

**CHALLENGES IN IMPLEMENTING COMMUNITY POLICING; CONFLICT
BETWEEN PARADIGM AND PRACTICE. DOES THE DELIVERY SYSTEM
REFLECT THE THEORETICAL PARADIGM? A CASE STUDY**

By

MARIO BRANDON THOMAS

B.A., Psychology, University of Regina, 2003
Bachelor of Human Justice, University of Regina, 2003

A thesis submitted in partial fulfilment of
the requirements for the degree of

MASTER OF ARTS

In

CONFLICT ANALYSIS AND MANAGEMENT

We accept this thesis as conforming
to the required standards

Project Sponsor, Dave Wyatt

Faculty Supervisor, Otto Driedger

Fred Oster, PhD,
Director, MACAM Program
Peace and Conflict Studies, RRU

**ROYAL ROADS UNIVERSITY,
August 2005**

©Mario B. Thomas 2005



Library and
Archives Canada

Bibliothèque et
Archives Canada

Published Heritage
Branch

Direction du
Patrimoine de l'édition

395 Wellington Street
Ottawa ON K1A 0N4
Canada

395, rue Wellington
Ottawa ON K1A 0N4
Canada

Your file *Votre référence*

ISBN: 978-0-494-10822-2

Our file *Notre référence*

ISBN: 978-0-494-10822-2

NOTICE:

The author has granted a non-exclusive license allowing Library and Archives Canada to reproduce, publish, archive, preserve, conserve, communicate to the public by telecommunication or on the Internet, loan, distribute and sell theses worldwide, for commercial or non-commercial purposes, in microform, paper, electronic and/or any other formats.

The author retains copyright ownership and moral rights in this thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without the author's permission.

AVIS:

L'auteur a accordé une licence non exclusive permettant à la Bibliothèque et Archives Canada de reproduire, publier, archiver, sauvegarder, conserver, transmettre au public par télécommunication ou par l'Internet, prêter, distribuer et vendre des thèses partout dans le monde, à des fins commerciales ou autres, sur support microforme, papier, électronique et/ou autres formats.

L'auteur conserve la propriété du droit d'auteur et des droits moraux qui protègent cette thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

In compliance with the Canadian Privacy Act some supporting forms may have been removed from this thesis.

Conformément à la loi canadienne sur la protection de la vie privée, quelques formulaires secondaires ont été enlevés de cette thèse.

While these forms may be included in the document page count, their removal does not represent any loss of content from the thesis.

Bien que ces formulaires aient inclus dans la pagination, il n'y aura aucun contenu manquant.


Canada

"... there is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things. Because the innovator has for enemies all those who have done well under the old condition, and lukewarm defenders in those who may do well under the new".

(Niccolo Machiavelli, *The Prince*, 1505)

Abstract

This thesis explores dissonance between theories of community policing and community policing initiatives across Canada with focus on a police organization; the Regina Police Service (RPS). The focal point of this study is to understand the challenges of organizational change at RPS, during transition to community policing. Findings are; change in policing strategies affects officers in the front lines, particularly officers working at community police stations. Through semi structured, open-ended, interviews research participants identified implementing community policing at RPS causes organizational conflict between patrol and community police officers, and between front line officers and management. Through action research, in cooperation with research participants, this study explores potential solutions RPS can implement to manage conflict during organizational change. Further research on lack of community police stations in affluent neighbourhoods, and potential for social conflict between police and the community in implementing community policing in economically disadvantaged neighbourhoods is recommended.

Acknowledgements

Purpose without learning is equally inadequate as learning without purpose...

No one taught me more about purpose and the value of hard work, dedication and goal setting than my mother. She instilled in me the drive and motivation to succeed and she helped me understand the priceless value of a good education. To her I dedicate this thesis.

I would like to express my gratitude to the police officers at the Regina Police Service, who have helped me throughout this process by taking time from their busy schedules to participate in my study. This project would not have been possible without their participation. To the chief of Regina Police Service, Cal Johnston, who made this project possible in the first place - a heartfelt Thank You.

Special thanks to Staff Sergeant Dave Wyatt my organizational sponsor and the person in charge of the Community Police Centers. Your enthusiasm and participation in this research project has been instrumental in getting things done on time. Your knowledge, expediency, cooperation, support and professionalism were irreplaceable.

I would also like to thank Terry Coleman, Chief of police in Moose Jaw Saskatchewan, who on short notice has taken the time to meet with me and give me the inside scoop on "Contemporary Policing"; sharing your work and your valuable advice has helped me keep my project on track.

To the sergeants in charge at Al Ritchie and North Central Community Police Centres, Brian Benz and Curtis Kemp- thank you for making me feel like home. Working with you was a delight.

Many thanks to faculty, staff and my classmates at Royal Roads University for providing the fuel for a wonderful and memorable learning experience. It is not what we learned in the classroom from lectures, but how and what we learned from each other that we will remember for a lifetime.

Last but not least I would like to thank my faculty advisor- a wonderful teacher, justice and peace emissary to the world - Professor Emeritus Otto Driedger. It is a rare privilege to work with a person with so much worldly experience and knowledge. When we first met in my undergrad days, while studying Restorative Justice, you changed my interest in learning from a temporary social necessity into a life long goal. Without your kind guidance, support and valuable advice this would have been a lesser work.

Table of Contents

Abstract.....	iii
Acknowledgements.....	iv
Table of Contents.....	v
List of Figures.....	vii
1. Chapter 1 - Overview and Background	1
1.1. Introduction.....	1
1.2. A Brief History of Policing.....	3
1.3. Understanding Community Policing; Literature Overview.....	6
1.4. Research Concern; Issues of Contention in Implementing Community Policing.....	12
2. Chapter 2 - Exploring Conflict.....	19
2.1. Defining and Understanding Conflict; Quick Overview	19
2.2. Brief Exploration of Organizational Conflict.....	24
2.3. Organizational Responses to Conflict.....	26
2.4. Summary of Conflict Theory.....	31
3. Chapter 3 - Research Methodology.....	32
3.1. Qualitative Research Methodology; Theoretical Paradigm.....	32
3.2. Research Conduct.....	35
3.3. Research Decisions.....	38
3.4. Ethics Review.....	39
3.5. Exploring Personal Bias and Placing the Researcher.....	39
4. Chapter 4 - Research Findings.....	40
4.1. Explaining the Interview Questionnaire.....	40
4.2. Exploring Themes.....	41
4.2.1. Theme 1 - Police Officers' Views of Community Policing Principles (Interview Questions: 2, 3, and 5).....	41
4.2.2. Theme 2 - Police Officers' Personal Perceptions of Obstacles in Implementing Community Policing (Interview Questions 1, 4, and 6).....	45
4.2.3. Theme 3 - Police Officers' Personal Perceptions of Organizational Support in Implementing Community Policing (Interview Questions 7, 8, 9, 12, 13 and 14).....	50
4.2.4. Theme 4 - Police Officers' Personal use of Community Policing Principles (Interview Questions 10 and 11).....	57
4.2.5. Theme 5 - Police Officers' Perception of Organizational Overall Success in Implementing Community Policing (Interview Question 15).....	60

5. Chapter 5 - Observations, Conclusions and Recommendations	63
5.1. Analysis of Findings.....	63
5.2. Conclusions.....	67
5.3. Recommendations for Service Delivery Improvement.....	69
5.4. Summary and Discussions.....	75
5.5. Recommendations for Further Research.....	77
References	80
Appendix: A.....	85
The Peel Principles	
Appendix: B.....	86
Letter of Invitation to Participate in Research	
Appendix: C.....	88
Invitation to Participate in Community Policing Research Poster	
Appendix: D.....	89
Free and Informed Consent Form for Research Study Participants	
Appendix E.....	91
Interview Questionnaire	

List of Figures

Figure: 1. The Wheel of Conflict.....	21
Figure: 2. Optimal Levels of Conflict.....	32
Figure: 3. Community Policing Implementation Organizational Success.....	67

Chapter 1 - Overview and Background

1.1. Introduction

In Canada community oriented policing, also known as proactive policing, is recognized as the most progressive solution for reducing crime and efficiently addressing future community problems. For over a decade, many police organizations across Canada and elsewhere have implemented community policing, but there is much debate and disagreement about the success and merits of this new trend in policing.

Clairmont (1992) identifies community policing as “the official morality with respect to policing in Canada” (Clairmont, 1992, in Chacko & Nancoo, 1993, p. 1). Normandeau and Leighton (1990) recognize community policing as the most progressive approach to contemporary policing and Murphy (1988) views proactive-problem solving policing, as the dominant ideology and organization mode of progressive policing (Murphy, 1988 in Chacko & Nancoo, 1993, p. 1). Despite strong support, community policing has its critics. Research on proactive policing indicates many police organizations have difficulties implementing community policing.

Pelfrey (2004) argues, many police departments have assigned some officers to community policing duties but the majority of officers are assigned to traditional reactive policing. Pelfrey (2004) points out; “pertinent literature suggests that these two groups [reactive vs. proactive police officers] do not see eye to eye on their respective roles and duties” (p. 1). In many police agencies we now have two distinctive groups of police officers with two distinctive work orientations: reactive and proactive officers (Pelfrey, 2004). Officers working in community policing are expected to perform tasks of officers

in traditional policing, such as motorized patrol, respond to calls, make arrests, deter crime, and at the same time be involved in community policing initiatives. Although the proactive police role has been well intentioned, it has produced conflict and disagreement in many police agencies about the role and duties of traditional motorized patrol officers versus community policing officers (Lurigio & Rosenbaum, 1994; Rosenbaum, 1998).

In the spirit of Conflict Analysis and Management studies and in particular organizational conflict, this researcher is interested in understanding how police organizations manage change; in this case the transition from a *reactive* mode of policing (reacting to crime as it occurs) to a *proactive* form where police officers are actively involved in crime prevention initiatives in partnership with the community. Through the literature review process, this researcher identified organizational change in police organizations is a difficult process due to a multitude of internal and external dynamics. Research findings indicate there are many contradictions and conflicting views regarding methods and merits of implementing community based policing. Controversial findings heightened this researcher's interest to further explore the consequences of community policing implementation; the impact community policing implementation has on generating conflict between stakeholders, and especially front line police officers.

This research project will focus on the Regina Police Service (RPS), a local police organization. Research findings from across Canada and elsewhere, will be compared with local police officers' personal experiences in dealing with the challenges of implementing community policing at RPS. This study was conducted through action research, in order to give sponsoring agency the opportunity to establish a channel of communication between its front line officers and police administrators. At the

completion of this study this researcher will understand better the challenges and effects of organizational change to community policing in this organization. This research project will aid participants in understanding the dynamics involved in changing RPS to community oriented policing. It will assist stakeholders in collectively finding solutions to their existing and emerging concerns regarding community policing implementation.

1.2. A Brief History of Policing

To understand today's realities and challenges in policing organizational change one must briefly explore the history of policing. Many of us take for granted the social benefits, obligations and responsibilities that derive from having police services in our communities. Most settlements with a sizable population in Canada and elsewhere have some sort of policing organization. Policing, before the emergence of the professional policing era, was the sole responsibility of the communities. In other words communities were charged with looking after themselves in dealing with issues of crime and social disorder.

Prior to the colonization of North America "highwaymen" were employed in the United Kingdom by crime victims and paid to apprehend suspected criminals (Gutierrez, 2003). In 1692, the passage of the "Highwayman Act" provided financial compensation for citizens willing to aid in the apprehension of criminals. The Highwayman Act led to numerous abuses such as blackmail and false accusations (Gaines, Kappeler & Vaughn, 1999, in Gutierrez, 2003). King George II allowed the London city council to levy taxes for the purpose of implementing a paid watchman system, which many historians believe is the first city tax for the provision of a rudimentary law enforcement system. Historians

note, some of these early agents of social control may have had criminal histories themselves. These “bounty hunters or thief takers”, as they were known were solely motivated by quick financial gains (Gaines, Kappeler & Vaughn, 1999, in Gutierrez, 2003).

In the United States, prior to the development of formalized policing, agents of social control worked for the courts and were compensated by victims who sought the apprehension and adjudications of offenders. Agents of the courts were susceptible to bribes and unreasonable conduct. In colonial America, a system of constables and watchmen was developed (Monkkonen, 1992, in Gutierrez, 2003). Constables were often ineffective, sometimes characterized as “drunken, snoring fools” (Gutierrez, 2003, p.3) who were “as apt to join crooks in the commission of a crime as they were to confront them” (Bittner 1970, in Gutierrez, 2003). With little changes along the way policing continued in this fashion until the beginning of the 18th century.

In 1829 in London, England, Sir Robert Peel revolutionized social control with the proposal of the “London Metropolitan Police Act” (Gutierrez, 2003). Peel envisioned a new model of law enforcement by promoting a philosophical approach midway between a military regime and the watch system. Peel envisioned a less threatening police force that would be able to relate better to the public. The aim was that the police should be less coercive and more focussed on the use of normative and utilitarian power (Gutierrez, 2003). Peel defined specific principles and written rules design to be followed by police in the execution of their duties, known as *The Peel Principles* (Appendix: A.). Gutierrez argues the philosophies exposed in today’s community policing models echo Peel’s principles and represent “a rather radical departure from what in time became the

prevailing doctrine commonly labelled “the reactive” or “professional” approach to crime control” (Gutierrez, 2003, p. 4.).

During the 19th century American law enforcement experienced four dramatic changes. First was the introduction of a military policing model with its corresponding hierarchical organizational structure (Monkkonen, 1992, p.2). All information collected by patrol and field officers was reported to a centralized system at police headquarters and filtered down back the chain of command via a newly established communication system. According to Gutierrez (2003) centralization of command was further entrenched by the introduction of radio communication in the patrol car.

The second change in American policing was “the progressive placement of police as subordinates of the executive branch of government as opposed to elements of the courts” (Gutierrez, 2003, p.5). Removal from civil court activities allowed police to focus more on patrol and related activities such as controlling disorder and crime (Monkkonen, 1992, in Gutierrez, 2003, p. 5.). In the early era of policing, elected executives often used the police to pursue their partisan political interests. Parties in political power fortified police forces with personnel who supported and aided their political agendas and partisan ideologies (Walker, 1977).

From the moment of their creation, the police were the creatures of partisan politics. The officer on the beat was less a public servant than an agent for a given political faction. Police work was a form of casual labour not a lifelong career. Officers received virtually no formal training and there were no pretences toward a police science. Public attitudes reflected this non-professional approach. Policemen on the beat were subject to a remarkable degree of disrespect and outright abuse. To gain even a nominal degree of respect for their authority, policemen frequently resorted to violence-to gain by means of nightstick the respect that was not freely granted (Walker, 1977, p. 3).

This practice often alienated the police from a substantial segment of the public and brought into question police honesty and fairness (Johnson, 1981, in Gutierrez, 2003). The ill trend of police catering to political authority ultimately brought into question how police operate forcing police departments to review their hiring policies, how they perform their duties, and develop relationships and work with the community (Gutierrez, 2003).

The third important change in policing was the introduction of the police uniform (Monkkonen, 1992, in Gutierrez, 2003). The police uniform allowed members of the community and outsiders to easily identify police officers should the need for assistance emerge. At the beginning of their introduction uniforms were resisted because they were considered derogatory (Gutierrez, 2003). Eventually they became the accepted norm to the point where officers were identified by the community as the “men in blue”; a symbol that inspired camaraderie among people in law enforcement (Gutierrez, 2003).

The fourth element in the creation of modern law enforcement was the addition of the police force as a line item to the city budget (Monkkonen, 1992, in Gutierrez, 2003). Once the police became an integral part of the city budget they were expected to reinforce city bylaws, keep the peace in the community, apprehend criminals, and generally look after the wellbeing of the community. Police became a regular and effective mechanism for managing crime control and public order across the land. (Gutierrez, 2003)

1.3. Understanding Community Policing; Literature Overview

The winds of change are moving through the hallways of many police organizations in North America. For some, these winds are like a summer breeze

that opens the door to new possibilities. For others, they signal the onset of a cold, uncertain winter. Regardless of how one experiences it, something is happening, and this “something” is an attempt to rethink and restructure the role of police in society (Rosembau in Bordeur, 1998, p.1).

Inability of existing police infrastructures to cope with greater than ever complexities of our fast changing society and increasing demands on police by their rapidly growing constituencies forces police organizations to look for new ways to serve their communities (Chacko & Nancoo, 1993). Increased bureaucratization and over-specialization of police forces and separation from the community amplifies the need for implementing a community-driven police force. Police organizations face increased costs and pressure from the community and interest groups to do more with fewer resources. As a consequence, police administrators are forced to cut some services in order to address priority needs (Chacko & Nancoo, 1993).

Reduction and elimination of police services due to budget cuts and increasing operational costs creates community discontent. A new cost efficient approach to prevent and deal with crime is needed in order to cover eliminated services. Community Oriented policing is recognized as a viable solution to reducing crime and efficiently solving community problems (Chacko & Nancoo, 1993). Clairmont (1992) identifies community oriented policing and problem-oriented policing as the “official morality with respect to policing in Canada” (Clairmont, 1992, in Chacko & Nancoo, 1993, p. 1). Murphy (1988) labels proactive policing as the dominant ideology and organization mode of progressive policing (Murphy, 1988 in Chacko & Nancoo, 1993, p. 1).

Community policing philosophy and research suggests “traditional bureaucratic, crime-attack policing has failed. The police have lost their community context and this

loss inhibits the police in their order maintenance and crime control functions (Wilson and Kelling, 1982, in Greene & Mastrofsky, 1988). Research indicates “the deterrent capacity of the police has been largely overestimated, and the traditional police response exaggerated ... these findings call into question the effectiveness of traditional policing in dealing with crime, disorder, or citizen fear of victimization” (Greene & Mastrofski, 1988, p. 196).

Critics of traditional policing argue, “police are mystifying their role and manipulating public expectation” (Greene & Mastrofski, 1988, p. 196). Reactive policing “promotes poor policing management, leading to the issuance of more traffic tickets, the growth of an unofficial quota system, and ‘fudging’ of crime statistics” (Lynch, McBride & Thibault, 1985, p. 50). “Bureaucratic policing is challenged for maintaining an image of policing that does not reflect social and political reality. Bureaucratic policing, with its reliance on organizational control of the police response, the leveling of citizen demand and predominantly reactive response to community disturbance has indeed fallen on hard times” (Greene & Mastrofski, 1988, p. 196).

Supporters of community policing recognize proactive policing as progressive police work that could serve the community better while preventing and deterring crime. Critics of community policing are skeptical about this new approach to policing (Chacko & Nancoo, 1993). Despite its detractors, many supporters of community oriented policing have given it much credit and are confident of its value and application. Trojanowicz (1998) wrote extensively on the merits of a community-based police force. He defines community policing as “a philosophy of full service, personalized policing where the same officer patrols and works in the same area on a permanent basis, from a

decentralized place, working in a proactive partnership with citizens to identify and solve problems” (Trojanowicz & Carter 1998).

Trojanowicz’s definition of community policing identifies fundamental differences between traditional reactive police organizations and operations and the new proactive approach he proposes. “Full service”, Trojanowicz (1998) argues, requires the involvement of the entire police force from top administrators, chiefs and regulators to street officers and civilian personnel in the implementation and delivery of community oriented police services. Trojanowicz (1998) argues, while a police department may begin community policing as a partial program success depends upon the acceptance and transformation of the whole organization (Trojanowicz & Carter 1998).

Trojanowicz (1998) suggests community police officers must work in proactive partnership with citizens to identify and solve problems (Trojanowicz & Carter, 1998). The idea of a partnership between the police and the community is novel for police organizations that have been historically notorious for their secrecy and separation from the community (Chacko & Nancoo, 1993).

According to Trojanowicz (1998) there is no substitute to community involvement when it comes to preventing and solving crime. Trojanowicz (1998) stresses the importance of putting a human face to police patrols and replacing driving by the community with walking through the community. He emphasizes the creation of “proactive partnerships” (Trojanowicz & Carter, 1998) and focus on problem solving within the community. Trojanowicz (1998) states, immediate benefits from positive police-community interactions would be numerous and among those benefits he identifies

an increased quality of life, a decreased fear of crime, an increased level of identification of causation and prevention of crime (Trojanowicz & Carter, 1998).

Carter and Sapp (1994) define community policing as a method of proactive policing and problem solving to increase efficiency and effectiveness in addressing crime problems, service needs, and improving quality of life. Goldstein (1990) describes community policing as any activity whereby the police develop closer working relations with the community and respond more effectively to citizens' needs and priorities.

“Community policing expanded focus, which embraces positive social and physical changes in the community, also holds the long-term hope of addressing opportunity, by linking those who suffer poverty and discrimination to agencies and programs that can help” (Boucqueroux & Trojanowicz, 1990, p. 145).

Greene (1993) views proactive policing as a program of cooperation to solve crime problems in the community. Miller and Hess (1994) define community policing as a philosophy that emphasizes working proactively with citizens to solve crime related problems and prevent crime (Miller & Hess, 1994). The commonly agreed upon philosophy describes community policing as a proactive approach to police work based on a solid partnership between the police and community to cooperatively find solutions for community concerns.

According to Trojanowicz community policing is born out of the recognition that the police do not have the necessary resources or methods to single-handedly reduce crime (Trojanowicz, 1998). Through a stronger partnership between police and citizens, community policing aims to develop responsibility sharing. “It is now seen as axiomatic

that the police cannot effectively maintain order or deal with crime unless they also have the consent of the community being policed” (Shapland & Vagg, 1988, p. 7)

In the handbook *Community Policing: Shaping the Future*, (Ministry of the Solicitor General of Ontario and Ministry of the Solicitor General of Canada, 1991) the following is hypothesized: At the core of community policing is the concept of a police/community partnership. The partnership principles of community policing recognize the crucial role of the community in the business of community policing. The aim is that crime will no longer be the sole responsibility of the police; instead it will become the direct responsibility and concern of the whole community. Through community policing the accountability of police officers to the community is increased, and the community’s accountability to the police is increased as well. The increase in accountability by both parties will have as an end result a more accountable and involved police force, and a more responsible, receptive and cooperative community (Ministry of the Solicitor General of Ontario and Ministry of the Solicitor General of Canada, 1991)

Since the implementation of the patrol car, “the social distance between the police and the public has grown. A large segment of the population does not feel comfortable discussing their problems with the police; they believe that police are not interested in their problems” (Woods & Ziembo-Vogl, 1996). “By staying in their cars, patrol officers lost contact with the residents of their beats who were neither offenders nor victims. Their knowledge of community problems became more and more limited” (Eck & Spelman, 1987a, p. 13 in Toch & Grant, 2005 p.4). Community policing aims to bridge the gap between officers and the community they serve. Through foot patrol and direct involvement in the community officers will become an integral part of the community.

“The visibility of police cars was said to deter contemplated crime, and eyeballing by officers was presumed to pinpoint offenses in the process of being committed” (Toch & Grant, 2005 p.4). The benefit of having patrol cars driving through the community to “prevent” crime has been proven time and again to be a myth as many studies have indicated that random patrols do not affect the crime rates in a community (Toch & Grant, 2005). “Citizens are not impressed by efficiency of operation or effectiveness of response. What the citizens want is police activity that addresses the concerns they are experiencing and ameliorates the difficulties they have called to the attention of police”. (Toch & Grant, 2005 p.4)

As an organization, police agencies have to provide a large variety of services to the communities they serve. “Police are unique in a number of respects. They are available 24 hours a day and they have no sharply delimited mandate that circumscribes what they do. They carry considerable authority. Police also function as last resorts and are called by citizens when no one else can help them. As a result, the challenges the police face are often overwhelming ones” (Goldstein, 1979 in Toch & Grant, 2005 p. 5).

1.4. Research Concern; Issues of Contention in Implementing Community Policing

For the successful implementation of a genuine community policing strategy the greatest challenge is the public’s perception of the effectiveness of proactive policing (Chacko & Nancoo, 1993). There are many critics of proactive policing, from “battle hardened cops” to politicians and moral entrepreneurs (Chacko & Nancoo, 1993). Liberal activism views community policing as an attempt by the police to “snoop” on people without consent (Lyons, 1999). Conservative groups are critical that communities with

more social problems (unemployment, poverty, poor housing, drug use, etc) who are in need of additional social and police services, “drain” more resources than affluent neighborhoods, hence oppose community policing on financial grounds (Gutierrez, 2003).

Research on proactive policing indicates community policing is a difficult transition for many police organizations. Pelfrey (2004) argues, many police departments have assigned officers to some community policing duties but the majority of officers are assigned to traditional reactive policing. Pelfrey (2004) points out; “pertinent literature suggests that these two groups [reactive vs. proactive police officers] do not see eye to eye on their respective roles and duties” (Pelfrey, 2004 p. 1).

In many police agencies we now have two distinctive groups of police officers with two distinctive work orientations: reactive and proactive officers (Pelfrey, 2004). Officers in community policing are expected to perform tasks of officers in traditional policing, such as motorized patrol, respond to calls, make arrests, deter crime, and at the same time be involved in community policing. Although this type of police role has been well intentioned, it has produced conflict and disagreement in many police agencies about the role and duties of traditional motorized patrol officers versus community policing officers (Lurigio & Rosenbaum, 1994; Rosenbaum, 1998).

Critics of proactive community policing argue community policing remains “a source of considerable confusion and conflict” (Chacko & Nancoo, 1993, p. 24). “Taken in a literal sense, the notion of the problem-solving police-clinician seems to carry a promise on which police cannot yet deliver. There simply is an insufficient knowledge base and infrastructure to produce technical success on a regular basis” (Mastrofsky in Brodeur, 1998, p. 177).

Trojanowicz and Bucqueroux (1990) argue the movement towards community policing continues to suffer. "Some police departments claim to have community policing, but they violate the spirit of the letter of what true community policing demands" (Trojanowicz & Bucqueroux, 1990, in Chacko & Nancoo, 1993, p. 4). "Community policing threatens the status quo, which always generates resistance and spawns controversy, even more so because community policing also challenges basic belief. It also requires substantive changes in the organization structure of police departments" (Trojanowicz & Bucqueroux, 1990, in Chacko & Nancoo, 1993, p. 4).

Community policing is an attempt by police organizations to reform their organizational and management structure.

Community policing has introduced a variety of modern management principles such as decentralized authority, management planning, participatory management, flexible organizational structure, and a more open organizational environment. However, evaluations of community policing programs in Canada suggest that implementing and managing fundamental change within a police department requires a level of management skill and sophistication that is beyond the capacity of some police departments. This explains a tendency to adopt community policing strategies and incorporate them within traditional management philosophies and organizational structures (Greene and Mastrofski, 1988, p. 183).

Community Oriented Policing "has replaced professional crime control policing as the dominant ideology and organizational model of progressive policing in Canada" (Murphy, 1993), but it is still in its infant stages of implementation. Some police departments across Canada are reluctant to fully implement the new ideology for a variety of reasons. "For some chiefs' community policing is mainly a rhetorical issue useful for negotiating new budgets and programs" (Murphy, 1993). Greene and Mastrofsky (1988) write in *Community Policing; Rhetoric or Reality*, "What the police

actually do rather than what is said or how the department is managed or organized is of course the most critical dimension in evaluating community policing's actual impact" (Greene & Mastrofski, 1988, p. 184).

Research indicates there is much disagreement as to the use of adequate methods of evaluating the success of community policing implementation.

Community policing is difficult to evaluate empirically as it remains a broad ideological phenomenon with a loosely linked set of objectives and varied programmatic strategies. As most community policing programs are in the early stages of development and implementation, the focus of research to date has been on documenting the implementation process rather than the impact on possible organizational change. Community policing programs or projects are typically a well publicized product of community or institutional politics in which various parties have a vested interest in the success of the program. Impact evaluations using survey data alone often fail to provide information or analysis that would allow the police or communities to assess either the actual impact of the program or the reasons for its relative success or failure. If community policing is to progress, both police and funding agencies will have to pursue more critical but methodologically sophisticated evaluation studies. (Greene & Mastrofski, 1988, p. 185).

Community policing is labeled by critics as an elusive concept of policing (Greene & Mastrofski, 1988). "The ambiguous rhetoric and vague theorizing that dominate much of the academic and programmatic literature too often obscure considerable confusion and conflict about the basic assumptions and implicit values inherent in community policing" (Greene & Mastrofski, 1988, p. 185). Greene and Mastrofsky (1988) point out "That so many different political and institutional interests can agree about community policing suggests that they could very well be agreeing about different things. Community policing's emphasis on community consensus, citizen involvement, police accountability, and discretionary policing amplifies rather than resolves traditionally problematic issues" (Greene & Mastrofski, 1988, p. 185).

Greene, Mastrofski (1998) and Chacko and Nanchoo (1993) have identified five common concerns expressed by community policing critics:

1. What is a Community?

In most community policing literature communities are identified as a nostalgic, consensual, geographically limited and value-laden place. "Police experience to date suggests a more realistic and perhaps useful conception of community as that of a community of interest, united on a temporal basis, in relation to specific interests, requiring some degree of mutual collaboration and agreement" (Greene & Mastrofski, 1988, p. 186). A more cynical view of "community" in community policing is "sometimes no more than a 'warmly persuasive' word intended to encourage public support of a policy that is primarily intended to benefit policy-makers, in this case the police" (William, 1976. in Shapland & Vagg, 1988, p. 2).

2. Who Represents the Community?

Community policing has among other premises cooperation with the community to solve community concerns. Communities are to be "consulted, surveyed, organized, and negotiated with, in order that their interests, needs and concerns are incorporated into neighborhood police priorities and strategies" (Greene & Mastrofski, 1988, p. 186). This vision of an actively participating community begs the question of who legitimately represents the community. "This issue is particularly problematic in low-income communities that are often poorly organized and politically unrepresented" (Greene & Mastrofski, 1988, p. 186).

3. How will Community Standards Influence and Affect Individual Rights?

Community policing ideology focuses on the collective rights or norms of the community as a legitimate and authoritative basis for police response. The police have transformed this ideology into operational mandates such as enforcing public order maintenance, and selective enforcement of the larger community standards on all citizens. This political and ideological mandate of the police to enforce the wishes of the majority conflicts with the official and legal mandate of governments and the police to “protect the rights of individuals and minorities from the arbitrary power and standards of the majority” (Greene & Mastrofski, 1988, p. 186).

4. *What is The Community’s Role in Policing?*

Greene, Mastrofski (1988), Chacko and Nancoo (1993) identified five different roles for the community in community policing literature;

- Community as an extension of police surveillance and response capabilities.
- Community as consumer and/or client of police services.
- Community as a partner, co-producer of neighborhood order and safety.
- Community as a source of authority, influence and control over neighborhood police policy.
- Community as an alternative source of order, policing, and law enforcement. (Greene & Mastrofski, 1988, p. 187 and Chacko & Nancoo, 1993, p. 22).

“Unless the relationship implied in community literature or programs are made explicit and the mechanisms for establishing these relationships are developed,

the vague rhetoric concerning this complex relationship will remain a source of considerable confusion and conflict” (Greene & Mastrofski, 1988, p. 187).

5. How will The Expanded Role of the Police Influence the Community?

Community policing advocates and legitimizes “a broader social and political role for the police than the legally constrained crime control model of conventional policing. The broad organizational mandate of maintaining order, peace, and security extends the police role into proactive preventative problem solving and the general dynamics of community organization and politics” (Greene & Mastrofski, 1988, p. 188). The police officer will become a “community organizer, problem solver, social service provider, and local politician” (Greene & Mastrofski, 1988, p. 188). Such an overreaching involvement will inevitably enhance police power and influence within and over the community.

Enhancement of police powers is justified by community policing supporters as a more effective way to reduce crime and maintain community order, particularly in low-income neighborhoods. Depending on how citizens view police powers, “this enhancement of police power and influence is either intrusive and dangerous or protective and responsible” (Greene & Mastrofski, 1988, p. 188).

Critics of community policing wonder if police should provide some of the services traditionally provided by other government agencies such as social services. Is the delivery of such services (by the police) going to reduce government spending on other agencies providing similar service? Is giving too much political power to the police going to give police organizations too much political influence over the neighborhoods they work in? If police powers are increasing are there enough safeguards and means of

accountability in place to protect against abuse? (Greene & Mastrofski, 1988). “In Canada to date there has been little public or academic debate over these issues” (Greene & Mastrofski, 1988 p. 188).

In many police organizations across Canada front line officers are faced daily with the realities and challenges of shifting to a proactive form of policing (Pelfrey, 2004). Inconsistency about community policing implementation, lack of commitment to community policing within and between police organization structures can lead to conflict between the politics of implementing proactive policing and the daily realities of police work in a reactive policing environment (Murphy, 1993). A workplace ridden with conflict can impact commitment to work, job satisfaction and ultimately service delivery.

Chapter 2 - Exploring Conflict

2.1 Defining and Understanding Conflict; Quick Overview

What is conflict? This question has no simple answer. How one defines conflict depends on how one thinks about conflict. Conflict can be an opportunity for airing important issues, a venue for producing new and creative ideas and an outlet for releasing built-up tension (Folger, Poole & Stutman, 2001). If managed properly conflict can aid in relationship strengthening and lead groups and organizations in re-evaluating and bringing clarity to their agendas. Conflict can serve as a catalyst in bringing social change and eliminating social inequalities and injustice (Folger, Poole & Stutman, 2001). People are more familiar with the negative implications of conflict, such as heated exchanges

where arguments spiral out of control, and negative tension, unrest, hard feelings and discontent that leads to more conflict.

So what exactly is conflict? Fink (1968) defines conflict as “the interaction of interdependent people who perceive incompatible goals and interference from each other in achieving those goals” (Fink, 1968, in Folger, Poole & Stutman, 2001, p. 5). One of the important features of conflict is that conflict is based on interaction. Conflict arises and is maintained by interaction of actors and their reaction to one another. Interaction includes both verbal and nonverbal communication. Conflict can manifest overtly, such as shouting matches, competition and threats, or covertly; people react to conflict by avoiding it (Folger, Poole & Stutman, 2001).

Tidwell (1998) argues, rooted within each account of conflict there are fundamental assumptions about the nature of human action and motivation. He identifies three perspectives or sets of assumptions on the origins of human behaviour; *inherency*, *contingency* and the *interactionist* perspective (Tidwell, 1998).

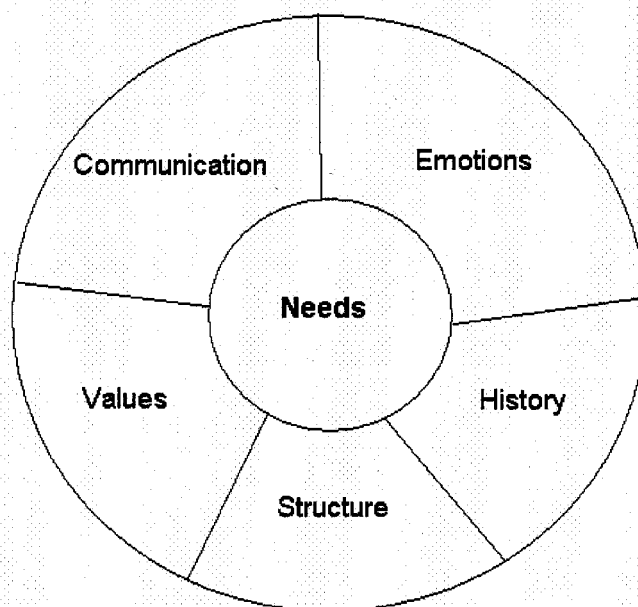
The *inherency* perspective holds that human behaviour comes from within the individual and is probably genetic in kind. The *contingency* perspective holds that human behaviour is a by-product of human intercourse, or socialization. Finally the *interactionist* perspective sees human behaviour as an interaction between inherent human characteristics and the social environment (Tidwell, 1998, p. 30).

How one views the nature of human action and motivation will influence how one perceives and reacts to conflict.

When in conflict people perceive they have incompatible goals and differences and others are interfering with their goals. It is the mere perception of being in conflict with another that is sufficient for a conflict situation to exist. (Folger, Poole & Stutman, 2001). Conflict does not require the other party being aware of being in conflict with the

person perceiving the conflict. There need not be objective reasons for conflict to occur. If a person believes they are in conflict it is a sufficient condition to experience being in conflict. "Conflict, unlike the tango, does not require a minimum of two people: only one person need perceive conflict in order that it may exist" (Tidwell, 1998, p. 31).

Mayer, (2000) argues, at the center of some conflicts are human needs. Needs do not exist in a vacuum, "needs are embedded in a constellation of other forces that can generate and define conflict. In order to effectively address needs it is usually necessary to work through some of these other forces, which affect how people experience their needs and how these needs have developed" (Mayer, 2000, in Macfarlane, 2003, p. 17). Mayer (2000) identifies five basic forces, or sources of conflict; "the way people communicate, emotions, values, the structures within which interactions take place, and history" (Mayer, 2000, in MacFarlane, 2003, p. 18). (See Figure 1).



The Wheel of Conflict

Fig.1. *The Wheel of Conflict* (Adapted from Mayer, 2000, in MacFarlane, 2003, p. 19.)

- *Communication*: a source of conflict causation and a tool for conflict resolution.
- *Emotions*: the energy that fuels the conflict. Emotions are generated by particular circumstances and interactions and by previous experiences.
- *Values*: are the beliefs we have about what is important, what distinguishes right from wrong, good from evil, and what principles should govern how we lead our lives.
- *Structure*: the external framework in which an interaction takes place or an issue develops. Structure may include available resources, decision-making procedures, time constraints, communication procedures and physical settings.
- *History*: provides the momentum for the development of the conflict. History affects values, communication style, emotional reactions, and the structure in which they operate. (Mayer, 2000, in MacFarlane, 2003)

Coser (1956) separates *realistic* from *non-realistic* conflicts. Realistic conflicts are identified as conflicts over the means to an end or the ends themselves. "In realistic conflicts the interaction focuses on the substantive issues the participants must address to resolve their underlying incompatibilities" (Coser, 1956, in Folger, Poole & Stutman, 2001, p. 9). Non-realistic conflicts are expressions of aggression where the sole purpose of conflict is to defeat or hurt the other person. "Participants in non-realistic conflict serve their own interests by undercutting those of the other party" (Coser, 1956, in Folger, Poole & Stutman, 2001, p. 9). Coser argues force and coercion is commonly used in non-realistic conflict because of its orientation towards expressing aggression. In realistic conflict there is a larger array of resolution techniques employed such as

negotiation, persuasion, voting and sometimes force because parties are concerned with the resolution of substantive problems (Folger, Poole & Stutman, 2001).

Deutsch (1973) defines conflicts as *productive* and *destructive*. He proposes to identify the difference between the two styles of conflict by looking at the degree of *flexibility* people manifest while in conflict (Deutsch, 1973 in Folger, Poole & Stutman, 2001; Pirie, 2000).

In constructive conflicts members engage in a wide variety of behaviours ranging from coercion and threat to negotiation, joking and relaxation to reach an acceptable solution. In contrast, parties in destructive conflict are likely to be much less flexible because their goal is much more narrowly defined; they are trying to defeat the other. Destructive conflict interaction is likely to result in uncontrolled escalation or prolonged attempts to avoid issues. In productive conflict, on the other hand the interaction will change direction often. Short cycles of escalation, de-escalation, avoidance, and constructive work on the issue are likely to occur as the participants attempt to manage the conflict (Folger, Poole & Stutman, 2001, p. 9).

In productive conflict participants believe there is a way for all sides to achieve their goals. In contrast, in destructive conflict participants believe one side must lose for the other to win. "Productive conflict interaction results in a solution satisfactory to all and produces a general feeling that the parties have gained something" (Folger, Poole & Stutman, 2001, p. 10). Pirie (2000) describes productive or constructive conflict "similar to the process involved in creative thinking" (Pirie, 2000, p. 46).

The standards by which conflict outcome is evaluated are: *objective gains or losses, participant satisfaction, distributive justice* and *procedural justice* (Folger, Poole & Stutman, 2001). Participants in conflict are concerned about social justice, being allocated their entitlements or getting a fair share, and being satisfied with the process. Having a voice in the process and being treated justly through a fair process is important.

Often being treated ethically and with dignity is more important than objective gains (Folger, Poole & Stutman, 2001; Pirie, 2000)

2.2. Brief Exploration of Organizational Conflict

Organizational conflict represents “an expression of dissatisfaction or disagreement with an interaction, process, product or service. Someone or some group is unhappy with someone else or something else. This dissatisfaction can result from multiple factors: differing expectations, competing goals, conflicting interests, confusing communications, or unsatisfactory personal relations” (Costantino & Merchant, 1996, p.4). Costantino and Merchant define conflict in organizations as a “process, not a product” (Costantino & Merchant, 1996, p.4). Conflict is an organizational indicator of dissatisfaction. Looking at conflict as a process not as a product, we can evaluate conflict as an integral part of an organization rather than perceiving it as a tangible problem that can be solved, tamed, managed, or controlled. (Costantino & Merchant, 1996)

Understanding conflict in organizations, particularly in organizations undergoing change, allows the observer to understand better the dynamics of change and recognize that organizational conflict is “an interaction, a signal of distress, from within or outside the system” (Costantino & Merchant, 1996, p.5). People in organizations must recognize conflict for what it is, a signal, and indication that things are moving, and avoid labeling conflict as some negative byproduct of change that must be avoided at all cost (Costantino & Merchant, 1996).

Disputes in organizations as a result of organizational change are a natural occurrence. Disputes and conflict are used by many interchangeably, but they are not

synonymous (Costantino & Merchant, 1996). Conflict is a process and disputes are one of the many byproducts of conflict. Conflict is manifested in the expression of dissatisfaction, disagreement, or unmet expectations in organizational interchanges. Disputes are the tangible manifestations of conflicts such as a lawsuit (Costantino & Merchant, 1996). "The conflict is the process, and the state of dissatisfaction; the dispute is the product of unresolved conflict" (Costantino & Merchant, 1996, p.5). "Whereas conflict is often ongoing, amorphous and intangible, a dispute is tangible and concrete- it has issues, positions and expectations for relief. Collections of clusters of disputes are simply one of the many ways that conflict manifests itself in an organization" (Costantino & Merchant, 1996, p.5).

Costantino and Merchant (1996) identify the following manifestations of organizational conflict:

- *Disputes*: Grievances, disciplinary actions, complaints, law suits, strikes, threat of legal action, disagreements.
- *Competition*: Within the organization or between and among subunits and individuals within the organization. (The emphasis here is on unhealthy, uncontrolled and aggressive competition).
- *Sabotage*: Turf battles between divisions. Innuendoes about managerial incompetence and lack of integrity are surfacing and spreading through the grape vine.
- *Inefficiency/Lack of productivity*: Slow work, deliberate delays or decreased output. Hidden conflict can lead disgruntled yet vital employees to

refuse to participate or lend support efficiently and meaningfully as part of a team effort.

- *Low morale:* A hidden form of conflict. It is the result of attempting to avoid or deny the existence of conflict or frustration with attempts to protest organizational action or inaction. Employees get weary of being transferred, restructured, or reinvented. With no mechanism in place to deal with their frustration, they lose energy, morale and motivation.
- *Withholding Knowledge:* Withholding knowledge and information can be crucial in today's information age. Knowledge is power! This form of sabotage is practiced as a form of power and control. Such behavior is a sign of distrust. Status hierarchies arbitrarily deciding about who should be in the "inner-circle" and who should be left out is a good example. This behavior is a sure sign of hidden conflict and distrust (Costantino & Merchant, 1996).

2.3. Organizational Responses to Conflict

Organizations are collections of people organized in a hierarchical structure each having various degrees of perceived and/or legitimate power. With various degrees of power the actors in the organization hold various perspectives and levels of responsibility which are dependent on their standing within the organization. How an organization deals with conflict is largely dependent on the interchange between the actor's positions in the organization and the context of specific issues addressed weighed against whatever the organization considers its bottom line (Costantino & Merchant 1996). Depending on the degree of flexibility and capacity of an organization to adapt to and embrace change,

organizations will have various degrees of resistance to change. Sometimes resistance to change can cost organizations losses such as, economic or market share losses. Resistance to change can cause a company to lose its competitive edge (Costantino & Merchant 1996).

Costantino and Merchant (1996) argue “organizational responses to conflict do not occur separated and apart from the organizational culture or attitudes, practices and beliefs of the system and its members” (p. 7). Organizations have specific ways of doing things and responding to conflict tends to conform to the organization’s ways of doing. In organizations where conflict is perceived as negative and suppressed or avoided at all costs, employees often model the organization’s expected behavior by becoming conflict avoidant and downplaying any legitimate conflict issue. Employees will behave in a way that is considered appropriate by the organization. Any behavior not conforming to the norm may be considered deviant within the organization. Even if the culture of an organization is seen as negative and archaic, familiarity with that culture gives employees a level of comfort that is convention forming and not easy to change (Costantino & Merchant, 1996).

Constantino and Merchant (1996) have identified two categories of organizational response to conflict; *fight* and *flight* responses (p. 8).

Fight responses:

- *Arrogance* - characterized by an attitude of superiority and disregard for other’s opinions. Disrespect for people of lower status in the organization. Legitimacy of complaints is disregarded and discounted by stereotyping the individual or groups involved and rendering them insignificant. In complaints between

management and employees, management assumes they know best what the legitimate complaints are and what are not important issues for management to deal with. In doing so management becomes biased on handling conflict and renders employees powerless.

- *Engagement* - The organization aggressively takes an offensive stance in the conflict and attempts to establish dominance. The conflict is seen as something the organization must win at all costs. To ensure dominance, often organizations rely on lawyers and outside consultants.

Flight responses:

- *Denial* - It is often common in dealing with early stages conflict. Organizations try to turn a blind eye. Ignoring early warning signs of conflict; often organizations may try to instill feelings of family and contentment to contradict individual perceptions of conflict.
- *Avoidance* - Most common way for organizations to deal with conflict; organizations will attempt to transfer the problem or will change the system to eliminate the outward reactions to conflict. Employers will transfer or change job positions of employees that are creating conflict as a way of avoiding the conflict.
- *Accommodation* - The organization addresses the most vocal employees or most contentious issues. Accommodations are made for a select group in order to appease them, though wide spread information about the arrangements is kept to a minimum so that others don't expect similar concessions (Costantino & Merchant, 1996).

Over the last century conflict theorists have constantly revised their views on conflict management. Robbins (1974) identified three dominant conflict ideologies;

1. *Traditional* - Conflict is viewed as destructive and to be avoided. It was the dominant ideology until the middle of the last century, and it still survives.
2. *Behavioral* - It is an ideology that sprang from behavioral psychology in the mid 1940's. This ideology recognizes conflict as inevitable and serving organizational goals. Although conflict was perceived as useful for the organization, the primary focus was on resolving it.
3. *Interactionist* - This philosophy gained acceptance in the 1970's and is limitedly applied today. This approach acknowledges the purpose and inevitability of organizational conflict as well as the deliberate use of conflict in some instances to feel the pulse of the organization and bring issues out in the open. This philosophical view changes the belief that conflict should be resolved into conflict management strategies (Robbins, 1974).

Implementing organizational change is difficult for a variety of reasons.

Costantino and Merchant (1996) argue, for an organization to achieve fundamental change the "status quo" itself must change. "The status quo of any system is the result of forces driving change in opposition to forces restraining change. This balanced driving/restraining equation describes the system in its steady state at any point in time" (Lewin, 1951, in Costantino & Merchant, 1996, p. 28). The system's status quo can change by one of three methods,

- Increasing the forces driving change,
- Reducing the forces that restrain change,
- Converting restraining forces into driving forces (Lewin, 1951, in Costantino & Merchant, 1996).

The use of *force field analysis* (Lewin, 1951) in organizational development change efforts has revealed focusing on reducing forces restraining change yields faster and more effective results (Lewin, 1951 in Costantino & Merchant, 1996).

Lewin (1951) argued “change occurs through a process of *unfreezing, movement, and refreezing* in response to the receipt of new information ... new and valid information when derived freely from individuals, leads to temporary unfreezing of current beliefs” (Lewin, 1951, in Costantino & Merchant, 1996. p. 29). In order for an organization to achieve change there has to be a movement from old beliefs to new ones, thus unfreezing old patterns of behaviors and adapting new ways of doing things. After implementing new changes the organization will set in its new mode of operation by refreezing-permanently adapting to change (Costantino & Merchant, 1996).

The theory of *cognitive dissonance* holds that “people dislike inconsistency and they will act to eliminate it” (Fisher & Ury, 1991, p. 55). It is often the case that when organizations go through massive change there is a lot of role confusion. People in the organization may not understand the changes implemented from where they stand in the organization thus leading them to experience cognitive dissonance. If they perceive that things are not working as promised by the emissaries of change they are likely not to embrace change. Often this is the cause of a lack of information sharing in the organization and is manifested by complaints and sabotage (Fisher & Ury, 1991).

The *Symbolic Interactions* theory stemming from the writings of Dewey (1930), Cooley (1956), Park (1915), Thomas (1931) and Mead (1934), argue “formal organizations consist of actors developing definitions of the situation (perspectives) through the process of interpretation and then acting in terms of these definitions. Organizations are seen as frameworks inside of which actors interpret and act but not as determinants of that action” (Blumer, 1969, in Bogdan, 1972, p. 66). Bogdan (1972) writes “it is the interpretation (how the actor sees it) that determines action, not the organization itself. Social roles, norms, goals and the reward and punishment system in the organization may set conditions and consequences for action, but they do not determine action” (Bogdan, 1972, p. 66).

2.4. Summary of Conflict Theory

The summary of conflict theory outlined above provides a context in which to investigate potential conflict at RPS as a result of implementing community policing. It is in no measure an exhaustive exploration of conflict theory. The intent of this researcher is to set the stage necessary for interpreting research findings obtained at the completion of field research. It is the goal of this researcher to point out that conflict, although generally perceived negatively, can be a source of positive change. Conflict can provide a measure of efficient organizational movement during change. Some conflict may be experienced by the organization as an indication that indeed the organization is experiencing change. Too much conflict can be detrimental and destructive to any organization, but at the opposite end too little conflict may indicate a state of stasis where nothing is really changing. It is how the organization and its members choose to interpret conflict that

defines how the organization will decide to deal with it. Rahim, (1992) indicates a moderate level of conflict can be beneficial in organizations and it often leads to increased performance (See Figure: 2.).

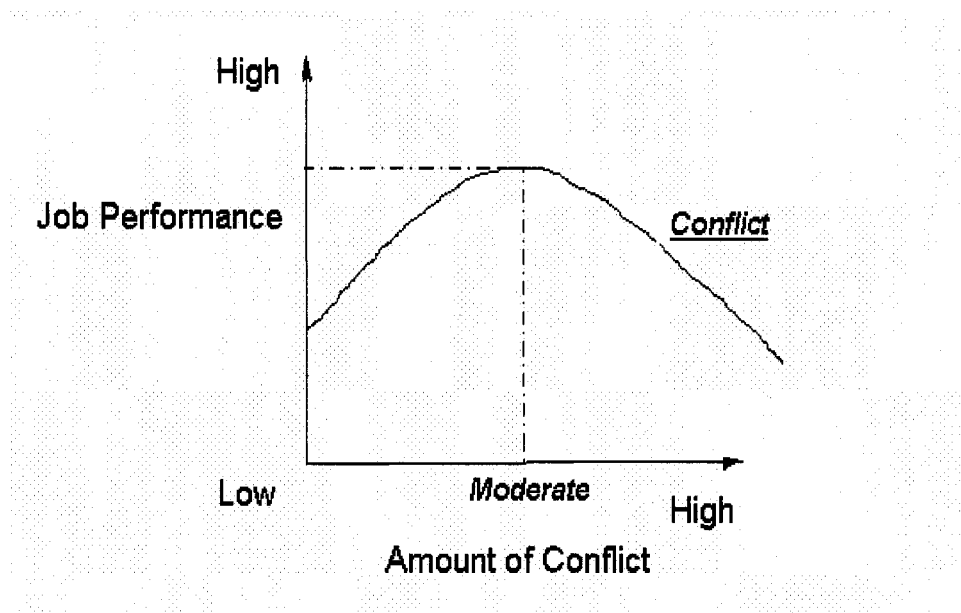


Figure: 2. Optimal Levels of Conflict (Adapted from Rahim, 1992, p. 39)

Chapter 3 - Research Methodology

3.1 Qualitative Research Methodology; Theoretical Paradigm

“Qualitative methods are often associated with the collection and analysis of written or spoken text or the direct observation of behaviour” (Cassell & Symon, 1994, p.

4). Qualitative research methods “are less likely to impose restrictive a priori classifications on collection of data. As a result of the underlying epistemology, research

is less driven by a specific hypothesis and categorical frameworks and more concerned with emergent themes and idiographic descriptions” (Cassell & Symon, 1994, p. 4).

In qualitative research the researcher has the flexibility to explore previously unknown dimensions of a research concern by having less focus on a predetermined path. The researcher can change the focus of inquiry as the nature of the research context changes (Cassell & Symon, 1994; Denzin & Lincoln 2003). This is important since sometimes the researcher works in circumstances where little prior knowledge is available. “Working in complex situations means we cannot define exactly what we are interested in or how to explore the issue at the outset” (Cassell & Symon, 1994, p. 4).

Qualitative research takes place in naturalistic settings (Denzin, 1971; Lincoln & Guba, 1985; Marshall & Rossman, 1989 in Cassell & Symon, 1994; Denzin & Lincoln, 2003). Research is concerned with everyday activity as “defined, enacted, smoothed, and made problematic by persons going about their normal routines” (Van Maanen, 1983, in Cassell & Symon, 1994, p. 5). Cassell & Symon (1994) argue, in organizational research “considerations of context should be paramount - the field itself is defined by the context of organizational life” (Cassell & Symon, 1994, p. 5).

Qualitative research in organizations seeks to provide “a holistic view of the situation or organizations that the researchers are trying to understand” (Bogdan & Taylor, 1975; Patton, 1980, in Cassell & Symon, 1994, p. 5). Individual or organizational behaviour “is perceived not as the outcome of a finite set of discrete variables (some of which could be rigorously controlled) but rather as a ‘lived experience’ of the social setting - A Gestalt of meanings” (Ashworth, 1993, in Cassell & Symon, 1994, p. 5). “The

focus within qualitative studies is with understanding the individual's 'lived world'" (Giorgi, 1970, in Cassell & Symon, 1994, p. 5).

For this research project *Action Research* is identified by this researcher as the adequate paradigm of inquiry within the realm of qualitative methodology. Stringer (1996) defines action research as "a collaborative approach to enquiry or investigation that provides people with the means to take systematic action to resolve specific problems" (Stringer, 1996, p.15). Action research allows for conceptual and participatory procedures that enable people to;

- Investigate systematically their problems and issues,
- Formulate powerful and sophisticated accounts of their situations,
- Devise plans to deal with the problems at hand (Stringer, 1996, p.15).

Quantitative research methods focus on measurable dimensions that are arbitrarily defined and chosen by the researcher. "Action research focuses on methods and techniques of enquiry that take into account people's history, culture, interactional practices and emotional lives" (Stinger, 1996, p.15). Action research provides "a means for people to get a handle on their situations and formulate effective solutions to problems they face in their public and professional lives" (Stinger, 1996, p.16). Positivist enquiry focuses on identifying and isolating the subject of interest by controlling and separating the researcher's interference in the enquiry process. Action research;

Seeks to change the social and personal dynamics of the research situation so that it is noncompetitive and non-exploitative and enhances the lives of all those who participate ... seeks to build positive working relationships and productive interactional and communicative styles. Its intent is to provide a climate that enables disparate groups of people to work harmoniously and productively to achieve their various goals (Stringer, 1996, p.19).

The basic principles of action research involve the “look, think, act routine” (Kemmis & McTaggart, 1998 in Stinger, 1996, p.16), and the action research model is represented in terms of a “spiral of activity; plan, act, observe, reflect. Different formulations of action research reflect the diverse ways in which the same set of activities may be described, even though the processes they delineate are very similar” (Stinger, 1996, p.16). Action research involves the participants working through each of these stages while exploring “the details of their activities through a constant process of observation, reflection and action. At the completion of each set of activities, they will review (look again), reflect (reanalyze), and re-act (modify their actions)” (Stinger, 1996, p.17). While involved in this spiral process the researcher engages in scientific enquiry by directly involving all stakeholders as participants and collaborators in the research process (Stinger, 1996).

3.2. Research Conduct

In this research inquiry data collection was achieved through semi-structured open-ended interviews in informal settings. Interviews lasted from forty-five minutes to over two hours. First contact was achieved through attendance at police officer staff meetings, participation in off site meetings and interaction with staff during their shift at the police station. Recruiting was achieved by handing police officers “*Invitations to Participate in Research*” letters (Appendix: A). Posters (Appendix: B) were placed at the main police station and community police centers on poster boards in high visibility areas (such as by the equipment room at the main police station where officers pick up their portable radio equipment) and in officer’s mailboxes. Posters contained information

about this research project and invited officers' participation. On the "*Invitation to Participate in Research*" and posters officers were provided contact phone numbers and an email address. Police officers were met at various locations in the city and their work place (depending on their preference), during and after their work shift. Most interviews took place outside the work place in various public places such as restaurants and fast food outlets. Part of this researcher's strategy was to keep participation anonymous and flexible for the participant.

The purposeful sample is RPS police officers working as community police officers or officers who have had past community policing involvement. Initially this researcher intended to use patrol and community police officers for comparative purposes; however, further investigation revealed all community police officers have patrol experience. All officers start their career as patrol officers and will return to patrol after a term at the community police centers. Fifteen police officers volunteered to participate. Their seniority ranges from three to over twenty years of policing experience. Research volunteers were male and female officers ranking from constables to sergeants.

No recording devices were used. Through previous experience researching law enforcement this researcher has identified recording devices made participants uneasy and sometimes uncooperative. Notes were taken by hand in an "*Interview Journal*". Post interview, interview notes were reviewed and interview dynamics recorded. A separate "*Field Journal*" was kept for recording experiences involving recruiting, follow-ups, interview interaction, attending meetings and overall activities involved in this research.

Participation was voluntary and anonymous. For anonymity purposes participants were assigned a number in the interview journal. A separate "*name link list*" was created

to keep records of the name (and personal data of the participants) and the corresponding interview data collected in the interview journal. In the interview data coding sheets each participant was assigned a pseudonym (names of past American presidents).

Before the interview took place participants were provided with the "*Free and Informed Consent Form*" (Appendix: C). Officers were informed again about the nature of the study and the efforts taken to assure participant anonymity (for example there will be no identifying information in the interview journal, such as rank, location of workplace, gender, and seniority to prevent anonymity breach should the interview journal be lost or stolen). All potentially identifying information was kept separate on the "*name link list*" at the researcher's residence. Officers were informed about their option to withdraw participation at any time during the interview and their right to withdraw from the study at a later date should they chose to do so. Participants were informed about their entitlement to a copy of this research study and how they can obtain it, and about how data and materials collected during this study will be disposed of. To date no research participant expressed interest in withdrawing from this study.

In the spirit of attaining the tenets of action research, participants were invited to open discussions whenever they felt they needed to address their concerns. This researcher encouraged interview participants and non-participants to anonymously bring forth their ideas regarding resolution of their concerns with the implementation of community policing. At the end of the interviews participants were asked if they had any ideas or concerns they needed to share about community policing and whether they thought there were any issues this researcher should have covered in the interview questionnaire. There was ongoing consultation with the organization's sponsor, research

supervisor and stakeholders to maintain focus and refocus research goals if necessary.

Participants were encouraged to contact the researcher any time after the interview should they have anything to add to the issues discussed in the interview.

3.3. Research Decisions

Data collection was achieved by way of open-ended semi-structured interviews. A questionnaire composed of fifteen open-ended questions was assembled (Appendix: D.). Questions in the questionnaire reflect the ongoing discussions this researcher had with the organizational sponsor, research supervisor and efforts with community policing and organizational conflict literature review. In order to understand how police officers deal with implementation of community policing, this researcher set out to first explore by way of literature review how other organizations cope with implementing community policing. Relevant organizational change issues were looked at such as recruiting and training of community police officers, organizational rewards system, resource allocation, officer's perception and understanding of community policing and other relevant issues.

In this study, most important to this researcher are perceptions police officers have of the success of community policing implementation in their organization. Equally important is officer's personal perceptions, knowledge and understanding of what community policing represents and knowledge of practical application of community policing. This research study explores how officers cope with changes to community policing and if they identify any concerns with their organization during change. At the end of data gathering *coding* was used to extract patterns, themes and categories from the

raw data. "Coding is a way to sort out data, but perhaps more important, it is a technique to delve deeply into the notes in search of understanding" (Bogdan, 1972, p. 61)

3.4. Ethics Review

Research was conducted in a manner that ensured observing the tenets of *Royal Roads University Ethics Research Policy* (Royal Roads University, 2000), observing the *Tri-Council Policy Statement on Ethical Conduct for Research Involving Humans*, and the *Tri-Council Policy Statement on Integrity in Research and Scholarship*. This project was conducted under the direct guidance of a research supervisor who is familiar with action research and ethics in research and whose participation in this study was approved by the Peace and Conflict Studies Division, MA Conflict Analysis and Management program head at Royal Roads University. My research participants included police officers, managers and executives from the Regina Police Services, Regina Saskatchewan. Issues concerning participant anonymity and confidentiality were carefully monitored and respected. Prior to commencing research this study was approved by the Royal Roads University Ethics Board.

3.5. Exploring Personal Bias and Placing the Researcher

This researcher was involved in working with this police organization as a Human Justice undergraduate practicum student. Prior to this research initiative, this researcher was involved in working with police officers participating in community policing. From those previous experiences this researcher has identified community police officers are less respected by peers than police officers in other departments.

One of the many questions this researcher had at that time was, if all police officers are working for the same common goal, why are officers working in community policing not viewed as professionally relevant to the organization as police officers working in SWAT (Special Weapons and Tactics), or any other coveted police department? Even patrol officers, the entry level for any police officer in this organization, seemed to get more respect than community police officers. It is these perceptions, discussions and shared experiences with officers working in community policing that provided motivation for this researcher to engage in this research project.

Chapter 4 - Research Findings

4.1. Explaining the Interview Questionnaire

From literature and discussions with the organization sponsor and stakeholders five general concerns relevant in understanding implementation of community policing are identified. These concerns are addressed by developing the following five themes:

1. Police officers personal views of community policing.
2. Police officers personal perceptions of obstacles in implementing community policing.
3. Police officers personal perceptions of organizational support in implementing community policing.
4. Police officers personal use of community policing initiatives.

5. Police officers perceptions of overall organizational success in implementing community policing.

Each theme is explored using a number of interview questions. In instances where many dynamics are identified, as is the case in theme three, a larger number of questions were designed within the interview questionnaire to address those issues.

4.2. Exploring Themes

Each theme contains questions addressed in the interview questionnaire.

Questions are designed to concentrate on concerns regarding implementation of community policing such as police officers understanding and use of community policing as well as perceptions of organizational support and success in implementing proactive policing. Some research participant answers are presented in indented verbatim amalgamation of interview quotations.

4.2.1. Theme 1 - Police Officers' Views of Community Policing Principles (Interview

Questions: 2, 3, and 5).

Q.2 - What in your opinion are the most important on the job priorities for community police officers?

Officers identified the following priorities: Knowing the background and history of the community and the people you deal with. Be able to relate to the community. Being comfortable and being able to speak with the community; getting feedback from the community. Take part in committees. "Work with the people that have the ability to

participate by financial and political means to address these issues in the community”. Understand community dynamic and what its needs are. “Work in conjunction with specialized units in addressing community problems”. “Being able to work in an unconventional fashion and think outside the box”. “Building friendly interactions ... attending school functions, doing gang talks, making oneself available to the community.

Some officers focused on reactive indices, “Safety of police officer is the number one priority wherever you are. Our agendas and protocols are second. The community expectations, which we never meet, come third”. One officer pointed out, “It is a difficult question. One would have to buy into the philosophy. One would have to believe in the philosophies to answer that. I would answer in the official version, but that is not what I believe”. Other officers focused on education about specific community problems.

If you are not educated about the community’s problems you have no effect on implementing changes. Implementing and creating unique and effective solutions for the problems one is identifying. “Everyone in the force, not just the people at the centers, should be community police officers. Community policing is a methodology, it’s not a program, it is a philosophy”.

One officer mentioned

First of all you have to want to be here to want to be a community police officer ... to have a desire to work in and with the community. Some people should not be here because that affects a lot of people on the job. Some people who are from the old school are cynical of working in the centers and are a bad influence on the rest of us.

Q.3 In your opinion what are the advantages of using community policing initiatives in addressing community policing issues such as fear of crime and crime prevention?

Officers pointed out,

In reactive policing, you only react to problems. In community policing you identify the problems. “The community gets the opportunity to take ownership

and be responsible for its problems, have an impact on how to address problems. Community policing gives the community a say about what is going to happen in the community". "Building a trust between the public and the police, giving the community an understanding about the work we do, give the public a sense of confidence in the police".

Other officers mentioned

Our goals should be to work with the community, not to act as an army of occupation. You have to care about the community. You have to get better buy in by the community. There are over sixty thousand laws in Canada, police deal with only about thirty. You can't fix societal problems by enforcing the law.

Some officers expressed concerns about using community policing initiatives.

"Working with the community – if that route makes the community feel safe. That is the objective of any police force – to manage and manipulate those perceptions. What is the measuring [of police efficiency]? The amount of crime happening or the way people feel about crime?" Some officers viewed community policing as a venue for educating the community,

We are in a position to educate people. People need to be informed how much it costs to prevent crime, educating about drug and alcohol helps them learn about themselves, helps them look after their community. Police is seen as the pillar of the community so we should act as such. "Work towards developing a community that polices itself rather than policing society's laws on the community. Encourage the community to take ownership".

One officer identified "You have more opportunity in community policing to establish relationships with the people you work with, carry through and show initiative, taking pride in your work". "Don't put a band-aid until the next shift comes".

"Community police officers are more aware of what the problems in the community are, and find ways to address them". One officer pointed out "I don't see the advantages of using community policing; its just making us seem more approachable".

Q.5 - What do you believe are the most important skills and personal characteristics an effective community police officer must have?

Officers identified the following: Communication skills. Good listener. “Hear what the person is saying and think outside the box”. Emphatic, provide guidance and support. Good leader and role model. Outgoing, approachable, “people need to see you as being real”. “Being able to effectively relate to people, open minded, able to be trusted and trust people. Understand the concerns of the community, being able to properly assess situations”. “Being professional and deal with people showing respect. Able to work with different organizations regardless of how you feel about their mandates”.

Other skills and characteristics identified were “Unbiased, experienced, culturally aware, wants what’s best for the community, not racist [identified by only one officer], open minded, fair, willing to go the extra mile”. “Integrity and honesty, the ability to be direct”. “Very outgoing and like people, positive attitude, good work ethic, motivated self-starter and genuinely concerned about community issues, altruistic”.

Four out of fifteen officers interviewed pointed out community police officers “must strongly believe in community policing”. “Must believe in people and that whatever he does [community police officer] how small it may be, it will make a difference.” Some mentioned it is important to “be able to listen and have empathy, be patient and able to solve problems”. “Be unbiased, be objective, balance police work with the rights of individuals, get away from the perception that cops are always right”.

Officers argued, as a community police officer “you have to want to help people, be caring and take on the position for the right reason not as an escape from general

duties ... treat people with respect and dignity, not as someone below you. Be tolerant, show empathy and not be sarcastic. Empathize with people and treat them with respect and as equals". One officer mentioned having at least five years experience is important. "Sometimes they send here people with one year experience, which are still learning – it takes about three years to learn what is happening and be able to do a good job".

4.2.2. Theme 2 - Police Officers' Personal Perceptions of Obstacles in Implementing Community Policing (Questions 1, 4, and 6).

Q.1 – What in your opinion are the most common challenges facing community police officers in doing their job and how do you think these challenges should be addressed?

Most common challenges community police officers have identified are: political interference, conflicting mandates, lack of resources, lack of adequate community policing education, lack of respect for the police, police officers' negative attitudes about community policing and negative attitudes about the community police officers work in.

Officers pointed out:

We do more reactive then proactive policing - too many views of community policing. No real understanding of community policing. Some attitudes of our police officers – that we are enforcers – that there is a distinction between community police officers and other police officers. Community police officers are perceived as "bleeding hearts" officers. "Lack of understanding of true community issues, too many stereotypes and preconceived notions about people. More training needed and better communication. More guidelines for implementing community policing ... the perception that we are going to come in and change things is flawed. We should ask the community what they need. The community has become a cash cow for all these pilot projects".

Other officers identified “Lack of resources, time restraints in dealing with particular incidents, not enough equipment, cars, people, not enough time to properly deal with the issues to see them to completion”. “There is not a clear understanding of what community policing is”. There is too much political pressure to be politically correct. “I am restricted by management. They really use the chain of command on you. You have to check with them before you do anything”. Some officers argued;

Courts are lenient so police cannot do as much as they could or should do. The justice system as a whole needs to be looked at. As officers you have to deal with the same individuals for the same offences. Eventually one gets cynical about that. “The community we work in is hard to deal with. Some people in our community don’t want to be helped. There is no respect of police. If we get respect back maybe things will work. It seems the softer we get the less respect we get”.

One officer mentioned

You have to define what community policing is. They think they are implementing community policing but they are not. Community policing is not a program; it’s a philosophy. We are doing community based reactive policing. Basically we moved the front desk at the community police centers. Community policing is something everyone wants to say we do, but no one knows what it is.

Another officer expressed concern with “buy in”: “The higher-ups believe in community policing but the lower ranks don’t believe in it. I don’t define myself as a community police officer. We have community police centers, but we don’t really do community policing”. Officers expressed concern with fellow police officers and their negative attitudes about implementation of crime prevention initiatives. Officers argued,

I am not allowed to implement my ideas because I am taking resources off the street. When I present my ideas I am told that I’m wasting my time. I am constantly discouraged. The problem with having ideas is that there is no one to listen, no resources and no encouragement. “Most significant challenge is being given the time to do the job and not have to do reactive with proactive. Given

recognition that what you are doing is important even if it cannot be quantified initially”.

One officer mentioned implementing community policing is a real challenge in the organization, “We had a tough time getting our department to accept the philosophies of community policing, the business of policing was like a secret society, now because of public scrutiny it is becoming more common to cooperate with the community. We are more under the microscope now”. Another officer mentioned, “There has to be buy-in at the grass roots level. Changes cannot be implemented by management alone”.

Q.4 – In your opinion are there disadvantages in implementing community policing?

Please explain.

Four officers mentioned there are no disadvantages to implementing community policing. Others pointed out various concerns such as lack of personnel, lack of cooperation from the community, inability to gauge progress and success of community policing, fellow police officers’ resistance to change, lack of adequate funding. Some officers are concerned with removing officers from reactive duties and creating a shortage of manpower in that area of policing. One officer pointed out,

Everyone has a take on how to do community policing in the area where they are supervising. There are personal conflicts, different agendas ... sometimes what we are doing is not for the betterment of the community but for the gain of the people that make the decisions and distribute the resources.

Another officer mentioned “some people don’t want to take part in solving community’s problems. They want to be told how things are going to be”. Other comments were:

Unfortunately you have to do the politically correct thing. You have to act politically correct. There are many limitations politically to doing a proper job in

community policing. "It takes a huge amount of resources. If you don't have those resources to begin with, but you establish community policing anyways, it results in resentment amongst other members and a low buy-in due to the fact that the workload increases for the members not involved in community policing". "Cost is a major disadvantage. It is time consuming and it doesn't have quick and measurable results, takes too long to be implemented".

One officer expressed negative political views about management support,

The effort it takes to implement community policing could create a vacuum in other areas. Those in power decide if we can have or need to have this vacuum. They decide if this is good to implement, whatever they desire. They play with the media, heightening the people's fear of crime to get more money to hire more officers.

Other officers identified community policing implementation as a source of conflict.

You are going to have those who embrace community policing and you are going to have those who emphatically oppose it. The opposing sides create conflict in the workplace. It creates negativity. Any time you have negativity, when what you are doing is less appreciated by your peers, you become less effective because your behavior is modified by trying to appease both groups. "Results you attain are hard to measure. You have a difficult time identifying what you are doing".

One officer argued "The only disadvantage I could identify is that patrol police officers don't like that we are here [at the community police centers]. They call us a retirement home and they say we don't do anything". Another officer said implementing community policing takes away personnel from the street patrol:

When I am here kissing babies and going to barbecues, the other patrol guys work their ass off out on the street. Our time can be better spent. Results are not going to happen overnight. How long are we going to keep doing this to see if it is working or not? Unfortunately due to community policing there is pressure on the organization. There is a lot of animosity between members.

Q.6 – In your opinion what are some of the challenges in implementing community policing?

This question in follow-up to question four is intended to probe further into the obstacles officers perceive in community policing implementation. Although similar to question four, where officers had to focus on disadvantages in implementing community policing, in question six only a few officers were able to identify challenges as a separate issue from disadvantages. Some officers have not provided any further discovery.

Police officers have identified the following challenges in implementing community policing: Police officers lack of “buy in”, lack of understanding of community policing philosophies, lack of funding, political interference, resistance to change, lack of resources and manpower, lack of education, community lack of trust in police, lack of support from other departments, quality of manpower, lack of support from management, lack of adequate performance measures. One officer argued;

Some police officers don't buy-in, they don't understand community policing they don't want to become social workers. Sometimes the community doesn't trust us, they don't buy into community policing ... there is talk of doing community policing, but it's only on paper. There is no follow-through.

Another officer agrees community policing “is not properly understood by many officers in our department. What is our role as community police officers? We have no support from other departments. Your hands are tied in the organization and community by political correctness”. One officer argued,

The biggest challenge is to get buy-in from both the police and the community. First step should be to promote it to the community and to the officers and if they don't buy in it, it should not be implemented. Buy-in is directly related to education. Buy-in is from the general public and the police general membership, not from the community leaders, the politicians and the police administrators.

Another officer identifies the following challenges:

Resistance to change, doing it for the wrong reason, ignorance, lack of leadership ... management buy-in, the paramilitary system that we work in, we are so overworked with reactive policing it is hard to see the proactive part. Sometimes

the patrol thinks “we ran all night and the community police people go home at nine pm, and what do they do?”

Two officers argued there needs to be support for community policing in other departments and a change in the way officers think about policing,

Getting everybody from patrol and supervisors on board with the implementation of community policing. There is such a huge mind-set to get around from reactive to proactive policing, even for me it’s so new that when I think of policing, I think of reactive, as in going from a call to the next call. “Senior officers are some of the biggest obstacles. Not enough passionate police officers at the centers”.

One officer argued police officers in other departments need to understand;

... community policing is not replacing traditional policing, it is just a new tool in the toolbox to address problems. It is not getting soft on crime. The challenges are to recognize those individuals who emphatically oppose community policing and work with them towards gaining acceptance of the community police model. Community policing should not be a specialized unit but a model accepted by police society from top down. The challenge is to encourage police officers to use community policing models even when call load is high and demands on officers do not allow for some of what officers consider “nice to do if we had time” style of policing. That’s the reality.

Officers expressed concern with quality of police manpower and the community’s ability to work with police: “not all police officers are suitable to do this work. As police officers we want things now but some of the people in the community don’t have the smarts and understanding we expect of them”.

Some officers pointed out lack of adequate performance evaluations,

How do you know if you’re doing well? There is a lack of adequate performance measures of community policing success. I am unfamiliar with what they use to measure success and performance. “There is a perception one takes away from the common goal of policing to just respond to crime. Community based policing seems as a parasite to the traditional form of policing. If we didn’t have community policing we would have an extra ten guys on the streets”.

4.2.3. Theme 3 - Police Officers' Personal Perceptions of Organizational Support in Implementing Community Policing (Interview Questions 7, 8, 9, 12, 13, 14)

This theme was addressed extensively as the researcher, through the literature review and consultation with organizational sponsor, has identified organizational support to be imperative in officers' performance and implicitly organizational buy in.

Q.7 – How much support and direction do you receive from supervisors and management in implementing community policing initiatives? Please explain.

Most officers have identified lack of support from supervisors. Two officers identified support as being adequate. One officer provided an evasive answer that did not address the question. Some officers identified support as subjective, "Depends on the supervisor". "It all depends who is in charge of us. It changes every four months. There is no consistency. The people sent here as supervisors are looking for career advancement. Some of them don't want to be here. Sergeants who come here are sent to clean things up then they go to other places". Officers mentioned,

There is lack of support. We are expected to deal with problems but we are not given the necessary resources ... in many of my projects I didn't get the support and resources I needed. I wasn't properly supported or taken seriously. "Minimal. They are forcing down their will on the department. They are looking at the political standpoint. Policing is very political. There is little input from management; whatever is the buzzword of the day". "The support is less than favorable; minimal". "Very little support. Lots of direction – unfortunately different direction from everyone dealing with me. Conflicting numerous directions". "None at the community police centers". "Very little. In the past years very little. With the new administration and the new chief who has a new vision it is much better". "None, except for the weekly meetings there is no direction". "Genuine involvement with front-line officers really lacks". "Superintendents are more supportive. It is the sergeants who are on the streets that are not very supportive. It is mostly fueled to get our stats out, not as an overall interest in making community police work".

Support was identified from:

Our direct-line managers are supportive and give us direction. Conflict arises generally from the mainstream patrol division who are not provided with time to engage in community policing. "We get a lot of support from our direct supervisors but not from the higher-ups".

Only one officer mentioned;

Support, it has been exceptional in my opinion. I applied to community policing to implement some of my ideas in community policing. Support has been excellent. I have nothing but good things to say.

Q.8 – How close is the organization leadership working with front line officers in implementing community policing initiatives? Please explain.

Most officers identified lack of leadership involvement in working with front line officers to implement community policing. Officers mentioned,

On paper, they oversee the community police officers that are assigned to deal with different issues because of the mandates and politics, but these issues are not properly supported throughout our organization. Everyone has their agendas in doing different initiatives. "They don't have a clue what we do. My own supervisor has no clue what I'm doing on my job. Management has no clue". "I think there is no connection whatsoever. They just make sure the funds come from the community. They have enforcement by numbers. Drive stats up to get money. Our opinion doesn't matter. Service centers are there but are there for show. There is lack of support from our organization". "Worlds apart, in their world the sky is pink. Most of the management hasn't been in the street in fifteen years and they are disconnected from the realities of today's policing".

One officer said, "zero", and offered no further comments. Other officers argued that as far as community policing implementation is concerned management is not supportive in implementing it. Officers argued,

Management is obstructing it. They don't really want it. They just say they are doing it. The politicians control the police by starving it of resources and when you get funding you react to whatever they want you to. "They are giving it window dressing. They still want statistical analysis on performance which cannot be achieved through community policing".

Participants argued there is little cooperation between officers and management.

There is a lack of trust. They only expect us to carry their direction and objectives without the right to question their judgments. The mirage of a true and trusting relationship is ever present. Until there is a genuine trusting relationship, [community policing] implementation will remain difficult. "Some encouragement is displayed by our management. Some of our leadership shares interest in our work but some are just casual about it. I think they are mainly giving orders and expect us to implement them". "Basically management makes the decision we are going to implement. The decisions come from the chain of command". "They are just overseeing, they are not directly involved. We only have meetings. The only way I hear from them is when I am in trouble or if I did something outstanding. As far as "up ups", there is no involvement. They don't listen or remember well".

One officer mentioned "Community based policing is seen as a priority for the department and is being promoted by the department. We are better equipped to weather the storm around policing controversy than other departments like some departments in Winnipeg or Saskatoon".

Q.9 – How involved are frontline community police officers in the identification, design and implementation of community policing initiatives?

Answers varied from "not at all" to "we are given free reign". Officers mentioned,

I don't think community police officers have the opportunity to do that, they have no opportunity to follow through. They go from call to call to call. It is not their fault; it is the design of the organization that makes them work like that. "Your time is very limited on what you can do. You can identify what you see as an issue in the community, but addressing this issue has many limitations". "Quite restricted, they ask for your opinion, but if they don't like what you are telling them, they won't listen to you. If they like what you are telling them, it is their idea".

One officer mentioned “the opportunities are there for them to be highly involved however the involvement is dependant on the officers’ initiative and motivation”.

Another officer mentioned “some are and some aren’t”. One officer said “we are not involved in any of it. They give us a problem to solve and we have to work with what we get”. Five officers out of fifteen interviewed had positive views about involvement in the identification, design and implementation of community policing initiatives:

We are very involved in identifying, designing and implementing initiatives. “Frontline officers are being involved in initiatives. Every PSI [problem solving initiatives] I initiated myself”. “There are expectations that officers are involved in projects and they would initiate one or two [problem solving] initiatives per year. Within the community centers, problems solving initiatives are encouraged and sometimes assigned”. “We are involved in the initiatives organized. There is support from the management and we have a lot of input in initiatives. Generally we are pretty involved in things”.

Q.12 – What / how much training in community policing, community police officers receive and when?

Officers identified receiving only minimal community policing training. Answers varied from “none” to “about sixteen hours”. Some officers pointed out training depends on the field training officer’s enthusiasm and interest in community policing.

We received some training in Police College and then only half a day. The rest depends on your field training officer on the job. “It’s mostly on the job learning. I’d say about sixteen hours at best”. “I received “a snippet” at the police college, maybe half a day”. “Very little, maybe at the police college for an hour but there is no follow-up”. “Minimum amount of training at different stages. Exposure to community policing is very minimal. Junior officer is two hours of training and six hours for a senior constable”.

Some officers argue they didn’t receive any training.

I don’t recall any training. I didn’t have any community police training. I use my police training, life experience and my personality in dealing with community police issues. “You get no training in community policing. It is not touched on.

There is only a bit in your interview when you get hired in community policing". "I haven't received any training. They needed a spot filled here and I took it. You go through an interview to be accepted but it's not difficult". "Reality is – it is non-existent. Perception wise they might have some conferences and guest speakers and they [the leadership] might confuse that with training, but that is not training". "None, I haven't been sent to community police training. I once attended a diversity "thing". I would like to learn. My god, send me on some courses". "None. We only get the theory in Police College. I don't know what exactly they expect. We don't learn how to deal with community issues. We learn we have to go to powwows, barbecues, etc".

Officers argue there is not enough emphasis on community policing training,

The reality is that there isn't enough emphasis on the community policing training ... the community policing training occurs at the recruit stage in the Police College and it depends on how enthusiastic the sergeant is about community policing. "At the Police College they shy away from training in community policing. The calls responsibility is so huge, that there is no time for adequate training. In the old days we had in-service training. Now we have none. Our human resources hasn't identified that they are sending so many people in training that doesn't benefit the department. It only benefits the individual in their career goals. It is a true waste of resources".

Q.13 – What are some of the career advancement opportunities available to officers working in community policing and do they match those of officers working in reactive policing? Please explain.

Two out of fifteen officers interviewed identified community policing as a steppingstone for career advancement. One officer perceived no differences between reactive and proactive officers regarding career advancement "I don't think it offers any more or less opportunity for advancement". One officer argued advancement is dependent on the supervisor's subjectivity. "I don't think it matters whether you are a patrol or community police officer. It is very subjective. It depends on who likes you in management". Officers identifying community policing as a career advancement obstacle mentioned:

I don't think that working in community policing is a "steppingstone" towards career advancement. "The only advantage to working in community policing service is to get out of the shift work, but the negative stigma is a problem. They think the community police center is a country club. No one wants to go to the centers because they are not looked on favorably". "You get branded when you work in community policing. Your colleagues think you are hiding from police work at the community centers". "I was not happy when they sent me there. In my opinion it is not a career steppingstone. Most police officers have negative feelings about working there. They don't want to be associated with the community police centers. I was sent there not by choice". "No career advancement. Community policing is not recognized in the mainstream policing".

Officers mentioned community policing is an obstacles to advancement,

Our policing is all about kicking ass and arresting and taking names. Stats are all that counts. The day community policing is as recognized and appreciated as a big arrest, we will make some progress. "Members who work in community policing are at a disadvantage. From one hundred people in uniform who look the same, if eight work in community policing, they are outnumbered by the ninety two working in reactive policing. If they perceive you as not much of a cop that will become the organization's perception of you - as lazy and incompetent". "People in patrol are advancing faster than the guys in community policing. The traditional reactive guys, they think that I am doing nothing here".

Two officers identified community policing as a career advancement opportunity;

"I think you have more opportunities for advancement in the community centers. I would have to say that it is at least on par with reactive policing". "Although a lot of the management don't know what you do, in terms of advancement it is a step forward."

Q.14 – In your opinion are the tenets of community policing goals being adequately reflected in community police officers' performance measures and job evaluations?

Fifteen officers were interviewed; three identified performance evaluations as reflecting the tenets of community policing, two were not sure and one believed they

were about half reactive and half proactive policing indices. "A little bit of both, but that is open to interpretation". Nine officers believed performance measurements were based on reactive policing indices. General comments were:

Our evaluations are the same as patrol. There is not much difference between the two. "There is a component in your evaluation. There are some measures, about twenty five percent in your evaluation about something you're not properly trained". "It is the same as other reactive places. You are expected to do your community policing plus the patrol stuff, like giving tickets etc". "No. It is given only a small measure. They can't quantify what you do so they grade you on what they haven't got a number for". "The measures are the same as reactive policing". "They are scoring me generally on reactive measures, like what I do in reactive policing, like calls and files". "No. Because our advancement system doesn't allow for that ... People up top don't know much of our work down here. Their assessment is not a reflection of what we do". "I think the performance reviews are identical to the reactive policing, and it only has a couple of things stuck on the bottom for community policing".

One officer mentioned,

The measuring stick on performance evaluation for upward movement is based on objective quantitative data, however community policing has qualitative data that cannot be measured in a quantitative way. We can spend hours talking to a person and not even having one report written, but reports count. The driving force in our community policing environment is quantitative data, yet it is a qualitative work environment.

Some supportive comments were:

In the community centers they are. They appear as some of the expectations of frontline officers. I believe there is a component of those in the evaluation of frontline officers. "Yes I think they do a pretty good job of it". "They are being reflected in the evaluations. There are proactive indices in the performance evaluation. It is a subjective thing, depending on the supervisor in charge".

4.2.4. Theme 4 - Police Officers' Personal use of Community Policing Principles

(Questions 10 and 11).

Q.10 – How do you manage integrating traditional reactive policing responsibilities with community policing approaches and how much of your work time is dedicated to each approach?

Three officers from fifteen interviewed mentioned they spent more time doing proactive policing. Two believed reactive and proactive policing are integrated, and ten argued the majority of their time is spent on reactive work. Some of the comments were:

Because of the call loads, you are time restricted so you don't get enough time to address properly the issues in the community. Sometimes it's no different at the community policing centre than the front desk at the main police station. Basically you take calls. Seventy five percent is spent on reactive policing. We take a lot of calls but there is little time to follow through properly on these calls. "There is little time for community policing. About ninety percent of the community police work is reactive. Sometimes you get to put on a little window dressing to say you are doing community policing by taking a few minutes on your own to think of some crime prevention". "Reactive stuff always takes precedent. The problem solving initiatives take the backburner. If you got time left, you do community policing initiatives. I feel guilty when I spend time on community policing because I feel I should be there helping the patrol guys and taking calls. We do about ninety percent reactive policing, not a lot of community policing". "We have our own beliefs on our own priorities. Our prime beliefs are protecting life and property. On the street they are ninety five percent reactive. They are professional complaint takers. We do a lot of work not related to police work. For political reasons we have to do a lot of that".

Three officers believed their work was more proactive than reactive,

About eighty five percent proactive at the centers, but on the street about ninety five percent reactive. It is tough to switch between the two. If the proactive is not working you have to switch to reactive. "There is about seventy percent proactive and thirty percent reactive work". "I would say that the majority of my time is spent doing community policing stuff, about seventy five percent". "I do about sixty five percent community policing and thirty five reactive policing".

Two officers believed proactive policing should be integrated with reactive policing,

Proactive community policing is within a reactive frame. The proactive has a reactive beginning. It is the community policing that is disguised to look as proactive, when in fact it is mostly reactive. Reactive approaches take about seventy five percent of our time. There is a catch 22 with reactive versus

proactive. Reactive deals with a problem and proactive with solutions. You need problems to come up with solutions so all proactive starts with reactive.

“Proactive policing is built into reactive policing. It is part and parcel of police response. It is first reactive to respond to the call for police intervention and after that apply proactive policing to prevent the problem from reoccurring. Probably should be an equal amount of time on both”.

Q.11 – Regarding the implementation of community policing initiatives, do you believe they are as important, less important or more important than traditional reactive policing duties? Please explain why.

From fifteen research participants, five identified community policing as equally important as reactive policing. Four officers identified community policing as more important than reactive policing and six officers identified reactive policing as more important than community policing. Officers who identified community policing as less important than reactive policing said;

If you had to reduce the police department to ten members they would have to be reactive police officers. Community policing is less important. If done properly, community policing can enhance and improve reactive based policing. “The idea of community policing is good. I like the fact that people come and talk to you, but unfortunately with lack of fear comes lack of respect. When you give people a break, they think you are soft. I think community policing is less important than traditional reactive policing because we still haven’t solved anything. The respect for the police and the justice system has fallen. If we had more authority it would be better”. “Community policing is less important. People mainly want the police when something happens. They don’t necessarily want us to just hang out in the community”.

Officers identifying community policing as more important than reactive policing argued,

If you want to help the community you need to get out there and contribute to fixing problems. You don’t want the community to meet you only when something happens. “If you spend time with the people and feel the community then I think that we would have so much less crime”. “When you take the time to do a job well and you don’t have to take time to repair/upgrade the main problem, it is less time consuming in the long run”. “It is important for community policing to take place because the community doesn’t take care of itself anymore”.

Officers who identified reactive and proactive policing as equally important said,

To say that we could have community policing for everything would be wrong. We need reactive policing to solve some policing issues but we need just as much community policing to address long-term community problems. They have to go hand in hand. "I would have to say the same. There is going to be some reactive element of policing, like a medical model where you can do preventive medicine but some accidents will still occur". "It is a balance. The more of one you do [proactive] the less of the other you need to do".

4.2.5. Theme 5 - Police Officers' Perception of Organizational Overall Success in Implementing Community Policing (Interview Question 15).

Q.15 – In your opinion how successful has the Regina Police Service been at implementing community policing? Please explain.

Police officers state there is little overall success in implementing community policing at RPS. They express many concerns as to why they believe the RPS is less than successful at implementing community oriented policing. Some views about the success of implementing community policing are:

Just because we have police community centers it doesn't mean that people here are doing community policing. ... They have a long way to go to get the officers, the community and other organizations on the same page. Some personalities in the department clash, regarding community policing. Political correctness is a big thing. The way we deal with issues depends on who calls the shots. Some of the guidelines we have to work with sometimes are too stringent. It is hard to work sometimes with a problem solving approach when you have so little free decision-making power. We are assessed on statistics but we have to do so many events in the community. It all comes down to image. It all depends on what our supervisor considers valuable at the time

One officer argues community policing,

...hasn't been successful whatsoever. People have not been properly trained, they enforce and do what they think should be done, they don't know what the problems in the community are. RPS's idea of community policing is that if we go to powwow's and buy our own tent, we are doing community policing. Going

to sweats and getting involved in some of the community activities is not community policing. There is no input from bottom up, just orders from top down. They are implementing community policing from books. They are not aware of the reality of community policing in the front lines.

One officer believes there is little trust and support from management,

There are more failures than successes ... our management needs to be more trustworthy and approachable. The people up the chain of command don't trust us enough to let us do our jobs properly. They expect us to participate in certain events that we don't believe in, and that is unethical. Some of us don't like to sit in a circle and pass the pipe around. We should have some choices in what we do.

One officer believes there is great concern with membership "buy in" and morale.

I feel they've done an atrocious job in implementing community policing among the membership. There is zero ownership in it because there is zero opportunity for involvement from the police membership. Their opinions were not asked, they were basically force-fed on it. A very small number of people who are too far removed from the issues are making decisions that affect the membership as a whole. These decisions are often poor due to the lack of recent experience and understanding of what the issues are. They don't have today realities. They make decisions based on long ago experiences. Rank rules. Too much lip service. They have officers making decisions about sections and areas they have no experience with. They don't seek knowledge from knowledgeable people. Morale is really low in this service.

One officer views success in implementing community policing as "dismal, we don't know what it is. There is no direction, no leadership and no infrastructure for buy-in. There is no plan. What is community policing? When met with a contradiction you have to reevaluate the premise". Another officer mentioned,

In regards with my own experience it has been successful in the community where it was done. Usually it's run by the personality of the people implementing it, sort of personality driven, which is not sustainable. People do problem-solving initiatives and no one reviews them. You only get a check mark on your assessment and it helps for promotions. No one pays attention to these great ideas. They are only used to assess performance and provide opportunity for advancement and not to implement solutions to identify problems in the community. It is all window dressing. Many among us know that but no one seems to be complaining about the situation. There are many ways to do

community policing, but what is happening at the centers is not it. We need more support and genuine encouragement from our leadership. The higher management is into community policing only because the Chief is into it. They are not really strong believers in it.

One officer had mixed feelings about the success of implementing community policing and articulated concern with quality of community policing personnel,

I think it needs a lot of work. I think that so far it has been successful. I see a great impact in my career since the centers were implemented. Many people thank us for having the centers. The community really values the work the community police centers are doing. I think that it's critical that you have people here that want to be here. If you have people that don't want to be here it is not of benefit to the centers at all.

Another officer argued success is a matter of who is interpreting it.

They [management] have been successful at portraying an improvement of community policing but in reality nothing has improved. At the end of the day, the currency of perception by the leadership will outweigh the currency of reality. Any officers wishing to move up the chain of command have to choose between the reality path and perceptual path. Right now the perceptual path will take you to glory. Patrol officers are on the reality train – they have no choice – they deal with the issues of crime.

One officer expressed concern with field officer training of new recruits.

I could not think of at least one good program or initiative that has been very successfully implemented in the years I have been here. After the training when I started working, I was told to forget all I was taught in the police college. My first experiences were very negative with the field training officers. There is a lot of poisoning by the training officers on the new recruits. They try to undo in us what we learned in the police college.

One officer expressed concern with commitment to community policing from other departments in the organization. "There are problems with commitment to community policing. Biggest challenge is to gain the acceptance from the patrol side to work together to make the community a better place". Another officer agrees with lack of

commitment to community policing: “I would say they have got a lot of work to do with the members. We have a lot of people that worked here for years and still do not understand the community policing concept”. One officer mentioned he is not sure about the success of community policing but he thinks it helped improve the RPS image.

I don't know how successful it is because I wasn't shown the before and after picture. There are a lot of things being done, but I don't know if they have an impact. What we have been successful at is having a better image than Saskatoon. I don't know if anything is working. I think that community policing created a lack of respect for police officers, I think it is too fluffy of a concept. It is hard to make decisions within the frame of community policing. I don't think that what is happening is working and I don't know what would work.

One officer argued community policing is partially successful, “I would say they have been successful in what they have committed to. They have built relationships ... we are not as successful in our organization with the rest of the departments because of lack of understanding community policing”. Only one officer was positive about the implementation of community policing: “I think very successful. Community policing has been implemented in many areas such as school liaison, social events, community relations, neighborhood projects etc”.

Chapter 5 – Observations, Conclusions and Recommendations

5.1. Analysis of Findings

There are several relevant observations collected in the field journal during research. These findings, in this researcher's view, are significant for understanding dynamics and contextual organizational interactions not revealed through the interview process but relevant for understanding dynamics of officer participation in this study.

It is important to mention only research participants who were personally handed *Invitations to Participate in Research* took part in this study. No other method to advertise this study has produced any results. There were no volunteers from any of the meetings this researcher has participated in and presented this research opportunity; no volunteer participation from poster advertising. Forty-seven invitations were personally handed out which generated fifteen research participants. Some officers refused politely participation stating lack of available spare time and no interest in the project.

Arrangements were made with management to allow officers time off for the length of the interview should they be inclined to participate. There were a few instances where officers approached (who invoked as an excuse lack of time to participate) were informed provisions were made to allow them to participate. Some officers became hostile and categorically refused to participate stating they were uncomfortable with any police study done by civilians. Refusal to participate may have been caused by officers perceiving the researcher is doing research on behalf of management. It was later revealed during the interviews some officers were concerned about management involvement in this research; there were four instances where this researcher was asked if there was any unsanctioned recording of the interview. In general this researcher found community police officers to be more cooperative than officers in other police departments. It is the opinion of this researcher the above statements apply to this researcher's experience in this case study only and they are in no measure a reflection of the overall attitudes of officers in this police department.

Low rank officers only volunteered to participate in the interview after higher rank officers participated first. In the first two weeks of this study there were no

volunteers. In the third week, higher rank officers volunteered to participate. Within the next three weeks there were fifteen volunteer participants.

As this project was shaping and the groundwork was laid out, there were intense discussions throughout the department about the value of the two community police stations to Regina Police Services. During interviews participants mentioned management had meetings about the future of the community police stations and there was heated debate about possible permanent closure. This is relevant to this research project as it brings into focus some of the perceptions and views officers have about the value and success of implementing community policing in this organization.

Potential closure of community police centres could indicate the absence of a long-term vision for this organization to support the move to community policing. That can send a negative message about community policing to the whole organization and influence officers' perception on what organizational long-term goals are. These findings may have some influence on this study as officers participating in this research were aware of the conflict around the potential closure of community police centres.

This researcher noticed that although police organizations emphasize implementing community policing to bridge the gap between police and the community, (a gap created during the professional/ bureaucratic era of policing), and create a more approachable police force, there is debate about that. Although community policing emphasizes the removal of obstacles that separate the community from the police, often, not ill intended, police may create such barriers. In my field journal I identified an issue regarding barriers to access I believe needs to be addressed in the context of removing obstacles and building trust with the community. The police organization in this study is

not readily available for access by the community. The “fortress like” institution has been enhanced by the addition of an extra obstacle for the community to get through while trying to access police services. When one stops by the main police station one will notice there is a “security check point” at the entrance in the police station manned by an outside contractor. Previously one could enter the main police station and talk directly with police officers at the front desk in the same manner one can at the community police centres.

Although such barriers are created out of convenience for the police organization, it sends a negative message to the community who want to talk directly to police officers when seeking police help, not to a private security company. The use of such barriers only heightens the community’s suspicion about the police functioning as a secretive, well-guarded organization removed from the community’s welfare.

From research evidence collected through interviews, it is the view of this researcher, police officer perception of organizational success in implementing community policing is a function of the officer’s personal knowledge, support, belief system, personal policing history and personal use of community policing strategies. A visual model of this argument has been constructed (see Figure: 3.) inspired from *The Wheel of Conflict* presented by Mayer (2000). Mayer’s (2000) model was combined with five dominant concerns identified in community police research, and explored as the five main themes in this research study. It is the belief of this researcher exploring these themes is important for the contextual understanding of officers’ perception of community policing implementation organizational success at RPS and elsewhere.



Officer Perception of Community Policing Implementation Organizational Success

Figure: 3. Police Officer Personal Perceptions of Community Policing Implementation Organizational Success (adapted from Mayer, 2000 in MacFarlane 2003, *The Wheel of Conflict*).

5.2. Conclusions

Research data gathered through interviews suggests officers participating in this research project have identified their organization is experiencing difficulties in transition to community policing. Research participants identified many sources of conflict:

- Conflict between patrol officers and community police officers.
- Disagreements between management and front line officers regarding implementation of community policing.
- Conflicting mandates within the organization and between this organization and

outside stakeholders.

- Divergent views about the value of community policing in this organization.
- Contradictory views of organizational support of front line officers in the implementation of community policing initiatives.
- Disagreements about what community policing is and/or should be.
- Inherent conflict between the paramilitary structure and culture of this organization and its intent, or lack thereof, to implement a more self managed and democratic work place with a flattened organizational hierarchy.
- Performance evaluations are based on quantitative indices while community policing work is qualitative.
- Lack of adequate training and professional development in community policing.

Conflict issues identified by research participants are by no means unique to this police organization; arguably, according to research literature, it is the contemporary state in which most policing organizations implementing community policing are. Many police organizations struggle with similar concerns and there is little assurance from researchers and police experts this situation will end soon. Research participants have legitimate concerns regarding lack of success in implementing community policing. They indeed agree on many issues of contention regarding community policing implementation identified in the literature review. In this researcher's view more research is needed to evaluate community policing implementation and explore the possibility that officers could be experiencing the *unfreezing* and *movement* stages towards community policing explored in Lewin's (1951) organizational movement theory presented in *Chapter Two*.

Organizational conflict is a reality in this organization as identified by research participants. During interviews police officers acknowledged most stages of employee conflict identified in Costantino and Merchant (1996), such as *disputes* and unhealthy *competition* between employees in different departments, *sabotage*, *withholding knowledge*, *low morale* and *lack of productivity*. Research participants identified organizational conflict responses such as *arrogance* - characterized by an attitude of superiority, disregard for their opinions and disrespect for people of lower ranks in the organization; *denial*, turning a blind eye to officers' concerns and ignoring early signs of conflict, and *avoidance*; leaving officers' needs and concerns unaddressed, as recognized by Costantino and Merchant (1996) in *Chapter 2* of this thesis.

It is the view of this researcher, concerns expressed by research participants should be addressed to prevent festering conflicts from escalating and implicitly create further conflict in this organization. Officers participating in this research study offered suggestions to improve service delivery and address ongoing conflict. Officers' suggestions are presented in *Recommendations for Service Delivery Improvement* section.

5.3. Recommendations for Service Delivery Improvement

Babbie (2001) suggests, in action research "the researcher's function is to serve as a resource for those being studied ... as an opportunity for them to act effectively in their own interest" (Babbie, 2001, p. 288). In the spirit of action research this researcher encouraged research participants to bring forth their ideas regarding service delivery improvement in their organization. To that end this researcher recognizes the vast collective policing experience, knowledge about the community and the RPS officers

have, as well as knowledge of the politics and policies regarding policing their community. Officers made the following recommendations:

- We have to become agents of change. Address first our member's attitudes, lack of training, equality in our department and consistency and fairness because we lack all of that.
- More training [is] needed and better communication, more guidelines for implementing community policing.
- We need more funding and a program of resource sharing among units. Education programs are needed for both the police and the community.
- We need recognition that what we are doing is important even if it cannot be quantified initially.
- There has to be buy-in at the grass roots level. Changes cannot be implemented by management alone.
- Maybe the city will have to pay more money to hire more officers to do community policing properly.
- Buy-in is from the general public and the police general membership, not from the community leaders, the politicians and the police administrators.
- Getting everybody from patrol and supervisors on board with the implementation of community policing.
- Community policing should not be a specialized unit but a model accepted by police society from top down, we need to encourage police officers to use community policing models even when call load is high.
- We need to address quality of manpower; not all police officers are suitable to do this work [community policing].
- We need to address lack of adequate performance measures of community policing success.
- The situation can be improved by selecting; let's refer to them as the messengers/supervisors that can be capable of delivering that message without using authoritarian methods.
- We need more support and genuine encouragement from our leadership.
- We have very negative field training officers; we need community oriented

field training officers.

- We must gain the acceptance from the patrol side to work together to make the community a better place.

From interview participants suggestions for service delivery improvement this researcher identified the following patterns and will address them accordingly:

◆ **Education:**

Education in community policing is imperative. Community police officers are expected to be highly involved in the community. To be efficient they need the necessary tools to enable them to go beyond the reactive policing duties. They have to learn about the complexities of the community's social life especially in communities where rampant social problems exist. Officers must be able to deconstruct criminogenic factors and be able to understand where and how they can intervene. Officers need to be able to integrate philosophical aspects of community policing with practical methods of reactive policing. Post secondary education is very important for the success of integrating proactive policing with reactive methods. Niederdoff & Smith (1974) have identified police officers who are better trained and, in particular, those with a college education were more likely to use less force and employ more creative policing methods.

◆ **Police Subculture and Attitudes:**

Pollock (2005) argues police subculture often comes into conflict with the code of ethics; (Pollock, in Alpert & Dunham (2005, p. 295).

Academy and in service training attempt to thwart some of the most negative aspects of the subculture, but often with limited success. The Field Training Officer will start his or her training by first telling the rookie, "forget everything you learned in the academy..." Academy training may be considered irrelevant and separate from the real world of policing. In-service classes may also be considered irrelevant-something to get through either by sleeping or maintaining the mere appearance of compliance (Pollock, in Alpert & Dunham, 2005, p. 295).

Police executives need to take the lead in developing an organization where education and knowledge is highly valued and rewarded. They need to review academic requirements for police recruiting, and work with key figures such as charismatic leaders and Field Training Officers to transform the police department into a progressive learning organization. Leadership and managerial training provides a solution for this problem.

◆**Supervisors:**

Regardless how well trained and educated community police officers are they are not efficient if not matched with proper supervision. Engel (2005) found, “style or quality of field supervision can significantly influence patrol officer behavior” (Engel, in Alpert & Dunham, 2005, p. 131). Alpert (2005) identified four styles of police supervision: *traditional, innovative, supportive* and *active*.

- *Traditional supervisors* expect aggressive enforcement over engagement in community policing. They are more likely to make decisions because they tend to take over encounters with citizens or tell officers how to handle those incidents. They expect subordinates to produce measurable outcomes and are more inclined to punish than reward. Their ultimate focus is to control subordinate’s behavior. They will only support proactive policing if consistent with aggressive law enforcement.

- *Innovative supervisors* tend to form relationships with subordinates and encourage them to be innovative. They are supportive of community based initiatives and less concerned with rules and regulations such as writing reports and strict enforcement. They have a low level of task orientation and are more likely to delegate decision-making. They help subordinates to implement community policing and problem solving initiatives by coaching, mentoring and facilitating.

- *Supportive supervisors* support and protect their subordinates against discipline or punishment perceived as unfair. They often have strained relations with upper management and operate as a buffer between subordinates and management. They function more as protectors than supporters. Generally they have a neutral stance and support officers on their work with little concern for enforcement. Their attitudes of shielding officers from accountability can lead to police misconduct.

- *Active supervisors* lead by example. They are heavily involved with their subordinates. They often follow officers on calls, and take initiative in all aspects of police work. They engage in patrol work themselves, and control officers' behavior through direct supervision. They are less likely to encourage team building coaching or mentoring. They are often perceived by subordinates as over-controlling or micromanaging.

Engel (2005) found "Officers with *active* supervisors spent more time per shift engaging in problem solving and other community policing activities than officers with other types of supervisors" (Engel, in Alpert & Dunham, p. 136). Engel's (2005) findings are contradictory; officers with *innovative* supervisors spent less time doing community policing. Engel (2005) argues "Innovative supervisors may be more inclined to encourage community policing tactics [but lack enforcing those tactics with subordinates], while active supervisors may encourage aggressive enforcement which may lead active supervisors and their subordinates to be more engaged in problem solving and other citizen interactions" (Engel, in Alpert & Dunham, 2005, p. 136).

◆**Management:**

Crank and Langworthy (1996) argue the level of tactics, patterns, and uneven community policing implementation support can be explained through the concept of

“loose coupling” (Crank & Langworthy, 1996, in Gutierrez, 2003). “Loose coupling generates disparities between what organizational leaders such as those preferred by police department chiefs committed to community policing want on a tactical level, and what those under their authority actually do” (Crank & Langworthy, 1996, in Gutierrez, 2003, p. 46). Management often officially supports their leaders in community policing implementation but support does not reflect in what they actually do in the department. Often they rally a covert opposition to community policing and show little support of front line officers and lower management sympathetic of community policing (Crank & Langworthy, 1996, in Gutierrez, 2003).

Sherman (1973) argued efforts to implement community policing are often derailed by mid management who see this new trend in decentralized policing as a threat to their power. In many cases mid managers subverted and even sabotaged transition efforts to community policing (Sherman, 1973. in Gutierrez, 2003). It is the opinion of this researcher, management may not intentionally sabotage the transition process to community policing. It is possible that resistance to change is manifested by a lack of understanding of the tenets and philosophies of community policing.

Most managers are senior officers with many years of service in a reactive environment driven by results and adequate measurements. Community policing is a radical move from what is traditionally understood as the business of policing. Consequently it requires a certain degree of faith on the part of police administrators to be supportive of community policing. Coleman (2002), a police executive himself, found of 64 police chiefs and executives interviewed across Canada representing 48 police organizations, many were unfamiliar with the concepts of community policing and with

adequate human resource management strategies necessary for successful implementation of organizational change to community policing.

5.4. Summary and Discussions

Lurigio and Skogan (2000) suggest “the transition to community policing is a battle for the hearts and minds of police officers ... the battle must be always waged, however, because police officers are quite resistant to change” (Lurigio & Skogan, in Correia, Glensor, & Peak, 2000, p. 246). Lurigio and Skogan (2000) suggest when implementing community policing, leaders need to examine the feelings and attitudes of their staff in order to identify potential pockets of resistance. At RPS there is consensus among officers interviewed, for community policing implementation success there needs to be more emphasis on front line officers “buy in”. Research participants argued there is too much emphasis on selling community policing to police administrators, politicians and community leaders and little effort, if any, in selling it to front line officers.

Toch (2002) found police focus groups identified “leadership of police departments was described as too distant and insufficiently concerned with the problems of the rank-and-file officers” (Toch, 2002, p. 75). Police administration was described as having lost touch with front line officers and “they have no clue what it is like to be on the streets” (Toch, 2002, p. 76). Officers argued “with the backing from the top organizational improvements could be made” (Toch, 2002, p. 76). This researcher’s study confirms previous findings as officers at RPS have expressed similar concerns regarding management’s distance from realities faced by front line officers.

The findings of this study reflect previous community policing research results regarding difficulties in implementing the tenets of community policing. As stated in this researcher's hypothesis, there is dissonance between the theory of community policing and the realities of implementing community policing philosophies found in this organization. Positive correlation between critical community policing research findings and findings of this research study confirms this researcher's hypothesis. Although the sample used in this research is small, it is representative of the population of interest. There are eighteen officers involved in community policing at the community police centers. Eleven community police officers participated in this study and the remaining four participants have worked in the community police centers in the last two years.

Some lessons learned during this study are:

- This organization, like many other police organizations, is resistant to change but many officers are supportive of community policing implementation.
- RPS is limited in its ability to change by internal and external forces.
- Some of the sources of conflict are political pressures, limited resources, lack of adequate staffing, police culture, and resistance to change.
- This organization confirms research findings about conflicts between upper and lower management; those who support change and those who vehemently oppose it.
- Community policing implementation creates conflict between management and front line officers, in particular, patrol officers.
- Conflict is often generated by a lack of understanding of community policing.
- Conflict occurs because of what community policing implementation promises to deliver and what is feasible for this organization to implement given its history,

culture, staff, available resources and internal and external political climate.

Application of lessons learned in this study for the field of change management:

- Change is difficult to implement if it is only supported by authority figures in the organization; there needs to be genuine support throughout the organization.
- Education about change and the need for education before implementing changes can be beneficial in successful implementation of organizational change.
- Recruiting organization's most knowledgeable, charismatic and influential leaders to promote change on behalf of the organization leadership could help bring legitimacy and support for change in the organization.
- Addressing membership concerns about change in a friendly and cooperative fashion, regardless how trivial those concerns may seem to management, could create an atmosphere of support and solidarity during the change process.
- Implementing a reward system that is congruent with the vision and aim of the change process can provide organizational incentives for membership and help enforce behavior that is congruent with the change process desired outcomes.

5.5. Recommendations for Further Research

“Total freedom is anarchy, total order tyranny. The police, who represent the collective interests of the community, are the agency which holds the balance somewhere between. Their standing is a rough index of society's own attitude towards the regulation of civilized living...” (Colquhoun P., in Critchley, T. A., 1967, p. xiii). How to “properly” police the community is and will remain a strong issue of contention for politicians, police organizations, civic groups, academics, lawmakers and the like. In

today's multifaceted society, implementing a police force with an adequate mandate capable of representing all stakeholders it is no little task. What we may be competent of doing is avoiding implementing a police force with an agenda that does not have community interests at its core. Critics of community policing argue community policing is an attempt by mainstream society to impose its will on less powerful minority groups.

In Canada and elsewhere community oriented policing has been implemented in low income neighborhoods heavily populated by First Nations people, visible minority groups, emigrants, single parent families, substance dependent people, the unemployed, etc. In the city of Regina, for example, community police stations are present in the poorest neighborhoods. No one seems to wonder about lack of community police stations in affluent areas of this city. Is community policing specially designed for underprivileged communities? Police presence is usually associated with neighborhood decay and high crime. If police leaders implement decentralized community police stations to provide personalized policing in prosperous areas, how will police presence in affluent areas affect public perception?

This researcher believes it is necessary to pose the following question; is community policing really a shift in police thinking, that is, to adopt a crime prevention strategy working collaboratively with the community, or is it a new crime fighting strategy against poor neighborhoods where the police have identified some crime is prevalent? This question indeed brings further concerns about possible social conflict. Is community policing polarizing low-income communities and creating social conflict? Police are, and should be, in the service of all people not only in the service of the affluent and influential; who usually are involved in politics, resource distribution and

policymaking. These questions are important because how police will perceive their role in the community will affect how they relate to the community and their organization.

Parks et al (1999), through extensive “ride alongs” with community police officers found;

Officers tend to voluntarily associate with some elements in the community (e.g., white, middle-class business owners and members of community associations) while limiting their interactions with other (e.g., poor, minority group members). In combination with resources deficits common to many predominantly poor, minority neighborhoods, and the historical antagonism existing between police and the latter, the net outcome may be a community policing regime that is less equitable than the “911” response system (Parks et al, 1999. in Gutierrez, 2003. p. 46).

Questions about the role of community policing in crime prevention, and the absence of community police centers in affluent neighborhoods, needs to be answered by further research.

From its beginnings policing has been shrouded in mystery, controversy, conflict political influence and patronage. Community policing, with its aim to include the community in the business of policing, promises to change the course of policing. This radical transformation is challenging because of the inherent military structure and culture permeating throughout police organizations. Conflict at RPS during change to community policing is not unusual considering its history, traditions, structure, mandate, resources, workforce and political pressures. It is a testament to the enduring work and determination of the agents of change in this organization that conflict is acknowledged. Most officers in this research study expressed support for change to community policing. Conflict is inherent in change as police officers depart from “the good old ways” of doing their work and adapt to new ways of thinking and doing. How officers choose to perceive conflict during change to proactive policing determines how they will experience the change process. Eliminating conflict during change is as realistic as eliminating crime.

References

- Babbie, E. (2001). *The Practice of Social Research*. Ninth Ed. Wadsworth, Belmont, CA: Thomas Learning Inc.
- Bogdan, R. (1972). *Participant Observation in Organizational Settings*. Syracuse University Press: Syracuse- New York, NY.
- Boucqueroux, B., & Trojanowicz, R. (1990). *Community Policing; A Contemporary Perspective*. Cincinnati, OH: Anderson Publishing Co.
- Carter, D., & Sapp, A. (1994). Issues and Perspectives of Law Enforcement: A National Study of Police Chiefs. *Journal of Criminal Justice*, 22 (3)
- Cassall, C., & Symon, G. (1994). *Qualitative Methods in Organizational Research; A Practical Guide*. Thousand Oaks, CA: Sage Publications.
- Chacko, J., & Nancoo, S. E. (1993). *Community Policing in Canada*. Toronto, ON: Canadian Scholars' Press Inc.
- Coleman, T. C. (February, 2002). *A Study of the Relationship Between Strategic Human Resource Management in Canadian Police Services and the Evolution of Contemporary Policing*. Unpublished Master's Thesis. University of Regina, Regina, Saskatchewan, Canada.
- Correia, M. E., Glensor, R.W., & Peak, K. J. (2000). *Policing Communities; Understanding Crime And Solving Problems: An Antology*. Los Angeles, CA: Roxbury Publishing Company.
- Costantino, A., & Merchant, C.S. (1996). *Designing Conflict Management Systems*. San Francisco, CA: Jossey-Bass.

- Cranny, C. J., Smith, P. C., & Stone, E. F. (1992). *Job Satisfaction; How People Feel About Their Jobs, and How It Affects Their Performance*. Toronto, ON: Maxwell Macmillan Canada.
- Critchley, T. A. (1967). *A History of Police in England and Wales 900-1966*. Letchworth, Hertfordshire: The Garden City Press Ltd.
- Denzin, N. K., & Lincoln, Y. S. (2003). *Collecting and Interpreting Qualitative Materials*. Second ed. Thousand Oaks, CA: Sage Publications Inc.
- Engel, R. S. (2005). *How Police Supervisory Styles Influence Patrol Officer Behavior*, in Alpert, G. P., & Dunham, R. G., (Eds.), *Critical Issues in Policing; Contemporary Readings*. Fifth ed. (pp. 131-140). Long Grove, IL: Waveland Press Inc.
- Folger, J. P., Poole, M. S., & Stutman, R. K. (2001). *Working through Conflict; Strategies for Relationships, Groups, and Organizations*. 4th ed. New York, NY: Addison Wesley Longman, Inc.
- Friedman, R. R. (1992). *Community Policing; Comparative Perspectives and Prospects*. Hemel Hempstead, Hertfordshire: Harvester Wheatsheaf.
- Fisher, R., & Ury, W. (1991) *Getting to Yes; Negotiating Agreement Without Giving In*. New York, NY: Penguin Books.
- Gaines, L. (1994). Community-Oriented Policing: Management Issues, Concerns, and Problems. *Journal of Contemporary Criminal Justice*, 10 (1).
- Goldstein, H. (1990). *Problem-Oriented Policing*. New York, NY: McGraw-Hill.
- Grant, D. J., & Toch, H. (2005). *Police as Problem Solvers; How Front Line Workers can Promote Organizational and Community Change*. Second ed. Washington D.C.: American Psychological Association.

- Greene, H. (1993). Community-Oriented Policing in Florida. *American Journal of Police*, 12 (3).
- Greene, J. R., & Mastrofski, S. D. (1988). *Community Policing: Rhetoric or Reality*. New York, NY: Praeger Publishers.
- Gutierrez, R. S. (2003). *Social Equity and the Funding of Community Policing*. New York, NY: LFB Scholarly Publishing LLC.
- Kirby, S., & McKenna, K. (1989). *Experience Research Social Change: Methods From the Margins*. Toronto ON: Garamond Press.
- Lynch, L. M., McBride, R. B., & Thibault, E. A. (1985). *Proactive Police Management*. New Jersey: Prentice Hall.
- Lyons, W., (1999). *The Politics of Community Policing; Rearranging the Power to Punish*. University of Michigan Press.
- Lurigio, A. J., & Rosenbaum, D. P. (1994). An Inside Look at Community Policing Reform: Definitions, Organizational Changes, and Evaluation of Findings. *Crime and Delinquency*, 40(3), 299-314.
- MacFarlane, J. (2003). *Dispute Resolution; Readings and Case Studies*. Second ed. Toronto, ON: Edmond Montgomery Publications.
- Mastrofsky, S. D. (1998) *Community Policing and Police Organization Structure in* Brodeur, J. P., (Ed.), *How to Recognize Good Policing: Problems and Issues*. (pp. 161-193). Thousand Oaks, CA: Sage Publications.

- Mayer, B. (2000). *The Dynamics of Conflict Resolution: A Practitioner's Guide* in MacFarlane, J. (2003), (Ed.), *Dispute Resolution; Readings and Case Studies*. Second ed. (pp. 17-24). Toronto, ON: Edmond Montgomery Publications.
- Miller, L., & Hess, K., (1994). *Community Policing: Theory and Practice*. Minneapolis, MN: West Publishing Co.
- Nanungo, R. N. (1982). *Work Alienation; An Integrative Approach*. New York, NY: Praeger Publications.
- Machiavelli, N. (1505). *El Principe (The Prince); Ch. VI, Concerning New Principalities Which are Acquired by One's Own Arms and Ability*. Translation by Marriott, W. K., Retrieved March 15, 2005, from: [the-prince-by-machiavelli.com](http://www.the-prince-by-machiavelli.com).
http://www.the-prince-by-machiavelli.com/the-prince/the_prince_chapter_6.html
- Niederhoffer, A., & Smith, A. (1974). *New Directions in Police-Community Relations*. Hinsdale, IL: The Dryden Press Inc.
- Pelfrey, W. V. (2004). The Inchoate Nature of Community Policing; Differences Between Community Policing and Traditional Police Officers. *Justice Quarterly*, Vol 21 No. 3, Sept. 2004.
- Pirie, A. J. (2000). *Alternative dispute resolution; Skills, Science, and the Law*. Toronto ON: Irwin Law.
- Pollock, J. M. (2005). *Ethics and Law Enforcement*, in Alpert, G. P., & Dunham, R. G., (Eds.), *Critical Issues in Policing; Contemporary Readings*. Fifth ed. (pp. 280-303). Long Grove, IL: Waveland Press Inc.
- Rahim, M. A. (1992). *Managing Conflict in Organizations*, Second ed. Westport, CT: Praeger Publishers.

Robbins, S. P. (1974). *Managing Organizational Conflict: A Nontraditional Approach*.

Englewood Cliffs, NJ: Prentice Hall.

Rosenbaum, D. P. (1998). *The Changing Role of Police; Assessing the Current*

Transition to Community Policing. in Brodeur, J. P., (Eds.), *How to Recognize*

Good Policing; Problems and Issues. (pp. 3-29). Thousand Oaks, CA:

Sage Publications.

Shapland, J., & Vagg, J. (1988) *Policing by the Public*. New York, NY:

Chapman & Hall, Inc.

Stringer, E.T. (1996). *Action Research: A Handbook for Practitioners*. Thousand Oaks,

CA: Sage Publishing.

Swanson, C. R., Taylor, R. W., & Territo, L. (1998). *Police Administration;*

Structures, Processes, and Behavior. New Jersey: Prentice Hall.

Tidwell, A. C. (1998) *Conflict Resolved? A Critical Assessment of Conflict Resolution*.

New York, NY: Pinter.

Toch, H. (2002). *Stress in Policing*. Washington, D.C.: American Psychological

Association.

Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans. (2003).

Medical Research Council of Canada. Natural Sciences and Engineering

Research Council of Canada. Social Sciences and Humanities Research Council

of Canada. Public Works and Government Services Canada. Accessed February

3, 2005, from: <http://www.sshrc.ca>.

Trojanowicz, R., & Carter, D. (1998). *The Philosophy and Role of Community Policing*.

[Electronic Version] On line at: The National Center for Community Policing.

Accessed February 10, 2005, from <http://www.cj.msu.edu/~people/cp/cpphil.html>

Trojanowicz, R. (1982). *An Evaluation of the Neighborhood Foot Patrol Program in*

Flint, Michigan, East Lansing. MI: National Neighborhood Foot Patrol Center,

Michigan State University.

Walker, S. (1977). *A Critical History of Police Reform*. Lexington, Massachusetts,

Toronto: D.C. Heath and Company.

Appendix: A

The Peel Principles

1. To prevent crime and disorder, as an alternative to their repression by military force and by severity of legal punishment.
2. To recognize always that the power of the police to fulfill their functions and duties is dependent on public approval of their existence, actions, and behaviour, and on their ability to secure and maintain public respect.
3. To recognize always that to secure and maintain the respect and approval of the public means also the securing of the willing cooperation of the public in the task of securing observance of laws.
4. To recognize always that the extent to which the cooperation of the public can be secured diminishes, proportionately, the necessity of the use of physical force and compulsion for achieving police objectives.
5. To seek and to preserve public favour, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustices of the substance of individual laws; by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing; by ready exercise of courtesy and friendly good humour; and by ready offering of individual sacrifice in protecting and preserving life.
6. To use physical force only when the exercise of persuasion, advice, and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure observance of law or to restore order; and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen, in the interests of community welfare and existence.
8. To recognize always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals or the state, and of authoritatively judging guilt and punishing the guilty.
9. To recognize always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.

Appendix: B
Letter of Invitation to Participate in Research

Royal Roads University-Peace and Conflict Studies Division/ CAM Program

2005 Sooke Road Victoria BC Canada V9B 5Y2 Tel. 1-888-778-7272 Fax: 250-391-2548 email:PCS@royalroads.ca

Letter of Invitation to Participate in Community Policing Research Study

Introduction:

You are invited to participate in a Community Policing research project conducted by Mario B. Thomas (identified here as the lead researcher) a graduate student at Royal Roads University in Victoria British Columbia, Peace and Conflict Studies Division (I can be contacted at telephone; XXX-XXX-XXXX and email; mario.thomas@xxxxxxx.ca). This study is conducted in fulfillment of requirements for my Master's Degree in Conflict Analysis and Management. The study is conducted under the local supervision of Professor Emeritus Otto Driedger (who can be contacted at telephone: XXX-XXX-XXXX and email; driedgeo@xxxxxxx.ca) as well as Dr. Fred Oster who is the Faculty advisor at Royal Roads University and Director of Conflict Analysis and Management studies. (Dr. Oster can be contacted at tel. XXX-XXX-XXXX, ext. XXXX or email: fred.oster@xxxxxxxxxxx.ca).

Title of Project:

Challenges in Implementing Community Policing; Conflict between paradigm and practice. Does the delivery system reflect the theoretical paradigm? A case study.

Research Focus:

Policing in Canada is changing from a traditional reactive form of policing, (whereby officers respond to crime incidents as they occur) to a proactive form of policing where community police officers work with the community to solve problems related to crime and prevent crime from occurring. Change to proactive policing requires fundamental changes in policing philosophy. Research indicates some concerns with the understanding and applications of the philosophy of community policing. Many police organizations are facing difficulties implementing community policing. I am seeking to understand what are the challenges involved in implementing community policing. I am also looking at engaging participants in bringing forth their suggestions and ideas as to how this organization can improve its community policing service delivery. The information and suggestions collected could be used in policy development by other police organizations as the final report of my research will be housed and publicly available at the Royal Roads University library.

Procedures:

As a research participant you are invited to participate in a semi-structured interview that will be of duration of no more than one hour. The interview could occur while you are on

duty or in a fixed location of your choosing at your convenience. The interview will be conducted without the use of any recording devices (such as audio/video devices).

Confidentiality:

The information you are providing will be kept in strict confidentiality. Only the lead researcher (Mario B. Thomas) and research supervisor (Professor Emeritus Otto Driedger) will have access to the data collected. This information will be kept in locked storage during research and destroyed at the end of the research study. You will not be identified in the body of the final research findings as your name or any identifying features will be withheld and all personal information provided to researcher will be kept in strict confidentiality.

Volunteer Participation:

Your participation in this study is voluntary and there are no penalties for non-participation. You have the right to withdraw from this study at any time without prejudice to pre-existing entitlements and all information provided prior to your decision to withdraw will be destroyed.

Ethics Approval:

This research study has been evaluated and approved by the Research Ethics Board at the University of Royal Roads. If you have any questions or concerns regarding this research project you may contact Colleen Hopkins, Research Ethics Coordinator, Royal Roads University by phone at XXX-XXX-XXXX, ext. XXXX, or by email; colleen.hoppins@xxxxxxxxxxx.ca

Note: Should you be interested to participate please contact Mario @ XXX-XXXX before May 01 2005

***** Your participation in this research study will be greatly appreciated*****

Appendix: C
Invitation to Participate in Community Policing Study Poster

Royal Roads University-Peace and Conflict Studies Division/ MACAM Program
 2005 Sooke Road Victoria BC Canada Tel.1-888-778-7272 Fax: 250-391-2548 email:PCS@royalroads.ca

Invitation to Participate in Community Policing Research Study

To all interested Regina Police Service staff;

You are invited to participate in a Community Policing research project conducted by Mario B. Thomas (identified here as the lead researcher) I am a graduate student at Royal Roads University in Victoria British Columbia, Peace and Conflict Studies Division (I can be contacted in Regina at telephone; XXX-XXXX and by email at; mario.thomas@xxxxxxx.ca) This study is conducted in fulfillment of requirements for my Master's Degree in Conflict Analysis and Management. The research is conducted under the local supervision of Professor Emeritus Otto Driedger (who can be contacted at telephone: XXX-XXX-XXXX and email; driedgeo@xxxxxxx.ca) as well as Dr. Fred Oster who is the faculty advisor at Royal Roads University and Director of Peace and Conflict Studies Division- Conflict Analysis and Management studies. (Dr. Oster can be contacted at tel. XXX-XXX-XXXX, ext. XXXX or email: fred.oster@xxxxxxxxxxx.ca).

Research Focus:

Policing in Canada is changing from a traditional reactive form of policing, (whereby officers respond to crime incidents as they occur) to a proactive form of policing where community police officers work with the community to solve problems related to crime and prevent crime from occurring. Change to proactive policing requires fundamental changes in policing philosophy. Research indicates some concerns with the understanding and applications of the philosophy of community policing. Many police organizations are facing difficulties implementing community policing. I am seeking to understand what are the challenges involved in implementing community policing. I am also looking at engaging participants in bringing forth their suggestions and ideas as to how this organization can improve community policing service delivery. The information and suggestions collected could be used in policy development by other police organizations.

Procedures:

As a research participant you are invited to participate in a 45 minutes semi-structured interview. The interview could occur while you are on duty or in a fixed location of your choosing at your convenience. The interview will be conducted without the use of any recording devices (such as audio/video devices) and your participation and discussions will be kept in strict confidentiality. Only the lead researcher (Mario B. Thomas) and research supervisor (Professor Emeritus Otto Driedger) will have access to the data collected. This information will be kept in locked storage during research and destroyed at the end of the research study. You will not be identified in the body of the final research findings and all personal information provided to researcher will be kept in strict confidentiality. Should you be interested to participate please contact Mario on his cell at XXX-XXXX or by email at: mario.thomas@xxxxxxx.ca before May 01 2005.

*** Your participation in this research study will be greatly appreciated***

Appendix: D.
Free and Informed Consent Form For Research Study Participants

Royal Roads University-Peace and Conflict Studies Division/ CAM Program

2005 Sooke Road Victoria BC Canada V9B 5Y2 Tel. 1-888-778-7272 Fax: 250-391-2548 email:PCS@royalroads.ca

Free and Informed Consent Form for Research Study Participants

Title of Project:

Challenges in Implementing Community Policing; Conflict between paradigm and practice. Does the delivery system reflect the theoretical paradigm? A case study.

Introduction:

You are invited to participate in a research project conducted by Mario B. Thomas (identified here as the lead researcher) a graduate student at Royal Roads University in Victoria British Columbia, Peace and Conflict Studies Division (I can be contacted at telephone; XXX-XXX-XXXX and email; mario.thomas@xxxxxxxx.ca). This study is conducted in fulfillment of requirements for my Master's Degree in Conflict Analysis and Management. The study is conducted under the local supervision of Professor Emeritus Otto Driedger (who can be contacted at telephone: XXX-XXX-XXXX and email; driedgeo@xxxxxxxx.ca) as well as Dr. Fred Oster who is the Faculty advisor at Royal Roads University and Director of Conflict Analysis and Management studies. (Dr. Oster can be contacted at tel. XXX-XXX-XXXX, ext. XXXX or email: fred.oster@xxxxxxxxxx.ca).

Research Focus:

Policing in Canada is changing from a traditional reactive form of policing, (whereby officers respond to crime incidents as they occur) to a proactive form of policing where community police officers work with the community to solve problems related to crime and prevent crime from occurring. Change to proactive policing requires fundamental changes in policing philosophy. Research indicates some concerns with the understanding and applications of the philosophy of community policing. Many police organizations are facing difficulties implementing community policing. Research indicates proactive community police officers and traditional reactive police officers have divergent views on the merits of community oriented policing. I am seeking to understand what are the differences of opinion about policing in these two groups- if any? Is there any potential for organizational conflict resulting from the transition to the new form of police work? I am also looking at engaging participants in bringing forth their suggestions and ideas as to how this organization can improve its service delivery.

Procedures:

As a research participant you are expected to participate in a semi-structured interview that will be of duration of no more than one hour. The interview could occur while you are on duty or in a fixed location of your choosing at your convenience. During the interview you will be asked questions regarding your perception of the challenges involved in working as a proactive/reactive police officer. You will also be asked about your suggestions and ideas on how to improve service delivery in the area of community policing. The interview will be conducted without the use of any recording devices (such as audio/video devices). The researcher may take notes during the interview especially if you will provide suggestions and recommendations.

Confidentiality:

The information you are providing will be kept in strict confidentiality. Only the lead researcher and supervisor will have access to the data collected. This information will be kept in locked storage during research and destroyed at the end of the research study. You will not be identified in the body of the final research findings and all personal information provided to researcher will be kept in strict confidentiality.

Risks and Benefits:

There are no foreseeable harms from your participation in this research study since there is no deception used and the researcher is open to ask any and all questions you might have regarding this research project. The benefit of this study is providing you the police officer the opportunity to freely communicate your opinions and suggestions on how to improve community policing service delivery and directly participate in the design and implementation of new policies.

Volunteer Participation:

You participation in this study is volunteer and there are no penalties for non-participation. You have the right to withdraw from this study at any time without prejudice to pre-existing entitlements.

Ethics Approval:

This research study has been evaluated and approved by the Research Ethics Board at the University of Royal Roads. If you have any questions or concerns regarding this research project you may contact Colleen Hopkins, Research Ethics Coordinator, Royal Roads University by phone at XXX-XXX-XXXX, ext. XXXX, or by email; colleen.hoppins@xxxxxxxxxxx.ca

Free and Informed Consent Statement:

By signing this free and informed consent form I, _____ understand what this study involves and agree to voluntarily participate. I also confirm that I have been given a copy of this consent form.

Participant Signature: _____ Date: _____

Researcher Signature: _____ Date: _____

If you have any questions about this study, please contact the investigators:

Principal Investigator: Mario B. Thomas Phone: XXX-XXX-XXXX

Email: mario.thomas@xxxxxxxx.ca

Project Supervisor: Professor Emeritus, Otto Driedger Phone: XXX-XXX-XXXX

Email: driedgeo@xxxxxxxx.ca

***** Your participation in this research project is greatly appreciated *****

Appendix: E.
Interview Questionnaire

Interview Questions/Guide:

1. What in your opinion are the most common challenges facing community police officers in doing their job and how do you think these challenges should be addressed?
2. What in your opinion are the most important on the job priorities for community police officers?
3. In your opinion what are the advantages of using community policing initiatives in addressing community policing issues such as fear of crime and crime prevention?
4. In your opinion are there disadvantages to implementing community policing? Please explain.
5. What do you believe are the most important skills and personal characteristics an effective community police officers must have?
6. In your opinion what are some of the challenges of implementing community policing?
7. How much support and direction do you receive from supervisors and management in implementing community policing initiatives? Please explain.
8. How close is the organization leadership working with front line officers in implementing community policing initiatives? Please explain.
9. How involved are front line community police officers in the identification design and implementation of community policing initiatives?
10. How do you manage integrating traditional reactive policing responsibilities with community policing approaches and how much of your work time is dedicated to each approach.
11. Regarding the implementation of community policing initiatives, do you believe they are as important, less important or more important than traditional reactive policing duties? Please explain why.
12. What/how much training in community policing do community police officers receive and when?

13. What are some of the career advancement opportunities available to officers working in community policing and do they match those of officers working in reactive policing? Please explain.
14. In your opinion are the tenets of community policing goals being adequately reflected in community police officers' performance measures and job evaluations?
15. In your opinion how successful has the RPS been at implementing community policing? Please explain.

*** In closing, if you have any questions or concerns I did not attend to in this interview please feel free to address them.