

**THE BADGE AND THE BACCALAUREATE – AN ANALYSIS OF ATTITUDES AND  
BELIEFS ASSOCIATED WITH POLICING AND HIGHER EDUCATION IN ONTARIO,  
FROM A MANAGEMENT PERSPECTIVE**

by

Riyaz Jafferli Hussein

A thesis submitted in conformity with the requirements  
for the Degree of Doctor of Philosophy  
Department of Theory and Policy Studies in Education  
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University of Toronto

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Doctor of Philosophy 2008

Riyaz Jafferli Hussein

Department of Theory and Policy Studies in Education  
University of Toronto

**Abstract**

This study utilized a cross-sectional, dual data collection methodology to solicit police management (command and senior officers') attitudes and beliefs towards five distinct vectors or quadrants associated with policing and higher education (Expectations, Relevance, Financial Rewards, Promotions and Resources). A quantitative e-mail survey, employing a 5-point Likert scale and an optional qualitative follow-up semi-structured interview method of inquiry were employed. The multistage data collection process utilized a combination of both probability and non-probability sampling techniques. Surveys ( $n=100$ ) were distributed to command senior officers within the five participating Greater Toronto Area police services – The Toronto Police Service, the Durham Regional Police Service, York Regional Police Service, Peel Regional Police Service and the Ontario Provincial Police. From the 82 survey respondents, 24 were interviewed. The survey and follow-up interview sought specifically to answer three research questions, associated to the aforementioned 5 Vectors. In addition three hypotheses arising from the five independent variables and the twenty-seven dependent survey items were also cross tabulated. Findings indicate that command and senior officers modally believe that, *the current minimum entry level educational standard should not be raised, that some level of higher education is necessary to meet the future needs of policing, educational attainment and wages should not be linked and that current financial support for members pursuing higher education is sufficient.* It

was also observed that police management felt that, *promotions should not be linked to educational attainment; all command officers should have a minimum baccalaureate degree, it is too costly to fully subsidize higher education for all members, and that other expenditures take priority over funding higher education.*

Emerging from the study was also evidence of significant disparity in educational benefit policy across jurisdictions. Command and senior officers were surprisingly unaware of the magnitude of such disparity and its ramifications. An additional outgrowth of this research was to highlight the premium value placed upon pre-hire military experience by police management.

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The primary purpose of this study was to investigate and gauge the attitudes and beliefs of various command and senior officers within the GTA, towards higher education and its role within policing. Without the cooperation and support of the Chiefs of the various GTA police services (the Toronto Police Service - Chief W. Blair, York Regional Police Service - Chief A. La Barge, Durham Regional Police Service – M. EWLES and Peel Regional Police Service – M. Metcalf), as well as the Commissioner of the Ontario Provincial Police Service (Comm. J. Fantino) and their respective command and senior officers, this study could not have been conducted and I am forever indebted.

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– Riyaz J. Hussein

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## **CHAPTER ONE: INTRODUCTION AND BACKGROUND**

### **Introduction**

Arguably the central question surrounding the entire consideration of the association of higher education and policing has historically been, and continues to be, why educate police officers? Numerous researchers throughout the history of policing and higher education research have utilized this fundamental concern as a natural starting point for empirical testing. Fischer et al. (1985) summarized this trend in stating,

Over the past few years, controversy and debate have characterized the ongoing discussion concerning the value of higher education for law enforcement. Once unquestioned assumptions about the beneficial nature of higher education have been subject to exploration and reconsideration, and attempts have been made by some researchers to assess the worth of higher education for the police agency, the community and the police officers. (p. 329)

However conspicuously absent from previous, predominantly American-based research efforts has been any concerted effort to seek the opinion(s) of key decision-making stakeholders within policing in the above debate – command and senior officers. Soliciting the attitudes and beliefs of command and senior officers within policing towards higher education and its related facets (e.g., expectations, relevance, promotion, financial rewards, and resources) is necessary to understand how these pivotal decision and policy makers feel about higher education, and this is a crucial preamble to further discussion regarding educational policy development, and implementation, within policing. In the absence of such base-line information, we are only left to speculate as to motivations, impetus, and reasoning for various higher education policies (or lack thereof) within various police services. In addition, a current lack of consistency in financial support (e.g., disparity in educational



benefits) and policy associated with higher education for serving members also suggests a need for quantitative and qualitative research, in this historically research-void bastion. Hence the present study, founded on dual-method data collection, canvassed command and senior officers throughout the Greater Toronto Area (GTA) and captured both quantitative and qualitative data regarding held beliefs and attitudes. The study was also intended to stimulate dialogue within and between command and senior officers, in the GTA (and the province of Ontario) regarding the value of higher education to policing. By identifying the factors that command and senior officers in police services involved in this study (typical of police services across Canada) believe are important to policy decisions surrounding higher education, the study will shed light on existing shortcomings and strengths within these services and promote understanding of prevalent attitudes and beliefs. The data and analysis gathered from this study will be available for dissemination and application across police jurisdictions, thereby contributing to the general knowledge base on policing and facilitating that the needs of policing, as they relate to higher education, are being met.

There has been greater progressive change in the last decade than arguably any previous equivalent period of time in the history of policing. Specifically, monumental strides forward have been made in the recruiting, hiring, and training of police officers. In addition, communication, partnering, and building trust and relationships with the public have become priorities espoused by police services across Ontario. One example of such progressive recruiting and hiring strategies can be found in the fact that, in the Toronto Police Service, the largest municipal police service in Canada, 75% to 80% of cadets hired during the past six recruit intakes over the past two years, have had some level of

postsecondary education (TPS-EMP, 2007). It should be noted that, although not formally a criterion for being hired, postsecondary education is viewed positively when a potential cadet's application is evaluated. A similar, though more modest, trend can be found in the province's provincial police service (the Ontario Provincial Police) and generally across police services in the province. Training and equipment innovations are also well documented within policing literature distributed provincially by the Ministry of Community Safety and Corrections; these have also contributed to the progressive change within policing (CSC, 2007).

Besides this progressive change, and of interest to the current study, is the language utilized in various in-service training and public communication strategies embraced by police services throughout the province. Specifically, the past decade has witnessed a significant alteration in the language and terminology utilized within policing. More and more police services and unions across the province (and perhaps nationally) have adopted self-descriptive terms, such as "the profession of policing," "professionalism," and "commitment to being a professional organization". This language has not only been used internally, via a myriad of in-service training courses but has also been employed in public messaging, in various services' public-communication strategies.

One potential explanation for this overt effort by police services to move towards the virtues associated with being a profession may be an underlying desire for reclassification – from a blue-collar job to a profession. Such transitions have been viewed in various other formerly blue-collar occupations that are now widely acknowledged as professions.

A recent example of such maturation has been witnessed in nursing (Coburn, 1988). Congruent with this development has been an increase in the higher education credentials required to practice. As has been documented elsewhere (Coburn, 1988; NTF, 1999; CNO, 2000), nursing now requires a minimum level of higher education (a 4-year baccalaureate) and professional accreditation (Registered Nurse) as a prerequisite for entry. Arguably, this change in nursing was driven mainly by the provincial government (the Ontario Ministry of Health's Nursing Task Force) and the occupation's regulatory body (the College of Nurses of Ontario) "pulling" for a higher standard of education for its members, instead of being "pushed" by nurses themselves. Of particular interest to the current study, is whether similar drivers may be "pushing" or "pulling" policing towards a rising level of higher education.

It is this association between a profession and higher education that poses interesting queries for the present and future of policing. Thus, the rising level of educational attainment, the inferential tone of the language, public messaging, and emerging interest within the police subculture in the present and future role of higher education in policing that motivates the present study.

Hence, the principal purpose of this research endeavour is to investigate the extent to which there is, or will be, a growing association between policing and higher education and to unearth the attitudes and beliefs of police managers regarding this association. Specifically, currently serving command and senior officers are the focus of this study, as they are the decision and policy makers within their respective police services and exercise considerable influence regarding the present and future role of higher education in policing.

Soliciting the attitudes and beliefs of such influential decision-makers within various policing organizations is critical to understanding the rationale and context of past, present,

and future policy and operational decisions that will impact individual officer participation, compensation, and reward for seeking higher education.

This study solicited these command and senior officer attitudes and beliefs by employing a detailed email-based survey and subsequent follow-up interviews of a subset of the survey respondents. The survey, based on five vectors – Expectation surrounding Entry Level Education; Relevance; Financial Rewards; Promotions and Resources/ Factors that influence command and senior officer decisions pertaining to their members who may pursue higher education in the course of their duty – was distributed to five of the largest policing agencies within the province of Ontario. The survey was conducted only after obtaining appropriate ethical approval from the University of Toronto and informed consent from the five police services – Durham Regional Police (DRP), Ontario Provincial Police (OPP), Peel Regional Police (PRP), Toronto Police Service (TPS), and York Regional Police Service (YRP). Details of the methodology can be found in Chapter Three of this study.

In the design of this study, specific attention was also given to issues within the police subculture that have traditionally been incongruent with policing and higher education but that recently may have taken a much more favourable turn. Examples of these include the recent partnership between the Toronto Police Service and Guelph-Humber University, in which the TPS has undertaken to have the vast majority of its senior police officers acquire a 3-year baccalaureate within the Criminal Justice Program. There is also a new Recruiting Partnership Program between TPS and Humber Institute. This partnership not only fosters information sharing on the emerging needs of policing and hence curriculum development, but also allows Humber Institute and graduates of the Police Foundations Program to be a feeder system for cadet hiring by the Toronto Police Service (Ellis, 2005).

Within this study, two prominent schools of thought regarding the relevance of higher education are also discussed. The first is whether the necessity to educate officers stems from a general need for higher levels of postsecondary education (e.g., in the humanities, based on assumptions of the importance of liberal education to critical thinking or to recognition of different world views and cultures). A second view suggests, education's relevance is more utilitarian, a response to a call for the enhancement of specific knowledge and skills (e.g., criminology and/or relevant sciences). Supplementary attention in the formation of the present study was paid (a) to the most frequent criticisms of higher education for serving officers, as an entry requirement (e.g., time lost "on-the-street," barriers to entry into policing) and (b) whether there is evidence that education, in general, will lead to better police officers and a better police service. Additionally incorporated within the present research is an examination of current police policies, and command and senior officers' opinions, regarding higher education as it relates to financial rewards and to promotion within policing. Finally, the study attempts to anticipate trends in the aforementioned phenomena. Note that these tasks will be assisted by reviewing the limited but relevant literature on the topic, then attempting to summarize salient qualitative observations within the results of the current research, noting statistically significant quantitative results, and making policy recommendations.

This research analysis is informed by a framework developed by Rensis Likert (Bachman et al., 2007) to examine the attitudes and beliefs associated with policing and higher education, and then locating them on the five vectors described above. The research questions are answered through data from a survey soliciting the attitudes and beliefs of the ranking senior and command officers in various Greater Toronto Area police services and the

Ontario Provincial Police. Note that data also come from follow-up interviews conducted with a subset of this survey population, to add richness, and context to the survey answers. The individuals surveyed (and those interviewed) represent decision makers within their respective policing organizations, by virtue of their rank within the paramilitary structure of police services.

### **Traditional Police Subculture**

Prior to presenting the core of this study, some essential preliminary issues are worthy of discussion. Foremost amongst such concerns is a brief insight into characteristics of the police subculture and its traditional thinking on the role of higher education in policing. At the onset, it can be stated that police culture is much more complex and intricate than it may appear to be at first blush (Reiner, 2000; Crank, 1998; Foster, 2003). Simply studying the publicly visible manifestations of the darker elements of policing, such as corruption, deceptive testimony in court, and cynicism are insufficient to truly understand this deeply rooted subculture (Crank, 1998). With this caveat in mind, numerous authors have attempted to define the subculture's characteristics, with varying degrees of success. Some of the more comprehensive and reader-friendly efforts are the work of Crank (1998), Foster (2003), and Reiner (2000).

To begin, Crank defines *subculture* as

...a diffusion of the work-a-day world in which ways of doing work become habitual and habits become meaningful. Culture, like heaven and the devil, is sustained, celebrated and feared; in short, lived in the concrete minutia of everyday work...culture carries important values that are shared by members of a group. (Crank, 1998, p. 14)

Somewhat more concisely, Reiner (2000) defines *police subculture* as a patterned set of understandings that help officers to cope with and adjust to the pressures and tensions confronting them in their role as the police.

Foster (2003) describes the police subculture as possessing a number of distinct characteristics, such as a shared sense of mission, a common thirst for action, suspicion, isolation, cynicism, conservatism, machismo, racial prejudice, and pragmatism.

It should be noted at this juncture that, as a veteran police officer and academic, I am in the enviable position, in terms of research methodology, of having not only access to the inner bastion of this subculture but also 20 years of operational experience with which to evaluate the above descriptions. The value of being both a member of the police subculture and of academia cannot be overstated, because, as above authors have intimated, the police subculture is closely guarded and unique. Best described as a “closed shop” hidden behind “the blue wall of silence,” it is (traditionally) as Foster has correctly characterized it, fraught with suspicion of outsiders and buried in isolation from the broader community. This isolation is fuelled by a wide array of factors, ranging from shift work not being conducive to “normal” social interactions with “civilians,” to sensing hostility from various factions of the public (e.g., vocal minority groups).

My observations during two decades as a police officer corroborate the aforementioned authors’ suggestions that the police subculture promotes values shared by its members and that it supports them in coping or adjusting to pressures unique to the profession.

It should also be noted that police training or education in Canada has traditionally been delivered at specialized police institutions, such as the Ontario Police College and the

Canadian Police College, and by police services themselves, at their local facilities.

Community colleges in Ontario have offered policing-related diploma programs for many years, such as those in Police Foundations and Corrections. However, policing-related diploma programs at community colleges have not been a requirement for entry into the field of policing, nor have police decision makers formally incorporated them into their hiring or promotion processes. Ontario universities have offered a variety of programs within disciplines such as sociology, criminology, and psychology, directed towards the policing field. However, graduates of these programs have had the same results as graduates of the aforementioned community-college programs (Ellis, 2005).

Having established some critical and necessary context, this preamble provides an appropriate segue into a more detailed discussion regarding views towards higher education within the traditional police subculture.

### **Higher Education and Policing**

It is not necessary to look much beyond the above definitions to find why higher education, and outsiders in general, have been traditionally unwelcome within the police subculture. Griffiths et al. (1999) provide even more evidence of this in their discussion of the negative features of the subculture. They highlight the fact that this culture is, among other things, prone to alienation from the general public and other agencies and organizations (Griffiths et al, 1999). Included amongst these “other agencies” are institutions of higher education. To this extent, the mistrust and suspicion referred to earlier and the “us against them” attitude that unfortunately was pervasive within the culture has arguably been the primary obstacle to an association between policing and higher education. Additional support for this traditionally regressive relationship between policing and higher education can be



found in Ellis' (2005) and other researchers' (Hamilton, 2000; McKim, 1999; Marquis, 1993; Goldstein, 1977, Turriff, 1997) argument that "with the seriousness of the issues with which the police deal, higher education is essential. What works against this is a police subculture that, though requiring specialized training and a broad level of knowledge, wants to maintain control over the standards, quality, and the affective elements of such education" (Ellis, 2005, p.5).

Lesser hurdles include financial and logistical restrictions. Historically, there was no financial support (e.g., internal subsidies) for officers wishing to return to postsecondary education to upgrade their skills. Any financial support that did exist was considerably limited: a fraction of the tuition, no ancillary costs, and certainly no full reimbursement. It should be noted that there are large variations in compensation among police services within Ontario. In fact, some services offer generous educational benefits while others offer much less attractive benefits. Hence, an additional argument for the value of the present research can be made: the disparity among benefits may be evidence of ambivalence among police services about the added value of higher education.

In addition to monetary reimbursement, in the past request for time-off or changes in scheduled shifts to attend classes and lectures were not met with much enthusiasm. Officers were usually required to use their annual leave entitlement, or accumulated lieu time, to accommodate any pursuit of higher education. This study will canvass command and senior officers' attitudes and beliefs on support for further education.

Support for such optimism can be found in Ellis' (2005) comment that "the field of policing has also gone through an evolution that has broadened the role of the police, necessitating a higher level of skill and knowledge than in the past. Recent studies have

shown that with the evolution to a model of policing known as community policing, and the advent of globalization, diversity, and technology, the police believe that they need higher education more than ever before” (Ratchford, 2001; Kakar, 1998; Krimmel, 1996 in Ellis, 2005, p. 4).

An alternate potential explanation for the growing relationship between higher education and policing stems strictly from necessity: the services demanded from and provided by police today. More specifically, with fiscal restraint and budgetary prudence being hallmarks of modern policing, police decision makers and administrators alike have come to the unavoidable realization that the police can no longer “do it alone.” In other words, police services across Ontario (and arguably Canada) have moved to reorganize service delivery based on Community Partnership and Mobilization (TPS Service Priorities, 2007).

Within this reorganization of service delivery is the inherent understanding that policing has become substantially more complex (Marquis, 1993). A natural outgrowth of this increasing complexity, both operationally and conceptually, has been a greater demand on police for unconventional and innovative responses, training, and cultural competence to meet various emerging challenges (Bryett, 1999).

As a result of these pressures on modern policing, the policing community has begun to acknowledge the potential role of some form of higher education within the sector, for the present and certainly the future of policing in Ontario. Recent work by Ellis and others interested in this evolving association has suggested a similar progression.

Specifically, Ellis (2005) suggests that “both the policing and the higher educational sectors have moved forward with the recognition of the need for a combination of vocational

skills based training and a general education” (Ellis, 2005, p. 6). However, it should be noted that this emerging relationship is in its infancy. Support for it varies in strength from jurisdiction to jurisdiction and even within police organizations. Thus, the current study investigates this evolving phenomenon, which is not merely of academic interest but can also be purposively applied in the field of policing.

### **Purpose of the Study**

The main purpose of this study is to investigate and gauge the attitudes and beliefs of various command and senior officers in Ontario (i.e., police managers) towards higher education and its role within policing. A secondary but related purpose of this study is to examine the current state of the association between policing and higher education. Specifically, the fact that some services offer generous educational benefits while others offer much less attractive benefits is an additional argument in favour of the present research. Its ultimate goal is to recommend changes to policy that ensure that the future needs of policing, as they relate to higher education, are met. More specifically, the study aims to answer the research questions below.

### **Contribution to the Field of Higher Education and Policing**

This study will have several benefits for the police services involved, the higher education sector, and the field of policing. The benefit to the police services in this study and to the field of policing is that the command and senior officers will be engaged in dialogue regarding the value of higher education within policing and will identify the factors that they believe are important to influencing the direction that police services may take, to ensure that the needs of policing, as they relate to higher education, are being met. A measurable gain for

higher education is, as noted earlier, that this study will begin to fill a national void in the literature addressing police command and senior officers' attitudes towards higher education.

### **Research Questions**

- 1) What are the prevalent attitudes and beliefs of police command and senior officers towards higher education within municipal and provincial police services in Ontario?
  - What are the expectations among police command and senior officers about levels of education for entry into their respective services?
  - What are the views of police command and senior officers towards higher education and its consideration in promotion within policing?
  - What is the attitude of police command and senior officers towards having higher education linked to financial rewards within policing?
  - What (if any) policies, procedures, or processes exist within the respective services that address the postsecondary-education needs of officers?
- 2) What differences do police managers think higher levels of education will make? Or, in other words, is higher education aimed at addressing a particular problem and need? Does the necessity to educate officers stem from a general need for higher levels of postsecondary education or from a more utilitarian response to a call for the enhancement of specific knowledge and skills?
- 3) What are the most important factors that govern police command and senior officers' attitudes towards higher education for Ontario police officers?

## Definition of Terms

Within the present study, the following definitions are used:

### *Civilian*

A non-uniform member of a police service. Not governed by the Police Services Act.

### *Command Officer*

Sworn member of a police service holding the rank of Deputy Chief or higher. Includes Chief Administrative Officer (TPS Rules, 2000).

### *Credentialism*

A phenomenon whereby the attainment of accredited higher education is sought, but may not be necessary, for entry to or registration in a profession or occupation.

### *Entry-Level Education*

The level of education members of a police service possess when they commence their employment. Traditionally governed by a provincial statute, the Police Services Act. In Ontario the level continues to be fixed at “at least 4 years of high school education” or the equivalent of Grade 12 completion (GO, 1990).

### *Higher Education*

Any form of education beyond secondary school. Includes degree and non-degree programs, courses, or training delivered by a recognized institution of education, external to and independent of policing. Includes programs, courses, lectures, or seminars delivered by education facilities independent of the police service to which a member belongs.

### *In-Service Training*

Course, programs and other forms of lectures or seminars provided to currently serving members by other members of the same service, guest speakers or members from another

police service. The aforementioned is delivered under the supervision of the service to which a member belongs. Includes mandatory or optional training provided to serving members by the Ontario Police College, Canadian Police College or any other educational facility directly associated with policing.

*Member of Police Service*

Same definition as Service Member.

*Ministry of Community Safety and Corrections (CSC)*

Department of the Ontario government charged with overseeing police compliance with various provincial statutes and having a mandate to lead police innovation and distribute information throughout police agencies in the province. Develops and monitors standards for policing, including entry-level education. Oversees the Constable Selection System (CSS).

*Police Manager*

Sworn police officer holding the rank of Inspector or higher within a police service. Includes civilians holding the rank of Manager/Senior Officer in some organizations, such as the Toronto Police Service. Possesses decision making capacity over unit's budget, and members' shift scheduling. Has signing authority to allow the compensation and pursuit of higher education of members within the unit.

*Police Officer*

Sworn member of a police service. Meets the requirements outlined in the Police Services Act.

### *Police Service or Agency*

A municipal, provincial, or federal police institution in Ontario that is authorized by the Police Services Act of Ontario or the corresponding federal statute to perform the various functions of policing defined by the above statutes.

### *Police Services Act*

Provincial statute governing mandated aspects of policing in the province of Ontario. Covers core services and functions to be provided by police services as well as duties of the Chief, Board, and Police Officers. Outlines minimum requirements for becoming a police officer (e.g., immigration status, level of education for entry, age). Training, probation period, and weapons police officers are permitted to carry are also outlined.

### *Police Subculture*

Unique to policing, materialized as attitudes, beliefs, and a value system adopted by serving members of police services in general. Described by many, such as those mentioned above, it traditionally materializes as an “insider vs. outsider” philosophy. New members to policing are socialized into this subculture by existing members through an informal learning (e.g. from Training Officers, colleagues). Extremely strong sense of brotherhood and sisterhood is often most visible when a fellow police officer is injured or killed in the line of duty. Very common to have police officers travel great distances (across the province, the nation and even internationally) to attend funerals of deceased members.

### *Promotion*

Gradation in rank of a member from entry-level position upward. Within the uniform branch, refers to progression from the rank of Police Constable to Sergeant and then upward, includes the rank of Chief of Police. For civilian members, this includes progression from

entry-level (temporary) Clerk Level 3 up through various Clerk ranks, concluding with the rank of Chief Financial Officer, the equivalent of Deputy Chief in the uniform branch of policing. Note that civilian promotion differs somewhat between police services, but typically follows the trajectory outlined above.

*Public*

The community that a police service serves. Includes all individuals who are not members of the police service and live within a police service's jurisdiction. Typically consulted on crime-management issues and, at the divisional level, are represented by Community Police Liaison Committees (CPLCs) in Ontario.

*Senior Officer*

Sworn member of a police service holding the rank of Inspector or higher. Includes, in some police services, civilian members holding the rank of Clerk Class Z22 (the equivalent of Inspector in the uniform branch) or higher.

*Service Member*

Can be either a Sworn or Civilian member of a police service.

*Sworn member*

Police officer, as defined by the Police Services Act. Includes police officers assigned to uniform, plainclothes, investigative, or administrative duties.

*Uniform Branch*

All sworn members of a police service. Includes all ranks, from Police Constable to Chief of Police, regardless of assignment. Excludes civilian members of a police service.



### **Significance of the Study**

This study will have numerous implications and potential applications for all the involved stakeholders. For the participating police services and the field of policing in general, as previously mentioned, the obvious implication is that command and senior officers throughout the GTA will be engaged in dialogue regarding the value of higher education to policing. In addition, by identifying the factors that they believe are important to policy decisions surrounding higher education, members of the involved police services, which are typical of many police services across Canada, will shed light on existing shortcomings and strengths within their own respective institutions. Information gathered in this study will be available for dissemination and application across police jurisdictions, thereby contributing to the knowledge base on policing and ensuring that the needs of policing as they relate to higher education are being met.

For higher education, the primary implication is that this study will begin to fill a void in the national literature addressing police attitudes and beliefs towards higher education. Specifically, the sparse existing literature suggests that policing in Ontario has been evolving continually since the early 1800s and that it will continue to evolve (Marquis, 1993). Current literature also suggests that there is an increasing demand for higher education in policing (Ellis, 2005). The vast majority of available research on the relationship between policing and higher education is American and somewhat dated. Research that does exist tends to focus on the need and importance of higher education in policing but lacks specificity. In other words, the current body of knowledge addresses the issue from a generalist perspective (e.g., need vs. no need) but fails to consider the attitudes and beliefs of managers within the existing police subculture. An examination of these attitudes and beliefs

from a command and senior officer's point of view will provide information on factors that may drive present and future organizational decisions regarding the role of higher education in policing.

## **CHAPTER TWO: REVIEW OF THE LITERATURE**

### **Introduction**

This literature review begins with a comprehensive consideration of the historical developments in research that have contributed to the current body of knowledge on higher education and policing. This literature review also considers the structure and demands of contemporary policing and the related relevance of higher education to modern policing. The literature regarding officer performance and education is examined to evaluate the strength of the current and potential for future association between policing and higher education. Arguments for and against inclusion of higher education in policing are reviewed. Within this component of the literature review, specific attention is also afforded the police subculture (introduced in the opening chapter of this study), as it plays a dramatic role in influencing attitudes and beliefs toward higher education.

Finally this review includes an examination of literature as it applies to the field of nursing and higher education to compare and contrast accreditation and the corresponding shift in designation to that of a profession. The available literature is reviewed to provide historical context for the current educational entry level standard required of Ontario nurses. In addition, the literature reviewed is examined to determine whether similar or different “push and pull” factors resulting in the growth of the association between nursing and higher education may be impacting policing.

## Developments in Higher Education – Research on Policing

### *Historical Background (American)*

Research related to higher education and policing can be viewed as an emerging phenomena or perhaps more accurately as a re-emerging phenomena by virtue of the fact that such inquiry has for the most part been quite dormant over the past two decades. Carter and Sapp, 1990 concluded,

Despite the recommendations of the national commissions, the growth of criminal justice programs, and aggressive research in the 1970s, higher education as a focal area of inquiry seemed to diminish in the 1980s. This is not to suggest that no research was conducted during this time, but the amount of research was significantly less. (Carter and Sapp, 1990, p. 63)

Fischer et al (1985) further support this finding when, in conducting the respective review of literature for their study of *Issues in Higher Education for Law Enforcement Officers: An Illinois Study*, they found that, “unfortunately since 1982 few studies have been completed”. In fact Fischer et al go on to report that their work only uncovered one previous related study - the pioneering work of J.C Finnegan (Fischer, Golden, and Heininger, 1985).

In tracing the history of research involving higher education, it is obvious that its roots are firmly entrenched in the late 1960s, which witnessed substantial political and social change throughout America, and served as a catalyst for early research involving the relationship between higher education and policing. Carter and Sapp (1990) describe this critical period in time as that of, “changing societal values, civil unrest and police response, and police relationships with minorities” which they argue led to, increasing interest in law enforcement research, and changes to “reform” management style in policing (Carter and Sapp, 1990, p. 59).

Arguably the three most significant developments in the history of research addressing the phenomena occurred in 1967, 1968 and later in 1973. More specifically, 1967 saw the publication of the now famous report produced by the U.S President's Commission on Law Enforcement and Administration of Justice which unambiguously recommended that not only should police educational standards be raised, but that progress be made to instil a baccalaureate degree as the minimum entry level standard for policing (President's Commission, 1967).

Specifically the President's Commission recommended that, "the ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees" (President's Commission, 1967, p. 109-110). Thus arguably began the debate surrounding expectations for entry level education and sufficient levels of education for serving police officers. Note the first vector on the present study surveys command and senior officers regarding their views on both the aforementioned individual items and others directly related to entry level education, for policing, in Ontario.

A second and equally pivotal event in the history of research related to higher education and policing emanated from the passage of the Omnibus Crime Control and Safe Streets Act of 1968. This American based legislation supplemented the findings and recommendations of the President's Commission and sought to assist the policing community to enhance levels of education for its currently serving members by creating the Law Enforcement Education Program (LEEP).

Carter (1989) describes the primary purpose of the LEEP Program as,

A program to stimulate criminal justice personnel to attend college. In the case of the police, the belief was that better-educated law enforcement officers would provide more responsive, more comprehensive, and more insightful police service. In the long term, as college-educated officers rose into police leadership positions, they would explore new approaches, with more creativity and better planning. (Carter, 1989, p. 167)

Goldstein (1977) provides evidence of the popularity of the Law Enforcement Education Program by quantifying the extent of participation, over its first five years.

Goldstein (1977) found that the Law Enforcement Assistance Administration (LEAA), which had been charged with administering the LEEP Program, had provided financial support to slightly over 20,000 students or serving police officers seeking higher education in its first year (1968). This number rapidly increased to where the LEAA aided approximately 95, 000 such students in 1973. In excess of a 400% increase in the rate of participation by members of the policing community within the first five years of introduction of this federal financial support program (Goldstein, 1977).

Thus the aforementioned governmental findings and related recommendation, combined with widespread federally supported financial incentives via the LEEP Program were co-catalysts for the movement in support of higher education for policing.

Specifically as Carter and Sapp (1990) suggest, a direct outgrowth of the above historical events was to cause universities and colleges to establish various criminal justice degree programs, for police organizations to establish incentive pay, make available educational leave, and create other related higher education related internal policies (Carter and Sapp, 1990).

Goldstein (1977) in summarizing this plethora of expansion in higher education for the policing community states,

the magnitude of this trend can be gleaned from the rapid increase in the number of colleges and universities offering two- and four- year courses especially designed for the police. In 1954 there were 22 such programs. In 1966 there were 152 programs in community colleges and 39 in institutions that offered a baccalaureate in law enforcement. By 1975 the number of community college programs had climbed to 729 and the number of four year programs to 376. (Goldstein, 1977, p. 371)

A final key activating agent in the research engine for inquiry into the association between policing and higher education occurred in 1973 via yet another federally sanctioned commission in the United States. The National Advisory Commission on Criminal Justice Standards and Goals functioned to set exact target dates by which police organizations were required to establish formal educational requirements, for entry and their serving members. Specifically the commission proposed a graduated timetable for entry level education which required any officer entering policing to have completed at least two years of higher education (or the equivalent of 60 semester units) at a recognized college or university by 1975, three years of post secondary (or the equivalent of 90 semester credits) by 1978 and culminated in requiring a baccalaureate degree for any individuals entering policing as of 1982 (National Advisory Commission on Criminal Justice Standards and Goals, 1973).

The net consequence of these three noteworthy historical developments some four decades ago and of significance to the present study was the rise in interest in research associated with policing and higher education. What followed was a flurry of research on the phenomena throughout the early 1970s. Research that sought to empirically test what some criticized as simply intuitive and emotion based support for higher education for police officers. Caution and conservative attitudes towards the worth and necessity of higher

education for policing was expressed by various leading researchers at the time including Swanson (1977) who suggested that,

A college education has been increasingly perceived as a necessary requirement for policing because of the recommendations of the National Advisory Commission on Criminal Justice standards and Goals and other, equally prestigious commissions and because of a desire of the police to be more “professional”. Research on the value of a college education for police officers has not been significantly critical or rigorous, nor has it taken into account the conflict between some of the perceived benefits of higher education and the traditional organizational structure of police departments. Before committing our resources irrevocably, careful research needs to be undertaken on the value of a college education in light of the existing organizational structure and also in light of some alternate structures. (Swanson, 1977, p. 311)

Similarly, J. O. Finckenauer (1975) states,

The hard evidence based upon research which would support these conclusions continues to range from slim to none, the National Advisory Council admits that information of the specific value of education to police personnel has not been developed through research focused on this objective but as a spin-off of other research usually focussed on the selection of successful police applicants. (Finckenauer, 1975, p. 450)

In response to widespread calls to test empirically the value of higher education for policing and the coinciding failure of various educational programs to meet the targets set by the National Advisory Commission on Criminal Justice Standards and Goals, the American federal government sponsored their own research on the state and quality of educational programs being provided to the policing community. Principally through the creation of the National Advisory Commission on Higher Education of Police Officers and in concert with an expert researcher on the topic, L.W Sherman, a comprehensive two year national study was conducted of the existing curricula and breadth of higher educational programs offered to the policing community. The findings of what has commonly come to be known as the *Sherman Report* was a scathing criticism of the institutions, curriculum and faculty of existing educational programs (Roberg, Bonn and Bradford, 2004).



Of prime significance in the commission's recommendations was that higher education be a pre-requisite to employment within policing. A suggestion which was diametrically opposite to the philosophy of the earlier federally sponsored LEEP Program – aimed at generously funding in-service training, as the preferred method of acquiring post secondary educational accreditation for serving officers. In detail the recommendation made reference to “recruiting the educated” rather than “educating the recruited” (Sherman and The National Advisory Commission on Higher Education for Police Officers, 1978, p. 13).

As a direct result of the Sherman Report, a number of events took place within higher education. A primary change was in the structure and content of institutions of higher learning for the policing community. Firstly, police related educational programs moved to broaden their focus by shifting away from technical training and more towards criminal justice administration based curricula. Secondly, the widely popular LEEP Program of the 70s decade was phased out and not replaced in any format. Weaker courses and programs which had previously existed simply to be a draw upon federally available funding dissipated. And finally, the surviving “healthier” programs moved to upgrade their existing faculty with the addition of respected Doctoral members, who had proven academic vigour in the field of criminal justice. The net result of these changes was to establish a more scholarly approach to educating serving officers (Roberg and Bonn, 2004).

Yet another significant outgrowth of the Sherman Report, on the state of the union in higher education for policing, was its dramatic impact upon the related research in the field. Specifically both the quantity and quality of research addressing the phenomena declined dramatically (Roberg and Bonn, 2004).

With the aforementioned decrease in federal funding that marked the beginning of the 1980s and the widespread criticisms of the 1978 Sherman Report, interest in and funding for research dealing with policing and higher education also began to dwindle. Under-funded and no longer a priority as drugs and violence became the topics of visible interest in the 1980s, research dedicated to the policing and high education for all intents and purposes went dormant (Carter and Sapp, 1990; Roberg and Bonn, 2004).

Garner (1990) sums up the onset of this period in the history of policing – higher education when he states that, many of the past decade’s mistakes have resulted in a natural “course correction” as a consequence of demanding increased standards and reduced discretionary funding.

Thereafter, languishing in relative obscurity, American research dealing directly with policing and higher education simply simmered on the back burner for nearly two decades and relatively few research efforts have equalled the interest witnessed throughout the late 1960s and 70s.

### *Canadian Research*

As witnessed above and articulated in other recent Canadian studies, the history of academic inquiry into the association and role of higher education and policing, prior to 2000 is almost exclusively American based. The reasons for this can be postulated to range from specific to ambiguous. An argument could be made that necessary Federal or (National) support via legislation, is required to drive any such far reaching renovation or change – such as raising the educational standards and requirements for an entire policing community. And hence one could point to the U.S President’s Commission recommendations and the

Omnibus Crime Control and Safe Streets Act of 1968 as key elements that impacted interest in higher education for American policing.

Others may suggest that the catalytic force behind spawning interest and research is much more operational and superficial – money. In other words proponents of such an explanation would suggest that the federally available funding provided by the LEEP Program drew interest to development of programs in higher education for the policing community and its related flurry of research. It is difficult to discount such operational explanations – specifically when faced with the fact that much of the interest in the phenomena dissipated, once funding via the LEEP Program ceased.

### *Why so little in Canada?*

Regardless on the stream of thought preferred for the American interest, what is a matter of historical fact is that there has been an absolute absence of national legislation or funding in support of concerns addressing policing and higher education in Canada. Thus arguably the absence of such a driving force, as witnessed in the American history of higher education and policing, may be a primary explanation why the phenomena has not been further examined with academic rigour.

Yet another possible factor for the present void in Canadian research maybe a combination of disinterest from police administration and police membership (e.g., Police Unions, Police Sub-culture, individual member beliefs), to include higher education as a bona fide operational requirement of policing. This absence of either a “push or pull” effect is further considered later in this Literature Review, within the context of contemporary policing and its subset of the police subculture, traditional and modern. Suffice it to suggest at this juncture that interest for inclusion of higher education and its role within policing must

be sponsored by either the employer or employees (or their respective representatives) to gain any momentum for discussion and implementation.

*What is (Canadian)?*

Within this rather sobering backdrop of Canadian research, on the topic of interest there is some room for optimism. Refreshingly, there appears to have been albeit a small and slow developing renewed Canadian interest in the subject matter over the past decade. Uniquely a fledging Canadian research interest appears to be gaining momentum, in the work of various Ontario based researchers such as Ratchford, Ellis, and Trovato to mention a but a few. The majority of this work and other like efforts have been undertaken in the new century and are uniquely Canadian based, influenced and consequently function to fill a large void in the body of knowledge for higher education within the jurisdiction. The benefit of such a recent resurgence and the present study is seen as being mutually beneficial to both policing and higher education.

Ratchford's work (2000), entitled, "From College to Constable: Is a Diploma an Occupational Necessity?" focused on the value of a post secondary education and its relevance to policing in the Province of Ontario. Her research specifically examined attitudes towards the value and relevance of a Law and Security Administration Diploma (LASA), from a community college on municipal policing. Ratchford found, though some evidence existed in support of formal higher education, that "on balance", post secondary education and its occupational relevance were not a priority for municipal police services in Ontario. She also found that significant gaps existed between practice and rhetoric surrounding the value and relevance of higher education in policing (Ratchford, 2000). It should be noted that the LASA Diploma at the center of Ratchford's inquiry no longer is offered by Colleges of

Applied Arts and Technology, in Ontario and has been replaced by the more recent and widely popular Police Foundations two-year Diploma, widely offered around the province of Ontario.

Ellis' (2005) study examined the key factors that led to and are sustained in a concurrent program in justice studies that has been established through an inter-institutional collaboration between a community college and a university in the Province of Ontario. Ellis found that, "the collaboration (of University of Guelph and Humber College) created a new opportunity for educating future and current police officers with a focus on relevance, quality, and convenience. He further suggested that the future sustainability and success of the program will ultimately be determined by the participation and commitment of both students and employers (Ellis, 2005).

Trovato (2008) sought to examine factors that impact serving officer's decisions to pursue higher education, in the province of Ontario (see Chapter Five for further discussion).

The above Canadian research represents the most prominent and valuable contributions to the body of knowledge, that I have found.

### *Section Summary*

The historical developments associated with policing and high education and its related research are vital in understanding the context of the present study. In other words it provides required richness to the questions posed in the current study and to chart the course of various historical events and how they have impacted past research and thus give rise to the present study and future work within this bastion of interest.

In sum, above it is obvious that three significant American based events dramatically impacted the face of higher education for policing and its related research. The first of these

events, dating back to 1967 – the Report of findings by the President’s Commission on Law Enforcement and Administration of Justice commenced discussion regarding the raising of entry level educational standards for policing. And by further declaring that movement should be towards a minimum baccalaureate degree for admission into the policing community set the stage for the next monumental event which followed.

In the year after the findings of the President’s Commission on Law Enforcement and Administration of Justice shook the policing community, the Omnibus Crime Control and Safe Streets Act of 1968 furthered the argument for higher education with policing. This second historical event acted to offer generous federal funding by way of introducing the Law Enforcement Education Program (LEEP).

The above federal recommendations and the newly available funding to upgrade existing officers’ educational standards began what was, as some have referred to as, the “golden age” for the relationship between policing and higher education, in the US. Not requiring any further momentum, but indicative of the thinking around this period in the history of the association between higher education and policing, yet another boost in support came in the form of The National Advisory Commission on Criminal Justice Standards and Goals. Formed in 1973, this Commission worked to further the support and infer a role for higher education within policing. Specifically, the National Advisory Commission on Criminal Justice Standards and Goals functioned to set exact target dates by which police organizations were required to establish formal educational requirements, for entry of new recruits and for their currently serving members. Adhering to a graduated format for educational attainment, the lofty end objective of the Commission was to require all new recruits to possess a minimum baccalaureate degree for admission into the field by 1982.

What followed throughout the early 1970s, in the US can be described as a flurry of activity. Institutions of higher education and police organizations scrambled to create a large array of programs aimed to meet the previous Commission's goals and standards. Simultaneously interest and funds made available via the newly introduced LEEP Program spawned research on the topic (much of which is further reviewed in detail later in this chapter, when considering the relevance of high education to policing).

It should be noted that amongst this unbridled enthusiastic support for higher education a few of sound mind and conservative nature, such as Swanson, and Roberg, *et al* cautioned against supporting higher education for the policing community simply based on emotion and intuition. Such critics called for empirical testing and articulable, measurable findings to support the movement towards higher education, for the policing community. It should also be noted that these calls for caution were paralleled by the early stages of what would eventually be a failure by the policing community to meet the recommendations and standards set forth by the National Advisory Commission on Criminal Justice Standards and Goals, of 1973.

These calls for prudence and empirical verification combined with the impending failure to meet prescribed standards resulted in the formation of yet another federal commission – the National Advisory Commission on Higher Education of Police Officers. This last commission joined forces with Lawrence Sherman, and went on to produce the now famous *Sherman Report* of 1978.

The Sherman Report presented widespread criticism of the institutions, faculty, programs and content of existing higher education offerings for serving police officers. Citing a multitude of deficiencies the National Advisory Commission on Higher Education of

Police Officers and Sherman recommended that a complete overhaul was required of the aforementioned facets of the higher educational systems offered and further that the LEEP Program should be abandoned, as ineffective. A significant recommendation of the Commission was to recommend a shift to “recruiting the educated” rather than “educating the recruited”.

Unfortunately the decade to follow, the 1980s, in the history of the association between higher education and policing and its related research would not be as kind as the previous decade. The LEEP Program was phased out, the “weaker” institutions and programs dissipated and the remaining “healthier” institutions or educational programs moved to broaden their focus by shift away from technical training and more towards criminal justice administration based curricula. The surviving institutions also moved further towards making their offered programs more scholarly and progressively recruited Doctoral faculty, to add credibility and substance to their existing course offerings.

A final consequence of the above historical events was a cooling in the quantity and quality of research. With the elimination of funding associated with the LEEP Program, interest and fiscal resources to conduct related research also dwindled, to a trickle. The changing social climate of the 1980 and 90s, with the prominence of drugs and violence as the prominent visible social concern also contributed for the shift away from research associated with policing and high education. Thereafter, languishing in relative obscurity, research dealing directly with policing and higher education simply simmered on the back burner for nearly two decades.

However and rather optimistically there appears to have been albeit a small and slow renewed interest in the subject matter over the past decade. Uniquely a fledging Canadian



research interest appears to be gaining momentum, in the work of various Ontario based researchers such as Ratchford, Ellis, and Trovato. The majority of this work and other like efforts have been undertaken in the new century and are uniquely Canadian based, influenced and consequently function to fill a large void in the body of knowledge for higher education, within the jurisdiction. The benefit of such a recent resurgence and the present study is seen as being mutually beneficial to both policing and higher education. Thus is a summary of the historical events and their relative impact on research associated with policing and higher education, over the past four decades.

Having now set the context and background for further discussion regarding the need for additional and modern-day inquiry into the association between high education and policing, a segue is provided for a discussion of Contemporary Policing and its nuances.

## **Contemporary Policing**

### ***Introduction***

The role of police work has changed considerably since its inception in the late 1800s in England. The changes in the social, economic and political environments, in North America are well documented. Thus suffice it to suggest that all have undergone dramatic transformation over the past century. And in response to these societal changes, the role of the police in society has also been altered (Ratchford, 2001). In support of this assertion, Roberg and Bonn (2004) suggest, “a quickly changing social landscape, changing job role, rapid technological advancement, domestic terrorism and increased scrutiny have combined to renew the debate over higher education” (Roberg and Bonn, 2004, p. 469).

Bohigian (1979) has suggested that no longer is the primary objective of policing to have officers patrolling in uniform to deter crime. In fact in the modern urban setting, police

work is for the most part a social service activity. Specifically, it is not uncommon within large urban jurisdictions to have as much as 75-95% of an officer's time not dealing with the pursuit or prevention of criminal activity (Bohigian, 1979).

Further support for this assertion can be found in Ratchford (2001) when she states that,

The nature of police work has changed and will continue to change. The occupation requires professional officers who can more than sufficiently comprehend their role in an elaborate society, for which their own survival and for the welfare of citizens they are called upon to serve. (Ratchford, 2001, p.2)

Present day officers are often called upon to deal with various social based issues, such as family disputes, runaways, emotionally disturbed individuals and suicide prevention, in addition to their proactive and reactive duties involving crime. In addition, officers are increasingly been exposed to a demographically diverse citizenry and rapidly changing technology. An example of the former, within a Canadian perspective is the fact that Canada's population has nearly tripled from being 4.7 % self identified visible minority in 1981 to 13.4% in the 2001 census (Statistics Canada, 2003, p. 10). Similarly, one need only look at the myriad of technical devices (e.g., PDAs, camera cellular phones, wireless internet devices, etc.) that have become a part of modern day society to view the extent and rapid pace of technological change, over the past few decades. All of these variables have had an impact on the role played by the police in society. And of note, officers require additional education to meet these new daily emerging challenges (Vollmer, 1936; Roberts, 1994, Ellis, 2005, Roberg and Bonn, 2004).

At this point it should be noted that there is a major difference between training, as can be provided at an internal police college (in-service training) and education, traditionally

equated with institutions of post secondary or higher education. To highlight the significant distinction, I turn to Roberts (1994), who notes,

For the uninitiated, the differentiation between training and education may appear at first to be only semantic but is much more. Although...at times they may overlap, they are not synonymous. When one thinks of training, one should envision learning the ropes to some process or procedure: learning through example or explicit instruction how something operates, proceeds, or should be undertaken. Education, on the other hand, should be conceived as somewhat more tacit and cerebral. It involves understanding how, why and with what alternatives a process operates...involves abstract thoughts and symbolic representations about relationships and outcomes from actions. (Roberts, 1994, p. 94)

Given the above there should be little surprise in the argument that, as our society has evolved, so has the role of policing. Furthermore as various learned authors such as the above mentioned have recommended, higher education serves as a mechanism for adaptation, to this new environment and challenges and should be a basic employment requirement for officers (Vollmer, 1936; Carter and Sapp, 1990; Ellis, 2005; Roberg and Bonn, 2004).

Hence what follows is a review of key literature related to the present study. Specifically within this section, literature related to the relevance of higher education to policing, officer performance and commonly cited criticism against a role for higher education within policing are reviewed so as to provide a comprehensive discussion on the topic of interest.

In addition literature correlated with the nuances and complexity of the traditional police subculture are considered so as to provide insight into the value systems and beliefs of both patrol officers, and of greater interest to the present study – management (e.g., command and senior officers). Acquiring such information is purposeful in further interpreting the central focus of the present study – command and senior officer attitudes and beliefs towards the association between higher education and policing.

### *Relevance to Policing*

The aforementioned American based historical events and their relative impact on both American and considerably more limited Canadian research associated with policing and higher education have outlined the driving forces and extent of interest and research conducted on the phenomena. Of equal value for this literature review are the issues raised by the above events and the specific related research that has been conducted to date.

Arguably the central question surrounding the entire consideration of the association of higher education and policing has historically has been and continues to be - why educate police officers? Numerous researchers throughout the history of policing – higher education research have utilized this fundamental concern as a natural starting point for empirical testing. Fischer et al (1985) summarize this trend in stating,

Over the past few years, controversy and debate have characterized the ongoing discussion concerning the value of higher education for law enforcement. Once unquestioned assumptions about the beneficial nature of higher education have been subject to exploration and reconsideration, and attempts have been made by some researchers to assess the worth of higher education for the police agency, the community and the police officers. (Fischer et al, 1985, p. 329)

Specifically studies addressing relevance have considered the aforementioned question by examining if higher education works to improve police performance (Finnegan, 1976; Saunders, 1970; Cascio, 1997; Worden, 1990; Griffen, 1980; Cohen and Chaiken, 1972; Sanderson, 1977; Smith and Ostrom, 1974; Fischer et al, 1985).

Carter and Sapp (1990) report that additional law enforcement related research has been directed towards related facets of policing such as: officer attitude (Dalley, 1975; Guller, 1972), police discretion (Finckenauer, 1975), professionalism (Greene, Bynum and Webb, 1984; Regoli, and Miracle, 1980; Sapp, 1978); policing and ethics (Lynch, 1976) and decision making (Trojanowicz and Trojanowicz, 1972).

Next, as a natural progression of the present literature review, it is essential to return to the central traditional query: the relevance of higher education to policing, and the related research that has been conducted to date. To this extent, as referred to in chapter one there is two prominent schools of thought, in support of such an association. These range from an arguably liberal orientation to that of a more utilitarian approach.

Proponents of the more liberal of the two views suggest that a general need for higher levels of post secondary education is required for officers, based on assumptions of the importance of liberal education to critical thinking or recognition of the different world views and cultures (Bohigian, 1979; O'Rielly, 1977; Sterling, 1974; Bittner, 1990). The roots of such thought can be found in the work of John Henry Newman. All who have had any exposure to the field of higher education have no doubt had occasion to evaluate and ponder the works of Newman. Thus, without belabouring the background of his work to any great extent, it is a given that Newman was a proponent of a liberal arts education. In his preferred Oxford model, the benefits of learning how to think and the pursuit for broad mindedness were central themes (Newman, 1976). Hence Newman would tend to be supportive of the assertion that higher education would allow an officer to be broad-minded when executing his or her duties (e.g., dealing with the citizenry).

In a similar vein Bittner (1990) notes,

Liberal education is not supposed to prepare anyone for any occupation; its function is to liberate the mind, to incline persons towards the habitual reliance on reason, and it provides people with those basic intellectual aptitudes required of all but the most passive forms of existence for adequate functioning in a world in which knowledge and intelligence became more important than they have ever been before anywhere. It is, of course, possible to acquire all the effects of an education without ever setting a foot on a college campus. But no large-scale recruitment effort can count on finding such needles in the haystack. (Bittner, 1990, p. 194)

Additional support, for this view can be found in Bohigian's (1979) comments when he states that,

The diversity of populations that police officers encounter in a large metropolitan area require a thorough knowledge in many, ethnic values, cultural mores and heritage factors in order to deal with different perspectives of the same perceived incident. Education will permit police officers to view citizen's actions from a broader viewpoint than merely observing the results of their actions. (Bohigian, 1979, p. 142)

Others such as O'Reilly (1977) have also espoused the intrinsic need for higher education, of officers by commenting that,

As the general education level of society increases, comparisons are made between the educational requirements of police officers versus comparable employees in the social sector whose salaries have fallen behind those of police officers, at least in major urban areas, but whose professional and educational standing has exceeded that of the police officer: the elementary school teacher, social worker, the nurse. (O'Rielly, 1977, p. 7)

Note it is acknowledged that the above passage from O'Reilly could also be argued as a utilitarian based proposition, but for the current purpose it is posed as a commentary on the social expectation of greater society.

In addition, early authors on the topic such as Sterling (1974) have also contributed to the notion that higher education fulfils a desired liberal need in suggesting that benefits for officers include: a more desirable psychological makeup laden with empathy, flexibility, initiative and intelligence as well as a more desirable system of personal values, consistent with democratic society.

Given the various above suggested correlations between higher education and policing, a strong case can be made for a general need, based on assumptions of the importance of liberal education to critical thinking or recognition of the different world views.

The somewhat more utilitarian position, endorsed by the likes of Alfred North Whitehead, it is proposed that further education is required to meet a specific deficiency in knowledge and skills related to the current policing function. Here once again the aforementioned authors provide essential evidence in support of this proposition (Bohigian, 1979, Sterling, 1974, Whitehead, 1929). Bohigian (1979) comments that, higher education will allow officers to be better prepared to make the critical instantaneous decisions that are a hallmark of emergent circumstances and better equip them to deal with a rapidly evolving technological society. Additionally and from an equally utilitarian perspective, it has been argued that further post secondary education in law and its consequences should be a prerequisite for a police officer as it will assist them in their task of apprehending and prosecuting criminals (Bohigian, 1979).

Furthermore, Sterling (1974) notes that such an education would benefit officers by, providing them with greater knowledge of procedures, a greater range of interpersonal skills (e.g., communication) and greater ability to make judicious decisions.

Once again I would argue, as the authors above suggest, that the benefits of higher education from a utilitarian perspective are also substantial and worthy of consideration. Thus are the liberal and utilitarian based arguments in support of higher education for police officers.

### ***Officer Performance Research***

As indicated above, a substantial portion of the research conducted to date focused on the central question of the relevance of higher education for the policing community. Long debated, opinions on the value of such academic training for the policing community have

ranged from that of full support to those who vehemently oppose the necessity for high education.

As evidence of this difference of opinion, Stead (1971) suggests that, “for making a man a better thinker and a better person inevitably makes him a better policeman” (Stead, 1971, p.3). Congruent with thinkers such as Newman this proposition is countered by the likes of Guller (1972), who suggests,

The assumption, however, that open- minded less punitive policemen who think better of themselves will be better officers remains only an article of faith in the absence of generally agreed upon criteria for good police work. (Guller, 1972, p. 401)

And yet from a somewhat more neutral perspective others like Scott (1986) note, “Although some empirical studies indicate that a college education produces better police officers, the value of college for police is still, to a large degree, a matter of conjecture” (Scott, 1986, p. 26).

Researchers have attempted to answer the above query of relevance by examining the impact of higher education on officer performance. Although findings have been somewhat ambiguous, there is some evidence that higher education may be positively correlated with officer performance (Krimmel, 1996). Some of the most prominent research on officer performance is reviewed below.

Finnegan (1976), in his now historic study of the Baltimore Police Department, reported that college educated officers were consistently rated higher than less-educated officers in supervisory performance.

Sanderson (1977) undertook a study of 117 officers within the Los Angeles Police Department and sought to examine five performance variables. The researcher reported finding a positive relationship between college education and all five of the performance



variables tested. Specifically Sanderson found that college educated officers outperformed their counterparts (non-college educated officers) on: academy performance, disciplinary history, absenteeism, termination and career advancement.

Cohen and Chaiken (1972) in their well cited study of the New York Police department similarly reported a positive relationship between a college education and officer performance. The researchers found that officers with a college education received fewer citizen complaints, fewer disciplinary actions, fewer leave days and less disapproval of injury claims.

Cascio (1977) studied the Dade County Sherriff's Department and once again found a positive correlation between higher education and officer injury. Specifically this study found that officers with higher education reported fewer injuries in the course of their duties were less likely to be assaulted and experienced fewer disciplinary actions as a result of traffic accidents. Educated officers were also less likely to be the subject officers of allegations of excessive force and took less days off as sick leave.

The above is a sampling of the research conducted on officer performance. Though not conclusive certainly empirical evidence suggests that a positive association may exist between higher education and officer performance (Carter and Sapp, 1990). Furthermore, the conducted research provided certain trends associated with law enforcement and higher education. Carter, Sapp and Stephens (1988), in their classic work entitled, "Higher Education as a Bona Fide Occupational Qualification (BFOQ) for Police: A Blueprint", summarize these emerging trends in the previous research by itemizing the perceived positive benefits of higher education to policing as,

1. It develops a broader base of information for decision making,
2. It allows for additional years and experiences for maturity,
3. Course requirements and achievements inculcate responsibility in the individual,
4. Both general education courses and coursework in the major (particularly a criminal justice major) permit the individual to learn more about the history of the country, the democratic process and an appreciation for constitutional rights, values and the democratic form of government,
5. College education engenders the ability to flexibly handle difficult or ambiguous situations with greater creativity or innovation,
6. In the case of the criminal justice majors, the academic experience permits a better view of the "big picture" of the criminal justice system and both a better understanding and appreciation for the prosecutorial, courts and correctional roles,
7. Higher education develops a greater empathy for minorities and their discriminatory experiences through both coursework and interaction within the academic environment,
8. A greater understanding and tolerance for persons with differing lifestyles and ideologies which can translate into more effective communications and community relationships in the practice of policing,
9. The college educated officer is assumed to be less rigid in decision making in fulfilling the role of the police while balancing that role with the spirit of the democratic process in dealing with variable situations; a greater tendency to

widely use discretion to deal with the individual case rather than applying the same rules to all cases,

10. The college experience will help officers communicate and respond to crime and service needs of the public in a competent manner with civility and humanity,
11. The educated officer is more innovative and flexible when dealing with complex policing programs and strategies such as problem oriented policing, community policing, task force responses, etc,
12. The officer is better equipped to perform tasks and make continual policing decisions with minimal, and sometimes no, supervision,
13. College helps develop better overall community relations skills including the engendering of respect and confidence of the community,
14. More “professional” demeanour and performance is exhibited by college educated officers
15. The educated officer is able to cope better with stress and is more likely to seek assistance with personal or stress-related problems thereby making the officer a more stable and reliable employee,
16. The officer can better adapt his/her style of communication and behaviour to a wider range of social conditions and “classes”,
17. The college experience tends to make the officer less authoritarian and less cynical with respect to the milieu of policing,
18. Organizational change is more readily accepted by and adapted to by the college officer. (Carter, Sapp and Stephens, 1988, p. 16-18)

### *Most Commonly Cited Criticisms*

Having discussed a number of reasons suggested in the literature as to why we should educate officers to the university level, and the relevance of such, an appropriate segue exists to examine the prominent criticisms against educating officers. The most commonly cited negative effects of higher education on policing revolve around recruitment and minority issues (Carter et al 1989; Sherman, 1978; Sheehan and Cordner, 1989).

Carter *et al* (1989) although proponents of higher education for policing, as witnessed by the review above, also pause to provide some of their concerns and potential negative consequences of introducing higher education within policing. Specifically they argue that degree requirements will negatively impact minority recruitment and moreover that post secondary educated officers cause animosity within the ranks.

Similarly others have suggested that imposing a requirement of post secondary education upon recruits will, limit the quantity of applicants and has a derogatory impact upon minority groups who may be the victim of substandard schooling (Sherman, 1978).

Sheehan and Cordner (1989) add that though,

Education is very often seen as a vehicle for professionalization...a demand that all police applicants be college graduates...narrows the field from which applicants may be drawn. By establishing the college degree as an entrance level required input, the police administrator precludes thousands of capable prospective applicants from applying for entrance-level positions. (Sheehan and Cordner, 1989, p. 221)

Of interest here is that almost categorically all the literature not favouring the association between higher education and policing is relatively dated. In fact a closer examination reveals that all three of the pieces cited above are at a minimum two decades in age. It should also be noted that a concerted effort to unearth more recent derogatory research failed to turn up any credible sources. This, it is suggested, may be circumstantial evidence

of the fact that resistance to the intermingling of higher education and policing may in fact be decreasing.

Further tangible evidence of such a warming in association is the recent innovative endeavour by Guelph-Humber University. Guelph-Humber in the fall of 2004 introduced a part-time Justice Studies Program, specifically geared and marketed to sworn Canadian police officers seeking to acquire a 3-yr Baccalaureate or 4-yr Honours Baccalaureate undergraduate degree (Ellis, 2005). This innovative program combined intensive weekend in class lectures with distance education and grants advanced standing to participating officers based in part on previous operational experience. Originally restricted to only sworn officers and then later expanded to include all members (Uniform and Civilian), it is representative of an effort to bridge the gap between higher education and policing. It should be noted that although early in its existence, the program has experienced in excess of 100% growth, in only the first year (Ellis, 2005). Hence, it is suggested that this recent union of higher education and policing combined with the earlier discussed circumstantial finding, might all be indicative of the growing association between the two involved parties. But it is also conceded that the above condition may also simply be indicative of only a labour market in which policing is a desirable career.

Thus in answer to the initial query – does higher education improve officer performance or make for a better officer. Bluntly, there is no consensus on the matter (Stead, 1971; Scott, 1986; Guller, 1972; Carter et al., 1989; Ratchford, 2001). However as described above, on balance research suggests that there may be a positive correlation between higher education and officer performance.

At this juncture it should be noted that one particular difficulty in reviewing the aforementioned literature and testing its strength within a current Canadian context, like with many other sub-fields of interest within higher education, is that the bulk of research conducted on the phenomena is relatively dated and non-jurisdictional.

A natural progression at this point of the current review, is a consideration of the traditional police subculture and its held views on higher education.

### *Traditional Police Subculture*

A review of the literature addressing the traditional subculture provides context and critical understanding of the roots of attitudes and beliefs held by some current command and senior officers towards higher education. The police subculture and traditional thought towards the role of higher education in policing as was suggested in introductory chapter of this study, is much more complex and intricate than what it may appear at first blush (Reiner 2000; Crank 1998; Foster 2003).

As Crank (1998) comments, simply studying the publicly visible manifestations of the darker elements of policing such as corruption, testimonial deception and cynicism are insufficient to truly understand the deeply rooted subculture.

With this caveat in mind, numerous authors on the subject have attempted to define the culture's characteristics, with various degrees of success. Some of the more comprehensive and reader friendly efforts are presented in the works of (Crank 1998; Foster, 2003; Reiner 2000).

To this extent Crank defines the culture as,

A diffusion of the work-a-day world in which ways of doing work become habitual and habits become meaningful. Culture, like heaven and the devil, is sustained, celebrated and feared; in short, lived in the concrete minutia of everyday work...culture carries important values that are shared by members of a group. (Crank, 1998, p. 14)

Somewhat more concisely, Reiner (2000) articulates police culture as, a patterned set of understandings that help officers to cope with and adjust to the pressures and tensions confronting them in their role as the police.

Foster (2003) chose to describe the subculture as possessing a number of distinct characteristics such as, a shared sense of mission, a common thirst for action, suspicion, isolation, cynicism, conservatism, machismo, racial prejudice and pragmatism.

Best described as a “closed shop” or veiled behind “the blue wall of silence”. The subculture (traditionally) as Foster (2003) has correctly characterized it is fraught with suspicion of outsiders and buried in isolation. An isolation from the broader community which is fuelled by a wide array of factors ranging from shift work not being conducive to “normal” social interactions with “civilians” to, a sense of hostility from various factions of the public (e.g., vocal minority groups). The subculture promotes values shared by its members and acts as a support mechanism to assist in coping or adjusting to the various pressures unique to the profession.

Micucci and Gomme (2005) in their study of American police and sub-cultural support for the use of excessive force provide further evidence of a close-knit guarded culture within policing. Specifically in their examination of more than 3200 sworn police officers, dispersed over thirty American police departments, the authors of the study found that, “police develop shared values that influence their view of human behaviour and their role in

society. The police subculture is characterized by suspiciousness, cynicism, clannishness, secrecy, and isolation from others in society” (Micucci and Gomme, 2005, p. 489).

Micucci and Gomme (2005) also found in relation to the social networking of members within the policing community that, once involved in policing as a full-fledged officer, police tend to associate heavily with one another and to experience less contact with those outside their ranks.

Skolnick (1994) attempt to provide an explanation for how such subcultural values form by suggesting that,

The police officer’s working personality forms in response to two major elements associated with police work. There is the constant exposure to danger and the need to use force and authority to reduce and control threatening situations. As a result, police become suspicious of the public they serve and defensive about the actions of their fellow officers. Police officers on the street see themselves working in a hostile environment comprised of people who are ill mannered, unpredictable, unkempt, pugnacious, threatening, and potentially deadly. Their world, in short, is one of fraught with the ever-present potential for danger. (Skolnick, 1994, in Micucci and Gomme, 2005, p. 43)

It is further argued that this subculture is transmitted via both formal and informal processes, from veteran officers to new initiates to the policing community. And that, “these formal lessons are continually emphasized, as the central aspects of police life, danger as well as the centrality and utility of coercive power in the control of crime” (Micucci and Gomme, 2005, p. 489).

The complexity of the police subculture is also demonstrated in the findings of various researchers on the topic. Such learned investigators provide evidence of such by suggesting that the subculture can be even further dissected and possesses subsets based on age, rank and assignment (Micucci and Gomme, 2005; Ferdinand, 1980; Thale, 2007; Reuss-Ianni, 1983).



Micucci and Gomme (2005) in reference to Ferdinand's (1980) study of the rank and file officers who are assigned to general patrol duties state that, "those most integrated in to the police subculture were comparatively young officers in mid-career. Less integrated were cadets just embarking on their careers and older officers nearing retirement" (Micucci and Gomme, 2005, p. 489).

Reuss-Ianni (1983) in her well cited work also found support for such further layer or complexity within the subculture. The researcher found that two distinct subsets existed within the larger police subculture. Specifically she discovered that division resulted in a, "street cop culture" and a "management cop" subculture. The former concerned with operational day-to-day activities and formed around concerns to simply "get the job done" and group survival. Conversely the "management cop" faction tends to focus on longer term organizational needs, priorities, policies and public trust.

Thale (2007) also comments on the complexity and related partitions within the subculture which exists within the policing community in his study of, "The Informal World of Police Patrol" Thale found that patrol or "street officers" found themselves as distinct and different from their employer and even from management. In detail he reports that patrol officer sub-identity is formed as a result of feelings that they part of, "a larger bureaucracy which, assigned them to predetermined posts, fixed their schedules, clothed them in uniforms that imposed a public identity on them, and sent sergeants and other supervisors to keep them on the job and badger them to action" (Thale, 2007, p. 185). Hence is a comprehensive overview of the uniqueness, complexity and nuances of the policing sub-culture.

Of interest to the present study is how this general set of subcultural values and beliefs may impact views and attitudes towards higher education. And moreover how the

distinct sub-set of management attitudes and beliefs, within the subculture may influence decision in support or conversely towards an association between higher education and the policing community.

### *Section Summary*

The section above commenced with a discussion of the dynamic nature of policing. Specifically it was witnessed by various researchers how emerging social, economic and technological change has impacted the role and function of modern policing. And that higher education may serve as a necessary mechanism for adaptation to this evolving environment and the related challenges faced by policing. (Roberg and Bonn, 2004; Ratchford, 2001; Bohigian, 1979; Roberts, 1994; Ellis, 2005; Vollmer, 1936; Carter and Sapp, 1990).

Having introduced the developing climate within policing, literature related to the relevance of higher education to policing was next examined. It was suggested that central to the concern regarding relevance was the query – Why educate officers? To that extent though almost exclusively American based, previous work of numerous authors such as, Finnegan, 1976; Saunders, 1970; Cascio, 1997; Worden, 1990; Griffen, 1980; Cohen and Chaiken, 1972; Sanderson, 1977; Smith and Ostrom, 1974; Fischer et al, 1985 was reviewed.

In considering the relevance of higher education to policing, literature related to the two prominent schools of thought, ranging from an arguably liberal orientation to that of a more utilitarian approach were reviewed. Here it was found that proponents of the more liberal of the two views suggest that a general need for higher levels of post secondary education is required for officers, based on assumptions of the importance of liberal education to critical thinking or recognition of the different world views and cultures (Bohigian, 1979; O’Rielly, 1977; Sterling, 1974; Bittner, 1990).

Whereas those who support a more utilitarian position proposes that further education is required to meet a specific deficiency in knowledge and skills related to the current policing function (Bohigian, 1979; Sterling, 1974).

Next literature related to officer performance – arguably the most well researched facet of policing studied, in relation to the relevance for higher education within policing was reviewed. Immediately apparent within the literature reviewed was that the value of higher education and its impact upon officer performance though somewhat ambiguous, does provide some evidence of a positive correlation (Krimmel, 1996).

Examples in support of such a positive correlation which were reviewed included, that college educated officers were consistently rated higher than less-educated officers, in supervisory performance (Finnegan, 1976), that college educated officers outperformed their counterparts (non-college educated officers) on: academy performance, disciplinary history, absenteeism, termination and career advancement (Sanderson, 1977), that officers with a college education received fewer citizen complaints, fewer disciplinary actions fewer leave days and fewer disapprovals of injury claims (Cohen and Chaiken, 1972) and in Cascio's (1977) historic study of the Dade County Sherriff's Department in which he reports a positive correlation between higher education and officer injury.

In conclusion of this component of the literature and in support of the above asserted positive correlation, the work of Carter, Sapp and Stephens was reviewed. Here the renowned researchers, in their classic work entitled, "Higher Education as a Bona Fide Occupational Qualification (BFOQ) for Police: A Blueprint", summarized the emerging positive trends in the previous research.

To provide a well rounded and comprehensive discussion the most commonly cited criticisms directed towards the association between higher education and policing were then considered. Here the literature reviewed demonstrated that the most commonly cited concern against the association of higher education and policing revolves around recruitment and minority issues (Carter et al 1989; Sherman, 1978; Sheehan and Cordner, 1989).

In detail the literature reviewed outlining the aforementioned concerns included, that degree requirements will negatively impact minority recruitment and that post secondary educated officers cause animosity within the ranks (Carter *et al*, 1989). In addition, concerns identified included, that by imposing a requirement of post secondary education upon recruits it will, limit the quantity of applicants and has a belittling impact upon minority groups who may be the victim of substandard schooling (Sherman, 1978) and that mandating a college education for entry into policing narrows the field from which applicants may be drawn (Sheehan and Cordner, 1989).

Also incorporated within this component of the above review was a summary of the various literatures associated to related facets of policing. Specifically listed and reviewed in support of the current study was research efforts on, officer attitude (Dalley, 1975; Guller, 1972), police discretion (Finckenauer, 1975), professionalism (Greene, Bynum and Webb, 1984; Regoli, and Miracle, 1980; Sapp, 1978); policing and ethics (Lynch, 1976) and decision making (Trojanowicz and Trojanowicz, 1972) (Carter and Sapp, 1990).

The final portion of this section of the current review focused upon the police subculture and its uniqueness, complexity and nuances. At the onset it was suggested that the police subculture and traditional thought towards the role of higher education in policing is

much more complex and intricate than what it may appear at first blush (Reiner 2000; Crank 1998; Foster 2003).

In support of this assertion the relevant discussion commenced reviewing literature describing the nuances of the subculture. Specifically it was witnessed that various researchers have contributed to a rather comprehensive and accurate description of the subcultural nuances. By way of aggregate the subculture and its purpose has been depicted as, a patterned set of understandings that help officers to cope with and adjust to the pressures and tensions confronting them in their role as the police (Reiner, 2000). Furthermore the subculture was described as possessing a number of distinct characteristics such as, a shared sense of mission, a common thirst for action, suspicion, isolation, cynicism, conservatism, machismo, racial prejudice and pragmatism (Foster, 2003) and that its members, “develop shared values that influence their view of human behaviour and their role in society...characterized by suspiciousness, cynicism, clannishness, secrecy, and isolation from others in society” (Micucci and Gomme, 2005. p. 489).

The literature review in this section concluded with a discussion articulating the complexity within the subculture. It was suggested evidence exists that the subculture can be even further dissected and possesses subsets based on age, rank and assignment (Micucci and Gomme, 2005; Ferdinand, 1980; Thale, 2007; Reuss-Ianni, 1983).

Evidence of such complexity was in found that, “those most integrated in to the police subculture were comparatively young officers in mid-career. Less integrated were cadets just embarking on their careers and older officers nearing retirement” (Micucci and Gomme, 2005; p. 489), that two distinct subsets existed within the larger police subculture...a “street cop culture” and a “management cop” subculture (Reuss-Ianni, 1983)

and that patrol officers form a sub-identity as a result of feelings that they are part of, “a larger bureaucracy which, assigned them to predetermined posts, fixed their schedules, clothed them in uniforms that imposed a public identity on them, and sent sergeants and other supervisors to keep them on the job and badger them to action” (Thale, 2007, p. 185). Thus is a summary of the literature examined within this section of the current review.

### **Nursing – Higher Education**

An examination of what has transpired in the field of nursing and its association with higher education serves to provide a source of comparison for the policing community. A review of the pertinent literature provided a glimpse into factors that have impacted the movement within nursing towards an association with higher education and perhaps may be influencing a similar movement within policing.

An appropriate structure for the present review is to first consider the historical developments in the province of Ontario that have led to the present educational requirement mandated within nursing. Having done so, it serves the present study to examine the similarities and differences between the two occupations for any evidence of congruent influencing factors. Specifically this second portion of the review to follow will focus upon the “push” or “pull” factors that have impacted nursing and may potentially influence an association between policing and higher education.

### ***History - Ontario***

The roots of the current nursing educational standard in Ontario can be traced back to the dramatic negative changes that affected nursing during the 1990s. Specifically as reported by the Joint Provincial Nursing Committee these negative catalysts included,

fewer nurses in the system, fewer permanent nursing positions, increased casualization of the nursing workforce, nurses leaving Ontario or the profession all together, and decreased nursing enrolments and graduates. Many of these changes, in addition to the aging nursing workforce, have had, and continue to have, a significant influence on access to nursing services in Ontario. (NTF, 1999, p. 1)

In response to the above conditions, the then Minister of Health, Elizabeth Witmer, established a Nursing Task Force in the fall of 1998 and mandated an examination of the nursing profession in whole. In detail the Task Force was mandated to consider the impact of the above reforms on both the delivery of health care and the nursing profession, in Ontario. Also included amongst the issues to be examined was, determining the educational qualifications nurses needed in this changing environment (MHLT, 2008).

In January of 1999 the formed Task Force presented its findings to Minister Witmer and made eight detailed recommendations, in answer to the issues examined.

Recommendation number seven entitled, “Educational Reform for Registered Nurses and Registered Practical Nurses” set out to co-revolutionize entry level education standards for the nursing profession, within the province.

Specifically Recommendation Seven of the NTF (1999) stated,

In order to ensure continued access to quality health care services, we must support our existing educated and experienced RN [Registered Nurse] and RPN [Registered Practical Nurse] workforce and ensure that health care consumers continue to receive quality nursing services from professional nurses. In the future, to ensure professional nurses have the right mix of knowledge, skills and experience, the following is recommended:

a) Make the BScN the College of Nurses of Ontario (CNO's) minimum entry-to-practice requirement for new RNs beginning in the year 2005, consistent with the CNO's recent recommendation on RN entry to practice competencies, and confirm that all RNs registered with the CNO before that time continue to be eligible under the new system.

b) Lengthen the college program for future RPNs from three to four semesters (pending completion of the CNO's work on competencies and education requirements for RPNs) and confirm that all RPNs registered with the COO before that time continue to be eligible under the new system.

c) Remove barriers and add financial incentives for partnering between community colleges and universities to provide relevant, accessible and portable education programs for RNs and RPNs.

d) Provide a flexible environment through financial incentives for nurses and their employers, to ensure timely and affordable access to continuing and advanced education. This flexible environment should include designated funds to support and facilitate continuing and advanced education for nurses, including sabbaticals, job exchanges, etc.

e) Establish clinical models in practice environments to allow nurses to gain expertise in clinical areas and be recognized for these additional skills.

f) Provide sufficient financial resources to employers to provide time and opportunities for experienced nurses to teach new nurses.  
(NTF, 1999, p. 6-18)

Simultaneously, in the spring of 1999, the regulatory body of nursing within the province – the College of Nurses of Ontario (CNO), petitioned the Ministry of Health to legislate the new higher entry level standards for nursing. In addition, with the support of various stakeholders such as, nurses themselves, employers – hospitals and private health care facilities, consumers – patients and potential patients and nursing educators – providers of higher education the CNO sought not only the “new” higher baccalaureate entry standard for the profession, but also solicited the corresponding financial support to foster the association between the nursing field and higher education (CNO, 2000). This standard applies only to RNs; there is a different standard for RPNs.

In response to the NTF’s findings and the recommendation put forth by the regulatory CNO, the Ministry moved to install as a new entry standard for the profession, “a bachelor’s degree in nursing for all new registered nurses by January 1 of 2005” (CNO, 2000, p. 1). The



baccalaureate degree as the educational requirement for registered nurses has today become firmly entrenched across the nation (Spear, 2003).

### *History – American and Other*

The United States of America has experienced less success in mandating the baccalaureate degree as the entry level educational standard. A movement towards establishing such an entry level standard can be traced back to the 1960s, in the American Nurses Association (ANA) recommendation to establish a baccalaureate degree as the appropriate educational standard for the profession (Spear, 2003).

These early discussions resulted in a recommendation by the ANA, in the 1980s to install the baccalaureate as the minimum educational standard for nursing across the USA, by 1995. Unfortunately internal resistance from practising nurses prevented such a movement from coming to fruition (Spear, 2003). Nelson (2002) confirms the existence of this early barrier in reporting that, “the supporters of the ANA were unable to generate the momentum needed to overcome the resistance of its own constituents” (Nelson, 2002, p. 1).

In terms of progression towards implementing the above standard, Spear (2003) reports that in 2003 only North Dakota required a BSN for entry into the nursing profession. Thereafter, exponential progression can be witnessed in the report of the AACN which notes,

There are 618 RN to BSN programs that build on the education provided in diploma and associate degree programs and prepare graduates for a broader scope of practice. In addition to hundreds of individual agreements between community colleges and four-year schools, state articulation agreements, exist in many areas including Florida, Connecticut, Arkansas, Texas, Iowa, Maryland, South Carolina, Idaho, Alabama, and Washington to facilitate advancement to the baccalaureate level. (AACN, 2007, p. 2)

Even more optimistically the National Advisory Council on Nurse Education and Practice (1998) has renewed the call for higher education within nursing, by recommending

that, at least two thirds of nursing's labour infrastructure be comprised of nurses who are baccalaureate or master's prepared by the year 2010 (Spear, 2003; NACNEP, 1998).

Globally other countries such as Australia and New Zealand have adopted a standard similar to that of Canadian nursing and have mandated a BSN as the minimum entry level standard for the field. The United Kingdom continues to push for a similar minimum post secondary or higher educational standard (Lusk et al, 2001 in Spear, 2003).

Having reviewed the salient literature regarding the movement of nursing towards higher education for its membership, it is appropriate now to examine any similarities or difference that may exist within policing.

#### ***Similarities and/or Differences – Policing and Nursing***

A number of parallels and relatively less dissimilarities can be drawn between the two occupational fields. Similarities include, that both occupations have experienced considerable change in their operational environment, have been faced with an aging workforce and have experienced a relative shortage in the supply of qualified, interested individuals looking to join the profession (NTF, 1999; AANC, 2000; MHLT, 2008; Spear, 2003; CNO, 2000).

Literature examined indicates that support of a similar dynamic environment within nursing can be found in comments made by O'Brien-Pallas and Baumann (1998) in the NTF's (1999) report,

The last five years have seen a tremendous change in health care delivery in this province. Patient care has been affected in a number of ways. Patients in the hospital are sicker and seem to require greater nursing resource (and) ... are staying in the hospital for shorter periods of time... Patients discharged to home may need access to more sophisticated nursing and allied health treatments... At the same time, the nursing workforce reports serious concerns about inadequate staffing, workload and concerns of quality of care. (O'Brien-Pallas and Baumann, 1998, p. 4)

Further evidence can be found in the comments made by Amos (2005) when she states that,

The health-care industry has continued to change dramatically over the past few years, transforming the roles and escalating opportunities for nurses. The current shortage of nurses is caused by an increased number of hospitalized patients who are older and more acutely ill, a growing elderly population with multiple chronic health problems, and expanded opportunities in HMOs, home care, occupational health, surgical centers, and other primary-care settings. Expanding technological advances prolonging life require more highly skilled personnel. (Amos, 2005, p. 1)

In further comparing the nursing educational environment to that of policing it can be seen that similar curiosity regarding relevance and concern surrounding creating a barrier for entry by implementing a post-secondary minimum educational standard have materialized.

In response to the first issue – relevance of higher education to nursing, as with policing, two schools of thought have been argued. One in support of liberal based critical analysis worth and a second imposing a more utilitarian significance for higher education within nursing.

Proponents of the liberal view suggest that acquisition of a baccalaureate degree provides essential critical analytical capacity, necessary for the future nursing climate. In support, the AACN (2007) in its recent update of March 2007, entitled, “The Impact of Education on Nursing Practice” states, a liberal arts education should be entrenched within all professional disciplines. And that those who possess a liberal arts education, are “prized” by their respective employer, for having superior analytical and creative capacities, better developed assessment skills. In addition those with a higher education demonstrate increased resourcefulness and cultural sensitivity and are better able to apply their acquired knowledge and scientific reasoning.

Johnson (1988), favouring a more utilitarian worth for post secondary education, for nursing suggests that baccalaureate trained nurses possess finer communication and problem solving skills. Within the same utilitarian frame, Giger and Davidhizar (1990) suggest that nurses with post-secondary education consistently demonstrate better proficiency in determining nursing diagnosis and evaluating nursing interventions.

Opposition to installing a baccalaureate degree as the threshold standard argue that imposing a baccalaureate as a prerequisite will disadvantage socio-economically challenged segments of society from entry into the profession. Specifically some have argued that not all have the fiscal flexibility to pursue a post-secondary education and as such imposing such a standard in essence will become a barrier for those who can't afford to attend an institution of higher education (Spear, 2003).

Additional resistance for the role of higher education within nursing appeared in the form of challenges to its ultimate cost-recovery. Once again similar to concerns discussed earlier within policing, critics of higher education for the field of nursing, question the correlation between higher education and improved performance of baccalaureate trained nurses. Hence some provide only apathetic support can be found for the effectiveness of higher education within nursing (Draper 2007; Attree, 2006).

Draper (2007) reports in examining the state of nursing education in the UK that, despite widespread investment and support for continuing professional education (CPE) for nursing, there remains an absence of empirical evidence to substantiate its effectiveness. In addition Draper suggests that in absence of such confirmation, that healthcare organizations may no longer be willing to sanction or fiscally support (CPE) and may opt to redirect their limited respective funding towards non-accredited in-service training.

Attree (2006) in her study of methodological issues associated with healthcare education argues, that not only is the evidence base for healthcare education inadequate, but that the tools currently avail to evaluate the effectiveness of such training are either absent or wholly deficient. She further suggests that these difficulties in evaluation challenge the scientific credibility of any measure of effectiveness and thus lack empirical vigour.

One final issue worthy of consideration is the desire to establish itself as a profession rather than a vocation. Typically movement or re-classification from that of a "blue-collared" occupation to that of a "white-collared" profession is accompanied by an associated process of *Credentialism*. As defined in the first chapter of this study Credentialism represents a phenomenon whereby accredited higher educational achievement and attainment is required for entry or enrolment within a profession or occupation. Arguably the above described movement to install a post-secondary entry level of higher within nursing, here in the province of Ontario and elsewhere, is systematic, albeit circumstantial, evidence of such an increase in credentialism (see Chapter Five for additional discussion).

Coburn (1988) provides further support for the aforementioned assertion by stating that,

Historical trajectory of nursing shows an increasing occupational autonomy but continuing struggles over control of the labour process. Nursing is now using theory, organizational changes in health care, and credentialism to help make nursing "separate from but equal to" medicine and to gain control over the day-to-day work of the nurse. Nursing can thus be viewed as undergoing processes of both professionalization and proletarianization. As nursing seeks to control the labour process, its occupational conflicts are joined to the class struggle of white-collar workers in general. (Coburn, 1988, p. 437)

Similar understanding and desire exists within policing. Further to the literature reviewed earlier regarding the policing subculture, research indicates that factions within policing also envision higher education as a vehicle whereby the now vocation may be thrust

forward into the designation of a profession, similar to nursing (Marin, 1997; Goldstein, 1977; Souryal, 1977).

Marin (1997) in his commentary on policing in Canada defines professionalism and characteristics of a profession. Here he suggests that professionalism is an, "ideology fostering the quest for professional status. He adds, "I prefer to see it is as what distinguishes a profession from a job" (Marin, 1997, p. 32).

Goldstein (1977) in his well cited and historic work, entitled, "Policing a Free Society", pays reverence to the original proponent of higher education within policing when he states that higher education represents a critical component of the movement towards professionalization envisioned by August Vollmer. Note Vollmer pioneered the use of post-secondary educated officers when, in 1917, he recruited and hired University of California students as part-time police officers in Berkeley, California.

Souryal (1977), a professor of criminal justice and police administration provides an additional definition of a profession which reaffirms the role of higher education, within the designation. Specifically he defines a profession as, "an organized association in which specialized knowledge and learning is used for the welfare of a population in accordance with advanced standards of technical performance, ethics, and experience" (Souryal, 1977, p. 397 ).

In sum, numerous similarities exist between nursing and policing, in discussion and concerns emanating from any consideration of an alliance with higher education. Issues raised regarding a dynamic environment of change, relevance, performance worth, resistance and desire for professionalization are all shared by both nursing and policing.

However a difference may be the impetus for a move towards higher education, within these two fields. Arguably the impulsion for higher education within nursing, as alluded to in the first chapter of this study and witnessed by the literature review above was driven in principle by the government and the governing occupational regulatory body – the Ministry of Health’s Nursing Task Force and the College of Nurses of Ontario “pulling” for a higher standard of education for its members – nurses. Of interest and noticeably absent from any discussion regarding the association of higher education and policing in Ontario is any formal governmental “pull”.

Equally void is any concerted effort by the Ministry of Corrections and Safety or formal advocacy from any police association or union for an increased presence of higher education within policing. Hence by default and of collateral interest in the present study is whether or not a driving impetus originates from individual police officers, command or senior officers. If such does exist then it would be representative of a “push” for higher education and materially different from the experience of nursing. The impact of such different driving forces may be far reaching and significantly influence various aspects (e.g., funding, legislative support, etc) of any association between higher education and policing.

### *Section Summary*

The above section commenced with review of the historical developments in the province of Ontario, the United States of America and other nations across the globe, that have led to the present educational requirement mandated within nursing.

In the case of Ontario, literature was reviewed which demonstrated how the Nursing Task Force’s (NTF) findings and the recommendation put forth by the regulatory College of Nurses of Ontario (CNO), resulted in the Ministry of Health to install as an entry standard for

the profession, “a bachelor’s degree in nursing for all new registered nurses by January 1 of 2005” (CNO, 2000, p. 30).

In considering the history of the United States of America, it was suggested that the roots of a movement towards an association can be traced back to the 1960s, in the American Nurses Association (ANA) recommendation to establish a baccalaureate degree as the appropriate educational standard for the profession (Spear, 2003). It was further witnessed that operational progress towards installing such a standard has met (historically) with some resistance, from constituents of the nursing profession. And as a result that bringing a standard of post-secondary education for entry has experienced sluggish national spread, relative to the Canadian experience.

Evidence of this lethargic swell materialized in the form of only one State – North Dakota implementing a minimum BSN requirement for the profession as of 2003.

Optimism for continued growth for such a standard of higher education was also found in the recommendation of the National Advisory Council on Nurse Education and Practice (1998). As was reviewed above, the federal committee renewed the call for higher education within nursing, by recommending that, at least two thirds of nursing’s labour infrastructure be comprised of nurses who are baccalaureate or master’s prepared by the year 2010 (Spear, 2003; NACNEP, 1998).

Globally, it was found that other countries such as Australia and New Zealand have also nationally adopted educational standards consistent with those currently in place in Canadian nursing. And yet other countries like the United Kingdom continue to strive towards acquiring a similar minimum educational entry level (Lusk *et al*, 2001 in Spear, 2003).



The above review next turned to compare and contrast similarities and/or differences between policing and nursing. Here in sum it was found that numerous similarities and relatively few, but salient difference exist between nursing and policing. It was then further argued that the aforementioned similarities and differences are worthy of consideration in discussion any alliance of higher education with the respective occupations.

Specifically in relation to similarities it was observed that issues raised regarding a dynamic environment of change, relevance, performance worth, resistance and desire for professionalization are all shared by both nursing and policing.

Of difference it was argued, may be the impetus for a move towards higher education, within these two fields. Literature reviewed clearly depicts that fact that the thrust for higher education within nursing, was driven in principle by governmental and by an occupational regulatory body – the Ministry of Health’s Nursing Task Force and the College of Nurses of Ontario. It was further suggested that this type of support within nursing may best be described as a “pulling”, for a higher standard of education for its members – nurses.

The above section concluded by suggesting that presently in the absence of such a formal governmental “pull” or any concerted effort by the Ministry of Corrections and Safety or formal advocacy from any police association or union for an increased presence of higher education within policing, that perhaps “push” or yet undiscovered “pull” factors via command and senior officer attitudes and beliefs need to be considered in the instance of policing. And as such it was argued that this provides further support for the present study, which attempts to investigate any “push” or “pull” impetus.

## **Chapter Conclusion**

This chapter has reviewed three prominent strands of literature associated with higher education and policing. Specifically, literature addressing the historical developments in research, the structure and demands of contemporary policing and the related relevance of higher education to modern policing, and literature as it applies to the field of nursing and higher education was also examined.

This literature assists in not only framing the primary question in this study – what are police command and senior officers’ attitudes and beliefs towards policing and entry level expectations, promotion and financial rewards associated with higher education – but also in providing necessary context to the central question regarding relevance of higher education to policing.

## CHAPTER THREE: METHODOLOGY

### Research Methodology

This study utilizes a cross-sectional, dual data collection methodology. Specifically a quantitative e-mail survey, employing a 5-point Likert scale and an optional qualitative follow-up semi-structured interview method of inquiry was used to explore and gain an in-depth knowledge of police management attitudes and beliefs towards higher education and its role within policing. In addition, the multistage data collection process utilized a combination of both probability and non-probability sampling techniques, in identifying an appropriate sample for both the survey and interview component of the study. In detail, a hybrid quota-purposive non-probability sampling technique was used for selection of survey recipients and a further weighted probability method was employed for interviewees (Bachman and Paternoster, 1997). In keeping with the *Tri-Council Policy Statement*, participant involvement in each component of this research was predicated on full, free and informed voluntary consent, given without manipulation, undue influence or coercion (GOC, 2005).

The reasons for utilizing e-mail to distribute the quantitative based survey were those commonly stated elsewhere and include, low cost, and the ability to reach geographically further, without travel time or cost and hence, potentially broadening the audience of participation (Wimmer and Dominick, 2003). Given that the various police services being studied are located a significant geographical distance from the researcher, this initial method

of query was operationally preferred (See Research Instruments Section below for additional details on format and structure of e-mail survey and corresponding interview utilized).

To address common criticisms of survey research (e.g., the inability to qualitatively probe participant responses, inflexibility and inability to extract “context” of responses provided) a second optional component was included in the present study – a follow-up semi-structured interview (Wimmer and Dominick, 2003).

The rationale for this qualitative segment of the study is twofold. Primarily to address the aforementioned common criticism associated with conducting survey research in isolation and secondly to facilitate the fact that there are a multitude of complex factors involved in any discussion surrounding the merging of characteristically different sectors such as policing and higher education. These factors are best explained, by those involved in the field, in their own words, and operate to provide the present research contextual meaning (Lincoln and Guba, 1985).

Manderbaka and Marja (2000) in support of the above methodology which combines two different approaches (quantitative and qualitative) to examine the content and continuity of various individual survey statements suggest that the dual methods operate to complement each other and add further credibility to findings.

In detail the present research involved an internet based survey and personal interviews of command and senior officers employed by various police services within the province of Ontario. Specifically, police services from the Greater Toronto Area (GTA) of Ontario including, The Toronto Police Service (TPS), The Ontario Provincial Police (O.P.P), Durham Regional (DRP), York Regional (YRP) and Peel Regional Police Service (PRPS) served as the central focus of inquiry.

The recruitment section of this chapter explains how the initial process of identifying the participants was carried out. Co-operation of administrators and senior officers within the aforementioned police services was sought and obtained.

### **Rationale for Selection**

The GTA was selected, because it has the densest population of police in the province: it contains the three largest regional police services in Ontario and the largest municipal police service in Canada (TPS). Permission was sought (see Appendix B) and obtained to conduct this study and name the police services and institutions involved.

### **Recruitment**

The research process commenced with informal personal contact being made by telephone or in person with senior officers who had access and decision-making capability to support the study, from each of the aforementioned police organizations. This informal contact was used to gauge the amount of support that could be anticipated regarding a study within their respective police service. Having received positive feedback in relation to access and interest, ethical approval was sought and obtained.

Post ethical approval, further contact was made by telephone with each chief or commissioner or designates to commence formal dialogue regarding the present study. At such time, formal administrative consent (see Appendix B) was requested and obtained, from all participating services. Note initial conversation(s) with each service confirmed that the chief or commissioner or designate had the appropriate signing authority in support of the study being conducted.

Once permission was granted from the five police services to conduct the study and name the institutions, the contact individual or senior liaison officer from each service was

contacted by e-mail (see Appendix F) to assist in contacting and identifying potential candidates for the e-mail survey. Specifically utilizing the aforementioned hybrid non-probability quota-purposive sampling technique, the contact individual or liaison officer was requested to provide a random list of 10 to 15 e-mail addresses, names, phone numbers and rank of command and senior officers within their organization.

The number of individuals to be contacted in each service was capped at 15, a number that would provide a representative cross-section of each police organization's command and senior officers, but also not impose any undue operational difficulty upon the participating services. It should be noted that the various participating services responded to the above request for a quota-purposive sample by providing anywhere from 10 to 15 such candidates, respectively (see Table 2 for details).

The one exception to the weighted requests was the TPS. In the instance of the TPS, employing the aforementioned quota sampling allowed for designation of the TPS as a police organization that possessed the highest concentration of command and senior officers within the GTA and thus worthy of proportionally greater inclusion within the survey sample. Further, purposive sampling, a technique often utilized in criminology and criminal justice research, permitted "over sampling" of the aforementioned Service in the survey portion of the present study (Bachman and Paternoster, 1997). Note, this overrepresentation did not have to be carried forward within the follow-up interview phase.

Participation in the survey component of the present study ranged from 40-100% of the total number of surveys distributed (see Table 1 for details). Participation in the optional follow-up interview was determined via self declaration, by candidates participating in the e-mail survey.

## Study Method

Once included within the sample, each of the potential e-mail survey candidates was initially contacted by e-mail to introduce the study (see Appendix D). A follow-up e-mail was then sent to all of those who received this introductory e-mail, to ascertain their level of interest in participating, in the study (see Appendix E).

Those interested in participating in either the e-mail survey or optional follow-up interview were subsequently e-mailed the Participant Consent Form (see Appendix C) and the e-mail survey (see Appendix A). Those agreeing to be interviewed were also asked to indicate their written consent to do so, in an additional space provided on the aforementioned Participant Consent Form. It was made clear to the participants that they could confidentially decline to be interviewed and that there would be no specific reference to them that would identify them as refusing to participate in this component of the study.

Furthermore it should be noted that participants undertaking either the e-mail survey or optional interview were also given the opportunity to decline to be identified. In such cases attempts were made to conceal the identity of the participant. If the identity could not be concealed and the participant did not consent to being identified, then the information was excluded from the study. It should be noted that no good cases materialized. In addition, participants who volunteered to be interviewed were given the opportunity to decline being audio-taped. It should be noted that none of the participants declined to being audio taped.

Table 1. Summary of Survey and Follow-up Interview Participation

	<b>Total Number of Senior Officers (as of 07/11/16)</b>	<b>Survey Participants (Returns/ Distributed)</b>	<b>Rate of Participation in Survey (%)</b>	<b>Follow-up Interview Participants</b>	<b>% of Interview Participants (Distributed/ Interviewed Participation)</b>
<b>Toronto Police Service (TPS)</b>	156	40/50	80%	8	*16%
<b>Peel Regional Police Service (PRP)</b>	54	12/13	92%	4	31%
<b>Durham Regional Police Service (DRP)</b>	19	4/10	40%	3	30%
<b>York Regional Police Service (YRP)</b>	32	12/12	100%	4	33%
<b>Ontario Provincial Police (OPP)</b>	**176	14/15	93%	5	33%
<b>Totals</b>	437	82/100	N/A	24	N/A

\*Intentionally lower % were interviewed due to high survey return number

\*\*Assigned provincially (not all based out of OPP H.Q at Orillia, Ontario)

Finally, in keeping with the TCPS, participant involvement in each component of this research was predicated on full, free and informed voluntary consent, given without manipulation, undue influence or coercion (GOC, 2005).

Upon receiving administrative consent (see Appendix B) a total of 100 ( $n=100$ ) individuals formed the survey sample (from all the services involved). A total of 437



command and senior officers are reported to be currently assigned within the five participating police organizations. Thus the present study canvassed approximately 25% of all command and senior officers within the GTA. Return rate for the aforementioned survey was 82% (82/100). Twenty-four of these participants were interviewed in the qualitative portion of this research (See Table 1 for additional details).

Those who agreed to participate in either the e-mail survey or optional follow-up interview were asked to print out the Participant Consent Form (see appendix C), initial or sign written consent and return the same by e-mail (scanned), fax or alternately phoning the Researcher to make arrangements for pick-up or drop-off.

Upon completion of and return of the e-mail survey, the twenty-four participants were selected via the weighted sampling technique, from the sum total of those who had indicated a willingness to participate in a follow-up interview. Of the 82 survey returns, 78 indicated a willingness to participate in this follow-up component and to be identified, two refused and the remaining two initial survey participants did not respond. As indicated earlier, a weighting process was used in selecting the persons to be included within this qualitative portion of the study.

Those selected into the interview sample of twenty-four were then contacted by way of a second telephone call to confirm their participation and to set up convenient interview times (see Appendix G). Selection of the twenty-four to be interviewed was based upon a weighted-random basis. The specific number of participants from each service to be included within the twenty-four to be interviewed was based on a proportional basis to the number of senior officers from each service participating in the survey component of the present study and as a representative fraction of the total number of command or senior officer

commissioned within each participating service and assigned in and around the GTA area. Individual participants were then randomly chosen from those within each service who had indicated a willingness to take part in the follow-up interview portion of the study. Specifically, weighting was applied to TPS volunteers so as to control for any jurisdictional bias within the interview component of the study and to ensure participants were selected from each of the services participating, so as to maximize contribution across the entire breadth of participating organizations. It should be noted none of the participating service had a shortage of volunteers for the respective designated interview positions, for this qualitative portion of the study.

Participants in the interview component of the study were given the opportunity to review transcripts of their interview to ensure the accuracy of their comments before the data analysis occurred. Those requesting the transcripts were sent a copy via e-mail within thirty days of the interview. A summary of the complete study will also be provided to the participants who requested one.

It should also be noted that I did not have any supervisory or personal relationship with any of the participants in this study. Uniquely, I am a currently serving police officer with the TPS and as a member of the policing subculture, the extent of any relationship I may have with a small number of the participants is strictly limited to professional conduct and free of any potential conflict.

Please see the Summary / Research Flow Chart in Appendix H for an overview of the above process.

### Sample Demographic

The 82 survey participants and included 24 interviewees were believed to be a representative sample of command and senior officers from the involved GTA services. Independent variables collected, in the present research included, police service command and / or senior officer was employed by, their age, sex, length of service, and rank. From the gathered data it can be reported that, nearly half the of the respondents were employed by the TPS, that the vast majority were 40 – 59 years of age, two-thirds were male, nearly two-thirds had 25 years of policing experience or more and just over a third held the senior officer entry level rank of Inspector. Note as the scope of the present research did not include diversity information regarding ethnicity of each participant was not collected. In addition so as to avoid any intimidation by the distributed survey or to infer any condescending sentiment, the respective level of education that each command and / or senior officer possessed was also intentionally not requested. It should be noted that currently no alternate source or data base exists from which to acquire this ideally valuable independent variable. See fig. 1 – 8 below for details of above described demographics.

Fig. 1

		Service			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	DRPS	4	4.9	4.9	4.9
	OPP	14	17.1	17.1	22.0
	PRP	12	14.6	14.6	36.6
	TPS	40	48.8	48.8	85.4
	YRP	12	14.6	14.6	100.0
	Total	82	100.0	100.0	

Fig. 2

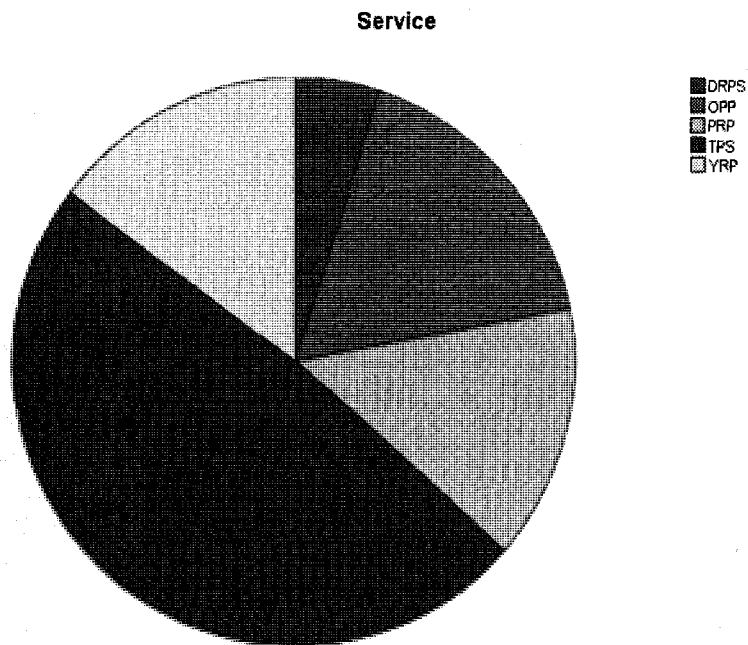


Fig. 3

**Age**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	30 to 39	3	3.7	3.7	3.7
	40 to 49	45	54.9	54.9	58.5
	50 to 59	33	40.2	40.2	98.8
	Over 60	1	1.2	1.2	100.0
	<b>Total</b>	<b>82</b>	<b>100.0</b>	<b>100.0</b>	

Fig. 4

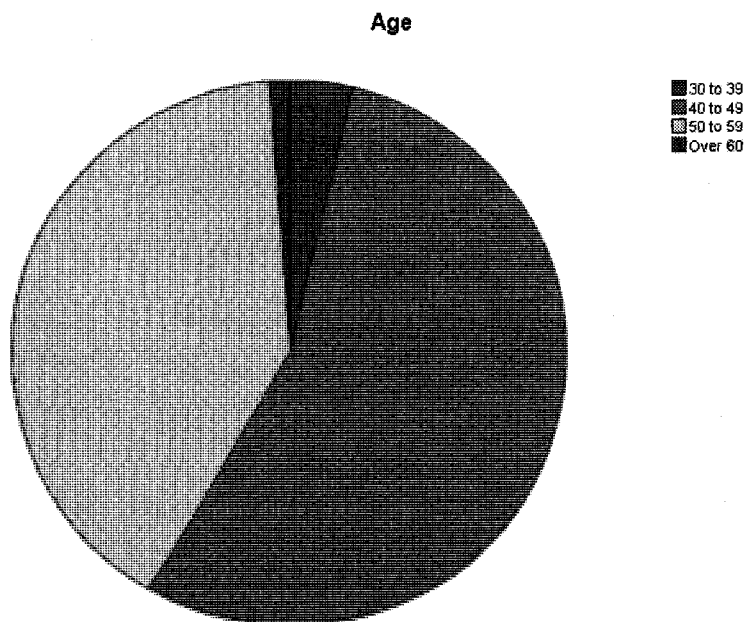


Fig. 5

**Sex**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	67	81.7	81.7	81.7
	Female	15	18.3	18.3	100.0
	Total	82	100.0	100.0	

Fig. 6

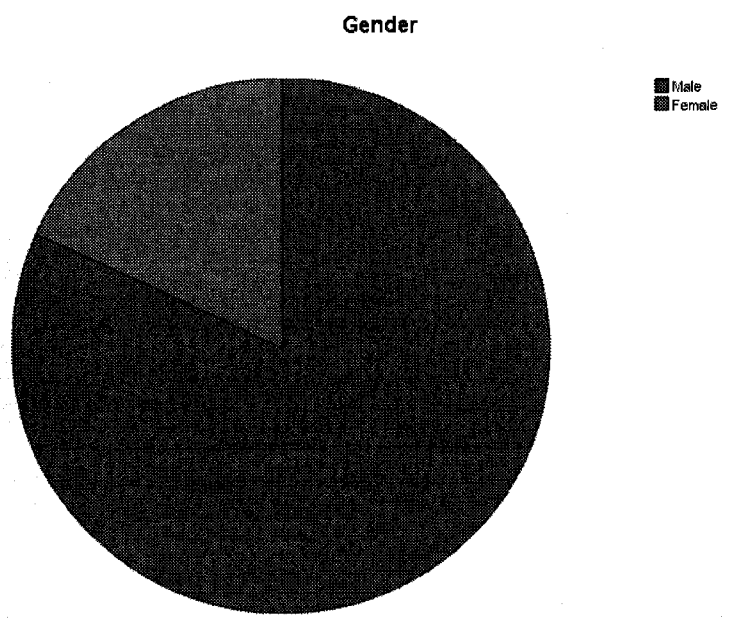
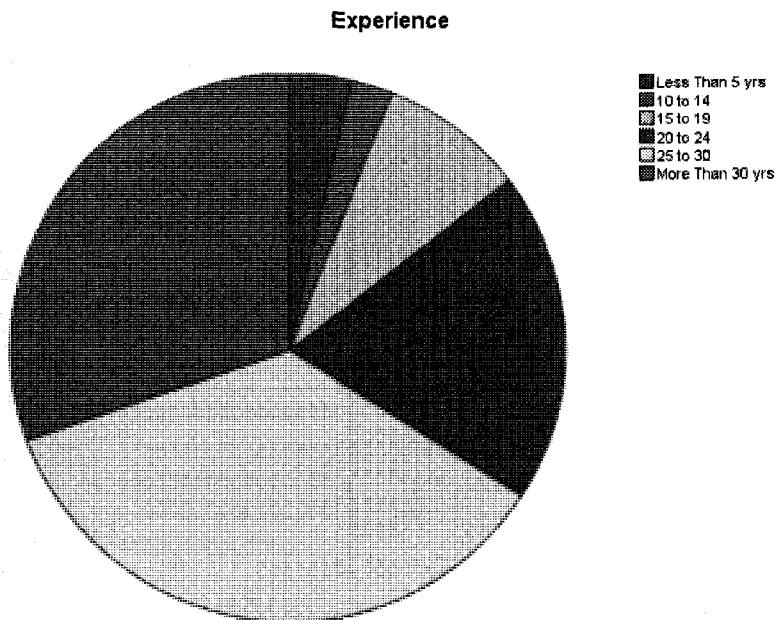


Fig. 7

**Experience**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Less Than 5 yrs	3	3.7	3.7	3.7
	10 to 14	2	2.4	2.4	6.1
	15 to 19	7	8.5	8.5	14.6
	20 to 24	16	19.5	19.5	34.1
	25 to 30	29	35.4	35.4	69.5
	More Than 30 yrs	25	30.5	30.5	100.0
	Total	82	100.0	100.0	

Fig. 8



### Research Instruments

#### *Survey (Internet based E-mail Survey)*

An internet based E-mail survey formed upon a 5-point Likert scale, delving into five distinct sections or quadrants (Expectations, Relevance, Financial Rewards, Promotions and Resources) was utilized. Surveys ( $N=100$ ) were distributed and returned during the months of September to October of 2007. As indicated earlier, 82 of the 100 survey distributed were returned and thus provided for an 82% return rate, for this portion of the study. Participants responding to the questionnaire were requested to specify their level of agreement to twenty-seven separate itemized statements. Choice of categories for response ranged from,

- |                      |                   |
|----------------------|-------------------|
| 1. Strongly disagree | 4. Agree to,      |
| 2. Disagree          | 5. Strongly agree |
| 3. Neutral           |                   |

The Likert scale utilized is a bipolar scaling method geared to measure either positive or negative response to a statement. It is acknowledged that a potential distortion of Likert scaling may occur if participants avoid using extreme response categories (central tendency bias); agreeing with statements as presented (acquiescence bias); or trying to portray themselves or their police organization in a more favourable light (social desirability bias). Note the above biases were controlled for by asking multiple questions to solicit attitudes and beliefs within each quadrant and by employing a technique whereby similar query was sought by utilizing negative statements. In other words concurrent validity was sought by posing the same statement, randomly within a section, in both positive and negative terms.

Specific research questions and sub-questions as listed below outline the conceptual categories that were used to frame the questions developed for the internet based e-mail survey (see Appendix A). Note questions for any follow-up interviews were formed from the responses provided in the e-mail survey portion of the research and closely followed the initial questions posed (during the survey). Thus the present study aimed to answer the following research questions.

- 1) What are the prevalent attitudes and beliefs of police command and senior officers towards higher education among municipal and provincial police officers in Ontario?
  - What are the expectations among police command and senior officers, for levels of education for entry into their respective services?
  - What are the views of police command and senior officers towards higher education and it's consideration for promotion, within policing?
  - What is the attitude of police command and senior officers towards having higher education linked to financial rewards, within policing (e.g., wages)?



- What (if any) policies, procedures or processes exist within the respective services that address the post secondary educational needs of officers (e.g.; compensation and reimbursement policies)?
- 2) What differences do police managers think higher levels of education will make? Or in other words is it aimed at particular problem and need. Does the necessity to educate officers stem from a general need for higher levels of postsecondary education (e.g. in the humanities based on assumptions of the importance of liberal education to critical thinking or a recognition of the different world views and cultures) or from a more utilitarian view in response to a call for the enhancement of specific knowledge and skills (e.g., criminology and/or relevant sciences).
- 3) What are the most important factors that govern police command and senior officers' views and attitudes towards higher education, for Ontario police officers (i.e.; financial cost, human resource costs – lost time “on the street”, etc.

Once the internet based survey (see Appendix A) was e-mailed, 30 to 45 days were allotted for response. This extended response time was factored in to allow for senior officers away on annual leave or internal police training to return to their respective units or detachments and have an opportunity to complete the survey. As mentioned above, ( $n=82$ ) 82% of surveys distributed were returned in the time allotted.

### *Interviews (Semi-Structured)*

Each of the twenty-four individuals who voluntarily agreed to participate in the optional follow-up interview (post survey), were interviewed during the period from November to December of 2007. A semi-structured format was utilized and one interview was conducted for each consenting participant. Each interview was approximately 15 to 20

minutes in length and served to further delve into responses already provided on the survey the participant completed.

With the informed and free permission of the participants, all interviews were audio-taped. All audio tapes were promptly transcribed in an effort to ensure accuracy and completeness. Note, a statement of confidentiality was signed, by the hired transcriber. The data collected were coded to keep the information separate while protecting the anonymity of the participants unless they expressly agree to be identified.

The participants were given an opportunity to respond to the transcript of their interview. A transcript of their interview was made available within 30 days of the interview. There was no expectation of the participant to return the copy of the transcript unless clarification or change was required. It should also be noted that none of the interview participants requested any changes be made to their respective transcripts.

### **Data Analysis**

Data collected via the survey and interviews were assessed for the attitudes and beliefs of various command and senior officers in Ontario, and more specifically in the GTA, towards higher education and its role within policing. Specifically, data were analyzed both quantitatively and qualitatively to determine attitudes and beliefs associated with expectations surrounding entry level education, the relevance of higher education to policing and disposition towards linking financial rewards to levels of higher education, within policing. In addition collected research allowed for an analysis of attitudes and beliefs towards the association of promotion and higher education. SPSS statistical software was utilized to describe various statistical significances and characteristics captured within the quantitative data collected.

The quantitative and qualitative findings from the surveys and interviews were then compared and an overall detailed summary can be found in chapter four of this study – Findings. A secure computerized system, to which only I as the researcher had access, was used for data storage and the categorizing of information.

### **Data Maintenance, Access and Storage**

The following procedures and process were utilized to handle and store data collected.

- Only the principal investigator (I) and my faculty supervisor (Prof. Dan Lang) have had and continue to have access to the raw data collected.
- Each E-mail survey response was printed out upon return, for ease of analysis. But, no copies of such were made or circulated.
- Each interview was audio taped and transcribed in full, by a professional transcriber.
- Each transcript was given a code to separate individual's responses and to ensure anonymity if the participant requests it.
- Printed copies of the survey response, transcript along with any audiotape of an interview were utilized only to aid in categorizing, recalling, and editing information, during the compilation and data analysis phase of the study.
- All data, including e-mail surveys, transcripts, audiotapes, disks, and official documents were securely stored in a locked filing cabinet in the principal investigator's home and/or office.
- 12 months after completion of this thesis, all data will be destroyed.

### **Methodological Challenges**

The methodological challenges experienced were for the most part anticipated and relatively minor in nature. The three primary challenges which materialized included, access to a traditionally guarded subculture, a relatively small pool of command and senior officers, assigned to the GTA (relative to rank and file officers), and disparity in the size of police organizations within the GTA.

The first of these concerns – access and a relatively small sample size of potential candidates for the study was pleasantly alleviated by the enthusiasm of all the selected police services to participate in the preset study. From the informal conversation that took place with various Service representatives, there was a genuine interest in having such a study conducted and fully participating in the endeavour. As such full administrative access was granted by every police service selected to be included in the study. And it should be noted that all GTA and the OPP, for their policing assignment in and around the GTA were included in the list of participating agencies.

Study within the police subculture has traditionally posed grave access issues, for reasons previously outlined in the earlier literature review and subsection entitled – Traditional Police Subculture. It is believed that access was readily granted for a number of reasons. Foremost amongst these is the belief that by virtue of the researcher being a member of the subculture, for over two decades (and a member of academia) that there was an informal sense of comfort associated with a member from the “inside” studying the phenomena. In essence my position as both a member of the subculture being studied and as a researcher provided to a historically guarded bastion of study, assurance that a fair,

unbiased and accurate examination would be conducted. Thus alleviating any fear of a nefarious under belly or pre-conceived notion that policing was anti-higher education.

A second factor that may have contributed to the ease with which access was granted perhaps speaks to the macro perspective on higher education and policing. In advance of any findings on the matter, access it is believed was granted because key individuals (e.g., chiefs, the commissioner or their designate) within each of the participating police organizations have a true appreciation for the importance of such formal research on a developing phenomenon. In other words whether they support the association of higher education or not, leaders within each of these organizations should be commended for their progressive thought in allowing their respective organizations and command and senior officers to be queried on the salient issue. Hence the issue of access to a traditionally closed subculture was rather effortlessly alleviated and removed a considerable methodological challenge for the present study.

The next significant challenge faced was in relation to the relatively small number of command and senior officers assigned, throughout the participating services, relative to the number of rank and file officers. Paramount within this study was to generate a pool of potential candidates sufficient to validate any findings that may result from the research conducted. By way of example, the TPS with its 7700+ members only has 156 command and senior officers to draw from. Thus only approximately 2% of the TPS's members were eligible for the present study. And it should be noted that the aforementioned 2% is inclusive of the fact that the TPS is the only service within the study that utilizes a widespread designation of the senior officer rank upon civilian employees. This limited pool of potential participants is further aggravated with smaller GTA Services, such as the DRP and YRP,

whose total uniform and civilian strengths are merely a fraction of the TPS's and the number of aggregate command and senior officers is substantially lower. As alluded to earlier generous administrative consent was coupled with equally enthusiastic willingness to participate by the individual command and senior officers within the study allowing for a very respectful pool of  $n=100$ . Outlined earlier each participating service was requested, via a liaison officer, to provide 10 to 15 randomly selected command and senior officer for inclusion within the initial component (Survey) of the study. The one exception being the largest of the studied services, the TPS which was asked to provide a proportionally larger random list of potential participants. All services fulfilled the above request for participants within the range requested. As anticipated the smallest service in terms of gross numbers, the DRP returned the fewest potential survey candidates, and the largest- the TPS returned the largest list of candidates. The net result of this method of quota-purposive sampling was to alleviate the initial concern and provide for a credible and defensible sampling of  $n=100$ . An overwhelming positive survey return rate of 82% further worked to negate any concern regarding small size. Thus a potentially crippling methodological concern was obviated.

Disparity in the size of the various organizations studied was a reality of the terrain under investigation. Compensation for such was made by and for reasons outlined earlier: selecting more members of the larger service (TPS) in the survey component, based upon assignment in and around the GTA locale and availability of potential candidates, as an aggregate of the total strength of each participating service. The total number of command and senior officers did not provide as a basis for determining proportional representation, as methodological issues existed within this categorization. Specifically, not all the services studied utilized senior officer designation for civilians. And of those that did, some were

prone to employ much more widespread designation than others. In addition, the number of command and senior officers, although routinely static in aggregate, may be influenced by area of responsibility and geographic coverage by the police organization. For example the OPP may have a relative large number of senior officers, nearly equivalent to that of the TPS, but these officers are assigned to supervise for the entire province. Thus relatively fewer OPP command and senior officers may be assigned to the GTA.

Finally it should also be noted that all interviews conducted were conducted off-duty, so as to ensure the integrity and independence of the process.

In conclusion I was very encouraged by the enthusiasm and willingness of both the respective leadership of the police Services involved in the study and the individual participants. The rate of survey return (82%) far exceeds standard anticipated return rate for such an instrument and further speaks to the genuine commitment by the participants to discuss the issue at hand. The abundance of volunteers for the follow-up interview component of the present study also exists as evidence of progressive thought within policing. Such openness and warmth to the study was further witnessed in the candid and detailed responses provided throughout the interview portion of the study. Thus the cooperation and un-anticipated overwhelming support from within the policing community for the present research endeavour assisted greatly in alleviating any of the aforementioned methodological challenges that were experienced.

## CHAPTER FOUR: RESEARCH FINDINGS

### Current Police Policies on Compensation

What follows is a comprehensive review of the compensation policies of the five police organization involved in the present study – The Durham Regional Police (DRP), Ontario Provincial Police (OPP), Peel Regional Police (PRP), Toronto Police Service (TPS) and York regional Police Service (YRP).

To commence, it is important to understand the role played by the Police Service Act (of Ontario). The provincial legislation which is composed of ten individual sections governs all responsibilities, structure, function and administration of municipal and provincial police organizations, within the province of Ontario (GO, 1990). Every province has similar provincial legislation, aimed at accomplishing parallel tasks for their respective policing entities. Included in this legislation is the necessary educational attainment required to become a sworn uniform member of any municipal or provincial police organization, in the province of Ontario. Specifically in the case of Ontario Part IV – Police Officers and Other Police Staff, section 43 (1) states,

No person shall be appointed as a police officer unless he or she,

- a. is a Canadian citizen or permanent resident of Canada;
- b. is at least eighteen years of age;
- c. is physically and mentally able to perform the duties of the position, having regard to his or her own safety and the safety of members of the public;
- d. is of good moral character and habits; and
- e. *has successfully completed at least four years of secondary school education or its equivalent* (GO, 1990).

Equally important to note is that although the Police Service Act (of Ontario) stipulates the minimum entry standard it does not speak of higher education or any form of



compensation for members of the policing community pursuing higher education. For such it is necessary to turn to the individual police organizations' internal policies and procedures.

In first turning to the largest municipal police service in the nation and participant in the current study – The Toronto Police Service (TPS) – compensation related to higher education is found in its internal Policy and Procedure Manual, section 14-36, entitled “Participation in a Learning Opportunity” (TPS, 2007). In detail this procedure, which was recently amended in July of 2007, asserts in its opening preamble, “Rationale: The Service has an obligation to provide and support job-related training, development and education as part of the Service’s skills development and learning system. The procedure outlines the process of obtaining approval to participate in a learning opportunity and for seeking reimbursement for learning opportunities” (TPS, 1990, p. 1).

The above procedure continues under the sub-section entitled, “Re-imbusement-Developmental / Education Learning Opportunities” to stipulate the conditions and process for compensation, associated with members seeking higher education. Specifically TPS Procedure 14-36 states,

Except as allowed by the Chief of Police, developmental and educational learning opportunities are attended off-duty and, upon successful completion, reimbursement is generally a maximum of 50% of tuition and registration fees. A learning opportunity must be cost-effective and delivered by an institution approved by Training and Education. A designated learning opportunity or program as approved by the Chief of Police may be eligible for reimbursement at a higher rate.

The maximum reimbursement for a member participating in a learning opportunity outside of the Greater Toronto Area (GTA) will be the lesser of 50% of the actual cost of tuition and registration fees or 50% of the cost of tuition and registration for a similar program delivered within the GTA.

Members shall not be absent from duty at the expense of the Service to attend a learning opportunity reimbursed under this provision except when authorized by the Chief of Police. Supervisors may permit members to take time off to attend approved learning opportunities provided that the operation of their unit will not be adversely affected. Such time off shall be deducted from the member's accumulated lieu time. (TPS Policy and Procedure Manual, 2007, p. 2)

In addition to the above policy which offers reimbursement to any member of the TPS, the Service has further enhanced its compensation and reimbursement policy by undertaking a new initiative aimed at its senior officers and potential future senior officers. Undertaken within the past two years and including all ranks from Staff Sergeant (S/Sgt), the TPS has formed a new partnership with Guelph-Humber (GH) University, which offers a three-year or four-year baccalaureate degree, in Justice Studies for all current and future management members of the Service. The new initiative which further supplements the aforementioned procedure 14-36, puts in place a formal policy to subsidise higher education studies, at the rate of 100%, within this approved course of study. Specifically, officers wishing to attend the postsecondary institution to upgrade their academic credentials are reimbursed the full cost of doing so, including tuition, ancillary fees, travel, and supplies. Furthermore officers attending the designated program are accommodated in terms of their shift schedule (Ellis, 2005, Toronto Police, 2005).

Further evidence of the TPS's commitment to support higher education can be found in its long-standing relationship with the Rotman School of Business, at the University of Toronto. Here again senior officers were encouraged to attend, at no personal cost, university level education, on issues ranging from human resource to budget management. Note this practice has in large part been replaced by the current Guelph-Humber offering discussed above. Hence is summary of the arguably generous but two-tiered compensation and

reimbursement policy utilized by the TPS, in support of higher education studies by its members.

Perhaps an equally progressive policy can be found in the Peel Regional Police's (PRP) Directive # I-A-202 (O). This policy entitled, "Career Development – Police Officers" addresses a number of issues such as, continuing education, and reimbursement, performance appraisals, transfer and promotional policy. Under section "E" of the directive – "Continuing Education Program – Course of Study" the process for members of the Service seeking higher education is outlined. Similar to the process adhered to by the TPS members are required to seek approval prior to pursuing any additional course of study. Of significant difference is the fact that the PRP differentiates between undergraduate and post-graduate studies. Specifically, an officer wishing pursue a post-graduate program is required to submit a Board Report through the chain of command to their Chief's Management Group (C.M.G). In detail any officer seeking such a program must outline in his or her request,

- a. a brief narrative on:
  - i. the applicant's history with this Service;
  - ii. how the requested program of study will benefit this Service;
  - iii. how the requested program of study will benefit the applicant as a member of this Service; and,
  - iv. why this Service should invest in the program of study; and, what the applicant has done to demonstrate their future potential;
- b. a description of the institution, course curriculum, the number of courses to be completed to attain the degree and the anticipated duration (in years) of the program of study, hours of study and class time required, steps proposed by the officer to satisfy the time commitments attendant to the program of study, breakdown of costs and method of delivery (on-line, distance classes, etc) and,
- c. if the institution is outside the Province of Ontario, an explanation of why they want to attend this specific institution. (PRP, 2007, p. 5)

Requests to follow an undergraduate course of study require similar but less rigorous pre-approval. In these instances officers interested in obtaining a degree or diploma or

certificate or professional designation or certification are simply required to submit a written application (P.R.P # 407) to their immediate supervisor. In turn the officer's immediate supervisor reviews the application for relevance and completeness and then makes a recommendation regarding the application to his or her Division/Bureau/Unit Head. The application is then further reviewed by the Head and then forwarded with recommendations to the Officer in Charge, of Staff Services, for final review and approval. Once the above described approval is received an officer may commence their course of study (PRP, 2007).

Upon successful completion of the course Peel Regional Officers may make application for reimbursement. When applying for such reimbursement, officers are required to provide the following,

- i. proof of prior authorization
  - ii. for reimbursement of tuition fees, a "taxable Items Claim" together with a copy of the course transcript, and all original receipts; and,
  - iii. for reimbursement of other related costs, such as textbooks, academic student activity or administrative fees a "Business Expense Claim", together with an additional copy of the course transcript and all original receipts.
- (PRP, 2007, p. 6-7)

Under the PRP policy, and unlike the TPS procedure, all officers are entitled (with the proper pre-authorization) to be reimbursed 100% of the cost of pursuing higher education. While the new initiative similarly offers 100% reimbursement, it is only extended down to the rank of Staff Sergeant. Hence typical reimbursement for Constables and Sergeants remains fixed at this time at 50% of tuition only. Other than this important difference, these two services' compensation policies are quite similar.

The Durham Regional Police Service (DRP) also has incorporated within its Directives a procedure related to higher education. In its Directive, entitled, "Educational Assistance Program LT-05-003", the DRP states,

**PURPOSE:** By improving the individual skills, knowledge, abilities of employees, the Durham Regional Police Service (DRPS) is better able to successfully meet organizational requirements and enhance the overall degree of job related satisfaction experienced by its members. The purpose of the Educational Assistance Program is to provide financial support to members engaged in approved, job related courses of study during their off-duty time. This Directive has been developed to guide those members of the Service who demonstrate initiative and are willing to undertake a commitment that benefits both the member and Service.

Note: This program is not meant to support any secondary activity or post retirement / separation activity that is of no benefit to the Service. It is the duty of the member to provide the linkage between the education request, the Individual Development Plan (IDP) and any current / future assignment. (DRP, 2006, p. 1)

Similar to the two previously discussed services (the TPS and PRP) members seeking to pursue some form of higher education are required to seek pre-authorization. In the case of the DRP a members is required to, complete a "Request for Learning Opportunity" form DRP 208A, and then submit the same to his or her immediate supervisor for, certification that the proposed program or course(s) meet the criteria for reimbursement (DRP, 2006).

In turn the receiving supervisor is required to ensure that,

1. the course or program of study is directly related to the member's current assignment or a probable future assignment,
2. the course or program of study is consistent with career goals and objectives identified in the member's Individual Development Plan (IDP),
3. written commentary is provided with the "*Request for Learning Opportunity*", form DRP 208A to support the course / program overview,
4. prior to enrolling in the course of study, the approved "*Request for Learning Opportunity*", form DRP 208A along with material describing the program / course(s) is forwarded to the director of Human Resources. If the request involves a program of study, the overview should indicate the number of required courses, and the anticipated timelines until completion. (DRP, 2006, p. 2)

Note, subsequent to this supervisory review, the application is forwarded to the Director of Human Resources for final approval and notification of the involved member.

Compensation and reimbursement within the DRP's directive is similar in fashion to the previously discussed services. Upon successful completion of the pre-approved course of study, the member is required within 30 days of completion to submit,

1. Certificate of Results or Transcripts showing final grade,
2. Copy of receipts for tuition and eligibility costs,
3. Completed "Expense Claim – General Expenses" and / or "*Expense Claim – Vehicle Allowance*", and
4. A copy of the academic evaluation report form WES, for programs / courses from institutions located outside of Canada. (DRP, 2006, p. 2)

The actual amount of reimbursement for members who have followed the directive differs slightly from that of both the TPS and the PRP. For members of the DRP reimbursement from the Educational Assistance Program is awarded at a rate of, "75% of the cost of tuition, required textbooks or computer software, and applicable taxes to a maximum of \$1500.00 per member per calendar year. Computer hardware, workshop, conference and seminar fees, examination fees, and membership in professional associations are not covered under this program" (DRP, 2006, p. 2). This in essence translates into 25% of the cost of tuition and compulsory fees in most undergraduate programs. In other words, it costs the officers \$3 of his or her own money to attract \$1 of the employer's educational benefit. From yet another perspective; this translates to a benefit of approximately 2% of an average constable's salary. Relative to some of the other participating services, this would arguably not be considered a "generous" compensation and reimbursement policy. Hence the \$1500 cap per year per member has a significant impact and is also a significant difference from the

policies of both the PRP and the TPS – neither of whom cap the yearly amount of reimbursement.

The York Regional Police (YRP) follows suit in also offering its members reimbursement for pursuing higher education. Its policy, which is currently entrenched in its 2006-2008 YRP Working Agreement, stipulates certain pre-requisite conditions and the extent to which a member may be eligible for reimbursement. Specifically the current *Letter of Understanding* states,

- A. An active member who makes application shall be reimbursed eighty (80) percent of the tuition fees for a course which is related or beneficial to the Police Service on the following conditions:
  - I. if the member is a civilian member he/she has completed three (3) years service with the York regional Police or if the member is a uniform member he / she has attained the rank of First Class Constable;
  - II. the course is offered at a Canadian university, college or approved educational facility;
  - III. the member has prior approval from the Chief or his designate;
  - IV. the member submits proof of successful completion of the course. (YRP, 2006, p. 1)

Note the YPR policy also addresses the approval authority and consequences of attaining higher education reimbursement and subsequently leaving the Service by stipulating that,

The chief or his designate shall approve or deny application for course reimbursement within 60 days.

- B. If a member who is reimbursed leaves York Regional Police within one year of completion of the course, the member must repay the tuition fees to the Board.
- C. For the purposes of clarity, the parties agree that Article 17.9 – Course Reimbursement is not applicable to reimbursement of basic Recruit Training at the Ontario Police College. (YRP, 2006, p. 1)

The similarities in the YRP compensation policy and that of the previous Municipal Services discussed exceed the differences. The YRP like the TPS, PRP and DRP all stipulate prior authorization is required in advance of commencing any course of study, for which reimbursement may later be sought, from the respective police organization. In addition, the YRP like its brother or sister services also offer generous reimbursement for tuition (80%) – TPS (50 /100%), PRP (100%), DRP (75% max. \$1500 per calendar year per member). And finally, like the other municipal Services the YRP offers reimbursement to all its members, both uniform and civilian.

The YRP differs slightly from the previously discussed Services in that they delineate a minimum tenure before reimbursement eligibility is extended – 3 years as a civilian or minimum attainment of first class constable rank. The YRP also includes a post reimbursement clause which differs from the policies of the TPS, OPRP and DRP. Specifically as witnessed above members who have benefited from the Service's reimbursement policy and subsequently leave the YRP within one year of completion of the course of study, is required to repay the reimbursement to the Service (YRP, 2006)

In turning last to the Ontario Provincial Police (OPP) we can again see some similarities and differences from the previously discussed municipal police services. This provincial policing agency outlines its policy regarding the pursuit of higher education in its *Orders*, under Chapter 6 – Infrastructure & Support. Specifically sub-section 6.8.1 Training & Education details the process to be followed and the method and extent of reimbursement, for members pursuing higher education.

Unlike the previous reviewed Services' policies, pre-approval for any course of study is no longer required, though may still be sought. Note previous version of the same policy



did require such pre-approval. In the instance of the OPP a member pursuing higher education and subsequently seeking reimbursement are required to,

- i. complete an Educational/Career Development Plan and submit it to their immediate supervisor and/or manager;
- ii. successfully complete the course;
- iii. submit to the Provincial Police Academy – Attention Finance & Administrative Manager,
  - a. the new Continuous learning Information Form/Tuition Assistance Application;
  - b. course description;
  - c. official transcript of grade (or successful completion endorsement);
  - d. supervisor's footnote confirming that the completed course has contributed to both organizational learning and operational needs via the candidate's transfer of learning effort and the candidate's application of the new knowledge / skills in the performance of currently assigned duties. (OPP, 2007, p. 2)

Requests are then submitted to the bureau/ regional commander, for review and recommendation. A similar protocol exists for members seeking to pursue an individual program of study, in contrast to the aforementioned degree/diploma/certificate pursuit.

Subsequent reimbursement for either a degree or diploma or certificate or individual program of study is, "limited to 75% of tuition fees only; to a maximum of \$500 annually per applicant" (OPP, 2007, p. 1).

Of interest in the OPP's policy are two salient points. First and similar to the policy of the TPS (exclusive of the new initiative in support of 100% reimbursement for senior officers and S/Sgts), the OPP also limits reimbursement to tuition only. This differs from the ancillary cost recovery associated with the policies of the PRP, DRP and YRP.

A second point of interest is the relative small amount of reimbursement afforded its members. In comparison to the TPS, PRP and YRP which are cap-less and even the DRP that caps reimbursement at 75%, up to \$1500 per calendar year per member, the OPP's \$500 ceiling, with a similar 75% cap is clearly the lowest and arguably completely inadequate.

Worse than the DRP above, the effect of the imposed cap is in essence to only reimburse at net level of 25% of the cost of tuition, of a full university course, which translates into a benefit of less than 1% of an average constable's salary. Relative to some of the other participating services, this again would arguably not be considered a "generous" compensation and reimbursement policy.

### *Section Summary*

Apparent from the review of the various compensation and reimbursement policies, directives and orders above, of the various police services involved in the present study demonstrates both similarities and differences. Common among all the Services reviewed and particularly relevant to the present study is the fact that all the participating service have in place some form of compensation and reimbursement policy, for their respective members pursuing higher education (See Table 2 for Summary).

The first example of such a favourable policy reviewed above was that of the Toronto Police Service (TPS). Here of interest was the fact that the service employees a two-tier compensation and reimbursement policy. The first tier offers compensation of 50% of tuition and registration fees to any member pursuing a pre-approved learning opportunity. Simply requiring that the learning opportunity be at an institution approved by its Training and Education Unit and be cost-effective. No cap is placed on the total amount that may be claimed by each member annually.

In addition and as discussed above the TPS also offers further comprehensive reimbursement of 100% for tuition and ancillary costs via its innovative partnership with Guelph-Humber University. In this instance, the Service through its program aimed directly at its currently serving senior officers and potential future senior officers (inclusive of the

S/Sgt rank) encourages a course of post secondary education intended to assist its members acquire a three or four year baccalaureate degree in Justice Studies.

In next turning to the Peel Regional Police's Directive # I-A-202, we discover perhaps the most generous compensation and reimbursement policy of all the participating services. To this extent upon receiving pre-approval for either a undergraduate or post-graduate course of study, any member, of any rank upon successful completion of their course of study is entitled 100% reimbursement of tuition and all ancillary costs.

Table 2. Summary of Compensation and Reimbursement Policies

	<b>Tuition Fees Reimbursed</b>	<b>Ancillary Costs Reimbursed</b>	<b>% of Cost Reimbursed</b>	<b>Total Amount (\$) / year / Member</b>
<b>Toronto Police Service (TPS)</b>	Yes	* No	* 50% / 100%	No Cap
<b>Peel Regional Police Service (PRP)</b>	Yes	Yes	100%	No cap
<b>Durham Regional Police Service (DRP)</b>	Yes	Yes	75% to max. of \$1500 / yr / Member	\$1500.00
<b>York Regional Police Service (YRP)</b>	Yes	No	80%	No Cap
<b>Ontario Provincial Police (OPP)</b>	Yes	No	75% to max. of \$500 /yr / Member	\$500.00

\* Except for GH Program – S/Sgt and Senior Officers

The Durham Regional Police Service like the TPS and PRP also requires pre-approval for its members pursuing higher education, for which a subsequent claim for reimbursement may be made. Compensation and reimbursement is limited to 75% of tuition, textbooks, computer software and applicable taxes associated with the pre-approved course

of study to a maximum of \$1500 per calendar year per member. As suggested above is relatively poor in its educational benefit offered to its members.

The last of the municipal services reviewed – the York Regional Police Service also possesses a relatively generous compensation and reimbursement policy for its members pursuing some form of higher education. The YRP offers reimbursement at a rate of 80% of the tuition expended for any pre-approved course of study. The one significant difference outlined in the YRP policy is that a minimum tenure is stipulated for members wishing to qualify for such reimbursement. Specifically civilian members must have been employed by the service for at least three years prior to commencing the course of study and in the case of uniform members they must have attained at a minimum the rank of First Class Constable. One additional difference in the YRP policy reviewed was the fact that the service includes a clause outlining that if a member who has benefited from the reimbursement offered leaves the employ of the service, within one year of the completion of the course for which he or she was compensated, then they are required to pay back the amount granted to the YRP police Board.

The last policy considered above, and perhaps the least supportive financially of higher educational pursuit for its members, is that of the Ontario Provincial Police (OPP). The OPP's reimbursement policy primarily differs from those of the municipal services reviewed, in that no pre-approval is required for participating in a higher education course of study. Subsequently, members are required to submit, along with proof of successful completion of the course, a Continuous Learning Information Form / Tuition Assistance Application for compensation. Reimbursement for members of the OPP pursuing higher education is capped

at 75% of tuition fees only, to a maximum of \$500 annually per applicant. This is wholly inadequate.

An example to highlight the above-described disparity in compensation and reimbursement is offered below. Specifically, Table 3 provides a vivid depiction of how the various police services are likely to compensate a hypothetical educational pursuit by one of their members. The figures in Table 3 are based a 3-year baccalaureate pursuit at the University of Guelph-Humber in Criminal Justice Studies (CRJ). Note, baccalaureate degrees are offered at both the 3-year and 4-year level. CRJ has been selected as a benchmark because of its relevance to the field of policing and GH because it is the institution at which all of the participating police services currently have members enrolled. Note that tuition has been estimated, for a 15-credit program, at approximately \$1100/semester (two half courses or the equivalent of one credit per semester). In addition, tuition is based on two semesters per year, the fall and winter sessions. However, it should be noted that student pursuing the baccalaureate degree at GH are permitted to enrol in summer secession and garner yet another credit towards completing the required 15 credits. Hence estimated cost is based upon completion of total program, to avoid a year-by-year comparison (in some years members pay greater tuition than others, when they select to enrol in summer session.

This scenario is further based upon a middle manger (S/Sgt rank) following the aforementioned course of study without interruption. Tuition is based upon current (2007/08) available figures and subject to anticipated increases. Ancillary costs are restricted to textbooks and do not include travel, parking, stationary or other incidental costs. Note that textbook costs have been estimated at \$75-125/course and, as such, \$100/course has been

estimated. Compulsory ancillary fees, if there are any, have intentionally been restricted so as to not detract from the essence of the comparison. Finally, it should be noted that, to avoid any disparity in comparison, the scenario is based on a full 15-credit program and does not discount credits associated with prior learning experience. A comparison of a full 15-credit program, without any discount, best highlights the maximum compensation and reimbursement afforded by each participating police service.

Table 3. Comparison of Reimbursement for 3-Year Baccalaureate Degree Pursuit

	<b>Tuition for Program (15 Credit – 3 yr B.A in \$)</b>	<b>Anticipated Ancillary Costs Reimbursed (in \$)</b>	<b>Max. reimbursement (tuition + ancillary in \$)</b>	<b>Rate of Reimbursement</b>
<b>Toronto Police Service (TPS)</b>	16 500	1500	18 000	100%
<b>Peel Regional Police Service (PRP)</b>	16 500	1500	18 000	100%
<b>Durham Regional Police Service (DRP)</b>	16 500	1500	4500	25%
<b>York Regional Police Service (YRP)</b>	16 500	1500	14 400	80%
<b>Ontario Provincial Police (OPP)</b>	16 500	1500	1500	8%

\* Note, this reimbursement would be reduced by 50% + ancillary costs, for persons currently under the rank of S/Sgt in the TPS.

The disparity in educational (financial) benefits provided in pursuit of “standard” baccalaureates is quite evident when extrapolated over an entire course of study. This disparity is further investigated in the present research endeavour, to try and understand the

attitudes and beliefs of key decision-making personnel within each participating police organization and to understand how such decisions are influenced.

Hence, observations about the policies reviewed include pre-approval, except in the case of the one provincial policing agency reviewed. An uncapped amount can be claimed per year, except in the case of the DRP and the OPP. In all cases, there is some monetary compensation and reimbursement for tuition fees. It should also be noted that, as observed above, the fact that some services offer generous educational benefits while others offer much less attractive benefits is an additional argument for the value of the present research. The disparity among benefits may be evidence of ambivalence among police services about the added value of higher education. Thus is a comprehensive review and summary of the various compensation and reimbursement policies of the participating police organization.

### **Research Findings**

The findings are reported under two separate sections. The first is the quantitative findings of the distributed e-mail survey. Each response to a single Likert item or statement in the distributed survey has been treated as ordinal data, because, when using only five levels or response categories, one cannot assume that respondents were able to perceive the difference between adjacent levels as equidistant. In keeping with the ordinal treatment of the data, various descriptive statistics, including central tendency summarized by the mean, the mode and median for all twenty-seven itemized statements, dispersed over the five vectors described in chapter three are analyzed and reported from the returned surveys ( $n=82$ ). In addition, certain responses have been collated into bar charts and analyzed using non-parametric tests such as Chi-square.

The second section presents the qualitative findings emerging from the follow-up semi structured interviews that were conducted. All twenty-four interview transcripts were examined. Salient findings corroborating the results of the quantitative portion of the present study and as they apply to the three research questions and their sub-questions are discussed and reported. This chapter ends with a synthesis of the various observations, based on the literature reviewed and above quantitative and qualitative research findings.

### **Quantitative Findings**

**Vector # 1 – Expectations** (among Police Command and Senior Officers, for levels of Education, for entry into their respective Services)

**Statement # 1:** *“I believe the current minimum educational entry requirement (completion of a high school diploma) is sufficient”*

Within the first Vector perhaps the central question addressed the current entry level standard of education. Specifically, survey respondents were asked, if the current minimum educational entry requirement, completion of a high school diploma, is sufficient. Obvious from the data below and inclusive of the modal response to the statement posed was slightly to the right of the intermediary response category, and was credited with 46 of 82 or 56% of all respondents who agreed that the current high school diploma, entry level standard is sufficient. Worthy of note and perhaps indicative of a progressive element within current command and senior officers is the fact that the second most popular response and that of 30 respondents or 37% of all respondents was to disagree with the statement posed. Fig. 9-11 below provide a further detailed representation of the reported distribution of responses. Note that a mean of 3.3 indicated a moderate to strong reaction to the question, on a 5 point Likert Scale.



I would suggested that the primary reason for the stated finding is a result of anxiety around creating another barrier for entry into policing. Given the competitive nature of recruiting qualified candidates to policing, as is being experienced throughout the province and nationally, any discussion of yet another hurdle for entry merely further aggravates police command and senior officers' concerns regarding the eligibility pool for the future of policing. It should also be noted that with the exception of the OPP the Services in this study are recruiting in the same geographic area. Hence the variation in response cannot be explained by geography. Reluctance to raise the entry level standard was further supported by comments of various officers who were interviewed in the study. (See Qualitative Findings Section for details).

Fig. 9

**Statistics**

Current Minimum Educational Entry Level

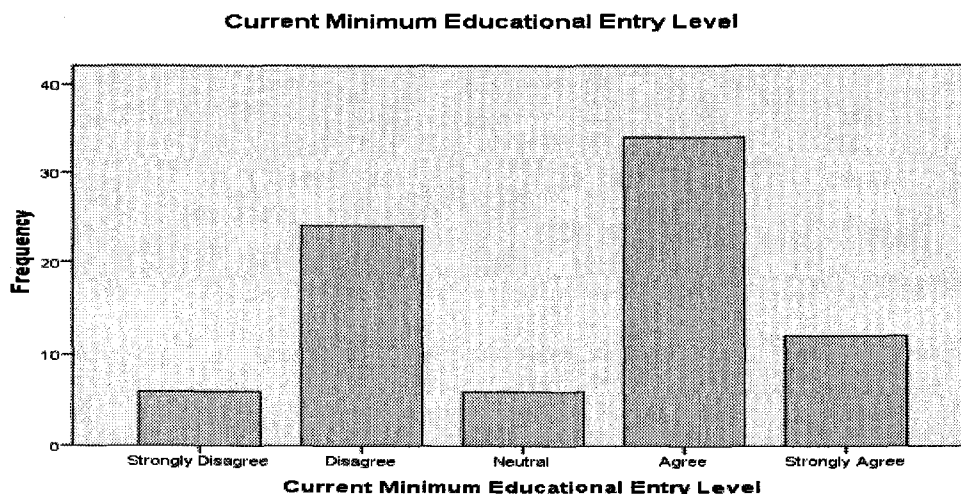
n	Valid	82
	Missing	0
Mean		3.2683
Median		4.0000
Mode		4.00

Fig. 10

**Current Minimum Educational Entry Level**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	6	7.3	7.3	7.3
	Disagree	24	29.3	29.3	36.6
	Neutral	6	7.3	7.3	43.9
	Agree	34	41.5	41.5	85.4
	Strongly Agree	12	14.6	14.6	100.0
	Total	82	100.0	100.0	

Fig.11



*Finding: The current high school diploma entry level standard is sufficient*

**Statement # 2:** *“I feel that new recruit officers have a sufficient level of pre-hire education to perform their duties adequately”*

In relation to commencing their career within policing, command and senior officers responded that they in fact believe new recruits possess sufficient pre-hire education, to perform their duties adequately. Specifically, an overwhelming majority, 61 of 82 respondents or 74% agreed that recruits were being hired and entering policing with enough education to perform their duties, as required. Of all surveyed items, this garnered the numerically greatest modal response, for any one category (in this case wide spread agreement, for the statement posed). Note that a mean of 3.7 indicated a moderate to strong reaction to the question.

Fig. 12

**Statistics**

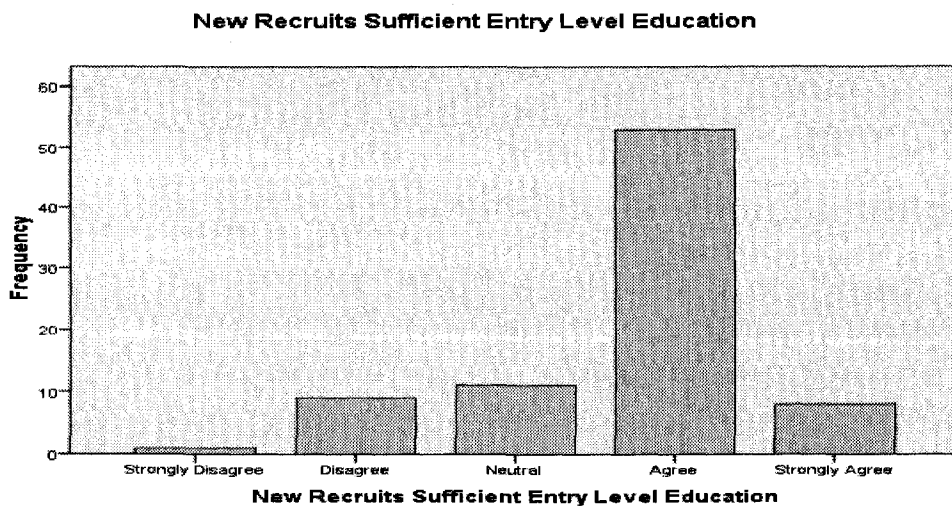
New Recruits Sufficient Entry Level Education

n	Valid	82
	Missing	0
Mean		3.7073
Median		4.0000
Mode		4.00

Fig.13

New Recruits Sufficient Entry Level Education					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	1	1.2	1.2	1.2
	Disagree	9	11.0	11.0	12.2
	Neutral	11	13.4	13.4	25.6
	Agree	53	64.6	64.6	90.2
	Strongly Agree	8	9.8	9.8	100.0
	Total		82	100.0	100.0

Fig. 14



*Finding: New recruits possess sufficient pre-hire education to perform their duties adequately.*

**Statement # 3:** *“I believe that currently serving officers have a sufficient level of pre-hire education, to perform their duties adequately”*

Command and senior officers were also canvassed regarding their opinion on the pre-hire education level of currently serving officers. A somewhat vast disbursement of responses was witnessed. Though once again a strong majority indicated they agreed with the statement posed. In detail, 52 respondents or 63% indicated that they believed currently serving officers did in fact possess the sufficient education to perform their duties appropriately, but another 30 of 82 or 37% cumulatively indicated they either disagreed or took a neutral position on the item.

Of interest is that, once again, as with the similar question posed above regarding new recruits, command and senior officers' modal response was to agree. The level of agreement, when it is applied to currently serving officers was approximately 11% less (74% vs. 63%). This may indicate that command and senior officer are slightly more satisfied with current pre-hire education of new recruits, and this combined with the fact (as discussed in the earlier chapter – literature review) that policing across the GTA (and provincially) is progressively hiring new recruits with higher education than in previous decades may be evidence of an attitude in favor of higher education. Note that a mean of 3.5 indicated a moderate to strong reaction to the question.

Fig.15

**Statistics**  
Serving Officers Sufficient  
Level of Education

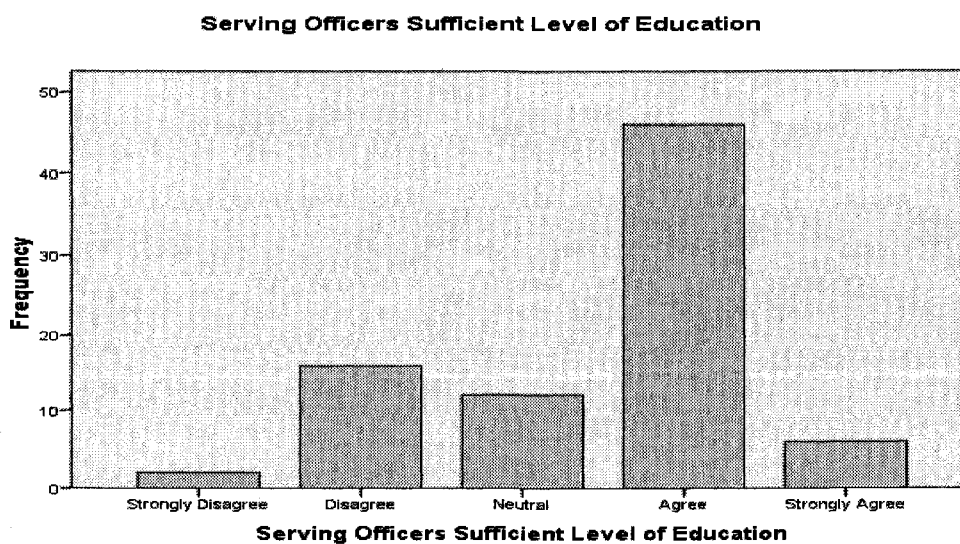
Valid	82
Missing	0
Mean	3.4634
Median	4.0000
Mode	4.00

Fig.16

**Serving Officers Sufficient Level of Education**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	2	2.4	2.4	2.4
Disagree	16	19.5	19.5	22.0
Neutral	12	14.6	14.6	36.6
Agree	46	56.1	56.1	92.7
Strongly Agree	6	7.3	7.3	100.0
Total	82	100.0	100.0	

Fig. 17



*Finding: Currently serving officers possess sufficient pre-hire education to perform their duties adequately.*

**Statement # 4:** *“I feel that other forms of pre-hire work experience (e.g., Military) have the equivalent value of formal higher education”*

It is apparent from the responses gathered that command and senior officers place significant value on “other” forms of pre-hire work experience, such as military assignment. In fact more than two thirds (68%) of the respondents or 56 of 82 agreed with the statement posed. This positively skewed attitude or belief may be a result of either personal experience and/or personal observation of post-hire performance that has been witnessed by command and senior officers. However, support for such pre-hire occupational experience was qualified by respondents’ stating that it must be relevant to policing. In other words not all previous work experience was regarded as being of equivalent value as higher education. Note that a mean of 3.7 indicated a moderate to strong reaction to the question.

Additional support for such an assertion was discovered in the follow-up interview portion of the present study (see Qualitative Findings Section for details).

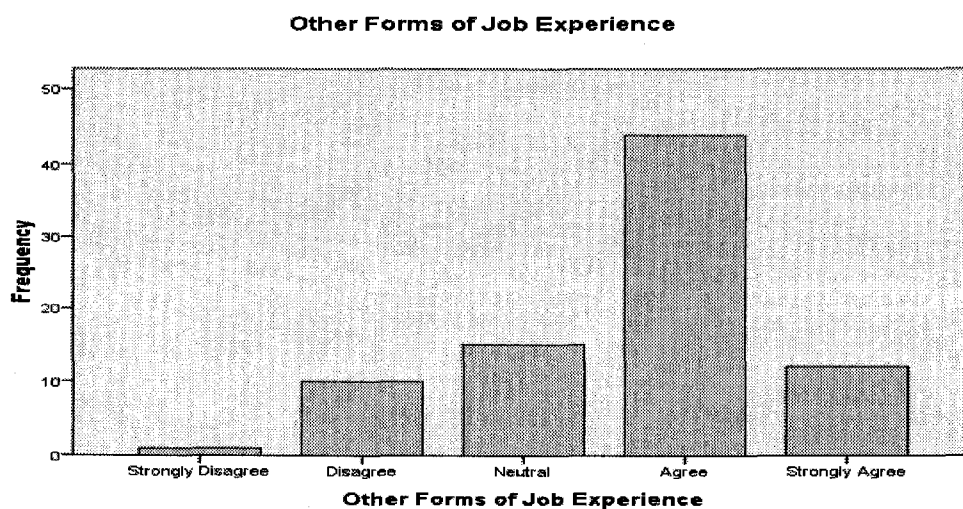
Fig.18

Statistics		
Other Forms of Job Experience		
n	Valid	82
	Missing	0
Mean		3.6829
Median		4.0000
Mode		4.00

Fig.19

Other Forms of Job Experience					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	1	1.2	1.2	1.2
	Disagree	10	12.2	12.2	13.4
	Neutral	15	18.3	18.3	31.7
	Agree	44	53.7	53.7	85.4
	Strongly Agree	12	14.6	14.6	100.0
	Total	82	100.0	100.0	

Fig. 20



*Finding: Pre-hire work experience (e.g.: Military) has the equivalent value of formal higher education*

**Statement # 5:** *“I believe that the current policies, procedures and processes meet the educational needs of our members”*

Command and senior officers were also canvassed about their respective attitudes and beliefs surrounding current policies and procedures, within each of their respective police organizations, regarding the educational needs of members. Once again, including the modal

response, 56% or 46 of 82 respondents agreed with the statement. In other words the majority of command and senior officer respondents indicate they believe that the current policies and procedures that are in place within their organizations do adequately meet the educational needs of their respective members. Given the sometimes generous compensation and reimbursement policies, reviewed in this chapter, the present finding is not unanticipated. Note that a mean of 3.3 indicated a moderate to strong reaction to the question.

Fig.21

**Statistics**

Current Policies and Procedures Meet Needs

n	Valid	82
	Missing	0
Mean		3.2561
Median		4.0000
Mode		4.00

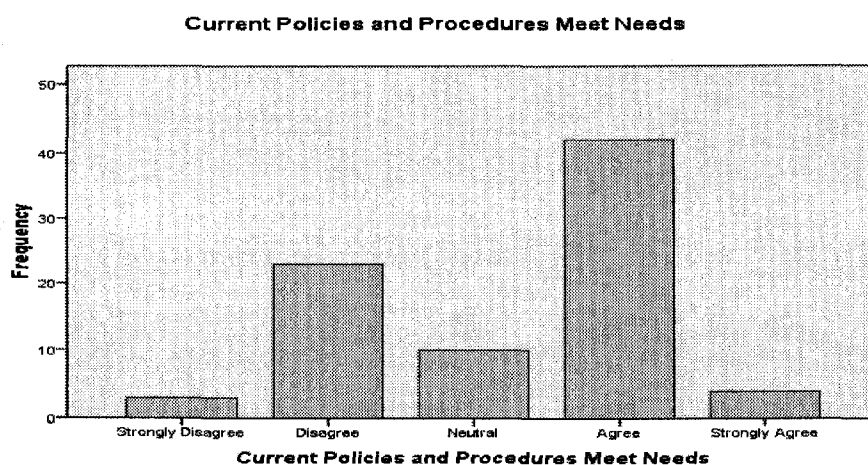
Fig.22

**Current Policies and Procedures Meet Needs**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	3	3.7	3.7	3.7
Disagree	23	28.0	28.0	31.7
Neutral	10	12.2	12.2	43.9
Agree	42	51.2	51.2	95.1
Strongly Agree	4	4.9	4.9	100.0
Total	82	100.0	100.0	



Fig. 23



*Finding: Current policies, procedures and processes meet the educational needs of members.*

**Statement # 6:** *“I feel the current educational expectations for officers are realistic and appropriate”*

This item, aimed at soliciting command and senior officers’ views regarding how realistic and appropriate current educational expectations of serving officers are, returned an equally interesting result. Specifically, as with a number of the previous item responses, a strong segment of the total respondents (61%) or 50 of 82 agreed with the statement posed. Interpreted, command and senior officers appear to believe that any educational expectations either held by or imposed upon currently serving Members of their service are reasonable and attainable. Note that a mean of 3.4 indicated a moderate to strong reaction to the question.

Fig. 24

**Statistics**

Current Educational Expectations

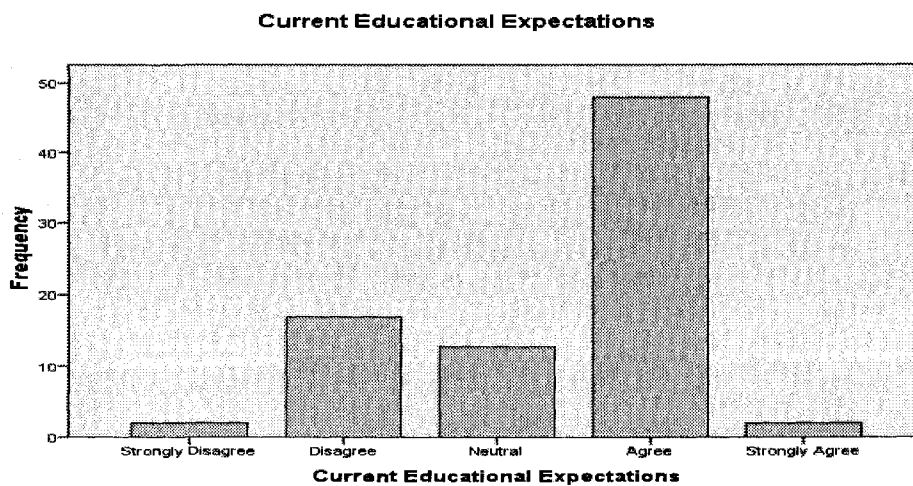
N	Valid	82
	Missing	0
Mean		3.3780
Median		4.0000
Mode		4.00

Fig.25

**Current Educational Expectations**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	2	2.4	2.4	2.4
	Disagree	17	20.7	20.7	23.2
	Neutral	13	15.9	15.9	39.0
	Agree	48	58.5	58.5	97.6
	Strongly Agree	2	2.4	2.4	100.0
Total		82	100.0	100.0	

Fig. 26



*Finding: Current educational expectations for officers are realistic and appropriate.*

**Statement # 7:** *“I believe that the entry level educational standard should be higher than what it is currently”*

A final statement within this Vector bluntly inquired if the current educational entry standard should be raised. Rather interestingly, respondents were noticeably split on this survey item. Including the modal response, 40 of 82 or 49% of command and senior officers disagreed with raising the current minimum educational entry level standard; a significant number indicated an attitude diametrically opposite. In detail, 25 command and senior officers or 31% believed that in fact the aforementioned standard should be elevated. And another 17 respondents or 21% were undecided about moving the educational entry standard upward. This relatively large contingent who selected a neutral response indicates a significant level of ambivalence and indecisiveness on the issue. Although the reported finding must be that the modal response implies a disagreement with increasing the minimum educational standard, it is worth acknowledging that the substantial representation from those who do wish to implement the respective upgrade. Note that a mean of 2.8 indicated a moderate reaction to the question.

Rationale for the above finding is rather consistent with the reasons provided in Question number one. It is suggested that disagreement with raising the present educational entry standard may be rooted in concern of limiting access and/or creating a lofty barrier to entry into policing. Once again this assertion is supported by the literature review and results from the qualitative portion of the present study. Finally, it should be noted that such a spread in attitude and belief among command and senior officers on this pivotal question provides further support for the necessity of the present study and future research endeavours aimed at investigating the phenomena.

Fig.27

**Statistics**

Entry Level education Standard  
Should be Raised

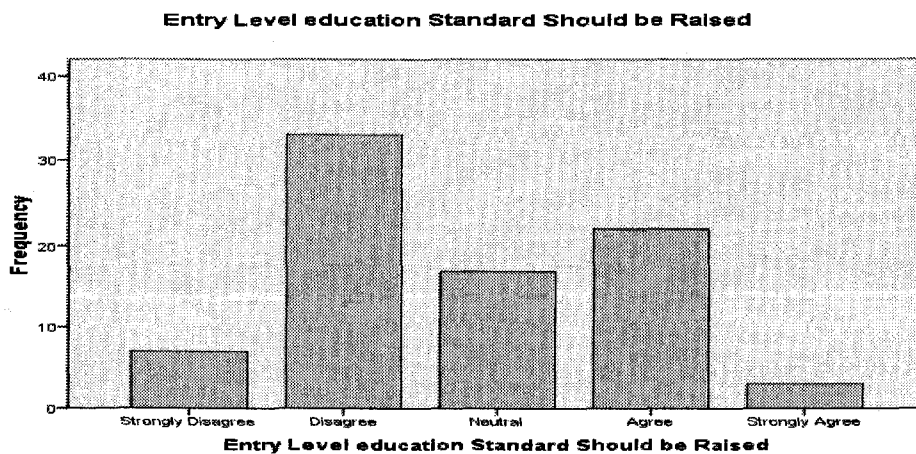
n	Valid	82
	Missing	0
Mean		2.7683
Median		3.0000
Mode		2.00

Fig.28

**Entry Level education Standard Should be Raised**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	7	8.5	8.5	8.5
	Disagree	33	40.2	40.2	48.8
	Neutral	17	20.7	20.7	69.5
	Agree	22	26.8	26.8	96.3
	Strongly Agree	3	3.7	3.7	100.0
	Total	82	100.0	100.0	

Fig.29



*Finding: The current minimum entry level educational standard should not be raised.*

**Vector # 2 – Relevance** (command / senior officer belief on relevance of higher education to the policing profession)

**Statement # 1:** *“I believe that some level of higher education is necessary to meet the future needs of policing”*

On the issue of the need for some level of higher education to meet the future needs of policing, command and senior officer expressed noticeable consensus. In particular results indicate that respondents strongly believe that higher education will be required to address demands placed on the future of policing. The statement posed was not intended to gauge precisely how much higher education may be required but simply to solicit command and senior officer attitude towards inclusion of higher education, within policing in “some” quantity. And results, as listed below, clearly re-affirm this pro-higher education persuasion, for the future of policing. Note that 65 or 79% of the responding command and senior officers agreed with the statement presented. Note that a mean of 3.9 indicated a strong reaction to the question.

Fig. 30

**Statistics**

HE Required for Future Needs  
of Policing

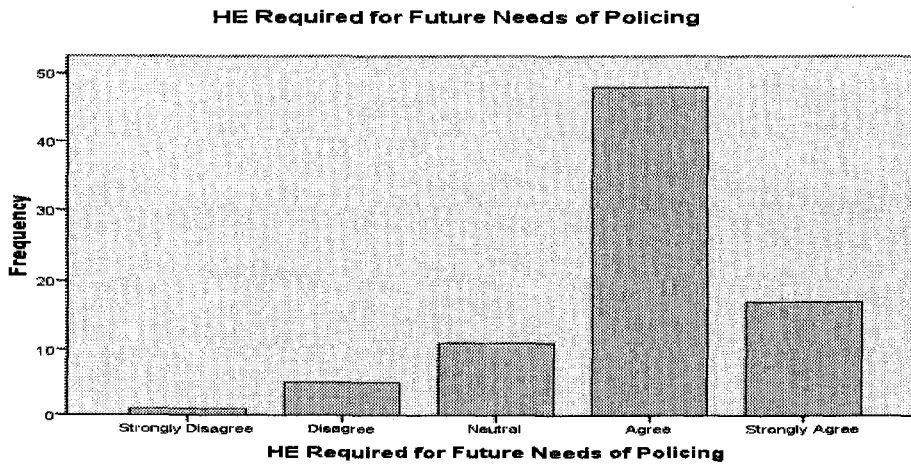
n	Valid	82
	Missing	0
Mean		3.9146
Median		4.0000
Mode		4.00

Fig. 31

**HE Required for Future Needs of Policing**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	1	1.2	1.2	1.2
Disagree	5	6.1	6.1	7.3
Neutral	11	13.4	13.4	20.7
Agree	48	58.5	58.5	79.3
Strongly Agree	17	20.7	20.7	100.0
Total	82	100.0	100.0	

Fig.32



*Finding: That some level of higher education is necessary to meet the future needs of policing*

**Statement #2:** *“I feel officers require some form of higher education to appropriately deal with a culturally diverse society and the public they serve”*

The next item on the survey within the Relevance Vector was geared to include the culturally diverse environment that has emerged and is likely to continue to develop in the

future. Specifically, as described in the literature review, greater society within the GTA, the province, and the nation have all transformed significantly in terms of their social and demographic characteristics. Liberal based immigration policy and a welcoming environment has made Canada, and its major cities such as Toronto, a magnet for various individuals seeking educational, occupational opportunity and democratic stability from beyond our borders. As a direct result Canada and once again its provincial centers, such as Toronto, Montreal and Vancouver have become flooded with multicultural residents. By way of example, the City of Toronto has 76 recognized and distinct cultures, numerous corresponding languages spoken by its residents and is proudly affixed as the “most multicultural city” in North America (TPS, 2006).

This change in the societal make-up also poses a significant challenge to policing within such a diverse community. Hence the question posed to respondents of the survey, attempts to garner command and senior officers beliefs regarding the role of higher education in meeting this aforementioned emerging challenge. In response, nearly two thirds (63%) or 52 of 82 command and senior officers agreed that their respective members do in fact require some form of higher education to appropriately deal with a culturally diverse society. Note that a mean of 3.6 indicated a moderate to strong reaction to the question.

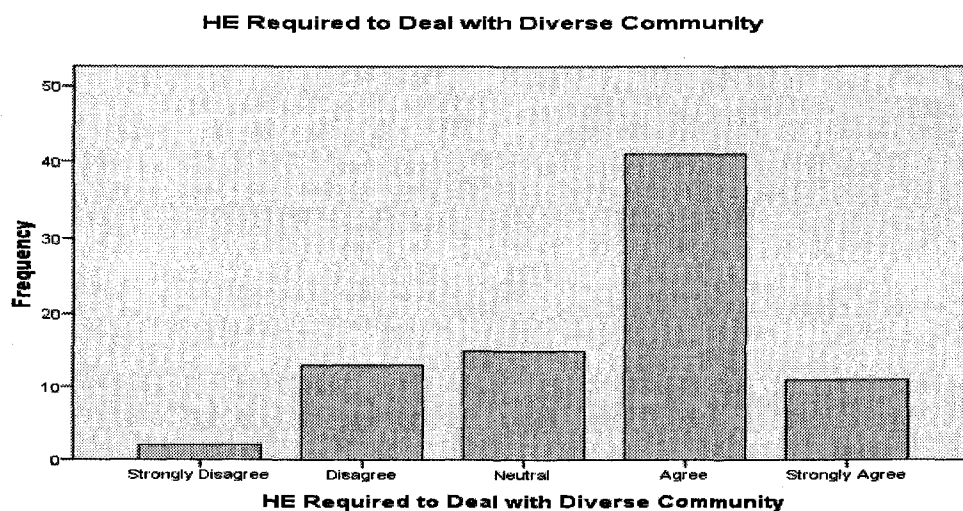
Fig.33

<b>Statistics</b>		
HE Required to Deal with Diverse Community		
n.	Valid	82
	Missing	0
Mean		3.5610
Median		4.0000
Mode		4.00

Fig.34

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	2	2.4	2.4	2.4
	Disagree	13	15.9	15.9	18.3
	Neutral	15	18.3	18.3	36.6
	Agree	41	50.0	50.0	86.6
	Strongly Agree	11	13.4	13.4	100.0
	Total	82	100.0	100.0	

Fig. 35



*Finding: Some form of higher education is required to appropriately deal with a culturally diverse society.*

**Statement #3:** *“I believe that higher education is helpful for officers to improve their technical skills and knowledge (e.g., in policing related sciences – Wiretap, DNA Investigations, etc)”*

A follow-up question to the previous one posed revolved around technological higher education. In detail, as discussed earlier in the literature review, technological advance in



modern society have also impacted policing. With evolving technology, new forms of offending and even new offences all together have emerged. No better example of such exists then the development and widespread use of the internet. With the expansion of the internet, over the past three decades to its present-day affordable and common place use, a number of new offences directly related to its abuse have had to be created (e.g., child luring, electronic distribution of child pornography, etc). Other examples of technological advances have assisted policing in crime detection and in their efforts to solve crime (e.g., DNA investigations, wiretap equipment, etc). The net result of these technological advances is whether they work in favour of criminality or policing has been a much more technologically sophisticated environment in which policing must operate today and into the future (Winterdyk, 2006). Hence the statement posed to command and senior officers was aimed at soliciting their sensitivity to the above advances in technology and the related role higher education may play in equipping officers with the necessary technical skills and knowledge to address these developing challenges.

Once again, responding command and senior officers demonstrated their belief that higher education is in fact required to assist their members in acquiring the necessary technical skills and knowledge to appropriately meet the present and future challenges of policing. Specifically, 62 of 82 or 76% agreed that higher education had a role to play in assisting officers to acquire the required technical skills and knowledge, associated with the police related sciences. Note that a mean of 3.8 indicated a strong reaction to the question.

Fig.36

**Statistics**

HE Required for Technical Skills

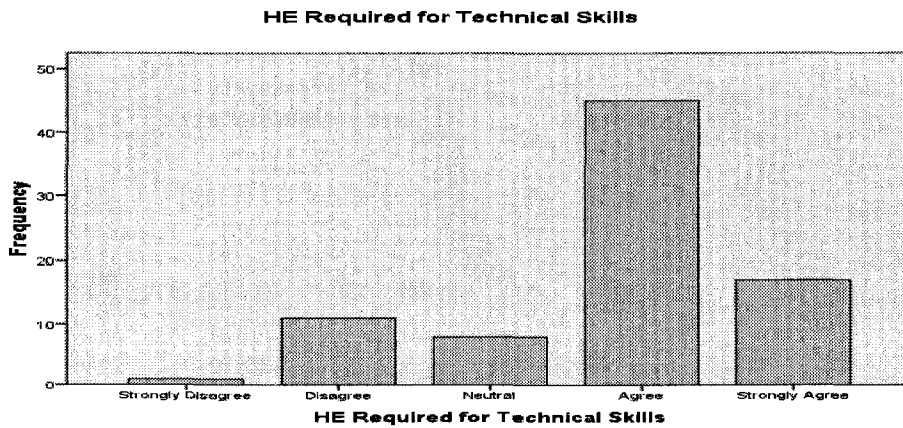
n	Valid	82
	Missing	0
Mean		3.8049
Median		4.0000
Mode		4.00

Fig.37

**HE Required for Technical Skills**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	1	1.2	1.2	1.2
	Disagree	11	13.4	13.4	14.6
	Neutral	8	9.8	9.8	24.4
	Agree	45	54.9	54.9	79.3
	Strongly Agree	17	20.7	20.7	100.0
Total		82	100.0	100.0	

Fig.38



*Finding: Higher education is helpful for officers to improve their technical skills and knowledge*

**Statement #4:** *“I feel that officers with higher education make for better officers (e.g., perform their duties more efficiently, are more productive, have less public complaints against them, etc)”*

The next statement posed to the survey participants clearly sought their collective subjective and objective opinion on whether or not higher educated officers made for “better” officers. The modal response was to disagree with the statement posed. However, there existed considerable variance in response. In detail, both categories immediately adjacent and to the right of the modal response demonstrated considerable support. To that extent, 20 respondents or 24% chose the neutral response and another 26 or 32% agreed with the statement. Hence, with 36 of 82 responses or 44% disagreeing with the item, the strength of the finding rising from this survey item does leave room for discussion (See chapter five for continued discussion). Note that a mean of 2.8 indicated a moderate reaction to the question.

Fig39

**Statistics**

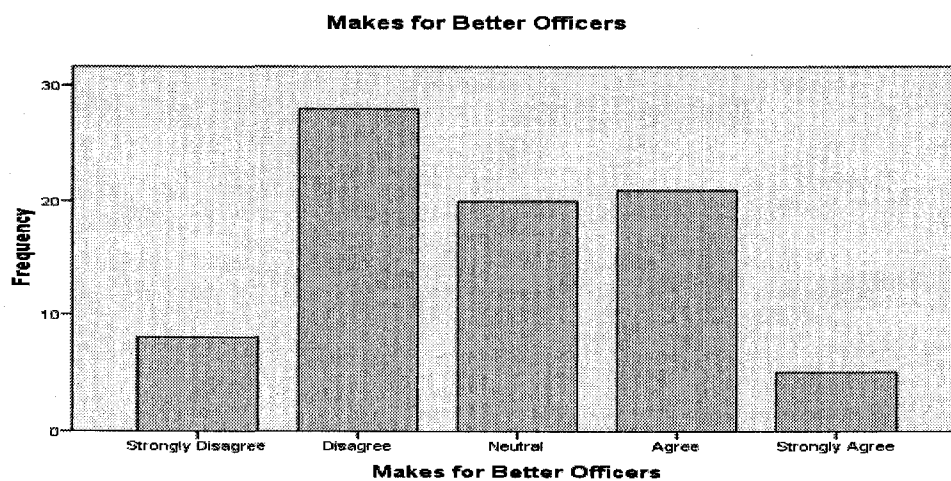
Makes for Better Officers

n	Valid	82
	Missing	0
Mean		2.8415
Median		3.0000
Mode		2.00

Fig.40

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	9.8	9.8	9.8
	Disagree	28	34.1	34.1	43.9
	Neutral	20	24.4	24.4	68.3
	Agree	21	25.6	25.6	93.9
	Strongly Agree	5	6.1	6.1	100.0
	Total	82	100.0	100.0	

Fig.41



*Finding: Officers with higher education do not make for “better” officers (marginal finding)*

**Statement #5:** *“I believe that police (“on-the-job”) work experience is more important than higher education for officers”*

A final statement within this Vector sought command and senior officers’ attitudes towards “on-the-job” experience versus higher education. As indicated in the survey statement above, respondents were asked to pit the two merits and provide their respective view on relative worth, for their members. As with the immediately previous survey item,

considerable spread existed in responses returned. Clustered around the neutral category, command and senior officers modally indicated that they agreed with the statement posed. In fact, 38 of 82 or 46% indicated that they believed that “on-the-job” experience was more important than higher education for officers. Another 44 respondents collectively either disagreed or responded neutrally to the survey item. Thus once again demonstrating that attitude and belief in relation to this item was relatively diverse. Note that a mean of 3.0 indicated a moderate reaction to the question.

Fig.42

**Statistics**  
"On-job" Work Experience More Important

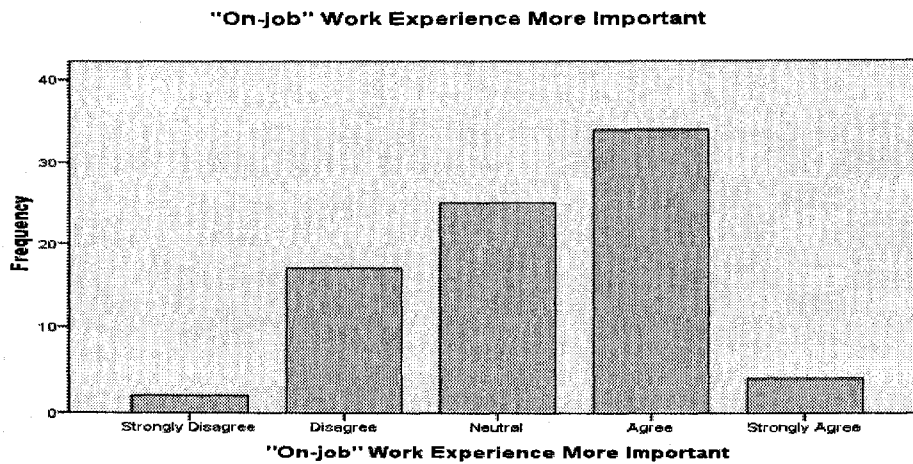
n	Valid	82
	Missing	0
Mean		3.2561
Median		3.0000
Mode		4.00

Fig.43

**"On-job" Work Experience More Important**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	2	2.4	2.4	2.4
	Disagree	17	20.7	20.7	23.2
	Neutral	25	30.5	30.5	53.7
	Agree	34	41.5	41.5	95.1
	Strongly Agree	4	4.9	4.9	100.0
	Total	82	100.0	100.0	

Fig.44



*Finding: "On-the-job" work experience is more important than higher education for officers (marginal finding).*

### **Vector # 3 – Financial Rewards (related to higher education)**

**Statement # 1:** *"I feel that current financial support for members pursuing higher education is sufficient"*

In switching gears the next Vector of the present study aimed at soliciting attitudes and beliefs associated with financial rewards and higher education. Specifically the first statement posed in this section sought to extract command and senior officers' view of overall financial support provided to its respective members who pursue higher education. A noticeable split was witnessed in responses. Inclusive of the modal response, 46 of 82 or just over half (56%) agreed with the statement. However equally interesting was the second most popular response category – to disagree. It should be noted that 30 of 82 or just over a third (37%) of command and senior officer respondents disagreed with the adequacy of the overall

financial support provided by their respective police organizations. A mean of 3.0 indicated a moderate reaction to the question.

It is suggested that such a strong showing of disagreement is rooted in the different compensation and reimbursement policies among the participating police services.

Examining such policy differences at this juncture will assist in gauging the participating police organizations' financial support for their members who pursue higher education and will thus shed additional light on the attitudes and beliefs of command and senior officers towards higher education.

Fig.45

**Statistics**

Current Financial Support  
Sufficient

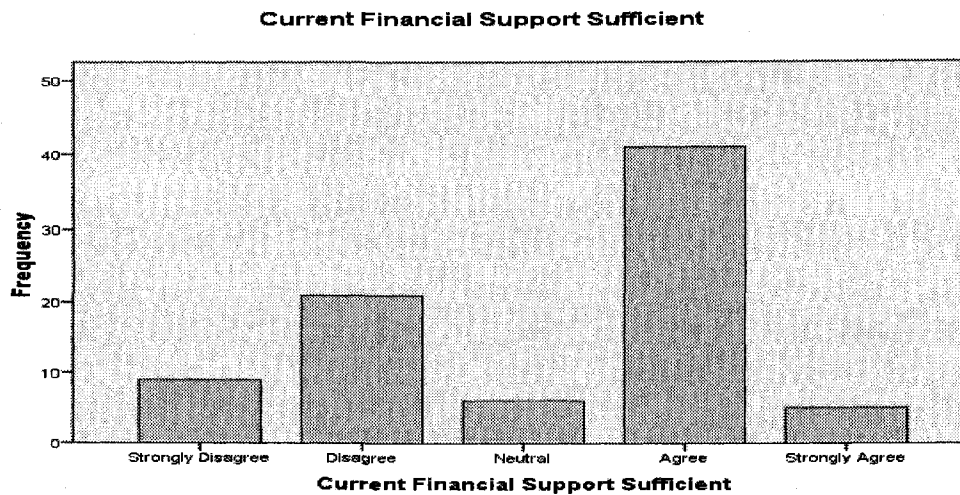
n	Valid	82
	Missing	0
Mean		3.1463
Median		4.0000
Mode		4.00

Fig.46

**Current Financial Support Sufficient**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	9	11.0	11.0	11.0
	Disagree	21	25.6	25.6	36.6
	Neutral	6	7.3	7.3	43.9
	Agree	41	50.0	50.0	93.9
	Strongly Agree	5	6.1	6.1	100.0
	Total	82	100.0	100.0	

Fig.47



*Finding: Current financial support for members pursuing higher education is sufficient.*

**Statement # 2:** *“I feel that our police service appropriately rewards members who pursue higher education”*

Once again, as with the previous survey item, a considerable split was witnessed in responses returned. Straddled around the neutral response category, command and senior officer appear to be somewhat divided on this item. The modal response, 40 out of 82 responses or 49%, indicated that those surveyed agreed that their respective police service did appropriately reward members who pursued higher education. However, interestingly, 27 or a third (33%) of command and senior officers included within the survey disagreed with the reward provided to its member in pursuit of higher education. Note a mean of 3.1 indicated a moderate reaction to the question posed.

Once again it is suggested that this is associated with the great range of compensation and reimbursement policy that exists between services, as discussed earlier.



Fig.48

**Statistics**

Service Appropriately Rewards for HE

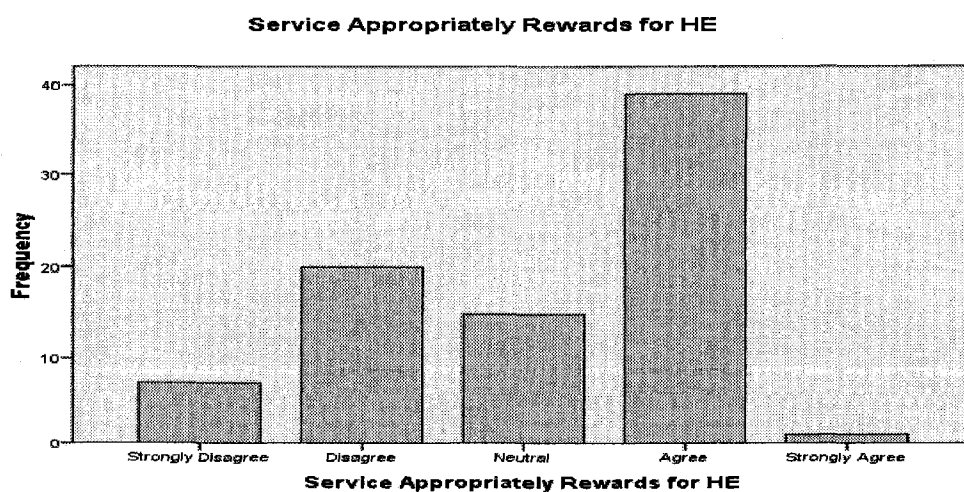
n	Valid	82
	Missing	0
Mean		3.0854
Median		3.0000
Mode		4.00

Fig.49

**Service Appropriately Rewards for HE**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	7	8.5	8.5	8.5
	Disagree	20	24.4	24.4	32.9
	Neutral	15	18.3	18.3	51.2
	Agree	39	47.6	47.6	98.8
	Strongly Agree	1	1.2	1.2	100.0
Total		82	100.0	100.0	

Fig.50



*Finding: Police services do appropriately reward members who pursue higher education.*

**Statement # 3:** *“I believe that educational attainment and wages should be linked”*

On the pivotal and controversial issue of linking wages to educational attainment, command and senior officers were relatively united in their belief. Notably, 54 of the 80 who responded to this survey item or 66% disagreed with any such linkage. This strong opinion against the association was further witnessed in the follow-up interview component of the present study (Qualitative Findings Section). It should be noted that two respondents, in keeping with the assurances and instructions provided at the on-set of this study, chose to exercise their option not to respond to this particular survey item. Thus the below finding is based upon 80 respondents rather than 82.

A final point worthy of mention is in relation to the role or absence of a role police associations and unions play in acquiring educational benefits for their respective membership. Unlike other sectors, such as nursing, where educational benefits are negotiated within collective working agreements, and provide for discussion, and input from respective associations or unions, no such bargaining exists within policing. In policing, throughout the GTA and province, educational benefits are in whole part simply bestowed upon officers (employees), by the respective police service (employer) and thus remove any role that may have otherwise been played by a respective association or union. Arguably, until educational benefits enter such a negotiation venue, they may languish as non-priority matters, distributed at the sole discretion of the respective services and void of any governing standard or parity.

Fig.51

**Statistics**

Should Educational Attainment and Wages be Linked

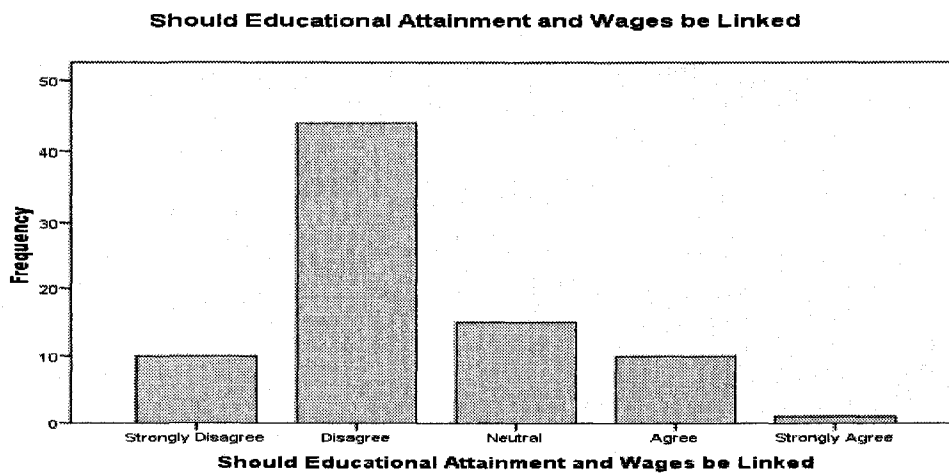
n	Valid	80
	Missing	2
Mean		2.3500
Median		2.0000
Mode		2.00

Fig.52

**Should Educational Attainment and Wages be Linked**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	12.2	12.5	12.5
	Disagree	44	53.7	55.0	67.5
	Neutral	15	18.3	18.8	86.2
	Agree	10	12.2	12.5	98.8
	Strongly Agree	1	1.2	1.2	100.0
	Total	80	97.6	100.0	
Missing	System	2	2.4		
Total		82	100.0		

Fig.53



*Finding: Educational attainment and wages should not be linked.*

**Statement # 4:** *“I feel that with more education, a member should receive a higher annual income”*

The immediately previous question was restructured and posed in a different manner in an attempt to build in concurrent validity and test against any response bias. To the credit of the survey design this internal safeguard appears to have with stood the test. To that extent and in keeping with the previous item belief(s) command and senior officer once again selected the modal response to be to disagree, with the statement posed. In detail, nearly three quarters (71%) or 58 of 80 of command and senior officers did not feel that with increased education annual income should be raised. Note a mean of 2.2 indicated a weak to moderate reaction to the question posed.

Note this sentiment was also expressed in numerous interviews that were conducted (see Qualitative Findings Section for additional discussion).

Fig.54

**Statistics**

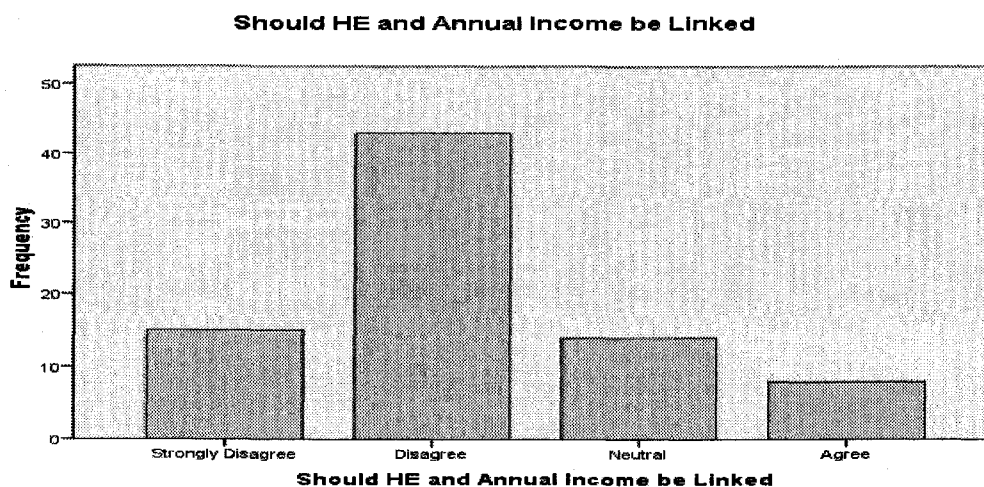
Should HE and Annual Income  
be Linked

n	Valid	80
	Missing	2
Mean		2.1875
Median		2.0000
Mode		2.00

Fig.55

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	15	18.3	18.8	18.8
	Disagree	43	52.4	53.8	72.5
	Neutral	14	17.1	17.5	90.0
	Agree	8	9.8	10.0	100.0
	Total	80	97.6	100.0	
Missing	System	2	2.4		
Total		82	100.0		

Fig.56



*Finding: More education, should not entitle a member to receive a higher annual income.*

**Vector # 4 – Promotions (related to higher education)**

**Statement # 1:** *“Promotions should be linked to educational attainment”*

Another key facet of the association between higher education and policing is its impact upon a member’s career. Central to most discussions of career progression within policing is the issue of promotion through the ranks. Policing by its very nature is a para-

military structured field and as such promotion is regularly associated with a sense of upward progression and desirable. It is acknowledged that though this represents the most common interpretation, counter-translation of career progression may exclude promotion (Archbold and Schulz, 2008). However for the purpose of the present study, promotion is assumed to be associated with career progression.

In keeping with the above logic and assumption, it is argued that it is crucial to seek command and senior officers' beliefs and opinions towards the investment that higher education represents towards this career path. Hence the opening question within this Vector simply inquired if promotion and educational attainment should be linked.

As witnessed in earlier survey items, notable differentiation existed in the responses returned. Inclusive of the modal response, 42 of 82 returns or 51% disagreed with the linkage. However, clearly a portion, 25 of 82 or 31%, took the diametrically opposite position and agreed with the statement posed. Yet another 15 or 18% opted for the intermediary response and selected a neutral response. Additional discussion regarding the issue is covered in the final chapter of this study. A mean of 2.7 indicated a moderate reaction to the question posed.

Further reasoning for the present finding is also discussed in the qualitative findings section of this chapter.

Fig.57

**Statistics**

Should Promotion and HE be Linked

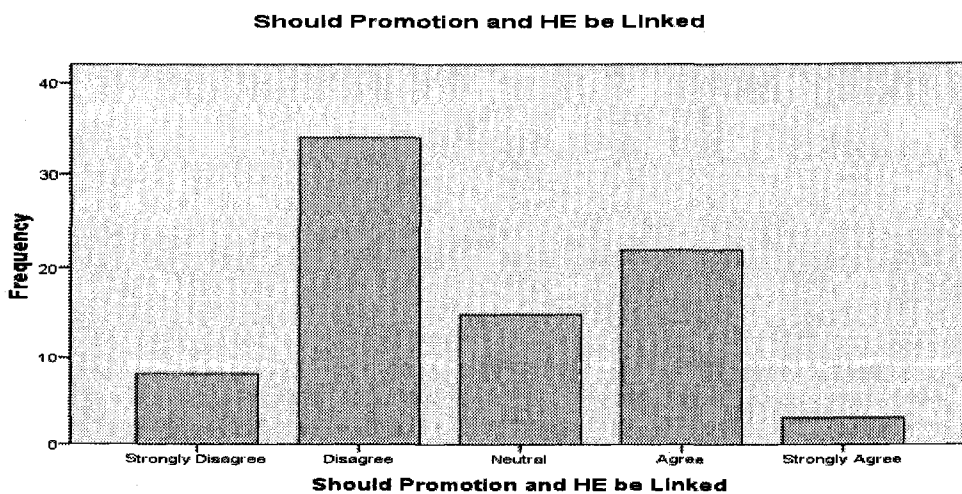
n	Valid	82
	Missing	0
Mean		2.7317
Median		2.0000
Mode		2.00

Fig.58

**Should Promotion and HE be Linked**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	9.8	9.8	9.8
	Disagree	34	41.5	41.5	51.2
	Neutral	15	18.3	18.3	69.5
	Agree	22	26.8	26.8	96.3
	Strongly Agree	3	3.7	3.7	100.0
Total		82	100.0	100.0	

Fig.59



*Finding: Promotions should not be linked to educational attainment.*

**Statement # 2:** *“I feel that my police service tries to promote members with higher education”*

When asked if their service attempts to promote members with higher education, command and senior officers were remarkably split in opinion. Though negatively skewed overall toward disagreement, both disagree and neutral response category witnessed equal response return. At 29 out of 82 responses or 35% each of the aforementioned categories represent the co-modal response. Notably another 22 of the responding command and senior officers (27%) agreed with the survey item, as posed.

It is argued that the reason for such an equal division over the three aforementioned response categories is likely as a result of various factors. It should be noted that the statement posed was intentionally open ended, so as to solicit command and senior officers' belief on the *status quo* within their respective police service. As such the statement posed was likely interpreted differently by the responding command and senior officers. Some respondents may have interpreted the question asked to be related to the fact that higher education is not formally credited for within their respective promotional process and thus feel that their service does not try to promote members with higher education. They would have opted to select the disagree response to this statement.

A second more subjective interpretation may have been that whether higher education is acknowledged within a services' promotional process or not, command and senior officers participating in administering the promotional process may have simply experienced that it's respective worth is in fact acknowledged when members possessing such are considered for promotion. In this instance command and senior officers would have chosen to agree with the survey item.



Finally, those selecting a neutral response may have done so either because they feel that their service does sufficiently try to promote those with a higher education or simply remain undecided on the issue. Hence neither of the above responses can be determined to be preferred over the others with any level of confidence. Though marginally skewed toward disagreement, the present finding leaves much room for debate. Note a mean of 2.9 indicated a moderate reaction to the question posed. Additional discussion on this survey item can be found in the qualitative findings section.

Fig.60

**Statistics**

Service Tries to Promote w HE

n	Valid	82
	Missing	0
Mean		2.8902
Median		3.0000
Mode		2.00 <sup>a</sup>

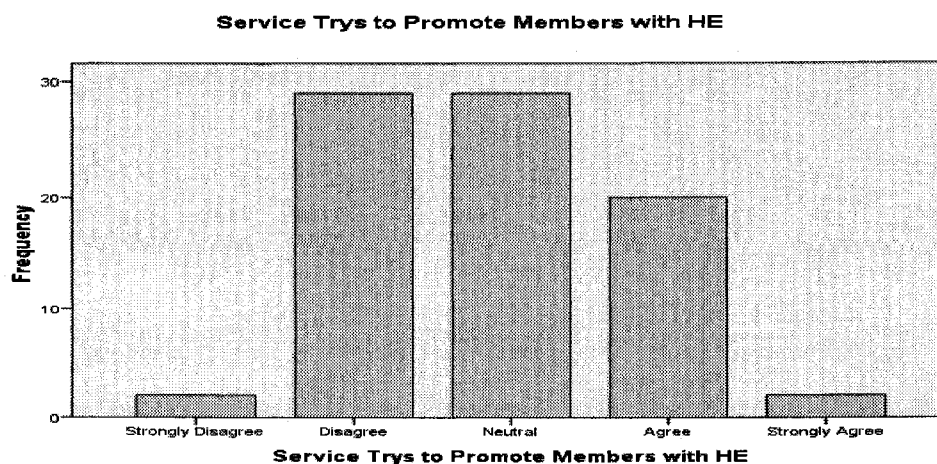
a. Multiple modes exist. The smallest value is shown.

Fig.61

**Service Tries to Promote Members with HE**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	2	2.4	2.4	2.4
	Disagree	29	35.4	35.4	37.8
	Neutral	29	35.4	35.4	73.2
	Agree	20	24.4	24.4	97.6
	Strongly Agree	2	2.4	2.4	100.0
	Total	82	100.0	100.0	

Fig.62



*Finding: Police services do not try to promote members with higher education. (Marginal Finding)*

**Statement # 3:** *“All senior officers should have a minimum baccalaureate degree”*

This survey item sought to directly inquire as to command and senior officers' views on the necessity of possessing a post secondary education and associated credential, for the senior officer rank. The senior officer rank was chosen as the threshold for inquiry as it is synonymous with administrative and theoretical duties being a primary function, on balance with operational duties. Increased decision, policy influencing and other critical knowledge based function (e.g., budgeting) is bestowed upon members once they achieve the senior officer rank.

Interestingly, inclusive of the modal response 45 of 81 respondents or 55% of command and senior officers did not feel that all senior officers should possess a minimum baccalaureate degree. It should be noted that one command or senior officer chose not to respond to this survey item and thus the findings are reported out of 81 returns rather than 82

responses. Both the neutral and agree response categories garnered approximately 20% of the command senior officers' responses. A final observation is that a mean of 2.0 indicated a weak reaction to the question posed.

Fig.63

**Statistics**

Senior Officers Should Have  
Minimum B.A

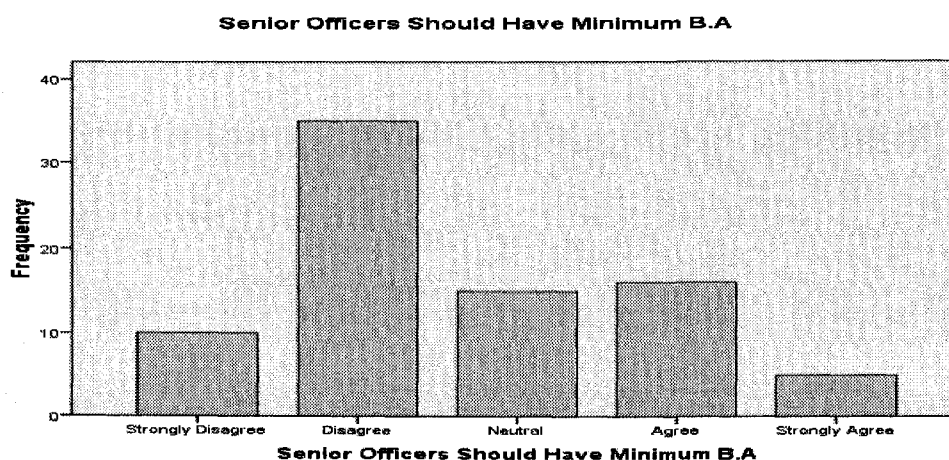
n	Valid	81
	Missing	1
Mean		2.6420
Median		2.0000
Mode		2.00

Fig.64

**Senior Officers Should Have Minimum B.A**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	12.2	12.3	12.3
	Disagree	35	42.7	43.2	55.6
	Neutral	15	18.3	18.5	74.1
	Agree	16	19.5	19.8	93.8
	Strongly Agree	5	6.1	6.2	100.0
	Total	81	98.8	100.0	
Missing	System	1	1.2		
Total		82	100.0		

Fig.65



*Finding: All senior officers do not have to possess a minimum baccalaureate degree.*

**Statement # 4:** *“Higher education is not necessary for the senior officer rank”*

The present statement was worded so as to solicit whether or not any intermediary positions or attitudes that may exist within command and senior officers, to the immediately prior statement. Specifically in this instance, the Baccalaureate credential is removed and the statement posed in somewhat more open ended.

The witnessed returns demonstrate a clear division on the item posed. In detail 33 of 82 respondents or 40% of the sample agreed with the double negative statement posed. However, another 38 or 46% disagreed with the survey item and thus indicated support for some level of higher education for senior officers. Note a mean of 2.9 indicated a moderate reaction to the question posed. The finding presented was further explored in the follow-up interviews that were conducted.

It is suggested that those in support of higher education, in responding to this survey item command and senior officers may have found additional comfort in indicating a general support for higher education versus the imposition of a mandatory minimum credential – a Baccalaureate Degree, as was queried in the previous survey item. In other words command and senior officers may feel more at ease supporting higher education, for their respective rank, as long as no minimum credential is mandated or unilaterally imposed across to the board for all senior officers.

Fig.66

**Statistics**

HE is NOT Necessary for the Senior Officer Rank

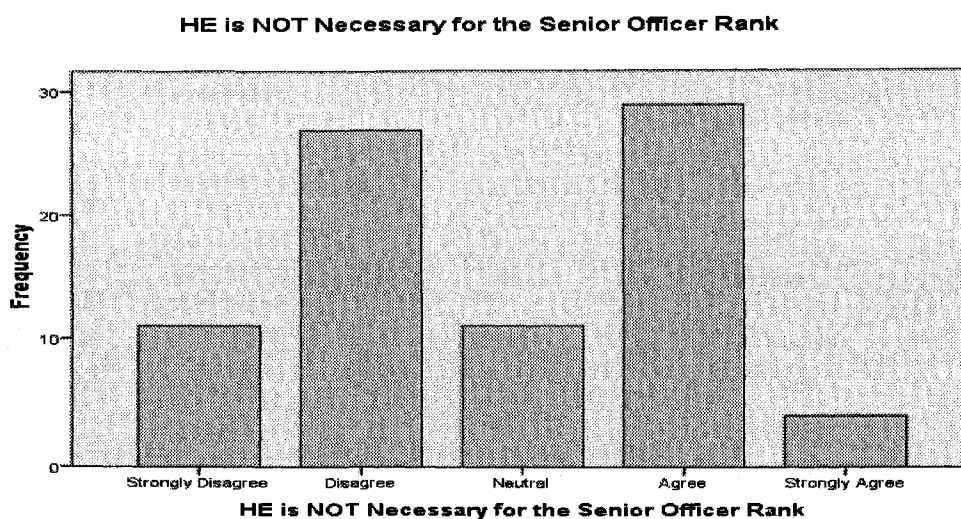
n	Valid	82
	Missing	0
Mean		2.8537
Median		3.0000
Mode		4.00

Fig.67

**HE is NOT Necessary for the Senior Officer Rank**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	11	13.4	13.4	13.4
	Disagree	27	32.9	32.9	46.3
	Neutral	11	13.4	13.4	59.8
	Agree	29	35.4	35.4	95.1
	Strongly Agree	4	4.9	4.9	100.0
	Total	82	100.0	100.0	

Fig.68



*Finding: Higher education is necessary for the Senior Officer rank.*

**Statement # 5: “All Command Officers should have a minimum Baccalaureate Degree”**

The final survey item put to command and senior officers within this Vector of the survey was a variation on the earlier question posed. In the present offering, command and senior officers were asked if a Baccalaureate Degree should be a minimum requirement for command officers. Note that as discussed in the earlier question preamble, numerous duty-based rationales exist to solicit the present inquiry. In addition it should be noted that as recently as October of 2007, the Orangeville Police Service included within its job-call consideration for a new Chief for their organization that a minimum requirement be an undergraduate post secondary degree. In response to the statement posed, 38 of 82 or 46% of command and senior officers agreed and believed that a baccalaureate should be imposed as a minimum occupational requirement of the command officer rank. However of interest and note was that another 33 or 40% of responding officers disagreed with requiring such a

post secondary credential for command officers. Note a mean of 3.1 indicated a moderate reaction to the question posed. This issue was further canvassed in the follow-up interviews that were conducted (see Qualitative Findings Section for additional discussion).

Fig.69

**Statistics**  
Command Officers Should Have  
Minimum B.A

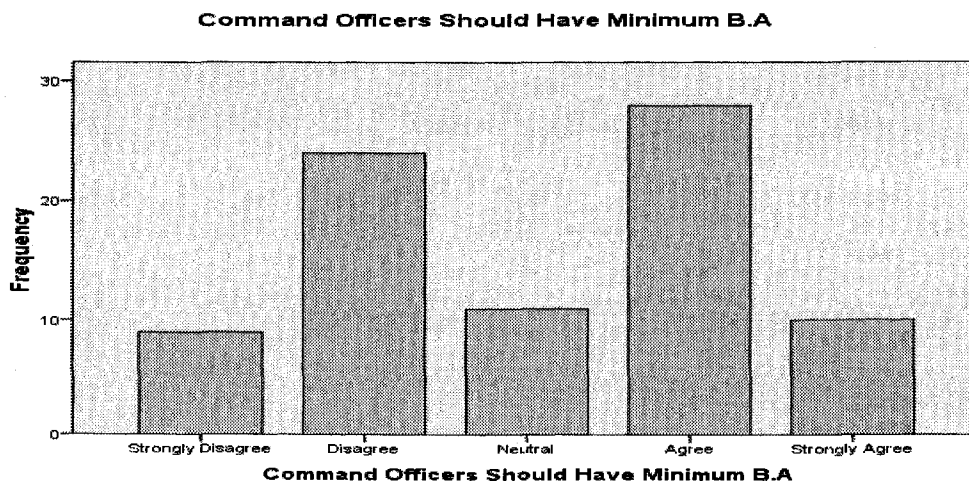
n	Valid	82
	Missing	0
Mean		3.0732
Median		3.0000
Mode		4.00

Fig.70

**Command Officers Should Have Minimum B.A**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	9	11.0	11.0	11.0
Disagree	24	29.3	29.3	40.2
Neutral	11	13.4	13.4	53.7
Agree	28	34.1	34.1	87.8
Strongly Agree	10	12.2	12.2	100.0
Total	82	100.0	100.0	

Fig.71



*Finding: All Command Officers should have a minimum Baccalaureate Degree.*

**Vector # 5 – Resources or factors (that impact or govern command / senior officers' views and attitudes towards higher education)**

**Statement # 1:** *“I believe that it is too costly to fully subsidize higher education for our members”*

The fifth vector of the survey focused to extract command and senior officers' opinion(s) as pivotal decision makers within their respective organizations, on factors or resource related issues that may impact support for an association between higher education and policing.

The first survey item in this section inquired regarding attitude towards fully subsidizing higher education for its members. The previous vector canvassed views in relation to financial rewards associated with higher education, however this statement sought



to examine command and senior officer beliefs on whether or not funding higher education, poses a barrier.

In response to the item posed, 35 of 82 respondents or 43% believed that it was too costly to fully subsidize higher education for their members. Though it should be noted that another 44% of survey command and senior officers did not believe it was too costly, to fully fund the educational pursuits. Note a mean of 2.9 indicated a moderate reaction to the question posed.

Fig.72

**Statistics**

It is Too Costly to Fully Subsidize

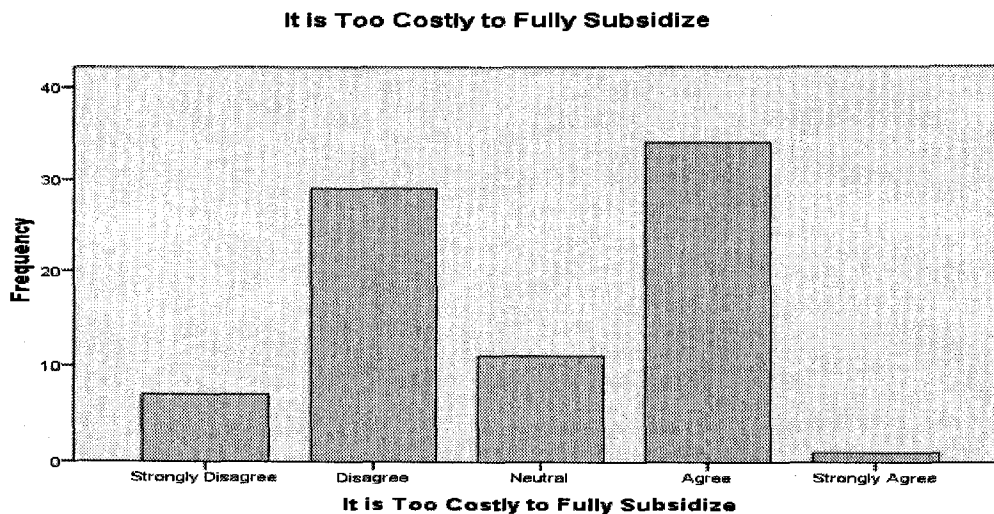
n	Valid	82
	Missing	0
Mean		2.9146
Median		3.0000
Mode		4.00

Fig.73

**It is Too Costly to Fully Subsidize**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	7	8.5	8.5	8.5
	Disagree	29	35.4	35.4	43.9
	Neutral	11	13.4	13.4	57.3
	Agree	34	41.5	41.5	98.8
	Strongly Agree	1	1.2	1.2	100.0
	Total	82	100.0	100.0	

Fig.74



*Finding: It is too costly to fully subsidize higher education, for our members.*

**Statement # 2:** *“The time off required to pursue higher education poses a human resource burden upon my police service”*

Command and senior officers appear to be split on the issue of time off required to pursue higher education, as being a burden to their respective services. Nearly half of those polled (52%) or 43 of 82 respondents agreed with the statement posed. But as witnessed in numerous earlier responses a substantial quantity of command and senior officers, 31 of 82 or 38% took a diametrically opposite position and disagreed with the survey item. A mean of 3.2 indicated a moderate-strong reaction to the question posed. Note this ambiguity is further examined in the Qualitative Findings Section of this study.

Fig. 75

**Statistics**

Time Off Required is Burden to Service

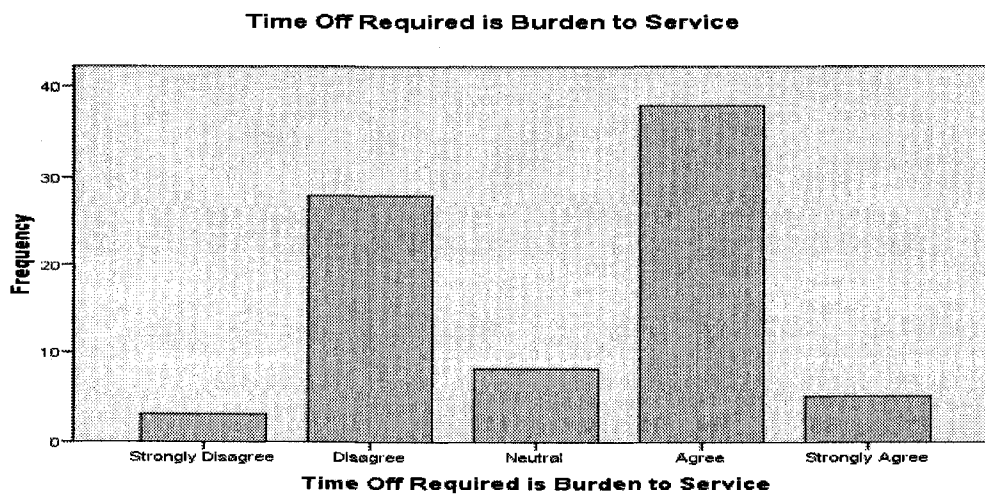
n	Valid	82
	Missing	0
Mean		3.1707
Median		4.0000
Mode		4.00

Fig. 76

**Time Off Required is Burden to Service**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	3	3.7	3.7	3.7
	Disagree	28	34.1	34.1	37.8
	Neutral	8	9.8	9.8	47.6
	Agree	38	46.3	46.3	93.9
	Strongly Agree	5	6.1	6.1	100.0
Total		82	100.0	100.0	

Fig.77



*Finding: Time off required to pursue higher education poses a human resource burden upon police services.*

**Statement # 3:** *“Allowing officers to pursue higher education while on duty is worth the time lost “on the street”*

Another question aimed at inquiring how command and senior officers felt about lost time “on the street” associated with higher education yielded a very interesting return. Strawn about three categories, responses were relatively equally distributed for the statement posed. The modal response of disagreeing with the survey item garnered 31 of 82 votes, whereas the neutral and agreement position each were populated with 24 and 20 responses respectively. Such spread in response maybe based in either a practical consideration – operational demands upon policing or conversely based on a devaluation of higher education. It is believed that any lack of support for higher education, in this instances stems from the former reasoning: operational necessity to meet the primary business of front-line policing “staffing the cars”. Note the question was canvassed further in the interviews that were conducted. Note a mean of 2.8 indicated a moderate reaction to the question posed.

Fig.78

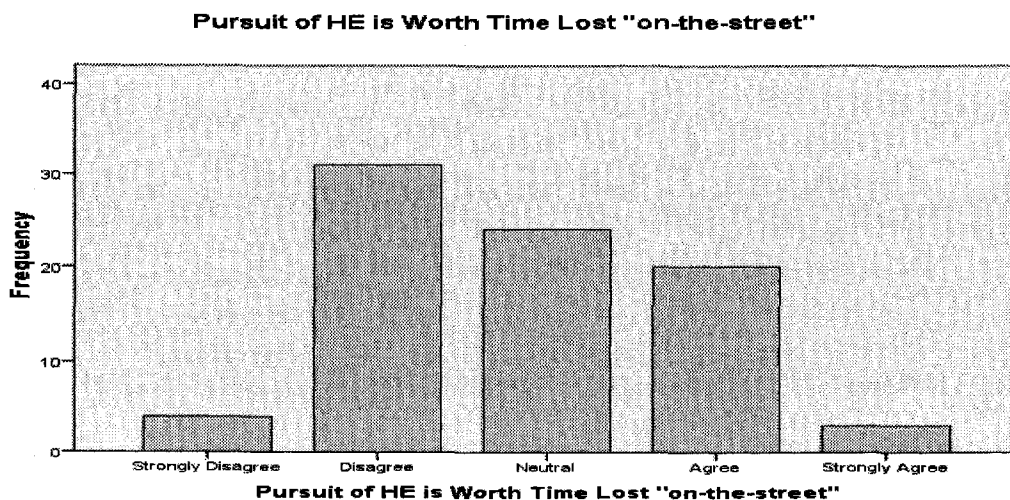
Statistics		
Pursuit of HE is Worth Time Lost "on-the-street"		
n	Valid	82
	Missing	0
Mean		2.8415
Median		3.0000
Mode		2.00

Fig.79

**Pursuit of HE is Worth Time Lost "on-the-street"**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	4	4.9	4.9	4.9
	Disagree	31	37.8	37.8	42.7
	Neutral	24	29.3	29.3	72.0
	Agree	20	24.4	24.4	96.3
	Strongly Agree	3	3.7	3.7	100.0
	Total	82	100.0	100.0	

Fig.80



*Finding: Allowing officers to pursue higher education while on duty is not worth the time lost "on the street".*

**Statement # 4:** *"Other expenditures take priority over funding higher education, for our members"*

A reality of modern policing is a requirement to do more with less (resources). As such, the present question sought command and senior officers' attitude towards prioritizing demands upon their respective fiscal budget. Hence the question posed pitted "other"

expenditures against the funding of higher education. It should be noted that the vast majority of most police budgets are occupied by commitment to salary for their members (e.g., TPS with a \$700+ million budget, 92%+ is allocated to salaries).

Thus the above question is posed within the context that management decisions have to be made to allocate relatively scarce funds, within a host of expenditures, including on support for higher education.

The response of 35 out of 82 or 43% of participants was to agree with the statement. Yet nearly an equal number of command and senior officers' 31 of 82 opted to take a neutral position on the survey item. Note a mean of 3.2 indicated a moderate to strong reaction to the question posed.

Fig.81

**Statistics**

Other Expenditures take Priority Over Funding HE

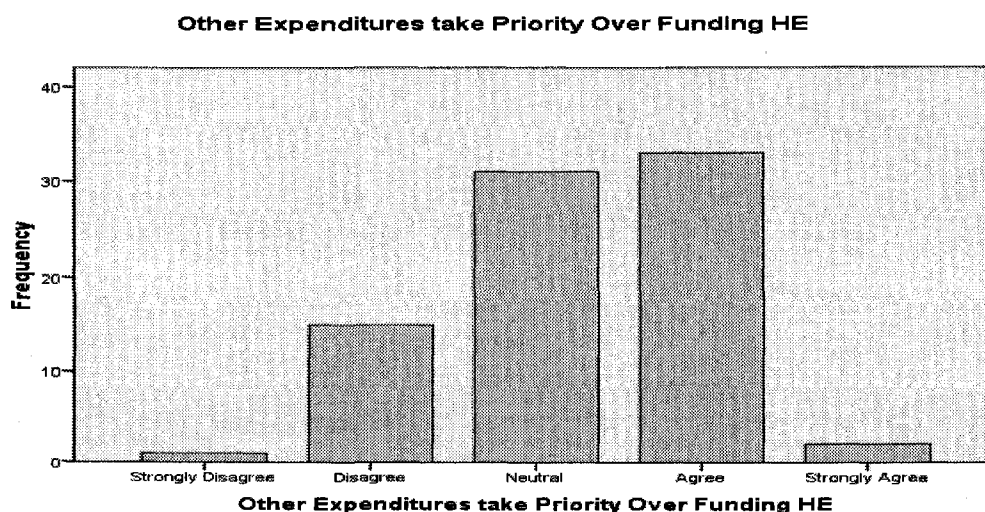
n	Valid	82
	Missing	0
Mean		3.2439
Median		3.0000
Mode		4.00

Fig.82

**Other Expenditures take Priority Over Funding HE**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	1	1.2	1.2	1.2
Disagree	15	18.3	18.3	19.5
Neutral	31	37.8	37.8	57.3
Agree	33	40.2	40.2	97.6
Strongly Agree	2	2.4	2.4	100.0
Total	82	100.0	100.0	

Fig. 83



*Finding: Other expenditures take priority over funding higher education.*

**Statement # 5:** *“Factors other than time or financial cost prevent my service from promoting higher education, for its members”*

As with earlier questions posed, the current offering allowed for command and senior officers to share their beliefs if factors other than time “lost on the street” or fiscal factors may be influencing their support of higher education, within policing. In essence the present statement provides, as in previous Vectors, “catch-basin” for reasons other than time or money as inhibiting factors.

Responses indicate that command and senior officers, on the balance did not feel any other significant factors prevented their respective service from supporting higher education for its members. The modal response was to disagree with the statement posed. In fact 34 of 82 or 41% of command and senior officers indicated that they did not believe that other factors were in play. Of note was that another 25 officers selected to agree with the statement

and 23 opted for a neutral response. Note a mean of 2.9 indicated a moderate reaction to the question posed.

Fig.84

**Statistics**

Factors Other Than Finances  
Influence Decision re: HE

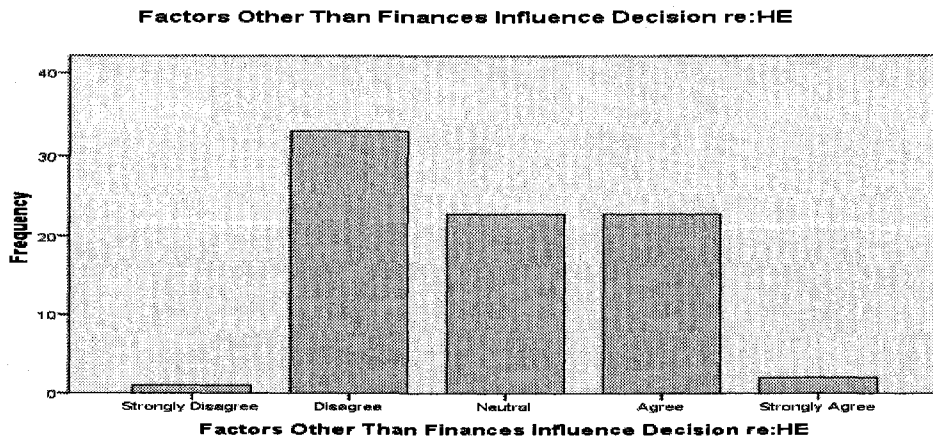
n	Valid	82
	Missing	0
Mean		2.9024
Median		3.0000
Mode		2.00

Fig.85

**Factors Other Than Finances Influence Decision re: HE**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	1	1.2	1.2	1.2
	Disagree	33	40.2	40.2	41.5
	Neutral	23	28.0	28.0	69.5
	Agree	23	28.0	28.0	97.6
	Strongly Agree	2	2.4	2.4	100.0
	Total	82	100.0	100.0	

Fig.86





*Finding: Time and/or financial cost are factors which may prevent higher education, from being supported.*

**Statement # 6:** *“I believe that a portion of the costs incurred by our members in pursuing higher education, should be reimbursed”*

The final question posed to survey participants, in this Vector and in the survey overall solicited their attitude towards supporting at a minimum reimbursement of some portion of the costs incurred by its members who are pursuing higher education. As pivotal decision makers of the organizational policies reviewed earlier, the results from this survey item simply function to reaffirm the by and large generous compensation and reimbursement, offered by some of the participating services.

In detail, an overwhelming 94% or 77 of the total 82 responding command and senior officers agreed with the notion that some fraction of the cost incurred should be reimbursed. Note a mean of 4.2 also indicated a strong reaction to the question posed.

This was further canvassed in the follow-up interviews conducted and qualitative findings additionally confirmed an attitude in support of financial reimbursement. Though as discussed earlier some of the participating services (e.g., the OPP and DRP) still offer considerably less reimbursement than other participating GTA services.

Fig. 87

**Statistics**

A Portion of the Costs Incurred  
should be Reimbursed

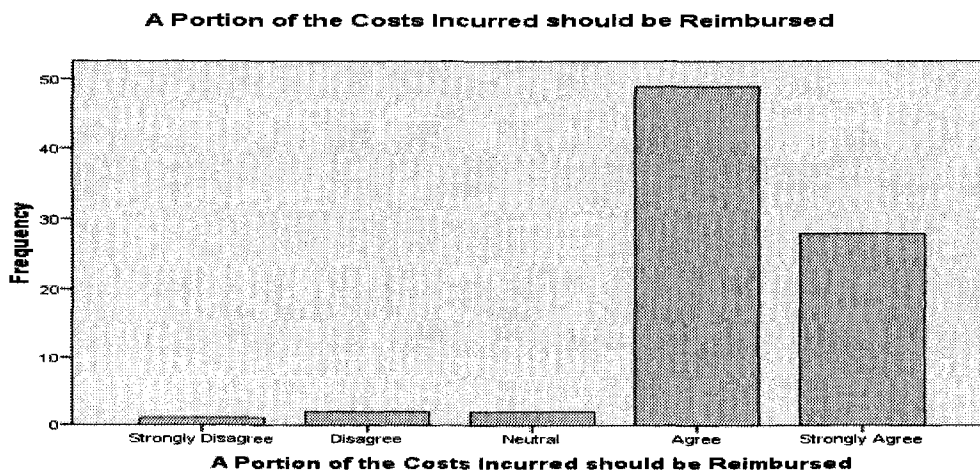
n	Valid	82
	Missing	0
Mean		4.2317
Median		4.0000
Mode		4.00

Fig.88

**A Portion of the Costs Incurred should be Reimbursed**

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly Disagree	1	1.2	1.2	1.2
Disagree	2	2.4	2.4	3.7
Neutral	2	2.4	2.4	6.1
Agree	49	59.8	59.8	65.9
Strongly Agree	28	34.1	34.1	100.0
Total	82	100.0	100.0	

Fig.89



*Finding: A portion of the costs incurred by members in pursuing higher education should be reimbursed.*

### Hypothesis Testing

In addition to the above descriptive findings, a number of specific hypotheses are also worthy of examination. Based the five included independent variables, (rank, years of service, age, gender, police service), three hypotheses have been tested utilizing the Pearson Chi-square test and are reported below. Note, also referred to as Chi-square goodness-of-fit

test, utilizing this statistical mechanism allows for a meaningful test for independence which evaluates statistically significant differences between the various aforementioned independent variables, captured in the present data set. The following three specific hypotheses were formed and selected for testing:

1. **H<sub>0</sub>** = Gender is not related to attitude towards higher education and promotion being linked.
2. **H<sub>0</sub>** = Police service command and senior officers belong too is not related to attitude towards current financial support provided to member pursuing higher education.
3. **H<sub>0</sub>** = Age is not related to view of higher education being relevant and necessary for the future needs of policing

### *Gender and Promotion*

With the relatively recent prominence of women in law enforcement, gender and promotion has been selected as an interesting base of comparison, for cross tabulation. Gender for reasons frequently stated in numerous studies commonly serves as an independent variable worthy of examination (Giesbrecht, 2007, Williams *et al*, 2004, Drescher, 2006). Within policing the command and senior officer ranks are still heavily skewed with male occupants, and as such the opinions and views of decision making women in law enforcement are arguably under studied. In this instance promotion is chosen as the dependent variable of interest, as it was initially identified as a vector, within which the attitudes and beliefs of command and senior officers, towards higher education, are of material interest in the present study.

One point of note is that survey responses to the query, "*Promotions should be linked to educational attainment*" were re-coded into one of two categories, "disagree" or "agree". Those who either, "strongly disagreed" or "disagreed" were aggregated into the recoded

dependent variable sub-category of “disagree”. Similarly, those who either “strongly agreed” or “agreed” were aggregated into the recoded dependent variable sub-category of, “agree”. The rationale for the aforementioned recoding exercise was to isolate primary attitude and feelings in the item of inquiry. Those who had selected a neutral response, or in other words were undecided on the issue were simply omitted from the present goodness-of-fit test. In this instance, represented by the “missing cases” category in Fig. 64 below, 15 survey command and senior officers did not express a definitive opinion in regards to linkage between higher educational attainment and promotions. Listed below is both the null and alternate hypotheses, case processing summary, cross tabulation chart, related results for the Chi-square test conducted and a graphic summary of dispersion for the descriptive statistic.

**H<sub>0</sub>** = Gender is not related to attitude towards linkage of higher education and promotion  
( $X^2 = 0$ ).

**H<sub>1</sub>** = Gender does have an effect on attitude towards linkage of higher education and promotion ( $X^2 \neq 0$ ).

Fig.90

Case Processing Summary						
	Cases					
	Valid		Missing		Total	
	n	Percent	n	Percent	n	Percent
Gender * Promo2	67	81.7%	15	18.3%	82	100.0%

Fig. 91

**Promo2 \* Gender Crosstabulation**

			Gender		Total
			Male	Female	
Promo2	Disagree	Count	34	8	42
		Expected Count	32.6	9.4	42.0
		% within Promo2	81.0%	19.0%	100.0%
		% within Sex	65.4%	53.3%	62.7%
		% of Total	50.7%	11.9%	62.7%
Agree	Count	Count	18	7	25
		Expected Count	19.4	5.6	25.0
		% within Promo2	72.0%	28.0%	100.0%
		% within Sex	34.6%	46.7%	37.3%
		% of Total	26.9%	10.4%	37.3%
Total	Count	Count	52	15	67
		Expected Count	52.0	15.0	67.0
		% within Promo2	77.6%	22.4%	100.0%
		% within Sex	100.0%	100.0%	100.0%
		% of Total	77.6%	22.4%	100.0%

Fig.92

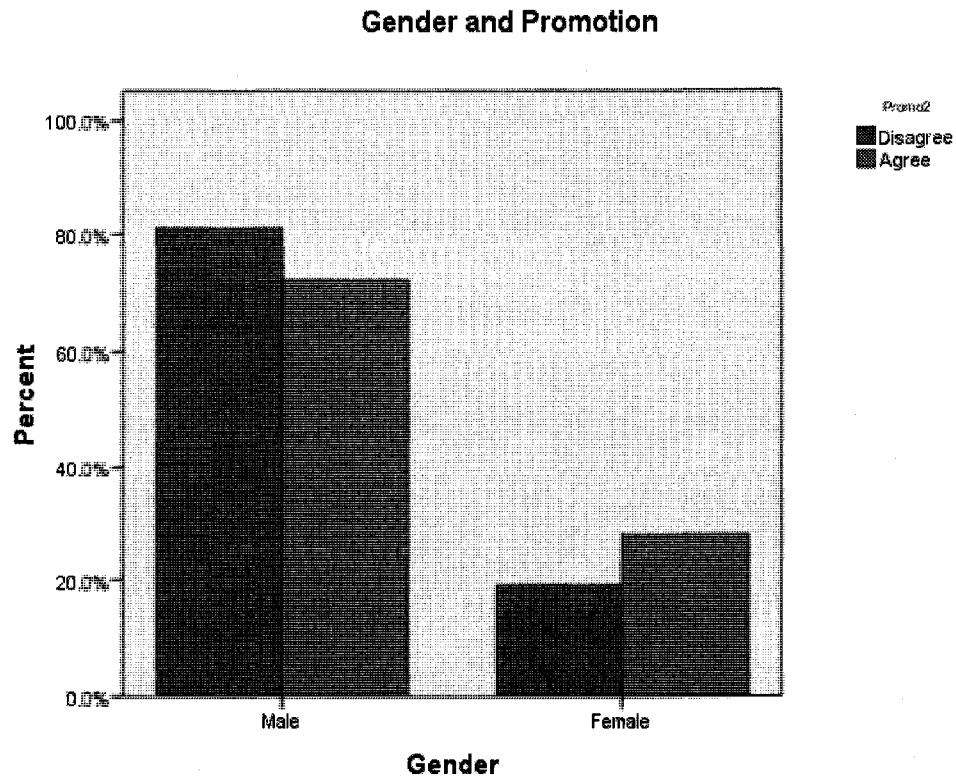
**Chi-Square Tests**

	Value	df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.723 <sup>a</sup>	1	.395		
Continuity Correction	.299	1	.584		
Likelihood Ratio	.710	1	.400		
Fisher's Exact Test				.546	.289
Linear-by-Linear Association	.712	1	.399		
N of Valid Cases <sup>b</sup>	67				

a. 0 cells (.0%) have expected count less than 5. The minimum expected count is 5.60.

b. Computed only for a 2x2 table

Fig.93



Chi-Square result is:  $X^2 (1, n = 67) = .723, p = .395$

*Finding: Do not reject  $H_0$ .*

In other words, we fail to reject the null hypothesis and find that there is no significant relationship between gender among command and senior officer and their attitudes towards linkage of higher education and promotion. Specifically we see from the Fig. 84 above that the Chi-square value is .723 and the p significance of the same is .395, which is greater than .05.

It should be made clear that by concluding that we "Do not reject  $H_0$ ." this does not necessarily mean that the null hypothesis is true it only suggests that there is not sufficient evidence against  $H_0$  in favour of  $H_1$ . As a result of the aforementioned finding, which infers the absence of any relationship between the gender of command and senior officer and attitude towards linkage of higher education and promotion, there is no need to test for the strength of the relationship, as there is no significance between the two variables.

### *Police Service and Current Financial Support*

As witnessed in the review of current police compensation and reimbursement policies earlier in this chapter the fact that some services offer generous educational benefits while others offer a lot less attractive benefits is an additional argument in favour of the value of the present study research. This disparity among benefits arguably may be evidence of ambivalence among police services about the added value of higher education. Thus police service of the command and senior officer, and responses soliciting the level of satisfaction with current financial support provided, for members pursuing higher education, serve as natural selections upon which to conduct a further quantitative examination.

Of note, as with the previous hypothesis tested, survey responses to the query, "*I feel that current financial support for members pursuing higher education is sufficient*" were recoded into one of two categories, "disagree" or "agree". Those who either, "strongly disagreed" or "disagreed" were aggregated into the recoded dependent variable sub-category of, "disagree". Similarly, those who either "strongly agreed" or "agreed" were aggregated into the recoded dependent variable sub-category of, "agree". The rationale for the aforementioned recoding exercise was to isolate primary attitude and feelings, in the item of inquiry. Those who had selected a neutral response, or in words were undecided on the issue

were simply omitted from the present goodness-of-fit test. In this instance, represented by the “missing cases” category in Fig. 68 below, 6 surveyed command and senior officers did not express a definitive opinion in regards to satisfaction with current financial support for members pursuing higher education. Listed below is both the null and alternate hypothesis, case processing summary, cross tabulation chart, related results for the Chi-square test conducted and a graphic summary.

In addition to the above note, regarding the dependant variable of examination, a further note is required in relation to the independent variable tested. A limitation of the data collected is that some police services, by virtue of jurisdiction and size, employ relatively few command and senior officers. As a result, some regional services, such as the DRPS only provided 4 survey returns (of the 10 requested, from a total of 19 senior officers within the service) upon which analysis could be conducted. Thus in order to be able to complete the chosen descriptive cross tabulation effectively, data was grouped along logical and meaningful partitions. In the instance of the independent variable – police service, this meant grouping or recoding of the 5 participating police services into 3 meaningful aggregates sub-categories; Regional Police Service (which included YRP, PRP, DRPS), Provincial Police Service (the OPP) and Municipal Police Service (the TPS). Note these designations are meaningful not only in terms of geographical location but also in terms of jurisdictional authority. It is acknowledged that such aggregation limits individualized comparison. Size of service and corresponding quantity of data collected restrict such from being completed. However, it is argued that on balance, material and salient information can still be gleaned from the recoded data utilized below.



**H<sub>0</sub>** = Police service command and/or senior officer belong too, is not related to attitude towards current financial support provided to member pursuing higher education ( $X^2 = 0$ ).

**H<sub>1</sub>** = Police service command and/or senior officer belong too does have an effect on attitude towards current financial support provided to member pursuing higher education ( $X^2 \neq 0$ ).

Fig.94

	Cases					
	Valid		Missing		Total	
	n	Percent	n	Percent	n	Percent
PoliceService2 * CurFinSupport2	76	92.7%	6	7.3%	82	100.0%

Fig.95

	Value	df	Asymp. Sig. (2-sided)
Pearson Chi-Square	20.474 <sup>a</sup>	2	.000
Likelihood Ratio	21.929	2	.000
Linear-by-Linear Association	.061	1	.805
N of Valid Cases	76		

a. 0 cells (.0%) have expected count less than 5. The minimum expected count is 5.53.

Fig.96

## CurFinSupport2 \* PoliceService2 Crosstabulation

		PoliceService2			Total
		Regional Service	Provincial	Municipal (TPS)	
CurFinSupport2 Disagree	Count	7	13	10	30
	Expected Count	10.3	5.5	14.2	30.0
	% within CurFinSupport2	23.3%	43.3%	33.3%	100.0%
	% within PoliceService2	26.9%	92.9%	27.8%	39.5%
	% of Total	9.2%	17.1%	13.2%	39.5%
Agree	Count	19	1	26	46
	Expected Count	15.7	8.5	21.8	46.0
	% within CurFinSupport2	41.3%	2.2%	56.5%	100.0%
	% within PoliceService2	73.1%	7.1%	72.2%	60.5%
	% of Total	25.0%	1.3%	34.2%	60.5%
Total	Count	26	14	36	76
	Expected Count	26.0	14.0	36.0	76.0
	% within CurFinSupport2	34.2%	18.4%	47.4%	100.0%
	% within PoliceService2	100.0%	100.0%	100.0%	100.0%
	% of Total	34.2%	18.4%	47.4%	100.0%

Fig.97

## Directional Measures

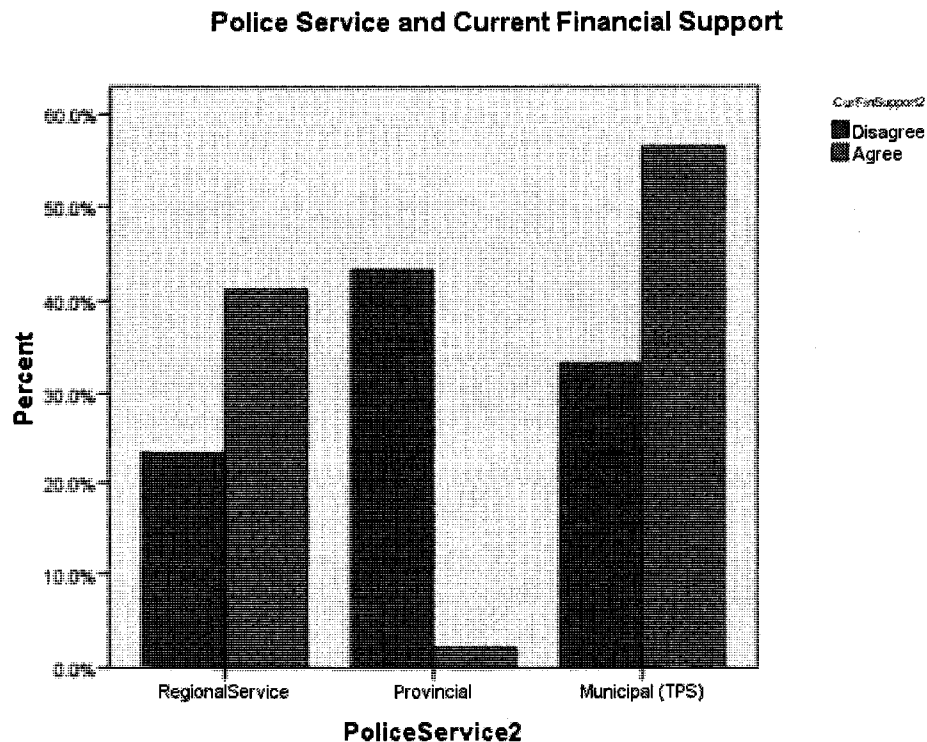
			Value	Asymp. Std. Error <sup>a</sup>	Approx. T <sup>b</sup>	Approx. Sig.
Nominal by Nominal	Lambda	Symmetric	.214	.101	1.936	.053
		PoliceService2 Dependent	.075	.115	.627	.531
		CurFinSupport2 Dependent	.400	.097	3.449	.001
	Goodman and Kruskal tau	PoliceService2 Dependent	.098	.042		.001 <sup>c</sup>
		CurFinSupport2 Dependent	.269	.079		.000 <sup>c</sup>

a. Not assuming the null hypothesis.

b. Using the asymptotic standard error assuming the null hypothesis.

c. Based on chi-square approximation

Fig. 98



Chi-Square result is:  $X^2 (2, n = 76) = 20.47, p = .000$

*Finding: Reject  $H_0$  in favour of  $H_1$ .*

In other words we reject the null hypothesis and find that there is a significant relationship between the police service that the command and senior officer belongs too and attitudes towards current financial support provided to member pursuing higher education. Specifically we see from the Fig. 88 above that the Chi-square value is 20.47 and the p significance of the same is .000, which is less than .05.

Stated yet another way, it can be concluded with 95% confidence that the null hypothesis can be rejected and that there is a relationship between police service command

and senior officer is employed by and their respective attitude towards current financial support provided to member pursuing higher education.

In addition it is suggested that there exists a marginally significant relationship between the two variables examined, based on the Goodman and Kruskal Tau value of .098. Finally it was found that a 4.2% proportionate reduction in error was experienced, when the independent variable is used to predict the respective dependent variable.

### *Age and Future Needs of Policing*

It was earlier suggested that the role of police work has changed considerably since its inception in the late 1800s in England. The changes in the social, economic and political environments, in North America are well documented, and thus suffice to suggest that all have undergone dramatic transformation over the past century. And in response to these societal changes, the role of the police in society has also been altered (Ratchford, 2001). In support of this assertion, Roberg and Bonn (2004) suggest, “a quickly changing social landscape, changing job role, rapid technological advancement, domestic terrorism and increased scrutiny have combined to renew the debate over higher education” (Roberg and Bonn, 2004, p. 469). It is further suggested that age and related generational differences, are worthy of examination, when discussing the future of policing. As such age, of command and senior officer was selected as the independent variable for the present Chi-square testing. Once again a recoding was performed, along logical lineage – those under 50 years of age and those above the same.

In addition, as with the both previous hypothesis tested, survey responses to the query, “*I believe that some level of higher education is necessary to meet the future needs of policing*” were re-coded into one of two dependent variable categories, “disagree” or

“agree”. Those who either, “strongly disagreed” or “disagreed” were aggregated into the recoded dependent variable sub-category of, “disagree”. Similarly, those who either “strongly agreed” or “agreed” were aggregated into the recoded dependent variable sub-category of, “agree”. The rationale for the aforementioned recoding exercise was to isolate primary attitude and feelings, in the item of inquiry. Those who had selected a neutral response, or in words were undecided on the issue were simply omitted from the present goodness-of-fit test. In this instance, represented by the “missing cases” category in Fig. 73 below, all command and senior officers expressed a definitive opinion in regards to linkage between higher educational and future needs of policing. Listed below is both the null and alternate hypothesis, case processing summary, cross tabulation chart, related results for the Chi-square test conducted and a graphic summary of dispersion for the descriptive statistic.

**H<sub>0</sub>** = Age is not related to belief that higher education is relevant and necessary for the future needs of policing ( $X^2 = 0$ ).

**H<sub>1</sub>** = Age does have an effect on belief that higher education is relevant and necessary for the future needs of policing ( $X^2 \neq 0$ ).

Fig.99

Case Processing Summary						
	Cases					
	Valid		Missing		Total	
	n	Percent	n	Percent	n	Percent
Age2 * FutureNeeds2	82	100.0%	0	.0%	82	100.0%

Fig. 100

## FutureNeeds2 \* Age2 Crosstabulation

			Age2		Total
			Under 50	50 and Over	
FutureNeeds2	Disagree	Count	11	6	17
		Expected Count	10.0	7.0	17.0
		% within FutureNeeds2	64.7%	35.3%	100.0%
		% within Age2	22.9%	17.6%	20.7%
		% of Total	13.4%	7.3%	20.7%
	Agree	Count	37	28	65
		Expected Count	38.0	27.0	65.0
		% within FutureNeeds2	56.9%	43.1%	100.0%
		% within Age2	77.1%	82.4%	79.3%
		% of Total	45.1%	34.1%	79.3%
Total	Count	48	34	82	
	Expected Count	48.0	34.0	82.0	
	% within FutureNeeds2	58.5%	41.5%	100.0%	
	% within Age2	100.0%	100.0%	100.0%	
	% of Total	58.5%	41.5%	100.0%	

Fig.101

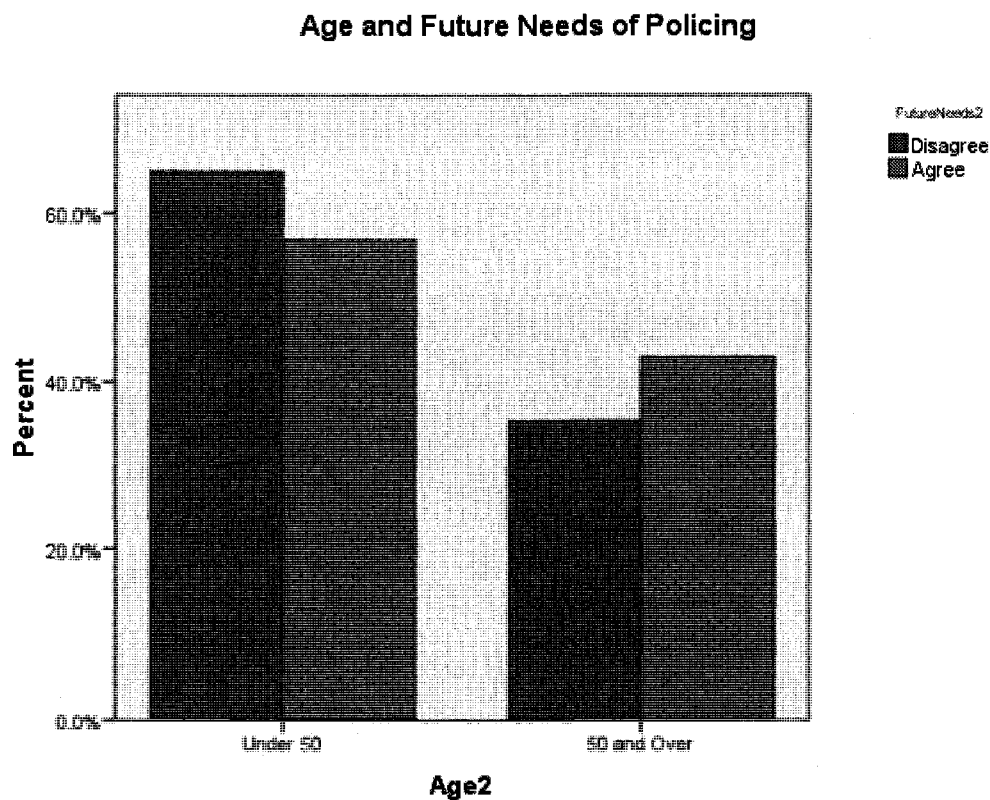
## Chi-Square Tests

	Value	Df	Asymp. Sig. (2-sided)	Exact Sig. (2-sided)	Exact Sig. (1-sided)
Pearson Chi-Square	.336 <sup>a</sup>	1	.562		
Continuity Correction <sup>b</sup>	.092	1	.762		
Likelihood Ratio	.341	1	.559		
Fisher's Exact Test				.595	.384
Linear-by-Linear Association	.332	1	.564		
N of Valid Cases <sup>b</sup>	82				

a. 0 cells (.0%) have expected count less than 5. The minimum expected count is 7.05.

b. Computed only for a 2x2 table

Fig.102



Chi-Square result is:  $X^2 (1, n = 82) = .336, p = .562$

*Finding: Do not reject  $H_0$ .*

In other words we fail to reject the null hypothesis and find that there is no significant relationship between age and belief that higher education is relevant and necessary for the future needs of policing. Specifically we see from the Fig. 93 above that the Chi-square value is .336 and the p significance of the same is .562, which is greater than .05.

Again it should be noted that that by concluding that we "Do not reject  $H_0$ ." this does not necessarily mean that the null hypothesis is true it only suggests that there is not

sufficient evidence against  $H_0$  in favour of  $H_1$ . As a result of the aforementioned finding, which infers the absence of any relationship between the age and belief that higher education is relevant / necessary for the future needs of policing, there is no need to test for the strength of the relationship, as there is no significance between the two variables.

## **Qualitative Findings**

### ***Follow-up Interview Results***

The following is a summary of the twenty-four follow-up interviews conducted. As discussed in the Methodology Chapter of this study, twenty-four individuals who agreed to participate in the optional follow-up post survey interview were interviewed during the period of November to December of 2007. A semi-structured format was utilized and one interview was conducted for each consenting participant. Each interview served to further delve into responses already provided on the survey the participant completed.

The results below are listed according to the research questions outlined previously. Transcripts of audiotapes made during each of the twenty-four interviews were utilized to verify respondents' salient beliefs and attitudes on various survey items, from each of the five Vectors, within the distributed survey. Note, as described previously, a total of 27 findings emerged from the aforementioned quantitative portion of this study. It should also be noted that an effort was made in the discussion to follow, to include a wide cross section of participants, according to rank, length of service, gender, age and police service. Emerging from the afore-discussed Vectors within the distributed survey, context to responses provided was sought and obtained. The themes and findings from above are further developed and discussed in the final chapter of the present study.



### ***Research Question 1***

*What are the prevalent attitudes and beliefs of police command and senior officers towards higher education among municipal and provincial police officers in Ontario?*

#### ***Expectations***

- What are the expectations among police command and senior officers, for levels of education for entry into their respective services?

*Finding: The current high school diploma, entry level standard is sufficient.*

A vivid division was apparent in command and senior officers' attitudes towards the current entry level educational standard. As was discussed above in the quantitative findings section of this study, although inclusive of the modal response to the survey question posed, 56% of the polled command and senior officers felt that the current minimum entry level educational standard, a high school diploma was sufficient for hire, another 31% disagreed and indicated support to raise the associated standard.

Views on the issue cut across police organizations and ranks, as witnessed by the Pearson Chi-square analysis reported earlier. This assertion is further supported by the comments gathered throughout the various interviews conducted. Below is a sample of excerpts from interviews, both in support of the modal response and those diametrically opposed.

In commencing with interview comments in support of the modal response, it is believed that the primary reason for agreeing that the current entry level educational standard is sufficient stems from anxiety around creating another barrier for entry into policing. It is suggested that given the competitive nature of the present recruiting environment, for qualified candidates, any discussion of yet another hurdle for entry merely further aggravates police command and senior officers' concerns regarding the eligibility pool for the future of policing. Note

reluctance to raise the entry level standard was further supported by comments of various officers who were interviewed in the study including,

I believe it should remain where it is. Grade 12 is the basic requirement right now and the reason I say, if you raise it, you're going to exclude a lot of people, especially new Canadians coming in to this country who for some reason have the evaluation equated to Grade 12, if that, even though we know a lot of them are very bright and well educated. All you do is you create another barrier so if you go to a higher level, it's not to our advantage or any sort of advantage (Supt., TPS).

Note the above comment implies that increasing credential requirements for new hires might negatively impact achieving diversity goals set by police services. That said this inference warrants further discussion regarding recruiting and the policing diversity challenges facing policing. Fortunately my current assignment with the TPS, as the Officer in Charge of Recruiting allows me intimate and operational knowledge regarding the related dynamics. The comment above though well intentioned, is founded on a well established and widespread concern throughout sector regarding the existing and future shortage of qualified candidates to embrace policing as a career. The National Sector Council, a federally funded organization whose duties include research and analysis of trends within the municipal, regional and national policing environment has conducted assorted research which has amounted to a declaration of the existing and impending shortage for eligible candidates, to be faced by various levels of policing (NSC, 2008). Competition within the sector from different policing organizations is further aggravated by employers from the private sector who are also seeking the best, brightest and culturally competent candidates for hire.

Another point of interest is that all candidates for hire within the participating police organizations have to meet minimum requirements to even be eligible to apply for

employment. Prominent within all of policing is the requirement for individuals to be at a minimum a landed resident of Canada, prior to application for hire. This process traditionally takes a substantial period of time and as such brand new immigrants are not the focus of police recruiting strategy. As the author of the largest municipal police service in Canada's recruiting strategy – a strategy which recently garnered the prestigious BMO Top 25 Diversity Employer's Award (2008) I can personally verify that the pursuit of diversity in hire, though extremely challenging does not focus upon new immigrants to the country. Hence it is suggested that the comment above may be based on a misunderstanding of two relevant, parallel but independent concerns within policing. The comment addresses the valid concern regarding the existing and pending shortage of candidates but fails to separate the fact that recruiting strategy does not primarily focus upon new immigrants as a pool of candidacy. Hence the entry level education of new immigrants is irrelevant to the present discussion.

Others, who acknowledge that ideally it may be desirable to recruit and hire those with education above that of high school, but recognize the limitation of the present climate,

... at this time, trying to get anybody to join the police services or the police agencies throughout Ontario, I think if we limit ourselves to a university or college diploma, we further limit the amount of opportunities we have, or who will apply for this position. It wasn't always my thought. I thought at least a college education would be better because it's self-taught, it shows people will take the initiative and more schooling is not going to hurt anybody, but under the climate and today's stature, we have to go with Grade 12 (Insp., PRP).

And an others' attitude is based in a more practical and preventative paradigm, arguing rather innovatively in support of stratified entry level,

... we're hiring front line constables and we have to ask what are the basic requirements to perform the duties of a front line constable? That doesn't mean that

we shouldn't hire people with university education or post-secondary education. It simply means that we shouldn't eliminate those who have Grade 12 as well. I also believe in a stratified hiring process. In any organization, only 20% of the people will get the motive, which means you need people who are satisfied and content as front line officers, you need people who have the potential to move to Sergeant and to Staff Sergeant and so on, but if we go to take everyone in, in my opinion, at a post-secondary level, we might be over hiring and at some point we might cause a bottleneck and frustration because the 20% will move on and have the 80% that is at the front line performing a job that perhaps are overqualified to perform (Insp., YRP).

In addition to the modal group in support of maintaining the current standard, a noteworthy portion, as discussed above, disagreed or strongly disagreed with keeping the status quo. When interviewed, they reported the following:

Grade 12, as a requirement, as a profession I think is the wrong avenue – you need some post-secondary education. If the professional wants to call it a profession – if he wants to professionalize himself, he cannot have a Grade 12 requirement. That's on an academic basis. In terms of the actual real job that police officers expect it to be, it is no longer a physical, linear type of day to day job. It's a job that is about problem solving, the soft skills, the analytical requirements, the ethical requirements are all at a much higher level and again, much higher than a Grade 12 produces in terms of thinking and an intellectual leader. (S/Supt., TPS)

Another suggested,

I strongly disagree because currently our high school programme is four years in length and I don't believe in today's world with the complexity of the policing issues and especially in the GTA and the market place services the complexity of the issues that we're dealing with was sufficient enough for you know, just a high school education. I think people need to have the ability to think more critically and the ability to problem solve. I don't think that comes with simply a high school education. (Insp., DRP)

*Finding: New recruits possess sufficient pre-hire education to perform their duties adequately.*

Command and senior officers who were interviewed were also asked to provide some context to their belief that new recruits possess sufficient pre-hire education, to perform their duties adequately. It should be noted, as discussed earlier, an overwhelming majority, 61 of 82 respondents or 74% agreed that recruits were being hired and entering policing with

enough education, to perform their duties, as required. In response to this request for context various command and senior officers offered the following,

The majority of officers come to us...a lot of them have good foundations. I know, my educational background is community college level in law and security administration. I certainly found that a benefit to have had my foot in the door a bit, with regard to going to Ontario Police College and the Criminal Code wasn't new to me, various statutes weren't new to me, the processes of law enforcement weren't new to me, the history wasn't new to me. For people going to university or for non-policing police foundations, the 12 weeks at the Ontario Police College, as it stands now, I think certainly serves them well (Insp., PRP)

And another in speaking very highly of new recruit intakes and their level of pre-hire education stated,

We're having a lot of people come on this job now. They're coming with not just educational experience but they're coming with job experience and from their job experience they've obviously had courses, etc. and I think with the people that we're getting, are very much more in tune with what's going on in our society for one thing, they're more in tune with the issues, they're brighter. I honestly believe that they're brighter and their expectation level is much higher. So I think we're getting some good people (Insp., TPS).

*Finding: Currently serving officers possess sufficient pre-hire education to perform their duties adequately.*

As a follow-up question to the previous question regarding their attitudes and beliefs associated with pre-hire education of new recruits, command and senior officers were also queried about how they felt about the current membership. A similar response pattern was witnessed, to that of the previous question posed. Once again command and senior officers' modal response was to agree, that currently serving officers have sufficient level of pre-hire education, to perform their duties adequately. In support some commented,

Although the job is changing quickly and I can foresee officers in the future needing a higher level of education, especially in some particular technical areas, at the moment, I feel that they are doing the job while coping and attention to raise their qualifications while they're here (Insp., YPR).

*Finding: Pre-hire work experience (e.g., Military) has the equivalent value of formal higher education*

It is apparent from the responses gathered in the quantitative portion of this study, that command and senior officers place considerable value and worth upon “other” forms of pre-hire work experience, such as military assignment. As discussed earlier, more than two thirds, 68% of the respondents agreed pre-hire work experience has the equivalent value of formal higher education. This positively skewed attitude or belief was further witnessed in the follow-up interview component of this study when command and senior officers commented,

...if you take your life experience and go apply for university programmes they will attend very quickly and recognize that and give you credits, but what I call credits in the university of life I think are of equal and sometimes more value than credits in university itself. We all know folks who could tell you how the rubber is made and tell you how the road is made but they do not have the first clue on how the rubber actually hits the road, so the common sense factor, life experience and things I think need to be recognized... (Supt., OPP).

And others proud of all that policing has to offer its members see value in its members having worked elsewhere prior to joining their respective service in commenting that,

Certainly my experience has been, when we have people that have been to work and experienced a work environment where they experience people in different situations, I think that also it helps in the workforce. The workforce should be a combination of people and I've always used the analogy of a hockey team; we can't have a team with all forwards doing goals, you know, you need defensemen and I think as these people come in, they provide perspectives to their workforce. When we get people joining our organization straight from school or straight from a privileged environment, I often see them as being the ones sitting around complaining about you know, what's the job ever done for me type of attitude and complaining. People that have worked outside of our organization realize that it's a difficult world out there and they don't have the security, they don't have their semi pay package... so, by having people join our organization that have experienced that, I think will provide balance to our workforce...(S/Supt., TPS)

Yet others agreed with the statement posed but qualify their response by insisting that the pre-hire work experience must be relevant to policing. Specifically one respondent stated,

I guess there are two streams of thought. Historically police services allowed you know young men and women under the age of 18 to join as cadets and basically we'll bring them in, basically as an empty vessel and teach them and they develop. The other stream is that people build life skills in different occupations and let's face it, in terms of the work that they do, handling a domestic or whatever, if they have life skills already, what's a 21 year old, single person going into a home where people are having marital difficulties? So yes, I think there are a lot of places where people have jobs that interact with other people or the military where they've had to deal with stress the way that an officer does, I think its equivalent (Supt., PRP).

*Finding: The current minimum entry level educational standard should NOT be raised.*

The final survey item, within the first Vector, closely related to the opening statement within this section, directly inquired if the current educational entry standard should be raised. Rather interestingly and similarly, command and senior officers were noticeably split on the survey item. As discussed earlier, inclusive of the modal response, 49% of command and senior officers disagreed with raising the current minimum educational entry level standard. However a considerable number, 31%, indicated an attitude diametrically opposite and believed that the associated standard should be elevated. In addition a number of other officers 17 of the 82 respondents were undecided upon moving the educational entry standard upward. Some of the comments which help provide some context to their respective opinions not in favour of raising the standard included,

...if we mandate, we have to have a university degree. If we mandate, you have to have a PhD in physics to get on to policing. You're going to lose a ton of people who are great police officers and I just don't think that that should be prescribed (Supt., OPP).

And one respondent also concerned with limiting the potential pool of applicants and creating another barrier to entry stated,

I don't want education, the way that education is defined today; I don't want it to be a standard where people with high school only, plus life skills would be barred. I think we have to have people out there that understand, for lack of a better phrase, their lot in life – the Constable who is going to ride the cruiser, a Constable for life, not looking or any kind of expectation arising through the ranks, commensurate with its educational experience and money that they've laid out for that, we have to have a satisfied work force, a front line that is suitably equipped with the education plus life skills to do the job (Supt., YRP).

This belief was also echoed by a TPS senior officer who commented, "if you raise the standard of the entry level on education, it becomes a great barrier, so I think we correctly qualify people right now and to raise it to a community college or university, you're going to exclude a lot of people (Supt., TPS).

Another respondent who support an increase in the standard suggest,

...if we're requiring a high school education, right now, that is not sufficient to serve a multi-force facet type of community. Our young people today do not have enough critical thinking and analytical skills and also proper preparation in terms of professionalism and customer service; and these things are not taught at a high school level. High school is very basic and these are not life skills that they require and I certainly believe that educational standards should be higher in terms of you know, you've got to look at maybe post-secondary from a college to a university. I'm a firm believer education can always further ones critical thinking and analytical skills and these are important components of police work and until that person has that skill – and it could be learned, but it could be learned through the job, all through academic curriculum so therefore they need that to do their jobs efficiently (Insp., TPS).

And yet another in support of raising the entry level standard acquiesce and suggested that the elevated standard need not be a completed Baccalaureate,

I believe it should be completion of post-secondary education. I don't necessarily feel that a university degree is required. I think some of the college programmes are sufficient. The one thing, it allows a young person time to mature, that they're given assignments that you know, help them to think critically, see other views so I believe that a minimum of successful completion of a post-secondary education be it college or university (Insp., DRP).

Hence are some of the excerpts and comments of the various command and senior officers regarding entry level education and its related facets.



### ***Promotions***

- *What are the views of police command and senior officers towards higher education and it's consideration for promotion, within policing?*

The fourth Vector in the distributed survey directly and comprehensively addressed this point of interest. It was suggested that central to most discussions of career progression within policing is the issue of promotion through the ranks. Policing being a structured, para-military organization, authority and salary are linked to attained rank – rank which post-hire is obtained via promotion. Hence it is critical to canvass command and senior officers' attitudes towards the role of higher education, in decisions associated with promotion of its members.

*Finding: Promotions should not be linked to educational attainment.*

The opening question on the issue, within the distributed survey simply inquired if promotion and educational attainment should be linked. As discussed above, a notable spread existed in the responses returned. Including the modal response, 42 of 82 respondents or 51% disagreed, but a substantial portion, 25 of 82 or 31%, took the diametrically opposite position and agreed with the linkage of educational attainment and promotion. Some of the command and senior officers who opposed directly linking educational attainment and promotion commented,

People who are being promoted are being promoted because they have exhibited supervisory skills. That's the cardinal measurement. Higher education doesn't necessarily equate with supervisory skill. There are natural leaders that base of management course thing, there are managers and there are leaders and they are different. There are natural leaders that may not have higher education who can do much more for the organization than someone who again has a higher education that may not apply in any way, shape or form to management supervision (Insp., YRP).

I reiterated earlier as pursuing further education, where it shows that you have the ability to learn and that you're striving to better yourself is certainly something that, from a promotion standpoint, I like to see people vying for promotions showing that they can continue learning, they want to continue learning, and they want to continue growing. By the same token, you get back to the reasons why some people can't or, I shouldn't say can't. I mean, you can always do something, but why some people who are very good at their job as police officers have, whether it be for financial reasons why they can't, even though we reimburse, you have to remember that that initial outlay of cash has to be made, who may have family obligations that preclude them for a few years to enter maybe post-secondary education on a part time basis, so in doing, in linking it to educational attainment, you may again, similar to entry level, to limiting your pool of promotable people (Insp., PRP).

I don't think that's the appropriate test for promotion. I think the test for promotion are, should be, those who are competent technically, those who show leadership skills and those who have the integrity to provide strong leadership through our organization, both in terms of fiscal management and their responsibility for people of Ontario (Ch. Supt., OPP).

And yet other command and senior officers who believe that some level of linkage should exist between educational attainment and promotion stated,

Well, I agree with that if the officer has been well rounded. They've got experience, they have gone to school and can absolutely think and come up with, and not be afraid to speak up and not be spotted down because you're speaking up. I think that's the most important thing again; because we're in a semi-militaristic style of organization and that style is shut up, just do what you're told. I don't want to hear from you because I've made my mind up. Again, if we're going to send our people to school, then we have to loosen up a bit and we make that part of the promotional process but you don't make it all of the process (Insp., TPS).

I don't think we should automatically get a promotion just because you've got the education, but I think that when the link can be made between their individual progresses as a benefit to the community to their education, then yes, there should be a benefit to it (Insp., DRP).

...as long as the organization has given some thought to the type of intellectual assets, the type of experiences that benefit the organization at an entry level and at all the different levels vertically and in many of the highly specialized roles, then that should become part of the assessment and shouldn't be 'the' reason why someone gets the position or the promotion, but it should become a factor that the person should be able to benefit from (S/Supt., TPS).

*Finding: Police services do not try to promote members with higher education.*

Command and senior officers were also asked, in the distributed survey if their service attempts to promote members with higher education. As discussed above, respondents were split in opinion, approximately 35% each selected modally either to disagree or take the neutral position on the question posed. Notably another 22 of the responding command and senior officers, or 27%, felt that their respective service did try to promote its members who have pursued higher education.

Those in the modal category and who did not believe their service attempts to promote individuals with higher education provided the following thoughts,

... I can only use this as from a pure, from a research point of view, from a pure observation and you draw your own conclusion. Number of promotions from candidates that have been successful, vs. the type of education level they have. Is this a cruel analogy? It is. But that is a very, very basic research method and based on that, one thing draws a conclusion very easily that people are still being promoted with very, very minimal base of education and I'm talking about right from entry level supervision to command level, senior, senior management and over and over again we see the same pattern (Insp., TPS).

I feel with that, exactly what I feel all along, that I don't think, in our climate right now, particularly with Commissioner Fantino who didn't complete high school but has done as well as he has done, is never going to turn around and say you need a university degree to become a commissioned officer (Supt., OPP).

And yet progressiveness and room for some optimism for the future role of higher education, as it relates to promotion can be found in the comments of other command and senior officers, who stated,

We're in transition right now. A few years ago I would say that would be a strongly disagree, it's moved up because under this current regime and under the current programme with the Guelph/Humber and leadership training generally, we start to see the value of continuing education...and already that's changing the culture and the minds of the organization (S/Supt., TPS).

...an observation over the last few years going through promotional processes and interestingly enough, with people I think the same as me who are involved in promotional processes, who have their courses and realize the benefit. Although it doesn't score anybody any points, we do kind of look when we do an interview that is part of an officer's prowess whether they have received any other educational attainments and we take a look at it. As I say, it's not the total – it's just part of the package and so we give it consideration. It's not negative and we don't, it doesn't hurt the officers who haven't got it, but we certainly respect somebody who has gone through it recently. Probably if you've got an officer that had a degree 15 years ago you know, maybe it's less weight than somebody that probably attained something in the last few years (S/Supt., TPS).

*Finding: All Command Officers should have a minimum Baccalaureate Degree.*

The final survey item put to command and senior officers within this Vector of the distributed survey was a variation on the earlier question posed, "*All senior officers should have a minimum Baccalaureate Degree*". In the present offering, command and senior officers were asked if a Baccalaureate Degree should be a minimum requirement for command officers. Note, as discussed earlier numerous duty-based rationales exist to solicit the present inquiry. Including the modal response for the question posed, 38 of 82 or 46% of command and senior officers agreed and believed that a baccalaureate should be imposed as a minimum occupational requirement of the command officer rank. Note this is in contrast to the finding for the previous survey item, where 55% of command and senior officers did not feel that all senior officers should possess a minimum baccalaureate degree.

Rationale for this change in opinion, as it applies to the command rank can be found in various interview comments including,

I think the BA level again is probably more entry level to the organization now then back in my time when high school tended to be the majority. I suspect the majority now are BA. I think at least the BA level speaks to a number of things; it would be, you know, the ability for higher learning, I think it starts us at the tempo for continuous learning which I think we need to be about. I suspect the commitment that it takes to at least carry on with the BA, starts to speak to you know, an individual's

commitment to themselves and to ultimately the organization that they belong to. I don't think that's unreasonable that a BA level, and the reality is in organizations that are about continuous learning, we also will do what we can to support folks that want the BA, so you know, you'll be typically in a policing environment for 15 years before you go into command level roles anyway and it would not be too hard from distance learning or any other kind of learning to land a BA in 15 years, so I think it's quite reasonable and it would speak to dedication and commitment and again, any education in my opinion is good (Supt., OPP).

Command officers being the Superintendents, Deputies and Chiefs. They are at such a level that their policing skills are almost not a required skill. In the big 12 organizations, these people are running multi-million dollar budgets and multi-million dollar organizations. They have to deal with political masters, public relations, huge staffs – they definitely need at least a BA given that they hopefully develop a critical thinking ability, a bigger picture ability, greater awareness of the world at large (Insp., YRP).

Command officers probably are at a much higher level. The decisions that they make impact at a much greater level, not only budgetary, but also in terms of deployment and in terms of economies, so yes, for them, I think they have a high level of understanding. I would expect command officers to have a higher level of understanding and so a higher degree of education in order to keep up with the demands that are very often put on them and the different issues I just mentioned (S/Insp., TPS).

And other officers opposed to imposing a minimum baccalaureate standard for the command rank offered,

I go back to specific examples that I know of that do not have the benefit of a post-secondary degree. There were a number of us who were fortunate enough to go on to post-secondary. I can say, my father was a policeman for 35 years in the City of Kingston. There was certainly no money to send me away to university. I was fortunate Queen's was there. I lived at home during that time and got a three year BA in History and English. It was just a great thing to do between the time I was 17 and 21 and then I joined the OPP, but my real education has been after I was 21, of course with the OPP and other police services and it's been a great career, so it's been 30 years. And that's not taking away from anyone who continues on and continually advances their academic standing. There are places within our organization, within a number of organizations, particularly with our academy's and our learning institutions where we have outreach to other agencies either at universities or community colleges where degrees within, degrees in terms of academic educational processes are great, should be maybe an asset in terms to hold certain positions and it would be a benefit to them. Again, it's got to be a benefit to them. So again, it's got to be a benefit to the organization in terms of that function (Ch. Supt., OPP).

This is a comprehensive assortment of the qualitative findings associated various sub-set of the promotions Vector, within the present study.

### ***Financial Rewards***

- *What is the attitude of police command and senior officers towards having higher education linked to financial rewards, within policing (i.e., wages)?*

*Finding: Current financial support for members pursuing higher education is sufficient*

Another Vector of the present study aimed addressing the above research question, focused on soliciting attitudes and beliefs associated with financial rewards and higher education. Specifically one statement posed in this section, sought to extract command and senior officers' view of overall financial support provided to its respective members, who pursue higher education. It was observed that just over half (56%) of the responding command and senior officers believed that current financial support for their respective members who were pursuing higher education, was sufficient. Various comments offered in support included,

I'm one of those people that are privileged to be taking a course at Guelph/Humber where it's been totally financially compensated; the only thing I'm giving up is my time...I think paying for the tuition and the books and me giving up my personal time to do it, I think is a fair swap for the organization (S/Supt., TPS).

Essentially anybody that wants to take any type of outside education simply makes an application. I've never heard of anyone being turned down and every time you successfully complete a course, you're reimbursed all of your tuition, books and everything (Supt., PRP).

Any continuing education course that applies to the members job, that is successfully completed will be reimbursed to 80% by the Police Services Board which I think is a pretty good percentage and I like the fact that the officer is responsible for 20% because there's a certain amount of 'buy-in', it's not a freebie (Insp., YRP).

The above general satisfaction with financial support was further witnessed in the earlier review of compensation and reimbursement policies, of the various services, in this chapter. However, as also discussed earlier, this satisfaction is not universal. A number of command and senior officers expressed strong discontent with their respective service's current financial support, for higher education. Specifically various officers from the OPP commented,

I do disagree. I mean, probably the sad reality of the provincial government or certainly the OPP is, I think we give people up to \$300 a year or \$500. I forget which it is, but it's not much and if we really, I guess if I see you as a potential leader in the organization, I think we should invest in that. Places like Peel Region, they're paying completely for degrees and we have a number of those folks working for us now. We've got a Superintendent now who got a PhD on Peel's back and then jumped to the OPP, for several of thousands of dollars, as you know. Our educational programmes or support for our folks is poor. We don't really acknowledge you know, the PhD vs. the Masters vs. me, you know. A Superintendent is a Superintendent is a Superintendent. We tend to put them in positions that probably help them with non-financial enrichment so to speak, but we just don't recognize it at all and we are terrible in the support of our folks. You know, depending on where you work, some get, they'll give them time to attend courses but you can only claim whatever again, whatever again, the three to five hundred dollars for tuition. To me, any education is good. I'm just not convinced it's the keys to the kingdom because I rate common sense and professionalism equally as high, so hopefully that speaks to that one for you (Supt., OPP).

We're very limited in our organization to provide financial support. I believe our maximum is \$500 but in some cases, well, I'm not really sure about the policies and procedures around the payment of that. I know that you have to present that you successfully concluded. I mean, I don't know that I'm going to support an employee in a basket weaving course, but applicability to that – I think \$500, that has not changed over a number of years with the changes (Supt., OPP).

*Finding: Educational attainment and wages should not be linked.*

*Finding: More education, should not entitle a member to receive a higher annual income.*

On the pivotal and controversial issue of linking wages to educational attainment, command and senior officers were relatively united in their belief. It should be noted that two

survey items directly associated with the point of interest, resulted in the above two findings. In addition, both posed survey items, "*I believe that educational attainment and wages should be linked*" and "*I feel that with more education, a member should receive a higher annual income*" returned similar results. Notably, 66% and 71%, respectively, of responding command and senior officers disagreed with any linkage between education attained and wages or annual income. This strongly held attitude appears to cross police organizations and ranks, as witnessed from the various comments below,

I don't think they should. Again, higher education doesn't make a person a good employee. I think higher education, if it's connected with promotion, upward movement within the organization then obviously there's a financial benefit that would be realized through that but to say that Officer A has a BA or an MA or some kind of formal higher education, they then deserve more pay, that individual could also be the worst employee I've got and it certainly doesn't deserve more pay because they've got this higher education. They can demonstrate their higher education and then again through upward movement through the organization and I think it should be recognized through that (Insp., DRPS).

I know that professions do that. My wife is a teacher and in that profession, your wages are linked at least somewhat to education and it's not that I so much object to that but in policing, we expect our people to do very similar jobs and I really don't see crediting education when someone with a different degree of education may or may not perform in a superior way to someone with a different level of education. I would be more inclined to link increased pay with increased performance somehow than with increased education, because I'm making broad sweeping generalizations about the importance of higher education to police officers. Excellence in performance can come without formal education and I wouldn't want to emphasize education when it is of unproven relevance to perform (S/Insp., TPS).

I think that's inappropriate. I don't think that's an indicator of their work performance. The decision to enter the promotional process should be based on your work performance. There should certainly be some credit given to a continual learning orientation, etc. but only so much that it benefits in your daily activities and it's just you in the leadership, your leadership potential for the organization (Ch. Supt., OPP).

Your annual income can't be based – I would love to have a performance based salary. There are many people over my 35 years of policing I would say are highly educated, but can only work in one particular area of the organization so are they as



good to the organization being non-utilitarian? Or are they specific? Should I be paying them more because this is the only job that they can do proficiently? Or do I want to recognize the person that I can come to and say “Bill, I need you over here today” and know that they’re going to do a job there, so I think your salary can’t be tied solely to your educational level (Supt., YRP).

...book smart does not necessarily translate into street smart, and I’m sure in every profession you can have people who you can put them in a classroom setting or an educational setting and they will attain 90s. You put them in a practical experience and they wouldn’t know how to apply that book knowledge if their life depended on it...so to tie educational attainment to more or less money is unfair to say, it gives no credence to classical experience (Insp., PRP).

Thus are the interesting and diverse command and senior officer attitudes and beliefs associated with inquiry made regarding financial rewards and higher education, within policing.

### ***Research Question 2***

*What differences do police managers think higher levels of education will make?*

#### ***Relevance***

- *Does the necessity to educate officers stem from a general need for higher levels of postsecondary education (e.g. in the humanities based on assumptions of the importance of liberal education to critical thinking or a recognition of the different world views and cultures) or from a more utilitarian view in response to a call for the enhancement of specific knowledge and skills (e.g., criminology, relevant sciences etc.)?*

*Finding: That some level of higher education is necessary to meet the future needs of policing.*

On the issue of the need for some level of higher education, to meet the future needs of policing, command and senior officers expressed noticeable consensus. In particular results indicate that respondents believed that higher education will be required to address

demands placed on the future of policing. In detail, 65 of 82 or 79% of the responding command and senior officers agreed with the statement presented.

Such strong support for this belief can be found in various statements made by interviewees when they said,

I believe that applies again as you're increased responsibilities come with supervision and that. Policing is changing. Policing is about professionalism and it is really becoming a business. It certainly doesn't hurt that getting that education, relevant education keeps us in touch with what is going on in the outside world and I think there are those of us who started 20 odd years ago, we do things this way because we're the police and that's just the way it is. That has drastically changed and I think we're open more to ideas and we're trying to bring those new ideas into a police organization and I don't know that you necessarily are going to find those newer ideas if you're not going out and seeking that higher education (Insp., YRP).

Higher education I believe is needed to meet the demands of the complexity of the career that we're involved in. Policing, when we first started out was not as complex, was not as diverse and involved in as many issues as it does today and I think the police officer of today needs to have as much knowledge in terms of diversity skills and understanding of other people and other issues – and budget is one of them because I think that will enhance their decision making capabilities as they move and progress through the ranks (S/Insp., TPS).

*Finding: Some form of higher education is required to appropriately deal with a culturally diverse society.*

As discussed earlier, societal change in character is a matter of reality. Furthermore it was previously argued that this alteration in social make-up, at the GTA level has resulted in an extremely diverse jurisdictional population. Correspondingly it was also suggested earlier that this dynamic has and will continue to provide policing with various challenges. Hence a pivotal inquiry, within any discussion of relevance, of higher education within policing must include this social diversity quotient. Aimed at soliciting command and senior officers' views on the value of higher education, certain survey items sought to query if the need for higher

levels of postsecondary education (e.g. in the humanities) may be based on assumptions of the importance of liberal education to critical thinking or a recognition of the different world views and cultures.

In response to the survey generated query 63% (52 of 82) command and senior officers agreed that their respective members do in fact require some form of higher education to appropriately deal with a culturally diverse society. When further canvassed in the interview component of this study, the following comments in support of this mind-set were offered,

There's two aspects here of any job, but specifically police work. Higher education to me opens up your mind. It makes you think; it makes you question. Having said that, that's not always welcome in this form or organization. Quite often they send you to school, tell you to think and then as soon as you come back, no, you'll do it this way and that's the only way you'll do it, but you go, but hold on, this is fraught with difficulties. The other area I look at – you just have to look at this city and the make up of this city and the GTA. The spread of people generally, of various cultures and you just need more knowledge in how to deal with people (Insp., TPS).

Oh – I do strongly agree on that. I talk about society becoming more complex. It's more complex, it's demand on the police are more complex and the need for cultural competency among police officers is more complex and we tend to grow up as young people in our own little worlds – that's not universally true but I know speaking from my own experience I grew up with people like me. In high school I had some exposure to cultural diversity – not as much as kids get now but a lot of the education, formal and informal, with respect to cultural competencies, with respect to the complex nature of society after I joined and so higher education to appropriately deal, I put strongly agree because one of the things that question did not say but it's absolutely essential to have this pre-hire. I think there are ways through experience and through training and through coaching and through careful management supervision we can bring our officers quickly up to speed to have a level of cultural competence that grows through their career. I'm a huge believer in ongoing and continuous learning and when you can encourage that among our police officers, and becoming culturally competent, becoming sociologically competent is something on which we should focus for people after hire. I think they should meet a certain standard at hire, but there's no reason we can't refine an officers skill set and competency set post-hire (S/Insp., TPS).

However other command and senior officers in support of either the neutral position or disagreeing with the liberal-critical analysis based value of higher education, as it applies directly to addressing diversity stated,

I think cultural diversity is an interesting concept. I think it's just that – a concept. I think we need to move to the action, which I see as inclusiveness and I'm not sure if formal academic training gives you that. I think you have to interact with the different communities. I think you have to try and get a certain level of cultural competence as you say, or put yourself in the other person's shoes and I think those are life experiences as opposed to something you can read off of a book. I'm sure you can imagine in a lot of psychological studies that they've found, the way people think and the way people act are two different things. What the academic portion does, it gives you the right answers, but it doesn't necessarily translate that into behaviour, so I think you definitely need to interact with the community and get the lifestyle, get the comfort level with the different communities, so, you know, the academic portion in isolation of the community interaction, I think is necessary and would be of much value. We need to get out there (Insp., YRP).

I think, I don't necessarily know whether a higher education will allow you to deal better with a culturally diverse society. I think it gives you a different perspective on life in general and that might be one of the offshoots of it, but I don't think it's necessarily highly co-related with those two. I think who you are as a person and how you have been socialized and brought up is a better indicator of how you're going to deal with people who are different (Supt., OPP).

*Finding: Higher education is helpful for officers to improve their technical skills and knowledge*

In canvassing an alternate value proposition for higher education – a utilitarian worth versus the previous inquiry which sought to solicit a relatively more liberal generalist worth, for higher education for policing, an additional specific question was posed to participants. As discussed above, 76% of responding command and senior officers indicated that they felt higher education is in fact required to assist their members in acquiring the necessary technical skills and knowledge to appropriately meet the present and future challenges of policing. Specifically, 62 of 82 agreed that higher education had a role to play in assisting

officers to acquire the required skills and knowledge, associated with the police related sciences. And in support of this view an interviewed officer offered the following,

...hundred percent. You can be a great investigator but you're only as good as the tools that surround you. An example would be if you're talking about a GPS or any satellite systems to understand how the network works. You can have eight people following somebody for days or you can just have a programme that's set in place that somebody for example, a crime analyst, what they can do in fifteen minutes might be the equivalent of eight guys working for two weeks, especially when it comes to a field that is specific to computers, even finance, you know, if we talked about a Deputy Chief of Police, you know, going higher up the chain. If (inaudible) allotment, or understands the needs, physically, not only the members of the public but our agency itself, why wouldn't you have that skill where people are able to get it, and if you can't get it, somebody that does have it, there is no problem as far as I'm concerned, doing an equivalent. It might be in a civilian capacity, but surround ourselves with the best people for the job (Insp., PRP).

And yet another officer recognizing the utilitarian worth of higher education for policing stated, "that seems to speak to some of the science issues that we deal with and thankfully we've come a long way in identification units and investigation, so you know, they assist in a lot of major crime type cases" (Insp., DRPS).

*Finding: Officers with higher education do not make for "better" officers.*

Another statement posed to the survey participants clearly sought their collective subjective and objective belief on the classic relevance question, whether higher educated officers made for "better" officers. As discussed earlier in the previous chapter, American research throughout its history has debated this controversial benefit. The differences in opinion, found throughout the literature reviewed were carried forward into the present finding. Although including the modal response, 36 of 82, or 44%, of respondents was to disagree with the statement posed, a very significant number of command and senior officers remain undecided or held the belief that higher education did result in "better" officers.

Examination of the various passionate responses to the query help highlight the divide found. Those in the modal group and that did not believe higher education made for a “better” officer indicated,

I’ve known some very, very good officers who have just a basic high school education, that fit that to a tee and I’ve known some education officers that have gone through tertiary education that do but I would hate to mainstream that because I don’t think one follows the other. I think a lot of that it gives you the skill to do it but if you don’t have the personality and the character to do it, you’re not going to do it (Supt., YRP).

I can’t say that those who, and I’ve had the opportunity to supervise a number of people who have, I myself have a university degree which I obtained prior to the age of 21, which was a long time ago and I’ve had the opportunity to supervise those who have continue on. One of my Superintendents has a doctorate in education and is a tremendous officer and has great skill sets in terms of business planning and in terms of strategic thinking and in terms of his ability to be an educator within policing. That at the same time, I think he would agree, his skills in dealing with people came as a front line Constable, learning how to deal with people in all types of distress, all hours of the day, so your ability to deal with people is not predicated on the level of academic achievements. Again I go back to it that it’s experience, it’s empathy, your life experience and your attitude that are the biggest resources to a policeman (Ch. Supt., OPP).

And yet another senior officer re-stating the age old call for some empirical evidence to support the respective benefit commented,

I ticked off I ‘disagree’ on that because I have no empirical data that correlates an officers previous education level to their complaints to their work performance to the ability to do their job more efficiently and more productively. If someone were to show me that, I would have to say I guess it bears itself out. My experience has been, officers who perform their duties more efficiently are more productive, have less complaints against them, tend to be officers who come with a big, strong work ethic, who have a good attitude, who have good organizational skills, good time management skills, who operate well in a team but can be given individual tasks without the inability to operate by themselves. A lot of, because when I have officers sit before me, who I’m going through their evaluation, one of the thoughts that does not jump out at me, or one of the thoughts that does not jump into my head is gee, I wonder what kind of education they’ve had (Insp., PRP).

Command and senior officer who either remain undecided on the issue or believed in a positive correlation commented the following,

I really have mixed feelings on that and as I have talked about already is that I know there are some police services that are talking about making commissioned officers have to have a university degree to become a commissioned officer and I think they're making a mistake – and that's just my personal opinion, because I don't think that having a university degree makes you a smarter person. It might make you book smarter. There are some things that higher education teaches me, dedication, studying, multi- tasking, that stuff, but we have a lot of officers – look at our Commissioner for instance – our Commissioner didn't even finish high school and as you know from your days with him, he's an incredibly bright man. He has the experience of 20 people under his belt. If we had to have said you have to have a higher education to become a commissioned officer we'd have lost all that and we'd probably lose about 70% of that. And I also question the fact that if absolutely ongoing education is important. It's important in your mind going, to keep your mind going, to keep the grey matter working, to get you out of you know, the 12, 15 hour days that we each need trying to cope with our lives, in policing, but I don't think that having a higher education is suddenly going to make you do that any better than – it's what you bring to the table with the skills that you have (Supt., OPP).

A piece of paper doesn't make you a better person, a better police officer, but the evidence that a piece of paper, in the form of a diploma or a degree is that evidence the person that applied themselves in a learning environment over a long period of time has self-discipline to complete the projects. The goal orientation to achieve is much higher to stay in the programme and complete the programme and all of those things were key for higher performing individuals in any aspect of policing or public service (S/Supt., TPS).

I think if you understand the public's concern, I think you are less likely to maybe to snap back with comments and understand their frustrations. It probably is also a strong statement that talks about the people who come into our organization with other work experience and I think as we know, the majority of the public complaints that we have...our officers who find themselves saying something that offends a member of the public, and they could be less inclined to say that if you have a higher education... (S/Supt., TPS).

### ***Research Question 3***

*What are the most important factors that govern police command and senior officers' views and attitudes towards higher education, for Ontario police officers (e.g., financial cost, human resource costs – lost time “on the street”, etc)?*

***Resources or Factors***

- *What are the most important factors which govern police command and senior officers' views and attitudes towards higher education, for Ontario police officers (i.e.: financial cost, human resource costs – lost time “on the street”, etc)?*

*Finding: It is too costly to fully subsidize higher education for our members.*

The fifth vector of the distributed survey extracted command and senior officers' opinion(s) as pivotal decision makers within their respective organizations, focusing on factors or resource-related issues that may impact support for an association between higher education and policing.

In answer to the above query, 35 of 82 command and senior officers, or 43%, believed that it was too costly to fully subsidize higher education for their members. Though it should be noted that another 44% of survey command and senior officers did not believe it was too costly, to fully fund the educational pursuits. One senior officer's comments captured in an interview conducted speaks to this support in stating,

I was speaking from our perspective...It's factored into our budget, it's part of every year, it's never been decreased. Now, Peel is a very rich community, not like Midland or you know, Kingston perhaps that doesn't have resources. Then it becomes a challenge, but certainly from our perspective, I don't think it's a problem (Supt., PRP).

And yet another command and senior officer who felt it was too costly to fully subsidize higher education, offered,

Keeping in mind that we are spending tax payer dollars and that it is an individual that is benefiting with the transportable skill, I would be reluctant to totally subsidize someone who's developing himself or herself for personal advancement and personal gain at the cost of the taxpayer (Insp., YRP).



*Finding: Time off required to pursue higher education poses a human resource burden upon police services.*

As discussed in the quantitative findings section of this study, command and senior officers appear to be split on the issue of time off required to pursue higher education, as being a burden to their respective services. Nearly half of those polled, or 52%, did feel that the pursuit of higher education was an imposition, whereas another 38% took the diametrically opposite position and disagreed with the survey item. This difference of opinion is further highlighted in the comments obtained during interviews conducted. One who felt it does pose a burden stated,

the only role of the executive or the command structure of any police service is to ensure that we have people on the road available to answer calls 24 hours a day, 365 days a year, so the difficulty in allowing people to be on certainly a paid leave absence, I could not support, an unpaid leave of absence is certainly more palatable financially, but at the end of the day our need is to ensure I have healthy bodies in uniform, ready to respond to domestics, to assaults, to threatening, to whatever comes down the pipe. That's my role, to ensure I have people available (Ch. Supt., OPP).

I put agree. I struggled between agree and strongly agree and the problem I have is that in my frontline section where officers are improving, some will go off to the Guelph/Humber programme and other programmes, that's not the only one. If it's one of my frontline platoons or my community response unit, let's say – I only have one Sergeant in the crew and if he needs the Saturday off to go to school, they're unsupervised. In my detective office, I have two detectives on a shift – if one of them is on holidays and the other one has to go to school, there's no detectives working. I mean again, there has to be a balance, there has to be – and there shouldn't be additional costs involved here (Supt., TPS).

And those who felt that the endeavour did not place a human resource burden upon their respect service indicated,

The state of the union today, I disagree because it doesn't. We don't really have sufficient numbers taking time away from that to cause a problem. It may down the road if you were to open this to 100%, etc., then you may have to look at this a little more quickly (Supt., YRP).

I'm in the Guelph/Humber Programme and the majority of it is online. Prior to taking this course, I had been chipping away at my education through Trent which required me to attend classes and with work and with family, other responsibilities that are taken on in the community, it wasn't that feasible and I had looked for two years to find a programme and when I found Guelph/Humber, it was the exact fit that I needed for me, so I think there are other universities that are going to you know, some of the online programmes and I think there's enough options out there that it should not be a burden on the police service to help the members attain their educational goals (Insp., DRPS).

*Finding: Other expenditures take priority over funding higher education.*

As indicated in the quantitative findings sections of this study, a reality of modern policing is a requirement to do more with less (resources). As such, one of the questions incorporated into the distributed survey sought command and senior officers' attitude towards prioritizing demands upon their respective fiscal budget. Specifically the question posed pitted "other" expenditures against the funding of higher education.

In response to the query, it was quantitatively found that 35 out of 82 or 43% believed that "other" expenditures did out of necessity in fact take priority over spending on higher education. In addition another 31 of 82 command and senior officers indicated that they were undecided on the issue and opted to select a neutral position on the survey item. Some who believed "other" expenditures took priority commented,

Other funding priorities, everything takes priority over education in the organization. I mean, in reality, even training, let's forget formal education – when we end up with budget constraints and things, one of the first places we cut is organizational training, let alone higher education, so it is one of those things that I think just because of that is viewed as not a priority. I don't necessarily agree with that; as a matter of fact, when we go into constraint, one of the first things I try to do is get our folks training because it's one of the few things that we can do that are 'perks' if you will, or feel good things for our members or staff in general but yeah...if it comes to handing out cheques, higher education is not one of the first places they're handing the cheques out. I'm not necessarily saying I agree with that theory, but I agree that's how our organization is (Supt., OPP).

I think service delivery to the community is always a priority; that's a core function is providing Policing services to the community so when we start looking at a Police budget, and a Police budget can be pretty lean. We look at programmes that we want to deliver next year and that's where that money goes. We are not a revenue generating organization to say that there will be income that will be in such large numbers to fund those other programmes, so yes, we have, you know, I think it's more of a cost recovery than a revenue generating type basis. But we budget the forecast but we don't budget for things like education. In order for us to budget for education, that's a whole different process that might be a bit difficult, so when we look at Policing priorities, higher education is important but I wouldn't consider it to be a business priority within any three year plan, so that's why I say the resources go first to the Police priorities and what is then left over could then be redirected towards the Police Officer's Network (Insp., YRP).

Thus is a summary of selected salient qualitative findings as they apply to important factors which govern police command and senior officers' views and attitudes and corresponding decisions, in relation to higher education.

### **Summary**

What follows is a summary of both quantitative and qualitative findings. As witnessed above, 27 prominent quantitative findings were made. And additionally, context and support for the aforementioned quantitative findings was found in the qualitative findings discussed above.

## Findings Summary

**Vector # 1 – Expectations** (among police command and senior officers, for levels of education, for entry into their respective services)

- *The current high school diploma, entry level standard is sufficient*
- *New recruits possess sufficient pre-hire education to perform their duties adequately*
- *Currently serving officers possess sufficient pre-hire education to perform their duties adequately*
- *Pre-hire work experience (e.g., Military) has the equivalent value of formal higher education*
- *Current policies, procedures and processes meet the educational needs of members*
- *Current educational expectations for officers are realistic and appropriate*
- *The current minimum entry level educational standard should not be raised*

**Vector # 2 – Relevance** (command / senior officer belief on relevance of higher education to the policing profession)

- *That some level of higher education is necessary to meet the future needs of policing.*
- *Some form of higher education is required to appropriately deal with a culturally diverse society.*
- *Higher education is helpful for officers to improve their technical skills and knowledge.*
- *Officers with higher education do not make for “better” officers (Marginal finding)*
- *“On-the-job” work experience is more important than higher education for officers (Marginal Finding).*

**Vector # 3 – Financial Rewards** (related to higher education)

- *Current financial support for members pursuing higher education is sufficient.*
- *Police services do appropriately reward members who pursue higher education.*
- *Educational attainment and wages should not be linked.*
- *More education, should not entitle a member to receive a higher annual income.*

**Vector # 4 – Promotions** (related to higher education)

- *Promotions should not be linked to educational attainment.*
- *Police services do not try to promote members with higher education (Marginal Finding).*
- *All senior officers do not have to possess a minimum Baccalaureate Degree.*
- *Higher education is necessary for the Senior Officer rank.*
- *All Command Officers should have a minimum Baccalaureate Degree.*

**Vector # 5 – Resources or factors** (that impact or govern command / senior officers' views and attitudes towards higher education)

- *It is too costly to fully subsidize higher education, for our members.*
- *Time off required to pursue higher education poses a human resource burden upon police services.*
- *Allowing officers to pursue higher education while on duty is not worth the time lost “on the street”.*
- *Other expenditures take priority over funding higher education.*
- *Time and/or financial cost are factors which may prevent higher education, from being supported.*
- *A portion of the costs incurred by members in pursuing higher education should be reimbursed.*

Qualitative findings were not revisited for the purposes of this summary. It should simply be noted that as discussed previously, follow-up interviews and the related comments of the various twenty-four command and senior officers served to provide a sense of richness and context to the various quantitative findings, emerging from the distributed survey. Suffice to say that the assorted excerpts, from the conducted interviews provided very interesting and enlightening insight into the attitudes and beliefs held by command and senior officers on the key facets of this study.

## CHAPTER FIVE: DISCUSSION AND IMPLICATIONS

The main purpose of this study was to investigate and gauge the attitudes and beliefs of various command and senior officers in Ontario (i.e., police management), towards higher education and its role within policing. A secondary but related purpose of this study was to examine the current state of the association between policing and higher education. The fact that some services offer generous educational benefits while others offer a lot less attractive benefits was an additional consideration in favour of the present research. The ultimate goal was to make salient policy recommendations to ensure the future needs of policing, as they relate to higher education, are met.

In this chapter both quantitative and qualitative research findings are discussed drawing on the earlier literature review in Chapter Two. A number of limitations to this study are also discussed in this chapter. Finally, future research needs and recommendations are discussed in relation higher education and its role within policing. Amongst the discussion is a consideration and various recommendations specifically related to the compensation and reimbursement policy, for members pursuing higher education, within policing.

The research findings in this study were classified and organized in two distinct sections – Quantitative and Qualitative findings. Quantitative findings were structured around the five vectors; *Expectations* regarding entry level education, *Relevance*, *Financial Rewards*, *Promotion* and *Factors* that impact decision makers in allowing the pursuit of higher education, for their members. Qualitative findings were ordered according to the interview questions arising out of the purpose of this study.

Unlike the format utilized in Chapter Four of this study wherein quantitative and qualitative findings were segregated into two separate sections both sets of results are presented in concert. Specifically, for the current purpose quantitative results are presented and qualitative findings are utilized in support of the aforementioned. The discussion to follow also is ordered to comprehensively address the three pivotal research questions, outlined earlier. Various attitudes, beliefs and themes arising out of the above findings are also further considered.

### **Research Question 1**

*What are the prevalent attitudes and beliefs of police command and senior officers towards higher education among municipal and provincial police officers in Ontario?*

The first key research question sought to investigate, “What are the prevalent attitudes and beliefs of police command and senior officers towards higher education among municipal and provincial police officers in Ontario”. Included within this larger question, were various sub-questions:

- what are the expectations among police command and senior officers, for levels of education for entry into their respective services,
- what is the attitude of police command and senior officers towards having higher education linked to financial rewards, within policing (e.g., wages),
- what are the views of police command and senior officers towards higher education and it’s consideration for promotion, within policing and,



- what (if any) policies, procedures or processes exist within the respective services that address the post secondary educational needs of officers (e.g.; compensation and reimbursement policies).

Hence the initial research question was addressed by three of the five vectors (*Expectations* regarding entry level education, *Financial Rewards*, and *Promotion*) within the distributed survey and subsequent follow-up interviews. The various salient findings are discussed below.

### *Expectations*

- What are the expectations among police command and senior officers, for levels of education for entry into their respective Services?

*The current high school diploma, entry level standard is sufficient.*

As first discussed in the previous chapter, a clear division was apparent in command and senior officers' attitude towards the current entry level educational standard. Quantitative findings in response to the survey question posed returned that approximately three-fifths (56%) of the polled command and senior officers felt that the current minimum entry level educational standard, a high school diploma was sufficient for hire, and another 37% disagreed and indicated support to raise the associated standard.

Beliefs on the issue cut across police organizations and ranks, as reported in the previous chapter. The aforementioned division in opinion was further evident in the comments gathered throughout the various interviews conducted, in the qualitative component of the study.

In synthesizing both the quantitative and qualitative findings, the data suggest that the primary reason for command and senior officer beliefs that the current entry level educational standard is sufficient stems from anxiety around creating another barrier for entry

into policing. It is suggested that given the competitive nature of the present recruiting environment for qualified candidates any discussion of yet another hurdle for entry merely further aggravates police command and senior officers' concerns regarding the eligibility pool for the future of policing. The current and future anticipated competitive environment is rooted within both internal and external forces: internal and within the policing sector, between police services, all looking for the best and brightest cadets for hire and externally, from corporate Canada, which in essence is drawing from the same eligible pool entering the workforce (NSC, 2008). It should also be noted that with the exception of the OPP the services in this study are recruiting in the same geographic area. Hence the variation in response cannot be explained by geography alone.

Command and senior officers, whose beliefs were diametrically opposite to the aforementioned group, cited the value of higher education in "professionalizing" policing and its related value in addressing an ever increasing complex policing environment. This attitude, in favour of relevance to deal with complex challenges to be faced by policing in the future was further evident in subsequent survey responses and follow-up interview findings, when discussing the vector of relevance.

Hence the true contest in support of this "division" could arguably and more appropriately be described as a debate between those in favour of higher education as a mechanism to address the ever increasing complexity of society and its demands upon policing versus the reluctance to create an additional barrier for entry into policing, in what is perceived by command and senior officers to be an already acutely competitive market, for qualified candidates.

*The current minimum entry level educational standard should NOT be raised.*

Closely related to the finding discussed above, command and senior officers were rather interestingly and similarly split on the direct question, about whether or not the current minimum entry level standard should be raised. Once again nearly half (49%) of command and senior officers did not believe the current minimum educational entry level standard should be increased. And once again, a considerable number, 31% indicated an attitude diametrically opposite and indicated support to hoist the associated standard upward. As discussed previously in Chapter Four, interestingly 17 of the 82 responding command and senior officers were undecided on the issue. As noted earlier, this relatively large contingent who selected a neutral response indicates a noteworthy level of ambivalence and indecisiveness on the issue and thus demonstrates how ambiguous the position of command and senior officers is on this topic.

The primary reason cited by command and senior officers, for not shifting the minimum entry level standard upward was identical to that stated for the previous finding – concern around creating an additional barrier to entry and thereby limiting the available pool of candidates for hire, in the aforementioned competitive climate. Once again command and senior officers in support on increasing the entry level standard refer to relevance related elements such as increased critical analysis skills and general thinking capabilities, associated with a higher education.

In sum, this second consecutive finding provides further strength and credibility to the previous finding. There is little doubt that command and senior officers are, on balance, reluctant to shift the entry level educational standard upward from its existing grade 12 requirement. The primary reason for this belief stems from concern about an additional barrier being created for entry into policing and thereby limiting the pool of potential

candidates for hire in an already competitive market. There remains considerable division within the command and senior officers on the issue.

Those in favour of an increased entrance standard frequently cite higher education as associated with movement towards professionalization and necessary for the liberal thinking benefits it provides.

It should be noted that it is unknown if any move toward professionalization would change the demographics or span of the candidate pool. However, it is suggested that respondents appear not to have considered that professionalization normally makes a job more, not less, attractive (Berman, 1987; Lumb, 1994; Ratchford, 2001). And hence, theoretically any move towards raising the entry level standard may result in an increased potential pool of candidates rather than aggravating the currently competitive marketplace. It is conceded that hypothetically based, any elevation of the current educational standard would certainly justify, post-implementation, quantitative and qualitative research.

*New recruits possess sufficient pre-hire education to perform their duties adequately.*

Command and senior officers' attitudes and beliefs were also solicited, as they apply to new recruits and their respective level of pre-hire education to perform their duties adequately. On this specific issue, command and senior officers were overwhelming united in indicating that recruits were being hired and entering policing with enough education to perform their duties as required. In detail, this was the attitude of nearly 74% of the officers involved in the study. Various comments captured within the follow-up interviews which were conducted additionally supported this widespread satisfaction with the educational quality of new recruits. Thus with considerable confidence it can be concluded that command and senior officers are satisfied with the pre-hire educational qualifications of new recruits.

This bodes well for the efforts of various recruitment units within the participating police services, as it directly correlates with the recruiting and hiring efforts of the members assigned to conduct outreach, for new additions to policing. In detail, the above finding suggests that recruiting units are producing cadets with sufficient qualities and skills, to undertake the demands of policing duties and hence meeting the satisfaction of police management (command and senior officers). A key question which follows from this finding is if, given the ever increasing competition for well qualified candidates, can this command and senior officer level of satisfaction be sustained into the future.

*Currently serving officers possess sufficient pre-hire education to perform their duties adequately.*

A follow-up question to the previous question regarding their attitudes and beliefs associated with pre-hire education of new recruits, command and senior officers were queried about how they felt about the current membership. A similar response pattern was witnessed to that of the previous question posed. Once again, command and senior officers' modal response was to agree that currently serving officers have sufficient level of pre-hire education to perform their duties adequately. In fact, nearly two thirds (63%) of all responding command and senior officers believed that currently serving officers did have sufficient pre-hire education to perform their duties. Note that the distinction was made between new recruits and currently serving officers to be able to compare and contrast command and senior officers' beliefs for both those now being hired and those who have previously been hired. The pair of above findings clearly suggests that command and senior officers are generally satisfied with the pre-hire educational qualifications for both groups – new recruits and currently serving members.

*Pre-hire work experience (e.g., Military) has the equivalent value of formal higher education.*

It was also found that command and senior officers place noteworthy value and worth upon “other” forms of pre-hire work experience, such as military assignment. In fact as discussed in the previous chapter, again in excess of two thirds (68%) of command and senior officers felt that pre-hire work experience does have the equivalent value of formal higher education. This positively skewed attitude arguably may be as a result of either personal experience or personal observation of performance, post-hire, that has been witnessed by command and senior officers. Note the mention of military experience and inference of relevance to a para-military structure such as policing may also have contributed to the attitude expressed by the participating command and senior officers. It is commonly understood within the police subculture that any previous “military assignment” would have involved a level of specialized additional training and experience, which could be relevant to policing. In fact during the various interviews conducted, command and senior officers highlighted the aforementioned point in indicating that such pre-hire occupational experience was regarded as equivalent, only if relevant to policing.

In sum, it should be noted that though not entrenched formally in the hiring policy or procedures of any of the participating police services, pre-hire education is considered, along with other factors (e.g., relevant pre-hire work experience) when hiring decision are being made for new recruits. And it may very well be that this informal vetting to acquire the “best” individuals may be contributing to the quality and corresponding current widespread satisfaction expressed by command and senior officers for the pre-hire level of education and variety of pre-hire work experience, with which members are entering policing. The same

logic may be applied to currently serving officers, given that no stipulation was placed on how long these “serving” members were employed, it is very likely that responding command and senior officers may be expressing satisfaction for serving members previously hired, under similar informal hiring criteria. It is acknowledged that numerous command and senior officers, primarily during the qualitative portion of this study did indicate, specifically when speaking of relevance that education alone did not make for a better officer – this point is further developed later in this chapter when discussing relevance of higher education to policing.

*Current policies, procedures and processes meet the educational needs of members.*

As a standalone inquiry, within the Expectations vector of the present study, command and senior officers were also canvassed with respect to their attitudes and beliefs surrounding current policies and procedures within each of their respective police organizations. As a function of their police management duties, each command and senior officer is required to be well versed in all their respective service based policies, procedures and directives. However it should be noted that command and senior officers may not be well informed of other services’ related educational policies and procedures, including the actual level of formal post-secondary education provided in military training. Specifically, participants were asked about their views and feelings of how well current education related policy and procedures (e.g., compensation and reimbursement policies) met the educational needs of their members. Again in excess of half (56%) of the command and senior officers indicated they were content with the state of their current policies and procedures, as they apply to the educational needs of their members. Given the sometimes generous

compensation and reimbursement policies in place by most of the participating police services, the present finding was not unanticipated.

It should also be noted that, some services offer generous educational benefits while others offer a lot less attractive benefits. This observed disparity among benefits may be evidence of ambivalence among some police services about the added value of higher education. Or may simply be a reality of fiscal pressures upon the affected police services.

*Current educational expectations for officers are realistic and appropriate.*

A final consideration within this section of the study solicited command and senior officers' views regarding how realistic and appropriate current educational expectations of serving officers were. Once again, a majority (61%) of command and senior officers believed that the current educational expectations for officers were realistic and appropriate. Currently there is no formal incorporation or expectation of higher education within any of the participating services in relation to promotion or financial rewards. Thus, at present educational expectations are limited to individual self actualization and betterment. In other words, though spoken of in terms of benefit, if relevant and as an asset, be it from a liberal or utilitarian perspective, there exists no employer based requirement or expectation that officers acquire any higher education. Once hired, at the aforementioned minimum standard, a grade 12 education, there still is no expectation that officers within policing, acquire anything beyond the provincially mandated annual use of force training and investigative adequacy standards (e.g., child abuse, sexual assault and domestic violence investigation training). Hence command and senior officer satisfaction with the current educational expectations held by or imposed upon currently serving members of their service, is based



upon a relatively shallow and readily attainable threshold. In other words, it is suggested that the standard of what is currently considered adequate is arguably low.

### *Financial Rewards*

- *What is the attitude of police command and senior officers towards having higher education linked to financial rewards, within policing (i.e., wages)?*

#### *Current financial support for members pursuing higher education is sufficient*

Another included sub-set of the discussion surrounding the initial research question described above, were the attitudes and beliefs of command and senior officers towards the linkage of financial rewards and higher education. As described in the findings chapter of this study, a noticeable split was witnessed in command and senior officers' beliefs. Just over half (56%) of the participating command and senior officers felt that the current financial support afforded their members who are pursuing higher education, is sufficient. Equally interesting a finding, within this item, was the significant portion (37%) of command and senior officers who disagreed with the adequacy of the overall financial support provided by their respective police organizations. It is suggested that such a strong showing of disagreement may be rooted in the differential compensation and reimbursement policies in place by the various participating police services. As was discussed earlier in the previous chapter, financial support for pursuing higher education ranged from organizations such as the PRP offering 100% of all costs incurred to the relatively poor support provided by the OPP, which caps its current support at \$500 per member, per year – arguably quite inadequate in light of present-day tuition costs.

This organizational based explanation for the above split finding was further examined via a hypothesis testing. Specifically, the null hypothesis, “Ho = Police service

command and/or senior officer belongs too, is not related to attitude towards current financial support provided to member pursuing higher education ( $X^2 = 0$ )” was tested utilizing Pearson’s Chi-square.

Results of the aforementioned testing indicated, to reject the null hypothesis and conclude that there was a significant relationship between police service that the command and/ or senior officer belongs too and attitude towards current financial support provided to a member pursuing higher education. Stated yet another way, it could be concluded with 95% confidence that the null hypothesis can be rejected and that there is a relationship between police service command and senior officer is employed by and their respective attitudes toward current financial support provided to a member pursuing higher education.

The strength of the above relationship was also examined via the Goodman and Kruskal Tau test. A found value of .098 indicated a substantial relationship between the variables tested. Hence the above hypothesis testing provides further support for the aforementioned assertion regarding the root cause of the mixed results uncovered in this finding. In other words, the results are mixed. Whether they are mixed because of substantively different opinions or because of a lack of awareness of how different the benefit programs are is not certain.

*Police service does appropriately reward members who pursue higher education.*

Command and senior officers appear to be relatively united on the issue of if their police service appropriately rewards its members who pursue higher education. In this study, 49% of responding command and senior officers indicated that they felt that that their respective police service did appropriately reward members who pursued higher education.

However, 27 or a third (33%) of command and senior officers did not feel the reward provided to its members in pursuit of higher education was appropriate.

This manifestation of attitude may be associated with the great range of compensation and reimbursement policies that exists between services. In other words, disparity in educational benefits, between participating services, may have a “spill-over” effect into command and senior officers’ attitude towards how well they perceive their members who are pursuing higher education are rewarded. It is conceded that the survey statement put to officers was intentionally subjective and left room for participant interpretation, as to what was “appropriate” reward. However, this intentional subjectivity was incorporated to solicit the widest array of attitudes and beliefs associated with the topic of interest. It should be further noted that the inter-organizational disparity in compensation and reimbursement as the root cause of differing opinion on appropriateness of financial rewards was further confirmed in interviews conducted. Finally it is worth noting the portion (33%) who did not feel their service appropriately rewarded its members financially, is very similar to the portion (37%) of command and senior officers who disagreed with the adequacy of the overall financial support provided by their respective police organizations, in the previous finding. It is not suggested that these were the same command and senior officers, as all data were coded, void of identity. However the portions observed do provide an element of consistency of attitudes held by command and senior officers’ regarding the issue of financial support provided by their respective services.

*Educational attainment and wages should not be linked.*

*More education, should not entitle a member to receive a higher annual income.*

On the fundamental and controversial issue of linking wages to educational attainment, command and senior officers were visibly united in their belief that no such union should exist. It should be noted that two survey items directly associated with the point of interest, resulted in the above two findings. In addition, both posed survey items, “*I believe that educational attainment and wages should be linked*” and “*I feel that with more education, a member should receive a higher annual income*” returned similar results. Notably, 66% and 71%, respectively, of responding command and senior officers felt that any linkage between education attained and wages or annual income, was inappropriate. This strongly held attitude crossed police organizations and ranks.

A point worthy of mention is in relation to the role or absence of a role police associations and unions play in acquiring educational benefits for their respective membership. In policing, throughout the GTA and province, educational benefits are simply bestowed upon officers (employees) by the respective police service (employer) and thus remove any role that may have otherwise been played by a respective association or union. It was also suggested that until educational benefits enter such a negotiation venue, they may languish as non-priority matters, distributed at the sole discretion of the respective services and void of any governing standard or parity.

This body of opinion against the association was further witnessed in the follow-up interview component of the study. When interviewed, command senior officers clearly preferred observed and demonstrated police performance over higher education as the determining factor for wages or annual income. This commitment to performance versus educational attainment was echoed by numerous command and senior officers during the follow-up interviews.

Also worthy of mention, at this juncture is the absence within policing of any form of salary grid that is sensitive to educational attainment. Unlike other professions within the public sector, such as teaching, in which educational attainment is correlated with compensation, no such association exists within policing. Arguably, the lack of such a monetary incentive may also factor into individual members' decisions to make the necessary financial and personal investment required to pursue higher education. Hence it is suggested that a salary grid should be considered as a progressive strategy to be implemented within policing, as an incentive based mechanism, to encourage increased participation in higher education.

### ***Promotions***

- *What are the views of police command and senior officers towards higher education and it's consideration for promotion, within policing?*

*Promotions should not be linked to educational attainment.*

It was suggested that central to most discussions of career progression within policing is the issue of promotion through the ranks. Policing being a structured, para-military organization, authority and salary are linked to attained rank – rank which post-hire is obtained via promotion. Hence it is critical to canvass command and senior officers' attitudes towards the role of higher education in decisions associated with promotion.

One question on the issue, presented to command and senior officers was simply to inquire if promotion and educational attainment should be linked. A notable spread in the survey responses returned was witnessed. Many command and senior officers, 51% did not feel educational attainment should be directly linked to promotion. However, as was described earlier, a substantial portion, 25 of 82 or 31% took the diametrically opposite

position and agreed with the linkage. The issue was also canvassed during the follow-up interview component of the study.

Command and senior officers who opposed directly linking educational attainment and promotion cited their preference for, once again, demonstrated competency, leadership skills and officer performance versus solely educational attainment as impacting factors affecting promotional decisions.

In addition to the above discussion it should be noted that with the relatively recent prominence of women in law enforcement, gender and promotion were selected as an interesting base of comparison for cross tabulation. Arguably, within policing the command and senior officer ranks are still heavily skewed with male occupants and as such the opinions and views of decision making women in law enforcement are under-studied. Utilizing as the null hypothesis, “ $H_0 = \text{Gender is not related to attitude towards linkage of higher education and promotion } (X^2 = 0)$ ” findings revealed no relationship between gender and attitude towards promotion. In other words, we failed to reject the null hypothesis and found that there was no significant relationship between gender of command and/or senior officer and attitude towards linkage of higher education and promotion. It should be noted that a total of 15 female command and / or senior officers participated in the survey component of the study, five were also interviewed in the qualitative follow-up portion of the present research. In other words female command and / or senior officers accounted for 18% of the total 82 survey respondents and 21% of the 24 follow-up interviews conducted.

*Police services do not try to promote members with higher education.*

When asked if their services attempt to promote members with higher education, command and senior officers were split in opinion. Though negatively skewed overall in

favour of disagreement, both disagree and neutral response categories from the distributed surveys witnessed equal response returns. Twenty-nine out of 82 responses, (35%), each of the aforementioned categories represents the co-modal response. Notably another 27 of the responding command and senior officers, or 33%, agreed with the survey item, as posed.

One reason for such an equal division over the three aforementioned response categories is that it is a result of various factors. It should be noted that the statement posed was intentionally subjective, so as to solicit command and senior officers' beliefs on the *status quo* within their respective police service. As such, the statement posed was likely interpreted differently by the responding command and senior officers. Some respondents may have interpreted the question asked to be related to the fact that higher education is not formally credited within their respective promotional process and thus feel that their service does not try to promote members with higher education. It is believed that this would have resulted in respondents selecting the "disagree" response to the statement posed.

A second more subjective interpretation may have been that whether higher education is acknowledged within a services' promotional process or not, command and senior officers participating in administering the promotional process may have simply experienced that its respective worth is in fact acknowledged when members possessing such are considered for promotion. In this instance command and senior officers would have chosen to agree with the survey item.

Alternately, it is possible that responding command and senior officers may have felt that they should agree in order to appear forward-thinking. That said at no point in any contact, by phone, email or in person during the follow-up interview component did I sense anything less than complete candidness emanating from the participants. All participants in

this study are veteran police officers, with many years of experience and, having attained the command and senior officer rank, are bound by the core values of their respective police services, all of which include integrity as a cornerstone and thus very unlikely to respond in any manner other than with full candour. Furthermore, the assurance of anonymity may also be looked upon as insurance against any particular officer being identified, as being less than forward looking. As discussed earlier in the Methodology chapter of this study, all but 4 of the 82 participating officers consented to being identified. Hence the possibility is mentioned, in the spirit of a fully comprehensive discussion, but not believed to have been an influencing factor.

Finally, those selecting a neutral response may have done so either because they feel that their service does sufficiently try to promote those with a higher education or simply remain undecided on the issue. Therefore none of the above responses can be determined to be preferred over the others with any level of confidence. Though marginally skewed toward disagreement, the present finding leaves much room for debate.

*All senior officers do not have to possess a minimum Baccalaureate Degree.*

*Higher education is necessary for the Senior Officer rank.*

Yet a another sub-set of the study associated with attitudes and beliefs in relation to promotion and higher education sought to assess views on the necessity of possessing a post secondary education and associated credential for the senior officer rank. The senior officer rank was chosen as the threshold for inquiry because it is synonymous with administrative and theoretical duties being a primary function on balance with operational duties. Increased decision, policy influencing and other critical knowledge based function (e.g., budgeting) is bestowed upon members once they achieve the senior officer rank. Interestingly, the majority



of command and senior officers, or 55%, did not feel that all senior officers should possess a minimum Baccalaureate Degree.

A second statement was also presented to command and senior officers in the distributed survey statement which was worded slightly differently and meant to solicit any intermediate positions or attitudes that may exist within command and senior officers on the issue. Specifically in the subsequent survey item, the baccalaureate credential was removed, hence making the statement posed somewhat more open ended.

As discussed in the earlier findings chapter, responses demonstrate a consistency in the attitudes of command and senior officers towards the necessity of higher education, for the senior officer rank. In contrast, with the previous query (and first finding above), 38 of 82 respondents or 46% of command and senior officers did believe that some higher education is necessary for the senior officer rank (the second finding above).

When interviewed, various command and senior officers once again referred to “on-the-job experience”, common sense and demonstrated leadership skills as preferred indicators and prerequisites for the senior officer rank.

*All Command Officers should have a minimum Baccalaureate Degree.*

Another survey item put to command and senior officers within this sub-section of the study was a variation on the earlier question posed, “*All senior officers should have a minimum baccalaureate degree*”. In this offering, command and senior officers were asked if a baccalaureate degree should be a minimum requirement for command officers. As discussed in the previous chapter numerous duty based rationales exist to solicit the inquiry. In response to the question posed, command and senior officers noticeably shifted their opinion on the necessity of higher education. Specifically, 46% of command and senior

officers believed that a baccalaureate should be imposed as a minimum occupational requirement of the command officer rank. Note this is in contrast to the finding for the previous survey item, where 55% of command and senior officers did not feel that all senior officers should possess a minimum baccalaureate degree. It should be noted that within policing the command officer rank is best regarded as a higher but included sub-set of the senior officer rank. In other words, command officers are also considered senior officers but by virtue of having achieved the upper echelons of the senior officer rank they are referred to as command officers. In fact, command officers are included in the senior officers' association.

When further canvassed in the qualitative component of this study, command and senior officers confirmed the previous duty based rationale for mandating a baccalaureate degree for the command officer rank. Budgetary, deployment and increased scope of decision making responsibilities were all cited as primary justification for the elevated educational standard.

### **Research Question 2**

*What differences do police managers think higher levels of education will make?*

The second pivotal research question, "What differences do police managers think higher levels of education will make?" Or in other words, is higher educational attainment aimed at a particular problem and need. Does the necessity to educate officers stem from a general need for higher levels of postsecondary education (e.g., in the humanities based on assumptions of the importance of liberal education to critical thinking or a recognition of the different world views and cultures) or from a more utilitarian view in response to a call for the enhancement of specific knowledge and skills (e.g., criminology and/or relevant sciences)

was addressed by yet another of vector (*Relevance*) of the survey completed by participating command and senior officers.

Once again the findings for this axis of the distributed survey were complimented by the follow-up interviews that were conducted. The pertinent findings are discussed below.

### ***Relevance***

- *Liberal education vs. Utilitarian value.*

*That some level of higher education is necessary to meet the future needs of policing.*

When asked about the need for some level of higher education to meet the future needs of policing, command and senior officers expressed noticeable consensus. In particular, results indicate that respondents believed that higher education will be required to address demands placed on the future of policing. In detail and cumulatively, 79% of the responding command and senior officers either agreed or strongly agreed that some level of higher education would be necessary to meet the future needs of policing.

When interviewed, command and senior officers provided context to the above finding by stating that an ever changing and increasingly complex environment, is the impetus for the above belief. Officers cited technological advances, increased diversity of the population they serve, a desire to professionalize policing and an increased sophistication of crime and criminals as driving factors.

In support of this assertion, Roberg and Bonn (2004) suggest, “a quickly changing social landscape, changing job role, rapid technological advancement, domestic terrorism and increased scrutiny have combined to renew the debate over higher education” (Roberg and Bonn, 2004, p. 469).

Worthy of discussion is the theme of educational and skills hierarchy, which permeated some of the interviews conducted. Arguably, if policing is a profession, it may not be a profession in the same manner as medicine. The assumption and inference from the qualitative interviews conducted suggests that there may be an assumption within policing (or at least a belief held by a number of command and senior officers) that the education one needs to be an entry-level police officer is quite different, or less than, the level of education (and experience) that one requires to take on a more senior role. This is not how we deal with doctors (granted, there are medical specializations, but these represent a more horizontal than vertical set of assumptions).

The above said, policing may then be more closely akin to the definition of a profession as applied to nursing, where we have individuals fulfilling some roles in hospitals with minimal education, a different set of educational expectations for Registered Practical Nurses who are associated with certain roles, yet another set of educational expectations associated with Registered Nurses, and a final set of educational expectations for the new hybrid professional nurse who will rise above the Registered Nurse. This structure of a profession fits well with the sentiments expressed by many of the command and senior officers in the present study. The arrangement within nursing, and arguably policing, suggests that education and experience should be directly related to the hierarchy of responsibility. Note that this assertion is further supported by the earlier finding within the Promotion vector. Specifically, the majority of survey respondents (38 of 82 or 46%) agreed and believed that a baccalaureate should be imposed as a minimum occupational requirement at the command officer rank.

This finding was noticeably different from a previous question within the same vector, where 45 of 81 respondents (or 55%) of command and senior officers did not feel that all senior officers (a lower rank than that of command) should possess a minimum baccalaureate degree. Given the rank structure and paramilitary nature of policing, combined with the attitudes and beliefs of command and senior officers discovered within the present study, a case could be made in support of policing as a profession, much like nursing. This cumulative finding serves to further support a comment made in chapter one of this study, in which I speculated regarding the legitimacy of policing as a profession. This finding, then, represents a further substantial contribution to this field of study.

It was further suggested that age and related generational differences, are worthy of examination, when discussing the future of policing. As such, age of command and senior officer and attitude towards, *some level of higher education being necessary to meet the future needs of policing* were selected and tested using chi-square evaluation, for goodness-of-fit. Specifically, the null hypothesis tested was, "Ho = Age is not related to belief that higher education is relevant and necessary for the future needs of policing ( $X^2 = 0$ )". Findings from the test conducted revealed, that we fail to reject the null hypothesis and find that there is no significant relationship between age and belief that higher education is relevant or necessary for the future needs of policing. Thus in other words, providing further support for the initial finding – that regardless of age, the vast majority, (nearly four fifths of participating command and senior officers) believed that some level of higher education is necessary for the future needs of policing.

*Some form of higher education is required to appropriately deal with a culturally diverse society.*

Yet another question posed to command and senior officers was geared to include the culturally diverse environment that has emerged and is likely to continue to develop within the GTA. Specifically, as described in the literature review earlier, greater society, within the GTA, province and nationally changes have occurred in terms of social and demographic characteristics. Liberal based immigration policy and a welcoming environment has made Canada, and its major cities such as Toronto, a magnet for various individuals seeking education, occupational opportunity and democratic stability.

As a direct result Canada and once again its provincial centers, such as Toronto, Montreal and Vancouver have become flooded with multicultural residents. By way of example, the City of Toronto has 76 recognized and distinct cultures, numerous corresponding languages spoken by its residents and is proudly affixed as the “most multicultural city” in North America (TPS, 2006).

As was suggested in the previous chapter, this change in the societal demographic also poses a significant challenge to policing. Hence the question posed to command and senior officers in the survey attempted to measure their beliefs regarding the role of higher education in meeting this emerging challenge of a diverse community. In response, exactly half of the respondents indicated that they felt that their respective members do in fact require some form of higher education to appropriately deal with an ever increasing culturally diverse society.

When interviewed, command and senior officers in support of the above proposition cited, as with the previous queries, that the dynamic nature of policing had a direct impact upon their support for higher education. Specifically, respondents mentioned, an increasing demand for cultural competency, and the complexity of societal social problems, as

contributing factors which necessitated some level of higher education, for its membership.

In detail, some responding officers suggested that the critical analysis skills which are often associated with liberal higher education may be of benefit for their members, given the present and anticipated future social, economic and cultural climate, within the GTA. It should also be noted that those who were undecided or not in favour of the association suggested that cultural competency is not something learned from a text book but rather acquired via life experience. And thus did not see the link between higher education and its relative necessity to address a cultural diverse society.

*Higher education is helpful for officers to improve their technical skills and knowledge.*

In canvassing an alternate proposition for higher education – a utilitarian value versus the previous inquiry which sought to solicit a relatively more liberal generalist worth, for higher education for policing, an additional specific question was posed to participants. As discussed earlier in the literature review, technological advances in modern society have impacted policing. With evolving technology, new forms of offending and even new offences have emerged. No better example exists than the development and widespread use of the internet. With the expansion of the internet, a number of new offences directly related to its abuse have had to be created (e.g., child luring, electronic distribution of child pornography, etc). Other technological advances have assisted policing in crime detection and in their efforts to solve crime (e.g., DNA investigations, wire tap equipment, etc). The net result of these technological advances is whether they are in favour of criminality or of policing, has been a much more technologically sophisticated environment in which policing must operate today and into the future (Winterdyk, 2006).

The statement posed to command and senior officers was aimed at soliciting their perceptions about the role higher education may play in equipping officers with the necessary technical skills and knowledge to address these developing challenges.

Once again respondents demonstrated their belief that higher education is in fact required to assist their members in acquiring the necessary technical skills and knowledge to appropriately meet the present and future challenges of policing. Specifically, as witnessed in the findings chapter of this study, 76% of responding command and senior officers felt that higher education had a role to play in assisting officers to acquire the required technical skills and knowledge associated with the police related sciences. It is believed that this finding confirms that command and senior officers are properly in tune with the dynamic and evolving nature of technological advancement and the corresponding role higher education will continue to play in addressing the needs of policing.

*Officers with higher education do not make for "better" officers.*

Another query posed to command and senior officers clearly sought their collective, subjective and objective belief on the question of whether or not higher educated officers make for "better" officers. American research throughout its history has debated this controversial benefit. The difference in opinion, found throughout the literature reviewed, was carried forward into the present finding. The modal response, of 44% of command and senior officers indicates that they did not believe higher education made for a "better" officer, a noteworthy number remained undecided or held the belief that higher education did result in "better" officers. Interviews conducted further highlighted the divide in belief discovered in the quantitative portion of this study. In detail command and senior officers who did not believe the linkage could be made cited;



- a.) lack of empirical evidence,
- b.) observed examples of currently serving command and senior officers who have succeeded without any formal higher education, and
- c.) the valued “on the job” experience as superior indicators of “better” performing officers.

Support for calls regarding empirical evidence can be found in the previously discussed comments of researchers such as, Scott and Guller. Specifically, Scott (1986) notes, “Although some empirical studies indicate that a college education produces better police officers, the value of college for police is still, to a large degree, a matter of conjecture” (Scott, 1986, p. 26). Guller (1972) adds, “the assumption, however, that open-minded less punitive policemen who think better of themselves will be better officers remains only an article of faith in the absence of generally agreed upon criteria for good police work” (Guller, 1972, p. 401).

Conversely, the counter-argument is supported by numerous researchers and well summarized in the previously discussed work of Carter, Sapp and Stephens (1988). In their classic work entitled, “Higher Education as a Bona Fide Occupational Qualification (BFOQ) for Police: A Blueprint”, they summarize these emerging trends in the previous research by itemizing the perceived positive benefits of higher education to policing as,

1. It develops a broader base of information for decision making,
2. It allows for additional years and experiences for maturity,
3. Course requirements and achievements inculcate responsibility in the individual,
4. Both general education courses and coursework in the major (particularly a criminal justice major) permit the individual to learn more about the history of the country, the democratic process and an appreciation for constitutional rights, values and the democratic form of government,
5. College education engenders the ability to flexibly handle difficult or ambiguous situations with greater creativity or innovation,

6. In the case of the criminal justice majors, the academic experience permits a better view of the “big picture” of the criminal justice system and both a better understanding and appreciation for the prosecutorial, courts and correctional roles,
7. Higher education develops a greater empathy for minorities and their discriminatory experiences through both coursework and interaction within the academic environment,
8. A greater understanding and tolerance for persons with differing lifestyles and ideologies which can translate into more effective communications and community relationships in the practice of policing,
9. The college educated officer is assumed to be less rigid in decision making in fulfilling the role of the police while balancing that role with the spirit of the democratic process in dealing with variable situations; a greater tendency to widely use discretion to deal with the individual case rather than applying the same rules to all cases,
10. The college experience will help officers communicate and respond to crime and service needs of the public in a competent manner with civility and humanity,
11. The educated officer is more innovative and flexible when dealing with complex policing programs and strategies such as problem oriented policing, community policing, task force responses, etc,
12. The officer is better equipped to perform tasks and make continual policing decisions with minimal, and sometimes no, supervision,
13. College helps develop better overall community relations skills including the engendering of respect and confidence of the community,
14. More “professional” demeanour and performance is exhibited by college educated officers
15. The educated officer is able to cope better with stress and is more likely to seek assistance with personal or stress-related problems thereby making the officer a more stable and reliable employee,
16. The officer can better adapt his/her style of communication and behaviour to a wider range of social conditions and “classes”,
17. The college experience tends to make the officer less authoritarian and less cynical with respect to the milieu of policing,
18. Organizational change is more readily accepted by and adapted to by the college officer (Carter, Sapp and Stephens, 1988, p. 16-18).

Thus, the ambiguity around the present finding is further complicated by the various, dated but direct literature reviewed on this pivotal matter. In sum, it would appear that negative reservation and oppositely favourable beliefs that the participating command and senior officers possess are not unlike long standing elements of the same debate. Thus a further conclusion that can be made is that modern day GTA command and senior officers’

beliefs and attitudes are split on the issue of whether or not higher education makes for “better” officers, although as conceded in the present finding they were marginally against any such value.

*“On-the-job” work experience is more important than higher education for officers*

A final statement within this sub-section of the present study sought command and senior officer attitude towards “on-the-job” experience versus higher education. As discussed previously, command and senior officers were asked to evaluate the worth of both “on the job” work experience and higher education for their members. As with earlier responses to various queries posed, considerable diffusion existed in responses returned. Clustered around undecided on the issue, command and senior officers marginally (46%) indicated that they believed that “on-the-job” experience was more important than higher education for officers. Another 44 or just over 50% of command and senior officers collectively either did not support the notion that “on the job” work experience was more valued than higher education or were simply undecided on the issue. Thus, once again demonstrating that attitude and belief in relation to this item were relatively diverse.

That said, the strength of conviction in nearly half of the participating command and senior officers to value “on the job” work experience as being the more valuable commodity for their respective members should not be understated. This sentiment was often echoed in the follow-up interviews conducted. Specifically, a number of command and senior officers referred to the nuances of policing and reiterated the fact that there was no substitute for actual, practical policing experience.

### **Research Question 3**

*What are the most important factors that govern police command and senior officers' views and attitudes towards higher education, for Ontario police officers (e.g., financial cost, human resource costs – lost time "on the street", etc)?*

#### **Resources or Factors**

- *What are the most important factors which govern police command and senior officers' views and attitudes towards higher education, for Ontario police officers (i.e., financial cost, human resource costs – lost time "on the street", etc)?*

*It is too costly to fully subsidize higher education, for our members.*

*A portion of the costs incurred by members in pursuing higher education should be reimbursed.*

The final research question of interest, was canvassed by utilizing the fifth vector (*Factors* or resources that impact decision makers in allowing the pursuit of higher education, for their members) of the survey which was disseminated. Focused to extract command and senior officers' opinion as pivotal decision makers within their respective organizations on factors or resource related issues that may impact support for an association between higher education and policing, this sub-section resulted in a number interesting findings, two of which are closely related and listed above.

In relation to the first finding listed, 43% or just over two fifths believed that it was too costly to fully subsidize higher education for their members. But it should be noted that another 44% of surveyed command and senior officers did not believe it was too costly to fully fund the educational pursuits.

A second but related question solicited command and senior officers' attitudes towards supporting at a minimum reimbursement of some portion of the costs incurred by its members who are pursuing higher education. As pivotal decision makers of the organizational policies reviewed earlier, the results from this survey item simply functioned to reaffirm the sometimes generous compensation and reimbursement.

As depicted in the findings chapter, an overwhelming majority or 94% of command and senior officers believed that some fraction of the cost incurred should be reimbursed. Note this was further canvassed in the follow-up interviews conducted and qualitative findings additionally confirmed an attitude in support of financial reimbursement.

The above pair of findings suggest that though there may be some reluctance, across the board to "fully" subsidize higher education for all its members, command and senior officers are willing to support partial reimbursement for relevant higher education. As witnessed earlier in reviewing the various compensation and reimbursement policies of the participating police organizations, all in some capacity make mention of "relevant" education, to grant access to their respective educational benefit programs. These two findings and the other earlier discussed discoveries may also be indicative of a commitment towards higher education, by command and senior officers, but one couched in fiscal reality. This theme of fiscal reality for policing is further evident in the next pair of findings which inquired about funding priorities.

*Other expenditures take priority over funding higher education.*

*Time and/or financial cost are factors which may prevent higher education, from being supported.*

A reality of modern policing is a requirement to do more with less. As such, a pair of questions within the quantitative component of the study sought command and senior officers' attitudes towards prioritizing demands upon their respective fiscal budgets. The first of these questions pitted "other" expenditures against the funding of higher education. As indicated earlier, the vast majority of most police budgets are occupied by commitment to salary for its members and hence available funds for discretionary expenditures, such as compensation for higher education, is traditionally limited.

In response to this first question, 43% of command and senior officers indicated that "other" expenditures do in fact take priority over funding for higher education. Specifically in the interviews conducted numerous command and senior officers cited public safety costs, salaries and other expenditures related to service delivery for the public as taking priority over higher education funding.

A second related question allowed for command and senior officers to share their beliefs about whether or not factors other than time "lost on the street" or fiscal factors may be influencing their support of higher education within policing. In essence, this survey statement provided, as in previous vectors, a "catch-basin" for reasons other than time or money as inhibiting factors.

As discussed in the findings chapter, responses indicated that command and senior officers on balance (43%) did not feel any other noteworthy factors prevented their respective service from supporting higher education for its members. Thus the finding that command and senior officers did not believe that other factors were in play may imply that any primary opposition to support for members pursuing higher education, may be limited to

either demands to staff the “front lines on the street” or simply as a reality of limited fiscal discretionary capacity within their respective budgets.

### **Limitations**

This study provides several benefits to the police services involved in the study, the higher education sector, and the field of policing. The benefit to the police services in this study and in general the field of policing is that the command and senior officers were engaged in dialogue regarding the value of higher education within policing and clearly identified (via the aforementioned 27 individual quantitative findings, supported by the numerous qualitative discoveries) the factors that they believe are important to influencing the future direction services may take to ensure the needs of policing are being met, as they relate to higher education. A measurable gain for higher education is, as noted earlier, that this study assists in filling a national void in the literature addressing police command and senior officers’ attitudes and beliefs associated directly with higher education. In addition the present study also demonstrates that despite “conventional wisdom” that more education for police officers is a good public policy, that there is no consensus on the issue amongst command and senior officers.

The GTA was selected for study, as it represents the most densely police organization populated area within the province and as such optimal for inclusion. Relatively the GTA has more command and senior officers assigned across the various participating police services, than any other similar geographic jurisdiction, within the province of Ontario. Note this high concentration of command and senior officers was necessary to conduct the study. It must be understood that the ranks investigated are traditionally populated by relatively few officers within each police service. By way of example, the TPS, the largest municipal police service

in the nation only has 156 command and senior officers, effectively less than 2% of its total employed strength (both uniform and civilian). This circumstance is more pronounced within smaller police organizations, such as the DRPS, whose total compliment of command and senior officers (19) is a fraction of the TPS or OPP. It should be noted that the TPS and OPP remain the exception, in terms of positions allocated to the studied ranks. Thus the potential population from which to draw appropriate and representative samples was relatively limited and influenced the methodology employed. In addition to the multistage data collection process utilized, a combination of both probability and non-probability sampling techniques in identifying an appropriate sample for both the survey and interview component of the study were employed. A hybrid quota-purposive non-probability sampling technique was used for selection of survey recipients and a further weighted probability method was employed for interviewees. Although routinely utilized in various criminal justice related research, the hybrid non-probability element of sampling might have limited the generalizability of the results found (Bachman and Paternoster, 1997). However, it should be noted that a very formidable response rate, of 82%, of a sample size  $n=100$ , thoroughly worked to negate much of the concern associated with the infusion of the necessary non-probability segment of sampling utilized.

A lesser concern may be that the current study provides cross sectional findings. And given the described dynamic nature of the policing environment, the present attitudes and beliefs expressed by command and senior officers are subject to emerging challenges faced by policing and thus likely to evolve. Thus a recommendation is made, at the end of this chapter to replicate the present study, longitudinally both internally and externally to the currently chosen jurisdiction.



## Conclusion

The study allowed for a unique and fascinating opportunity to examine a previously under-studied segment of the policing community. As pivotal decision-makers within their respective police services, command and senior officers play a very key role in influencing organizational policy and procedure, either in support or opposition to the value of higher education within policing. Understanding their respective attitudes and beliefs is essential to not only understanding the rationale behind how and why policing and education decisions are made, but also to ensure that the future educational needs of policing are met. Finally an included benefit of this research endeavour is that it also sheds further light on the scope and nature of the present and future educational needs of policing.

In the study a number of interesting findings were recorded. In fact, 27 previously unstudied findings associated with Expectations regarding entry level education, Relevance, Financial Rewards, Promotion and Factors that impact decision makers in allowing the pursuit of higher education for their members were captured. Utilizing a dual data collection methodology, quantitative findings from the distributed survey were complimented by the qualitative component of the study, in which a number of candid follow-up interviews were conducted. Data gathered were then further analyzed for descriptive statistics and interesting modal responses materialized.

Apparently from the data gathered and examined, there is a considerable variation in the overall base of attitudes and beliefs held by command and senior officers. Attitudes and beliefs in aggregate ranged from the progressive to the conservative, with the vast majority falling between the polar extremes. This spectrum appeared to cross jurisdictions (police services), ranks, gender and age, in general. The one exception to this was found in the

attitude and beliefs associated with satisfaction with current financial support, within the financial rewards vector of the study. In this instance and as evidenced by the results of the hypothesis testing that was conducted in the findings chapter of this study, the police service by which a command and senior officer was employed had a distinct impact on level of satisfaction with overall financial support afforded members pursuing higher education.

Prior research and conventional wisdom regarding the relationship between higher education and police performance would not have anticipated such a wide spectrum. This is a finding that policy-makers will have to take into account.

General patterns and themes that emerged from the research are best summarized by vector of interest. Hence, in relation to Expectations regarding entry level education, it was evident that command and senior officers believed that the current high school diploma entry level standard was sufficient, and that there was no need to raise the minimum entry level educational standard. This strongly held belief was qualified by concerns at creating another barrier for entry into policing and thereby limiting the pool of potential candidates for hire in an already competitive internal and external sector environment. Additionally, command and senior officers appear to be quite satisfied with both the pre-hire education of new recruits and of currently serving members.

Yet another interesting finding of the present work was command and senior officers' attitude towards pre-hire work experience (e.g., military employment). Command and senior officers appear to place great value on such pre-hire employment and even on balance indicated that they believe that such experience has the equivalent value of formal higher education. It should be noted that command and senior officers are quick to qualify this

assertion by adding the caveat that the pre-hire work experience must be relevant to policing to weigh significantly as higher education.

Command and senior officers also on modal response indicated their satisfaction with current educational policies, procedures and processes in place. But once again, it is worth noting that considerable portions were not satisfied. This preponderance of satisfaction coupled with isolated dissatisfaction was not unanticipated, given the disparity in compensation and reimbursement policies, as reviewed earlier in the study. Finally command and senior officers also believe that the current educational expectations for officers are realistic and appropriate. As noted in my earlier discussion, these post hire educational expectations are quite limited (e.g., in-service training only) and as such, are relatively easily attained and currently devoid of any formal requirement for higher education.

The second vector of the study revealed equally intriguing findings. Command and senior officers when queried regarding the relevance of higher education to policing were candid and often progressive. Specifically command and senior officer showed considerable consensus when asked if some level of higher education was necessary to meet the future needs of policing, if some form of higher education is required to appropriately deal with a culturally diverse society and was helpful for officers to improve their technical skills and knowledge.

All three of the aforementioned findings are indicative of command and senior officers' recognition of the dynamic and ever-changing socio-economic, technical and cultural environment in which policing must operate. Affirming their ability to look-forward, the leadership of all of the participating services appears to be in-tune with the necessary role for higher education in some part, for the future of policing.

In addition, it was argued that the arrangement within policing, like nursing, suggests that education and experience should be directly related to the hierarchy of responsibility. As such, it was further suggested that, given the rank structure and paramilitary nature of policing, combined with the attitudes and beliefs of command and senior officers discovered within the present study, a case could be made in support of policing as a profession, much like nursing. This cumulative finding serves to further support the comment made in chapter one of this study, in which I speculated regarding the legitimacy of policing as a profession.

Considerably less consensus was observed on the central question; why educate police officers; does it make for “better” officers? As discussed in the findings chapter and again earlier in this final chapter, command and senior officers appear rather split on their opinion. On balance the modal response suggested that command and senior officers did not feel that higher educational attainment could be singularly associated with the making of a “better” officer. When further canvassed for the context of their response during follow-up interviews command and senior officers, state lack of empirical evidence (a common criticism of earlier American research), observed examples of currently serving command and senior officers who have succeeded without any formal higher education, and the greater value of “on the job” experience as superior indicators of “better” performing officers. Hence the related finding that “on-the-job” work experience is more important than higher education for officers. It should be noted that both of these findings can be best described as marginal, statistically.

The third vector of the study focused on financial rewards related to higher education. When queried regarding overall financial support provided to its respective members who pursue higher education, an intriguing observation was made. The vast majority of

responding command and senior officers believed that current financial support for members who were pursuing higher education was sufficient, and that their respective service appropriately rewarded those who pursue higher education. However, supported by the earlier discussed cross tabulation that was conducted, an inter-service difference in opinion was evident in relation to feelings associated with satisfaction with overall financial support provided. Further substantiated by various comments recorded during the follow-up interviews and the disparity in compensation and reimbursement policies reviewed previously, observed difference in opinion on the issue can be traced back to differing educational benefits provided by the various participating police services. Specifically, some services, notably the OPP, and DRP provide substantially less education based financial benefit to its members than others, such as the PRP and the TPS. A potential policy recommendation would be to re-evaluate current organizational compensation and reimbursement policy to be consistent with current educational costs and parity with other GTA police services. This levelling of the playing field will likely result in greater and increased widespread satisfaction of its members, in relation to financial support provided. However it should be noted that levelling is suggested as a multi-directional strategy. In detail, levelling can be realized by either a decrease or an increase. It is arguably possible that the current rate of compensation offered by the TPS and PRP is excessive and warrants revision also. Perhaps the optimal level of compensation involves a combination of employer (police service) funding and a contributing monetary investment in anticipation of future earnings on the part of the employee (police officer pursuing higher education). Support for this combined method was found in various interviews conducted and as discussed in the qualitative findings section of the study. Hence a key policy recommendation is not

necessarily to duplicate TPS or PRP compensation police but to suggest the importance of parity across police jurisdictions.

On the pivotal and controversial issue of linking wages to educational attainment, command and senior officers were relatively united in their belief. As was noted earlier, two survey items were directly associated with this point of interest and resulted in the two previously discussed findings: educational attainment and wages should not be linked and more education should not entitle a member to receive a higher annual income. Notably, questions when posed to command and senior officers returned similar results: 66% and 71% respectively of respondents did not support any linkage between education attained and wages or annual income. This strongly held attitude crossed police organizations and ranks,

The fourth vector in the study directly and comprehensively sought to solicit, command and senior officers' attitudes and beliefs towards higher education and its connection to promotion. It was suggested earlier that central to most discussions of career progression within policing is the issue of promotion through the ranks. Policing being a structured, para-military organization, authority and salary are linked to attained rank – the rank which post-hire is obtained via promotion. Hence it was critical to canvass command and senior officers' attitudes towards the role of higher education, in decisions associated with promotion of its members.

The questions posed and related results may be best broken down into three sub-categories of interest. In detail the first sub-category inquired whether or not promotion should be linked to educational attainment. As discussed in the findings chapter, just over a half of participating command and senior officers (51%) did not believe promotion should be linked. The reasons for such from the qualitative follow-up interviews indicated that

demonstrated performance, supervisory and leadership skills were finer catalysts for promotion. In addition, cross tabulations comparing goodness-of-fit for gender and promotion revealed that there was no significant relationship between gender of command and senior officers and their attitudes towards linkage of higher education and promotion.

A second sub-category of consideration inquired about the command and senior officers' service making any overt effort to promote its members who have pursued higher education. Again as discussed earlier, a notable spread existed in the responses returned. It was argued in the findings chapter that the reason for such an equal division over the three response categories was likely a result of various factors. It was also noted that the statement posed was intentionally subjective so as to solicit command and senior officers' beliefs about the *status quo* within their respective police services. As such, the statement posed within the survey was likely interpreted differently by the responding command and senior officers. Some respondents may have interpreted the question asked to be related to the fact that higher education is not formally credited for within their respective promotional process and thus felt that their service does not try to promote members with higher education. And would have opted to disagree with the statement.

A second more subjective interpretation may have been that whether higher education is acknowledged within a services' promotional process or not, command and senior officers participating in administering the promotional process may have simply experienced that its respective worth is in fact acknowledged when members possessing such are considered for promotion. In this instance command and senior officers would have chosen to agree with the survey item. Finally, those selecting a neutral response may have done so either because they felt that their service does sufficiently try to promote those with a higher education or simply

remain undecided on the issue. Note that this particular finding was also canvassed during the follow-up interviews where it became readily apparent that the built-in intentional subjectivity of the survey item, was interpreted in the calculate portions, outlined above. Hence neither of the above responses can be determined to be preferred over the others with any level of confidence. Though marginally skewed toward disagreement, the present finding leaves much room for debate.

A final thread within the discussion of promotion sought command and senior officers' opinion on the requirement of a minimum post secondary educational credential, for the senior officer and command rank. The senior officer rank was chosen as the threshold for inquiry as it is synonymous with administrative and theoretical duties being a primary function, on balance with operational duties. Increased decision, policy influence and other critical knowledge based functions (e.g., budgeting) become responsibilities of members once they achieve the senior officer rank.

As discussed earlier in response to the questions posed within this sub-category of investigation, command and senior officers noticeably shifted their opinion on the necessity of higher education. Specifically, 46% of command and senior officers believed that a baccalaureate should be imposed as a minimum occupational requirement of the command officer rank. Note that this was in contrast to the finding for the previous survey item, where 55% of command and senior officers did not feel that all senior officers should possess a minimum baccalaureate degree. Hence it can be concluded that senior officers felt that additional duties bestowed upon officers achieving the command officer rank warrant skills and knowledge associated with formal higher education.



When further canvassed in the qualitative component of the study, command and senior officers confirmed the previous duty based rationale for mandating a baccalaureate degree for the command officer rank. Budgetary, deployment and increased scope of decision making responsibilities were all cited as primary justification, for the elevated educational standard.

The fifth and final vector of the study sought to extract command and senior officers' opinion as pivotal decision makers within their respective organizations on factors or resource related issues that may impact support for an association between higher education and policing. A number of interesting findings consistent with previously discussed points of interest emerged. As was articulated in the findings chapter and again earlier in the discussion portion of the present chapter, just over two fifths of command and senior officers participating in the study believed that it was too costly to fully subsidize higher education for their members. But it should be noted that another 44% of survey command and senior officers did not believe it was too costly to fully fund the educational pursuits. Hence the above demonstrates a noticeable split in opinion on the issue.

A second but related question sought command and senior officers' attitudes towards supporting at a minimum reimbursement of some portion of the costs incurred by its members who are pursuing higher education. In contrast to the above finding, here 94% of command and senior officers believed that some fraction of the cost incurred should be reimbursed. This was further canvassed in the follow-up interviews conducted and qualitative findings additionally confirmed an attitude in support of financial reimbursement.

The above pair of findings suggest that though there may be some reluctance, across the board to fully subsidize higher education for all its members, command and senior

officers are willing to support partial reimbursement for relevant higher education. These two findings and the other earlier discussed discoveries may also be indicative of a commitment towards higher education by command and senior officers, but one couched in fiscal reality. This theme of fiscal reality for policing is further evident in the next pair of findings which inquired about funding priorities.

Command and senior officers' attitudes and beliefs associated with time lost "on the street" to pursue higher education were also sought. When asked if the aforementioned absence from street duties imposed a human resource burden on their respective services, the modal response was to suggest that, yes, the time off required and the time lost "on the street" were problematic and had less value relatively speaking than the pursuit of higher education. It was also argued that any lack of support for higher education, as demonstrated by this pair of findings, was likely as a result of operational necessity to meet the primary business of front-line policing "staffing the cars", in a perpetually officer shortage environment.

Two remaining findings sought command and senior officers' attitude towards prioritizing demands made on their respective budgets. It should be noted that this task also materialized during the previously discussed transition into education experienced in nursing. The first of the related questions posed, pitted "other" expenditures against the funding of higher education benefits for officers. It was also noted that the vast majority of police budgets are occupied by commitment to salary for its members and thus allows minimal room for discretionary expenditures, such as funding for higher education.

As discussed in chapter four of the study, a point worthy of mention is in relation to the role or absence of a role police associations and unions play in acquiring educational

benefits for their respective membership. Unlike other sectors, such as nursing, where educational benefits are negotiated within collective working agreements, and provide for discussion, and input from respective associations or unions, no such bargaining exists within policing. In policing, throughout the GTA and province, educational benefits are in whole part simply bestowed upon officers (employees), by the respective police service (employer) and thus remove any role that may have otherwise been played by a respective association or union. It was suggested that until educational benefits enter such a negotiation venue, they may languish as non-priority matters, distributed at the sole discretion of the respective services and void of any governing standard or parity.

In relation to the aforementioned, as discussed earlier, slightly over two fifths of command and senior officers indicated that they believed that in fact other expenditures did take priority over educational funding. However, 20% did not feel any other significant factors prevented their respective service from supporting higher education for its members. Thus the pair of findings within this subsection imply any primary opposition in support of members pursuing higher education may be limited to either demands to staff the “front lines on the street” or simply as a reality of limited fiscal discretionary capacity within their respective budgets.

In sum, it is believed that command and senior officers recognize the value of higher education and believe that it has a necessary functional role within the future of policing. These key decision makers also are cognizant of the competitive nature of recruiting the best qualified candidates to policing, and as such are reluctant to create an additional barrier for entry. This position to maintain the *status quo* for entry level education is further fuelled by

feelings of satisfaction with both the current pre-hire level of education of new recruits and of currently serving officers.

Command and senior officers also in recognizing the value and need for education for the future of policing temper their value by indicating that educational attainment in itself is insufficient to warrant either an increase in annual income or promotion. Rather command and senior officers prefer demonstrated officer performance, leadership skills and police work experience as superior catalysts for upward progression in career and income.

Participating command and senior officers also do believe in supporting the pursuit of higher education by their members but couch this support in operational and fiscal concerns. Conducting the primary business of policing – ensuring public safety and service delivery remain the foremost operational priority and decree priority expenditure. That said, there is widespread support amongst command and senior officers to financially support relevant higher education to some limited degree but less than fully. This is a position supported by the reimbursement policies currently in place by a number of the participating police services. These policies range from full support to less than ten percent.

Another interesting finding of the present study and worthy of mention is the premium command and senior officers attached to military training. As witnessed by the previously discussed finding, command and senior officers placed a surprisingly high premium on military experience and training and, in fact, 68% of respondents felt that such pre-hire experience had the equivalent value as that of higher education. However equally surprisingly command and senior officers knew very little (with the exception of only a few who had personal previous military training) if anything about what military training entailed and how it corresponds to higher education. The astonishing nature of this conclusion is

further supported by the fact that no reviewed literature spoke of any such affiliation nor in any manner could military training be misinterpreted as intrinsically equivalent to a liberal arts education. Hence the crevasse witnessed by command and senior officers' affinity towards military pre-hire experience and the absence of any foreshadowing of such a relationship; serve as yet another valuable finding of the present study.

Further, there may be a difference between pre-hire military experience and military training. A matter of fact that may have been generally unknown among the command and senior officers who were interviewed; military training for police is extensive. The current course program of the Canadian Forces Military Police College is the equivalent to a two-year community college credential. In addition for a non-commissioned officer to be admitted to the military police college, he or she must already possess a two-year Law and Security Administration Diploma. Thus the normal post-secondary education for military police is four years. The affinity that senior and command officers displayed towards former military police may be due as much to their level of education as to their experience. This distinction between experience and education requires further investigation. It may be that the senior and command officers are really expressing a preference for more post-secondary education without knowing it.

In closing, a number of parallels can be drawn from the findings contained within the aforementioned research by Ellis, Trovato and Ratchford and the present study. As discussed earlier throughout this study, though limited in number, recent Canadian research efforts serve as an informative source for this growing body of knowledge. The present study and its findings serve to independently compliment previous findings and delve more specifically

into the attitudes and beliefs of command and senior officers, on the issue of higher education. More parallels than difference appear to have emerged and are worthy mention.

Ratchford (2001) in her study of attitudes and opinions towards education and professionalism and militarism, utilizes the Law and Security Administration Diploma as her pivotal focus of discussion. (Note that this is the same diploma that is required for admission to the Canadian Forces Military Police College.) Arguably Ratchford is the first in the recent wave of Canadian research endeavours to specifically examine the association between education and policing. In her research summary Ratchford speaks of the necessity of policing to change, to meet the challenges of a rapidly evolving society. She also suggests that the dynamic educational environment policing finds itself in, is quite similar to that recently experienced by nursing. And that participating police officers did endorse some level of higher education as necessary for current and future policing demands. Themes and findings quite consistent with the present study. It should be noted that a significant difference in the earlier work is that both constables and chiefs (command officers) were canvassed. The present study sought to be more finite and focused in greater detail on the attitudes and beliefs of command and senior officers exclusively. In addition, Ratchford's research reported an attitude amongst command officers (Chief's) to associate some value with pre-hire educational attainment (in her study for the now defunct LASA diploma) however stopped short of declaring its worth as mandatory for hire. Once again a finding quite consistent with the previously discussed qualitative finding of the present study, in which command and senior officers acknowledged the importance of pre-hire education, if not formally than informally in considerations associated with hire.

Ellis' (2005) research as described earlier, which followed that of Ratchford's focused primarily upon factors that led to, and sustained, a concurrent program in Justice Studies established through an inter-institutional collaboration between a Community College of Applied Arts and Technology (CAAT), Humber College and, a university, Guelph-Humber University, in the Province of Ontario. Though somewhat different in focus, Ellis' work did consider in its literature review the characteristics of modern policing and the corresponding educational demands placed upon on the same. By way of overlap with the preset study, Ellis also reported on the dynamic and evolving nature of policing and the necessity of higher education. Specifically in support of the role of higher education in policing Ellis states,

The requirement to be a community problem solver under the 'community policing model' has required the police to have insight and knowledge from a variety of disciplines including an appreciation of diversity, research and problem solving, communication and technology, and leadership. Society in the North American experience relies on police officers to deal with a wide range of issues that affects the quality of life of everyone. The ability to respond to this wide range of issues further requires police officers to have a vast repertoire of education and training. (Ellis, 2005, p. 27)

In the quantitative findings of the present study, which found that command and senior officers in large part believed that some level of higher education was necessary to meet the future needs of policing, Ellis lends support for this prevailing attitude with his comments. The strength of support from Ellis's work is not specifically from any one single finding nor should it be so expected. Ellis' focus on the business aspect of an inter-institutional collaboration which caters to policing by offering a venue or higher education program of study for serving officers is the salient issue. Thus by inference, that an inter-institutional collaboration is required, to offer such a program of study to policing lends support from his study, for the association canvassed in this research.

In considering Trovato, again a number of connections can be found to the findings of the present study. Specifically, in his examination of financial factors and their influence on the pursuit of higher education by serving police officers, Trovato reports four findings quite relevant and congruent with findings from the present study. Trovato in canvassing serving officers from across the GTA found that employer financial assistance though modally reported by respondents as neither, "a major barrier nor a major influence" in their (officers') decisions to pursue higher education, that in fact row and column totals indicated a substantially different finding. Trovato reports that when examined beyond the overt, by a margin of 696 to 454 employers financial assistance was an important factor, in the consideration for respondents contemplating the pursuit of higher education. Thus Trovato's finding serves to compliment a primary finding of the present study in that, 94% of command and senior officers believed that some fraction of the cost incurred should be reimbursed. Hence there is solace to be found in that the current attitudes and beliefs of command and senior officers, in essence the decision making contingent for policing, is in-tune with an impacting factor, for their respective members considering the pursuit of higher education.

A second and interesting point of overlap linked to Trovato's work exists in his finding around promotion and educational attainment. Trovato initially reports that respondents did not consider educational attainment as necessary for promotion, as a major factor. Note this view is again consistent with reality, as reported in the present study that no formal recognition is entrenched in the promotion processes of the participating GTA services. The sentiment expressed by respondents in Trovato's study is also congruent with the finding in this study where just over half of participating command and senior officers (51%) did not believe promotion should be linked, to educational attainment.



Additional overlap can be seen between the present study and that of Trovato, in his finding regarding promotion. In detail an implication when connected to Trovato's finding as they apply to educational benefits, is two-fold: 1) that serving officers see the value of higher education as "up front" worth – that is, in the hiring decisions to be made instead of in the promotion decisions and 2) that compensation for the investment in higher education should be in the form of a benefit at the time of enrolment and not in higher wages through promotion after degree completion. A belief which is congruent with the finding in the present study, articulated above.

Finally, Trovato's thesis found that to at least some portion of serving officers believe that educational benefits are not sufficient. Whereas the present study uncovered the fact that police management is largely unaware of the disparities, in educational benefits. Or in other words, the majority of responding command and senior officers thought that the current educational benefits were either sufficient or that the benefits made little difference to the decisions that serving officers made about the furthering of their education. A reasonable analytical juxtaposition of these two findings is that apparently command and senior officers as educational policy decision makers hold a view which may not be in congruence with the benefit expectation of the rank and file members. This serves as a major conclusion which can be made when Trovato's study is compared to the present body of work.

Thus is a sampling of the salient overlap and concurrent validity provided for the present study, from the available previous prominent Canadian research on the issue. As noted earlier the body of knowledge is rather limited within the jurisdiction and certainly worthy of future research endeavours. Hence what follows is a suggestion of potential future

research which may serve to supplement the current study and those which have commenced to fill the existing void.

### **Recommendations for Future Research**

As indicated in the opening chapter and again in the earlier literature review, there is very limited current jurisdictional and recent research conducted on the phenomenon. The present study is the first exclusively directed to solicit the attitudes and beliefs of key decision makers (command and senior officers) within policing. Hence ample room remains to conduct further related research endeavours. The following recommendations for further research are offered:

1. A study to replicate the present endeavour, in smaller less urban police services, within the province of Ontario.
2. A longitudinal study of command and senior officers within the GTA to evaluate how the dynamic social, economic, technological and cultural environment may impact command and senior officers' attitudes and beliefs towards the role of higher education within policing.
3. A study of the public's attitudes and beliefs – expectations of how much formal education, its constables, senior and command officers should possess
4. A national study of command and senior officers' attitudes and beliefs associated with higher education. In order to test for potential local, regional and national differences in opinion. Operationally such a study would focus upon the only national police organization in the country, the Royal Canadian Mounted Police (RCMP).

5. A further longitudinal study based on measurable, pre-identified performance criteria to examine if higher education does result in “better” officers.
6. An examination of how educational benefits are determined in other professions (e.g., via collective bargaining) and the related attitudes and beliefs of managers and decision makers with these professions, towards higher educational pursuit, by its respective members – relative to the findings of the present study.
7. A comparative study to examine if opinions and views held by Canadian law enforcement command and senior officers are consistent with those of our American neighbours. Given that research addressing policing and higher education emanating from the United States, decades ago, it would be very interesting to revisit the present state of decision maker attitudes towards higher education. And compare such with the findings of the present study.
8. A study to further solicit the attitudes and beliefs of command and senior officers regarding the value placed upon military pre-hire work experience. With a specific focus on why such pre-hire work experience is so widely regarded as having equal value to that of formal higher education, and whether or not pre-hire military training – as opposed to pre-hire military experience -- may be the more influential factor in the formation of attitudes among senior and command officers towards post-secondary education for serving officers. The research should also include questions to inquire if any other form of pre-hire work experience is valued in similar positive regard as military experience.

9. A study to canvass how command and senior officers feel about the disparity which currently exists between police services, in educational benefits, and about whether the benefit should be provided “up front” or after the completion of post-secondary studies. In detail command and senior officers could be both quantitatively and qualitatively queried regarding their view on educational based compensation and reimbursement policy.

### **Final Thought**

This study has provided several benefits for the police services involved, the higher education sector, and the field of policing. The benefit to the police services in this study and to the field of policing is that, command and senior officers were engaged in dialogue regarding the value of higher education within policing and have identified the factors that they believe are important to influencing the direction that police services may take, to ensure that the needs of policing, as they relate to higher education, are being met. A measurable gain for higher education is, as noted earlier, that this study has contributed to filling a national void in the literature addressing police command and senior officers' attitudes towards higher education. The above said there is much more research to be conducted, as suggested above and I encourage others to pursue these necessary and beneficial inquiries.

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## Appendix A – Survey

(To be printed on OISE/UT letterhead)

### ***Policing and Higher Education Survey***

We would like to find out how you feel about the relationship between Policing and Higher Education. Please take this brief survey. All of your responses will be confidential, and responses will only be reviewed in aggregate.

---

#### **What is your Rank?**

- Chief
- Deputy Chief
- Staff Superintendent
- Superintendent
- Staff Inspector
- Inspector
- Other - Please Describe

#### **How many year of Service do you have in Policing?**

- Less than 5 years
- 5 to 9 years
- 10 to 14 years
- 15 to 19 years
- 20 to 24 years
- 25 to 30 years
- More than 30 years

#### **What is your age?**

- 20 to 29
- 30 to 39
- 40 to 49
- 50 to 59
- More than 60

#### **What is your sex?**

- male
- female

**What is the size of your Service (total Uniform + Civilian)?**

- 1 to 999
- 1000 to 2999
- 3000 to 5999
- 6000 to 8999
- More than 9000

Please rate how strongly you agree or disagree with the following things about Policing and Higher Education.

**Expectations (among Police Command and Senior Officers, for levels of Education, for entry into their respective Services):**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I believe the current minimum educational entry requirement (completion of a High School Diploma) is sufficient	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that new recruit Officers have a sufficient level of pre-hire education, to perform their duties adequately	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that currently serving Officers have a sufficient level of pre-hire education, to perform their duties adequately	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that other forms of pre-hire work experience (e.g.: Military) have the equivalent value of formal higher education	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that the current policies, procedures and processes meet the educational needs of our Members	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel the current educational expectations for Officers are realistic and appropriate	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that the entry level educational standard should be higher than what it is currently	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**Relevance (Command / Senior Officer belief on Relevance of higher education to the Policing profession):**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I believe that some level of higher education is necessary to meet the future needs of policing	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel Officers require some form of higher education to appropriately deal with a culturally diverse society and the public they serve	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that higher education is helpful for Officers to improve their technical skills and knowledge (e.g.: in Policing related sciences - Wiretap, DNA Investigations, etc)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that Officers with higher education make for better Officers (e.g.: perform their duties more efficiently, are more productive, have less public complaints against them, etc)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that police ("on-the-job") work experience is more important than higher education for Officers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**Financial Rewards (related to higher education):**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I feel that current financial support for Members pursuing higher education is sufficient	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that our Police Service appropriately rewards members who pursue higher education	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that educational attainment and wages should be linked	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that with more education, a member should receive a higher annual income	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**Promotions (related to higher education):**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
Promotions should be linked to educational attainment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that my Police Service tries to promote members with higher education	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
All Senior Officers should have a minimum Baccalaureate Degree	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Higher education is not necessary for the Senior Officer rank	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
All Command Officers should have a minimum Baccalaureate Degree	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**Resources / Factors (that impact or govern Command / Senior Officers' views and attitudes towards higher education):**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
I believe that it is too costly to fully subsidize higher education, for our members	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The time off required to pursue higher education poses a human resource burden upon my Police Service	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Allowing Officers to pursue Higher education while on duty is worth the time lost "on the street"	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other expenditures take priority over funding higher education, for our members	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Factors other than time or financial cost prevent my Service from promoting higher education, for its members	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I believe that a portion of the costs incurred by our members in pursuing higher education, should be reimbursed	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Thank you for your participation.

## Appendix B - Contact Administrative Informed Consent Letter

(To be printed on OISE/UT letterhead)

Dear Chief / Commissioner,

I am a doctoral student in the Department of Theory and Policy Studies in Education at OISE/University of Toronto and a Staff Sergeant with our Service, currently assigned to the Employment Unit. I am conducting a study, under the supervision of Dr. Daniel W. Lang ([dlang@oise.utoronto.ca](mailto:dlang@oise.utoronto.ca)), to understand the relationship of Higher Education on Policing, from a Command / Senior Officer perspective. The study is entitled *The Badge and the Baccalaureate – An analysis of attitudes and belief associated with Policing and Higher Education, in Ontario: from a Management Perspective*.

The main purpose of this study is to gauge the attitudes and beliefs of various Command and Senior Officers in Ontario (Police Management), towards higher education and its role within policing. Specifically, this study examines Police Command and Senior Officer Expectations surrounding entry level education, the relevance of higher education, to policing and attitudes regarding linking financial rewards to levels of higher education, within policing. Also considered in the study are attitudes and beliefs of Police Command and Senior Officers towards the association of promotion and higher education. In addition to the aforementioned, the study attempts to solicit from Police Command and Senior Officers their views regarding factors that govern their attitudes and beliefs towards higher education and policing. A secondary but related purpose of this study is to examine the current state of policy surrounding, policing and higher education, in Ontario.

The study will also assist Command and Senior Officers to better understand strengths and weaknesses of their respective Police Services as they relate to higher education. Thus ensuring the future needs of Policing, as they relate to higher education are met. This study will have several benefits to the Police Services involved in the study, the higher education sector, and the field of policing. The benefit to the Police Services in this study is that the Command and Senior Officers will be engaged in dialogue regarding the value of higher education, to policing and will be identifying the factors that they believe are important to influencing the future direction, Services may take to ensure the needs of policing are being met, as they relate to higher education.

If permission is granted from all of the Services involved in the study to identify the Services, then the Services will also benefit by the publishing of information about their respective progressive and innovative position, as a profession oriented field. The higher education sector will benefit from the identification of key factors necessary to foster and expand an inter-institutional collaboration with policing. Finally, the field of policing will benefit from the identification of higher education opportunities for the policing sector and the relevance of such to the future educational needs of policing.



In essence, the research results will provide the information, insights and recommendations required to assist in the fostering and expanding the relationship between higher education and policing. The research will involve an email survey and a follow-up Interview with Command and Senior Officers who are currently employed by your Service. Specifically, this will include Uniform and Civilian members of your Organization and other GTA Police Services, who hold the rank of Inspector or higher + Civilian Managers. Specifically the survey will take approximately 15 minutes to complete and will involve you going through a short series of questions, on their computer / e-mail and indicating (by simply placing an "X") on a scale, for the response that they have chosen. The follow-up Interview will likely be no longer than 30 – 45 minutes and will take the form of semi-structured questions, based directly on the responses that were provided on the aforementioned e-mail survey. This interview can be conducted at the participant's convenience, either at their office, my office or an alternate location of their choosing.

Please note that participants may elect to only complete the survey and not be interviewed. The Interview, with their individual consent, will be audio taped. The audio tape will be used only by myself and will serve to limit the amount of note taking required during the discussion and, if necessary, for clarification when writing the final report. The audio tape will be transcribed and the participants will have the opportunity to review their transcripts upon request. If requested, a transcript of their interview will be made available within 30 days of the interview. There will be no expectation of the participant to return the copy of the transcript unless clarification or change is required. The information gathered from the survey and/or interview will be kept in strict confidence, stored at a secure location, only accessible by myself and my thesis supervisor, Dr. Daniel Lang. Upon 12 months after completion of this Thesis, all data will be destroyed.

It is estimated after receiving Administrative (your) and Participant Consent that 75 - 100 participants total (from all the Services involved) will take part in the survey component of study and that an included 20 – 30 will be further interviewed, in the qualitative portion of this research.

There is no risk of participants being identified because of their role in the organization. Unless specific consent is obtained no participant will be identified and steps will be taken to conceal their identity. If the participant does not agree to be identified, and their identity cannot be concealed, any information that may identify him/her will be excluded from the study. Participation is voluntary and participants will be informed about the nature of the study and their participation, including the assurance that they may withdraw at any time. Participants may also refuse to answer any questions during the survey and/or follow-up Interview. In addition, Participants may elect to only complete the survey and not be interviewed. Participants will not be judged or evaluated and at no time will they be at risk of harm. No value judgments will be placed on responses.

Furthermore, in keeping with the Tri-Council Policy Statement, participant involvement in each component of this research will be predicated on full, free and informed voluntary consent, given without manipulation, undue influence or coercion (Tri-County Policy Statement). Participants will also be provided with a copy of their consent form, for their own reference and be advised that if they have any additional questions regarding their rights as participants, that they may directly contact the Ethics Review Office, of the University of Toronto at [ethics.review@utoronto.ca](mailto:ethics.review@utoronto.ca) or 416-946-3273.

I would like to request your support and assistance in undertaking this study within your Police Service. Specifically, I am asking you to give permission to conduct this study. I have previously spoken with Superintendent Darren Smith, of Human Resources Command, Toronto Police Services who advised me, that with your permission, he would assist in identifying and contacting Command and Senior Officers, in your Service for the purpose of the study.

Due to the unique nature of this study it is not possible to conceal the identities of the Police Services involved and thus a condition of participation in this study is the necessity of naming the organizations involved. This said please be re-assured that no specific data or response will be attached to any given Police Service. If you agree to have your Police Service participate in this study, please sign this letter below and return it to me in the envelope provided. Please keep a copy of this letter for your files. If you have any questions, please feel free to contact me at (416) 716-6224 or [rjhussein@rogers.com](mailto:rjhussein@rogers.com). You may also contact my supervisor, Dr. Daniel W. Lang at (416) 416-923-6641 Ext. 7116 or 416-926-4741. Thank you in advance for your consideration and support.

Respectfully,

Riyaz J. Hussein  
Doctoral Candidate, Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 716-6224  
Tel: (416) 808-7149  
E-mail: [rjhussein@rogers.com](mailto:rjhussein@rogers.com)

Dr. Daniel W. Lang  
Professor, Coordinator  
Program in Higher Education  
Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 923-6641 ext. 7116  
Tel: (416) 926-4741  
E-mail: [dlang@oise.utoronto.ca](mailto:dlang@oise.utoronto.ca)

By signing below I agree to have the Toronto Police Service take part in the study and be identified by name. I certify that I have signing authority on behalf of the Toronto Police Service for the purpose of giving permission for this study and the naming of the Police Service involved.

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**Chief of Police / Commissioner  
Police Service**

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**Date**

## **Appendix C - Informed Consent to Participate: Survey and/or Follow-up Interview**

(To be printed on OISE/UT letterhead)

**Dear Police Command/Senior Officer,**

As per our telephone conversation, you have indicated that you would be interested in participating in an email survey and/or a brief interview which would follow the survey. This letter constitutes the informed consent. I am writing to invite you to participate in a study entitled *The Badge and the Baccalaureate – An analysis of attitudes and belief associated with Policing and Higher Education, in Ontario: from a Management Perspective*.

I am a student in the Department of Theory and Policy Studies at OISE/University of Toronto and a serving police officer. The purpose of my dissertation is to gauge the attitudes and beliefs of various Command and Senior Officers in Ontario (Police Management), towards higher education and its role within policing. Included in this study will be Uniform and Civilian members of your Organization and other GTA Police Services, who hold the rank of Inspector or higher + Civilian Managers. It is estimated that 75 - 100 participants total (from all the Services involved) will take part in the survey component of study and that an included 20 – 30 will be further interviewed, in the qualitative portion of this research. Specifically, this study examines Police Command and Senior Officer expectations surrounding entry level education, the relevance of higher education, to policing and attitudes regarding linking financial rewards to levels of higher education, within policing. Also considered in the study are attitudes and beliefs of Police Command and Senior Officers towards the association of promotion and higher education. In addition to the aforementioned, the study attempts to solicit from Police Command and Senior Officers their views regarding factors that govern their attitudes and beliefs towards higher education and policing. A secondary but related purpose of this study is to examine the current state of policy surrounding, policing and higher education, in Ontario. The research is under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. The study will also assist Command and Senior Officers to better understand strengths and weaknesses of their respective Police Services as they relate to higher education. Thus ensuring the future needs of Policing, as they relate to higher education are met

Your Police Service has given permission to identify your organization by name. There are no anticipated risks to you other than, due to your position in your organization there may be concern that you will be identified through your responses. Unless you expressly consent to be identified steps will be taken to protect your identity. For those who do not agree to be identified, pseudonyms will be used in all written reports. If you do not agree to be identified and your identity cannot be concealed then any information that may identify you will not be used in the study. Participation is voluntary and you may withdraw at any time. You may also refuse to answer any questions during the survey. You will not be judged or evaluated and at no time will be at risk of harm.

No value judgments will be placed on responses nor will your choice to participate or withdraw be reported to any other member of your or other Organization. Your participation / involvement in each component of this research is predicated on full, free and informed voluntary consent, given without manipulation, undue influence or coercion. You will also be provided with a copy of your consent form, for your own reference. If you have any additional questions regarding your rights as a participant you may directly contact the Ethics Review Office, of the University of Toronto at [ethics.review@utoronto.ca](mailto:ethics.review@utoronto.ca) or 416-946-3273.

You may also select to only complete the survey and not participate in any follow-up interview. No value judgment will be placed on such a choice. However, if you agree to participate in the follow-up interview a date to meet at your convenience will be set. The Interview, with your consent will be audio taped. The audio tape will be used only by the researcher and will serve to limit the amount of note taking required during the discussion and, if necessary, for clarification when writing the final report. The audio tape will be transcribed and the participants will have the opportunity to review their transcripts upon request. If requested, a transcript of your interview will be made available within 30 days of the interview. There will be no expectation of you to return the copy of the transcript unless clarification or change is required. The information gathered from the survey and/or interview will be kept in strict confidence (subject to permission from you to disclose such), stored at a secure location, only accessible by myself and my thesis supervisor, Dr. Daniel Lang. Upon 12 months after completion of this Thesis, all data will be destroyed.

The survey will take approximately 15 minutes to complete and will involve you going through a short series of questions, on your computer / e-mail and indicating (by simply placing an "X") on a scale, for the response that you have chosen. The follow-up Interview will likely be no longer than 30 – 45 minutes and will take the form of semi-structured questions, based directly on the responses that you provided on the aforementioned e-mail survey. This interview can be conducted at your convenience, either at your office, my office or an alternate location of your choosing. You may request a summary of results.

Please keep a copy of this letter for your files and complete and return this form by E-mail, or by fax. Alternatively, you may contact me to arrange pick-up or drop-off of the Participant Consent Form. Thank you for your time and cooperation.

Respectfully,

Riyaz J. Hussein  
Doctoral Candidate, Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 716-6224  
Tel: (416) 808-7149  
E-mail: [rjhussain@rogers.com](mailto:rjhussain@rogers.com)

Dr. Daniel W. Lang  
Professor, Coordinator  
Program in Higher Education  
Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 923-6641 ext. 7116  
Tel: (416) 926-4741  
E-mail: [dlang@oise.utoronto.ca](mailto:dlang@oise.utoronto.ca)

## Participants Information

\_\_\_\_\_ I am fully aware of the conditions above and have received a copy of this letter.  
(Please initial)

\_\_\_\_\_ I am willing to participate in the survey in your study. (Please initial)

\_\_\_\_\_ I am willing to participate in the follow-up Interview in your study. (Please initial)

\_\_\_\_\_ I am willing to have the follow-up Interview in your study audio-taped. (Please initial)

Name: \_\_\_\_\_ Tel: \_\_\_\_\_

Address: \_\_\_\_\_

E-mail: \_\_\_\_\_

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\_\_\_\_\_ Please initial if you would like a summary of the findings of the study upon completion.

\_\_\_\_\_ Please initial if you consent to be identified in this study: (This consent can be withdrawn at any time.)

Please return this form by E-mail, or by fax. Alternatively, you may contact me to arrange pick-up or drop-off of the Participant Consent Form.

Thank you.

## **Appendix D – Introductory E-mail Script, Administration/Faculty Participant.**

(To be printed on OISE/UT letterhead)

Hello, my name is Riyaz J. Hussein and I am a doctoral student at OISE/UT and a serving police officer conducting research towards my thesis entitled *The Badge and the Baccalaureate – An analysis of attitudes and beliefs associated with Policing and Higher Education, in Ontario: from a Management Perspective*, under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. I obtained your contact information from (Designated Senior Officer / Chief's or Commissioner's Office).

My dissertation is to gauge the attitudes and beliefs of various Command and Senior Officers in Ontario (Police Management), towards higher education and its role within policing. Specifically, this study examines Police Command and Senior Officer Expectations surrounding entry level education, the relevance of higher education, to policing and attitudes regarding linking financial rewards to levels of higher education, within policing. Also considered in the study are attitudes and beliefs of Police Command and Senior Officers towards the association of promotion and higher education. In addition to the aforementioned, the study attempts to solicit from Police Command and Senior Officers their views regarding factors that govern their attitudes and beliefs towards higher education and policing. A secondary but related purpose of this study is to examine the current state of policy surrounding, policing and higher education, in Ontario. The research is under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. The study will also assist Command and Senior Officers to better understand strengths and weaknesses of their respective Police Services as they relate to higher education. Thus ensuring the future needs of Policing, as they relate to higher education are met.

There are two data collection components to my research – an email survey and an optional follow-up interview. The survey will take approximately 15 minutes to complete and will involve you going through a short series of questions, on your computer / e-mail and indicating (by simply placing an "X") on a scale, for the response that you have chosen. The follow-up Interview will likely be no longer than 30 – 45 minutes and will take the form of semi-structured questions, based directly on the responses that you provided on the aforementioned e-mail survey. This interview can be conducted at your convenience, either at your office, my office or an alternate location of your choosing. If you volunteer to participate in the follow-up interview, the session will be audio taped with your agreement. The audiotape will be kept in a safe and secure place accessible to only me and my project supervisor and will be destroyed at the end five years. The audio taping is primarily needed to limit the amount of note taking required during the discussion and for clarification when writing the final report. Your identity will be protected unless you expressly agree to be identified. There are no consequences if you do not cooperate and no-one will be advised if you choose not to participate.

Your participation / involvement in each component of this research is predicated on full, free and informed voluntary consent, given without manipulation, undue influence or coercion. You may request a summary of results.

If you agree to complete the survey and/or participate in the follow-up interview I will e-mail you the Participant Consent Form and the survey to be completed. You may return the Participant Consent Form via E-mail or fax, at your earliest convenience. Alternatively, you may contact me to arrange pick-up or drop-off of the Participant Consent Form. You will be provided with a copy of this Consent Form for your own reference. Please feel free to contact me by return E-mail or at telephone number 416-716-6224 if you have any additional question.

Thank you for your time and assistance.

Riyaz J. Hussein  
Doctoral Candidate, Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 716-6224  
Tel: (416) 808-7149  
E-mail: [rjhussain@rogers.com](mailto:rjhussain@rogers.com)

Dr. Daniel W. Lang  
Professor, Coordinator  
Program in Higher Education  
Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 923-6641 ext. 7116  
Tel: (416) 926-4741  
E-mail: [dlang@oise.utoronto.ca](mailto:dlang@oise.utoronto.ca)



## **Appendix E – Follow-up E-mail Script: Email Survey**

Good morning/afternoon. Hello, my name is Riyaz J. Hussein and I am a doctoral student at OISE/UT conducting research towards my thesis entitled *The Badge and the Baccalaureate – An analysis of attitudes and beliefs associated with Policing and Higher Education, in Ontario: from a Management Perspective*, under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. I obtained your contact information from (Designated Senior Officer / Chief's or Commissioner's Office).

I previously sent you an e-mail introducing the study I am doing and I would like to ask you to participate in an email survey and an optional follow-up interview. Your participation is entirely voluntary and no-one will be advised and there are no consequences if you choose not to participate. Would you be willing to participate? (Any questions will be answered).

My dissertation is to gauge the attitudes and beliefs of various Command and Senior Officers in Ontario (Police Management), towards higher education and its role within policing. Specifically, this study examines Police Command and Senior Officer Expectations surrounding entry level education, the relevance of higher education, to policing and attitudes regarding linking financial rewards to levels of higher education, within policing. Also considered in the study are attitudes and beliefs of Police Command and Senior Officers towards the association of promotion and higher education. In addition to the aforementioned, the study attempts to solicit from Police Command and Senior Officers their views regarding factors that govern their attitudes and beliefs towards higher education and policing. A secondary but related purpose of this study is to examine the current state of policy surrounding, policing and higher education, in Ontario. The research is under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. The study will also assist Command and Senior Officers to better understand strengths and weaknesses of their respective Police Services as they relate to higher education. Thus ensuring the future needs of Policing, as they relate to higher education are met.

As mentioned previously, there are two data collection components to my research – an email survey and an optional follow-up interview. The survey will take approximately 15 minutes to complete and will involve you going through a short series of questions, on your computer / e-mail and indicating (by simply placing an “X”) on a scale, for the response that you have chosen. The follow-up Interview will likely be no longer than 30 – 45 minutes and will take the form of semi-structured questions, based directly on the responses that you provided on the aforementioned e-mail survey. This interview can be conducted at your convenience, either at your office, my office or an alternate location of your choosing. If you volunteer to participate in the follow-up interview, the session will be audio taped with your agreement. The audiotape will be kept in a safe and secure place accessible to only me and my project supervisor and will be destroyed at the end five years.

The audio taping is primarily needed to limit the amount of note taking required during the discussion and for clarification when writing the final report.

If you are willing to participate in the email survey and / or volunteer for the optional follow-up interview, I will E-mail you the Participant Consent Form and the survey to be completed. You may return the Participant Consent Form via E-mail or fax, at your earliest convenience. Alternatively, you may contact me to arrange pick-up or drop-off of the Participant Consent Form. You will be provided with a copy of this Consent Form for your own reference. Please feel free to contact me by return e-mail or at telephone number 416-716-6224 if you have any additional question.

Thank you for your time and assistance.

## **Appendix F –Recruiting E-mail Script, Police Agency Contact Individual**

(To be printed on OISE/UT letterhead)

### **Dear (Contact Person-Recruiting)**

My name is Riyaz J. Hussein and I met with you / spoke to you / your name was provided to me by (\_\_\_\_\_) on (DATE) regarding a study I was planning to do as doctoral student at OISE/UT towards my thesis entitled *The Badge and the Baccalaureate – An analysis of attitudes and beliefs associated with Policing and Higher Education, in Ontario: from a Management Perspective*, under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. At the time of our meeting / I was advised that you would be willing to assist me in this study on your police organization.

I have subsequently obtained permission from your Police Service / Organization to conduct this study. I have also obtained permission from the University of Toronto by way of an ethical review process for the methodology of this study.

The main purpose of this study is to gauge the attitudes and beliefs of various Command and Senior Officers in Ontario (Police Management), towards higher education and its role within policing. Specifically, this study examines Police Command and Senior Officer Expectations surrounding entry level education, the relevance of higher education, to policing and attitudes regarding linking financial rewards to levels of higher education, within policing. Also considered in the study are attitudes and beliefs of Police Command and Senior Officers towards the association of promotion and higher education. In addition to the aforementioned, the study attempts to solicit from Police Command and Senior Officers their views regarding factors that govern their attitudes and beliefs towards higher education and policing. A secondary but related purpose of this study is to examine the current state of policy surrounding, policing and higher education, in Ontario

Over the next several months I would like to circulate an email based survey and to conduct optional follow-up interviews with various Command and Senior Officers in your police organization. I am asking for your assistance in identifying these individuals and helping me contact them. Ideally, I would like to have 15 to 20 participants for the email survey and, as such, I would ask you to provide me with the contact information of all persons, within your organization, who may be eligible for such a study. Specifically I would like from you the a list of e-mail addresses, names, phone numbers and rank of Command and Senior Officers within their organization, who would be eligible for this study. In the event you provide me with a list that exceeds the target number, a random sampling method may be utilized to select participants.

I would ideally like to introduce the study to the participants by E-mail and then send a follow-up E-mail (if required) to solicit interest in participating and to arrange sending the Participant Consent Form and the actual E-mail survey. Upon completion of the survey, I will then place a call to those who volunteer to participate in any optional follow-up interview to arrange for such to occur.

Furthermore, in keeping with the Tri-Council Policy Statement, participant involvement in each component of this research will be predicated on full, free and informed voluntary consent, given without manipulation, undue influence or coercion. Participants will also be provided with a copy of their consent form, for their own reference and be advised that if they have any additional questions regarding their rights as participants, that they may directly contact the Ethics Review Office, of the University of Toronto at [ethics.review@utoronto.ca](mailto:ethics.review@utoronto.ca) or 416-946-3273.

I would like to obtain this information in the most convenient manner for you. Please feel free to contact me at my below phone numbers or e-mail address if you have any questions or wish to discuss this further with me.

The information can be sent via E-mail to [rjhussein@rogers.com](mailto:rjhussein@rogers.com) or mailed to 1603 Dellbrook Avenue, Pickering, Ontario, L1X2E7. I can be reached at telephone numbers: 416-716-6224.

Thank You for Your Assistance

Riyaz J. Hussein  
Doctoral Candidate, Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 716-6224  
Tel: (416) 808-7149  
E-mail: [rjhussein@rogers.com](mailto:rjhussein@rogers.com)

Dr. Daniel W. Lang  
Professor, Coordinator  
Program in Higher Education  
Theory and Policy Studies  
OISE/University of Toronto  
Tel: (416) 923-6641 ext. 7116  
Tel: (416) 926-4741  
E-mail: [dlang@oise.utoronto.ca](mailto:dlang@oise.utoronto.ca)

## Appendix G – Telephone Script: Follow-up Interview Candidate

“May I please speak with \_\_\_\_\_.”

Good morning/afternoon. Hello, my name is Riyaz J. Hussein and I am the doctoral student at OISE/UT conducting research towards my thesis entitled *The Badge and the Baccalaureate – An analysis of attitudes and beliefs associated with Policing and Higher Education, in Ontario: from a Management Perspective*, under the supervision of Professor Daniel Lang, Department of Theory and Policy Studies in Education. Thank you for your participation in the E-mail survey component of my research.

You have indicated that you wish to also participate in the optional follow-up interview portion of my research. Thus I am contacting you to arrange a mutually convenient time and location for such an interview to take place. The interview will be of a semi-structured nature and simply consist of follow-up questions, from the survey that you have already completed. In other words questions may be to seek clarification, richer detail or a more comprehensive understanding of your survey responses. Please note as indicated in my earlier E-mail correspondence, that this interview is completely voluntary and with your consent will be audio-taped. You also have the option of participating in the interview and not having an audio tape made.

If you consent to have an audio tape made, be assured that the audio tape will be used only by myself and will serve to limit the amount of note taking required during the discussion and, if necessary, for clarification when writing the final report. The audio tape will be transcribed and you will have the opportunity to review the transcripts if you wish. The information gathered from the interview (like that from the E-mail survey) will be kept in strict confidence, stored at a secure location, only accessible by myself and my thesis supervisor, Dr. Daniel Lang. This information, like that of the survey you completed will be destroyed after a period of five years or sooner.

Do you have additional questions at this time (answer any queries)?

Where and when can we meet to conduct this interview?

Thank you for your time and assistance.

## Appendix H - Summary / Research Flow Chart

(To be printed on OISE/UT letterhead)

