic Crimes	1830 – 1930 hours 1945 – 2130 hours
Week 6 Police Headquarters	Communications Forensic Identification	1830 – 1930 hours 1945 – 2130 hours
Week 7 Police Headquarters	Traffic Crime Prevention Through Environmental Design	1830 – 1945 hours 2000 – 2130 hours
Week 8 Police Headquarters	Beats/Community Officers/Community Stations Recruiting	1830 – 2015 hours 2030 – 2130 hours
Week 9 Police Headquarters	Tactical Homicide	1830 – 1945 hours 2000 – 2130 hours
Week 10 Police Headquarters	Drugs Vice	1830 – 2000 hours 2015 – 2130 hours
Week 11 Police Headquarters	Spousal Violence Sexual Assault Child Protection	1830 – 1930 hours 1930 – 2030 hours 2030 – 2130 hours
Week 12 Police Headquarters	Intelligence Led Policing Gangs	1830 – 1945 hours 2000 – 2130 hours
Week 13 North Division Station	AIR-1 Canine Unit	1830 – 2015 hours 2030 – 2130 hours
Week 14 Police Headquarters	Graduation Ceremony Followed by a Reception	1830 – 2130 hours



*Appendix B*  
*Participant Pre-Survey Introduction*

Hello;

My name is [researcher] and I am attending a Master of Arts program at Royal Roads University. For my thesis I am conducting an evaluation study of the Citizens' Police Academy. The objective of this study is study how the CPA increases communication and cooperation between you and the Edmonton Police Service.

To achieve my objective I need you, as participants in the CPA, to provide your opinions on the CPA and to evaluate the program's effects on you. I have given you two documents. One is a participant consent form that describes how the information you provide will be treated and asks for your permission to use the information you provide. Please read the consent form and, if you wish to participate print your name in the space provided at the top of the form and put your signature at the bottom. You are not obligated to participate so if you wish not to participate just leave the forms on the desk.

The second document is the survey itself. It consists of 18 questions that require you to either select the most appropriate response for you or to write your response to the question in the space provided. Please return the survey and consent forms to me at the end of this night's session once you completed them; if you need more time please feel free to return them to me at the start of the next class.

The surveys are anonymous. Once I receive your consent form and survey I will separate them so that your name is not associated to your survey. Thank you very much for the valuable information you will provide and for your time.

*Participant Pre-Survey*

This is an anonymous survey that we would like you to complete. The results of this survey will be used to assess the performance of the Edmonton Police Service's Citizens' Police Academy program.

1. Please select the response which most accurately completes this sentence for you: "My current view of the Edmonton Police Service is \_\_\_\_\_"

- Very positive
- Positive
- Negative
- Very negative

2. It would be helpful if you would briefly explain the answer you gave above: \_\_\_\_\_

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3. Are you aware of any programs where citizens work with police in a volunteer role or in programs to address neighbourhood problems?

- Yes
- No

4. Please list the programs you know of or describe them if you cannot remember the name:

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5. Have you ever been involved in any of those programs? If "yes" continue at question 6. If "no" go to question 8

- Yes
- No

6. If yes how often have you participated in those programs (approximately)?

- Once a year
- Once a month
- Once a week
- More than once a week
- Other (please explain: \_\_\_\_\_)

7. What programs have you been or are you currently involved in?

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8. Are any of your friends or family involved in programs where citizens work with police in a volunteer role or in programs to address neighbourhood problems?

- Yes  
 No  
 I don't know

9. Have you ever tried to contact the **Edmonton Police Service** about a neighbourhood problem? If more than one please select the one most important to you.

- Yes  
 No

10. If yes, what was the neighbourhood problem you tried to contact the **Edmonton Police Service** about?

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11. How would you rate that experience?

- Very helpful  
 Helpful  
 Somewhat helpful  
 Not helpful

Please explain your answer:

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12. Have you ever discussed a neighbourhood problem with an **individual police member**? If more than one please select the one most important to you.

- Yes  
 No

13. Would you briefly describe the neighbourhood problem you spoke to that **individual police member** about?

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14. How would you rate that experience?

- Very helpful
- Helpful
- Somewhat helpful
- Not helpful

Please explain your answer:

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15. Do you discuss neighbourhood problems with your family, friends or neighbours?

- Yes
- No

16. My current age is:

- 18-20
- 21-40
- 41-60
- 61-80 or better

17. My gender is:

- Male
- Female

18. My highest level of education is:

- Elementary school
- Junior high school
- High school
- Community college or trade training
- Attended university
- A university Degree
- Graduate or higher degree

*Appendix C*  
*Participant Post-Survey Email Cover letter*

From: Researcher  
Communications Section, Edmonton Police Service  
Study email address: Email  
<[Email](#)>

Hello;

My name is [researcher] and I am attending a Master of Arts program at Royal Roads University. For my thesis I am conducting an evaluation study of the Citizens' Police Academy. The objective of this study is to evaluate whether the CPA is attaining the goals the Edmonton Police Service has set for it.

To achieve my objective I need you, as former participants in the CPA, to provide your opinions on the CPA and to evaluate the program's effects on you. I have attached two documents. One is a participant consent form that describes how the information you provide will be treated and asks for your permission to use the information you provide. If you wish to participate in this study please read the consent form and type your name in the space provided at the top and bottom of the form then return it to me by scrolling to the end of the document and clicking on my email address at the bottom.

The second document is the survey itself. It consists of 15 questions that require you to either select the most appropriate response from a drop down menu or to type your response to the question in the space provided. Once you have completed the survey scroll to the end of the document and click on my email address to return it to me.

The surveys are anonymous. When I receive your consent form and survey I will print off both documents and delete your email so that your name will not be associated to your survey. Thank you in advance for the valuable information you will provide and for your time.

Remember to save the changes you make to both the consent form and the survey before you return them to me

Researcher Name

Attachments:  
Participant consent form  
Post Survey form

*Participant Post-Survey*

This is an anonymous survey that we would like you to complete. The results of this survey will be used to assess the performance of the Edmonton Police Service's Citizens' Police Academy program.

Please return the completed survey to my email address provided at the end of the document. Thank you in advance for your participation.

1. Please select the response which most accurately completes this sentence for you: "Since attending the Academy I have a **CLICK TO CHOOSE** view of the Edmonton Police Service."
2. Has your view of the Edmonton Police Service changed since attending the Academy?

**CLICK TO CHOOSE**

3. If you answered "yes" how has your view of the Edmonton Police Service changed?  
[ENTER COMMENTS HERE]

3. Prior to attending the Academy were you aware of any programs where citizens work with police in a volunteer role or of programs to address neighbourhood problems?

**CLICK TO CHOOSE**

5. Since attending the Academy have you volunteered or will you volunteer for any of the programs mentioned?

**CLICK TO CHOOSE**

6. Which of the following statements best describes your feelings about volunteering for community programs operated by the Edmonton Police Service? Please click on the appropriate box. **CLICK TO CHOOSE**

7. As a result of participating in the Citizens' Police Academy:

- a. Did your awareness of crime and safety issues in Edmonton change in any way?

**CLICK TO CHOOSE**

- b. Did your awareness of police activities in Edmonton change in any way?

**CLICK TO CHOOSE**

- c. Did your awareness of police efforts to solve problems change in any way?

**CLICK TO CHOOSE**

d. Which of the following best completes the following statement for you: "Since attending the Academy CLICK TO CHOOSE to work with police to solve a neighbourhood problem?"

8. Since attending the Academy I am CLICK TO CHOOSE to speak with my family, friends and neighbours about neighbourhood problems.

Would you please explain your answer: [ENTER COMMENTS HERE]

9. Since attending the Academy I am CLICK TO CHOOSE to approach the Edmonton Police Service about working with our neighbourhood to address problems.

Would you please explain your answer: [ENTER COMMENTS HERE]

10. Since attending the Academy I am CLICK TO CHOOSE to approach individual members of the Edmonton Police Service and discuss neighbourhood problems.

Would you please explain your answer: [ENTER COMMENTS HERE]

11. Overall, what was your impression of the Citizens' Police Academy?

CLICK TO CHOOSE

Please explain your answer: [ENTER COMMENTS HERE]

12. What were the most memorable parts of the Academy? [ENTER COMMENTS HERE]

13. What was most informative? [ENTER COMMENTS HERE]

14. Do you have any recommendations for changes or additions to the course content that would improve the value of the Academy to you? [ENTER COMMENTS HERE]

15. Do you have any questions you would like to ask the Edmonton Police Service or individual members of the Edmonton Police Service? [ENTER COMMENTS HERE]

Please return this survey by either clicking on this address

[email]

or by highlighting it and copying it into the address bar of your email program.

## *Appendix D*

### *Focus Group Contact Email*

Hello, my name is [Researcher], and I am a member of the Edmonton Police Service. I am conducting a research project as a part of the Master's degree program I am enrolled in at Royal Roads University. My project will assess the performance of the Citizens' Police Academy program conducted by the Edmonton Police Service. The information I am gathering will be used by the service and me to determine if the Academy is meeting the goals set for it.

**I would like for you to participate in a one hour focus group** to allow me to gather your opinions and views on the influence the Citizens' Police Academy has had on you, your family and friends and your communities.

**Where: Conference room at North Division Headquarters—50 St and 143 Ave**

**When: Wednesday, 21 January 2004.**

**Time: 7:00-8:00pm. Please try to arrive at North Division by 6:45 pm.**

**For those of you who wish to attend I ask that you invite a friend**—who has not attended the academy—with whom you have discussed police related issues or neighbourhood problems since you have attended the academy. Part of my project is aimed at the impact those who have attended the academy have had in their community and your friends are an excellent source for that information.

Before your friend commits to attend the focus group please show them this email and the attached participant consent form. If they have any questions please and ask them to contact me at my email address.

The **focus group will consist of** you and up to 10 other persons. I and an assistant will present you and the other persons with questions to consider and discuss. For my research to be most effective I need your opinions and observations on how the Citizens' Police Academy influences cooperation and communication between the citizens of Edmonton and the Edmonton Police Service. How your conversation addresses that question will be determined by your answers.

Some examples of guide questions are:

- Did the CPA change your opinion about the Edmonton Police Service?
- Have you had any impact on your friends' opinions of the Edmonton Police Service?
- What level of involvement did you have with Community Policing programs before the CPA and has this changed.
- Do you think you have influenced others and their involvement in the community?
- Before attending the CPA how often did you discuss police related issues or community problems?
- How many people have you spoken with about policing and neighbourhood problems issues and what were those issues? Has this changed since you participated in the CPA?



To assist in analyzing the information I will video tape the focus group. The tapes and any transcripts produced will not be shared with anyone other than my faculty supervisor (only if necessary) and peer auditor (only if necessary).

If you agree to participate you will be free to withdraw from the focus group at any time. If you wish, any information you have provided to that point will be withdrawn from the study and destroyed.

Focus

*Focus Group Questions***For the Alumni Contact group:**

“Please think about what you heard from your friends and others about the Citizens’ Police Academy. Now, what do you think the purpose of the Citizens’ Police Academy is?”

**For the Alumni group:**

“If you were to describe this program to someone else what would you say was the purpose or intent of the Citizens’ Police Academy?”

**For the entire group:**

“What has changed for you since you attended or since you talked with someone about the Citizens’ Police Academy in terms of attitudes or behaviour in relationship to policing?”

*Appendix E**Participant Consent Form*

**Citizens' Police Academy: Drawing the community and police closer together  
Royal Roads University  
PARTICIPANT CONSENT FORM**

I, \_\_\_\_\_, agree to participate in a research project evaluating the performance of the Citizens' Police Academy and its' ability to encourage closer cooperation and dialogue between the Edmonton Police Service and the communities they serve. This project is conducted by a graduate student as part of the requirements for a Master's degree from Royal Roads University, Victoria, B.C.

I agree to [participate in a focus group/take a pre and post survey] conducted by [Researcher], graduate student, under the following conditions:

1. I have the right to withdraw from any activity in this project at any time for any reason. If I choose to do so, the information I provide will be removed from the researchers' files and not used in the project.
2. I agree to (strike out measurements that are not applicable) participate in a tape recorded 1 hour long focus group / a tape recorded 1 hour long single interview / take a pre and post survey.
3. I understand that the interview will be transcribed and that tapes and transcripts will not be shared with anyone besides the researcher and his assistants.
4. My identity outside the group of participants will be kept confidential. Identifiers will be removed and, if necessary a pseudonym will be used in the report of study findings. [I understand that the findings are to be used by the Edmonton Police Service to evaluate the Citizens' Police Academy and may be disseminated in papers presented to scholarly meetings or published in scholarly journals.]
5. I agree to maintain confidentiality of any communication with other participants I may have during this project, and I will not disclose their identities or involvement in this project to anyone outside the research team and participant group.
6. The researchers and assistants will endeavor to ensure that no harm will come to me through my participation in this project. No deception will be used in this study.
7. A copy of the final report will be housed at Royal Roads University and be publicly accessible.

By signing this letter, the individual gives free and informed consent to participating in this project.

Signed \_\_\_\_\_ Date \_\_\_\_\_

Print Name: \_\_\_\_\_

Researcher

Signed \_\_\_\_\_ Date \_\_\_\_\_

For further information regarding the purpose and methods of this project, feel free to contact either of the following:

Researcher Name  
[Researcher Phone]  
Email

Master's Project Supervisor  
[Supervisor's telephone]  
Email