The Impact of Higher Education on Police Management in Three Ontario Police Services

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in Three Ontario Police Services

Executive Summary

This major research paper examines the role of higher education on the management of Ontario police services. Specifically, it examines how the work force has shifted toward a knowledge based economy and how this increase in education has changed the context in which police organizations must operate. Retention and promotional issues are examined in three Ontario police services through the construct of Human Capital Theory. In essence, officers with higher levels of education seek different career rewards and are much more willing to leave for opportunities elsewhere. With an increased flattening of police organizations, there is significant pressure to find ways to retain these individuals.

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Part I: Introduction

Policing changed dramatically throughout the twentieth century and has developed into a modern, highly complex operation tasked with carrying out a multitude of responsibilities which go far beyond traditional crime fighting. As John Moodie, Assistant Commissioner of the RCMP commented in 1998; "this change has resulted from challenges arising out of a growing need for effective and efficient police services, unprecedented technological development, and profound organizational demands that directly impact the delivery of police services" (Moodie, 1998). Society has also changed dramatically as well. Increased emphasis has been placed upon education and Canada's workforce has shifted to a knowledge based economy where education is considered to be highly valuable (Riddell and Sweetman, 2000). The Ontario Ministry of the Solicitor General identified in 1992 that increased and continuous learning at the individual level, at a team level and at an organizational level is necessary for police organizations to be as effective and efficient as possible (McKenna, 1998, 222).

The purpose of this research report is not to examine the role of higher education with respect to police officer job performance nor is it intended to argue that educated officers make better 'cops'. Its purpose is to suggest that officers with higher education, and more specifically university education, pose different management challenges for their managers. Since education has become much more common place in police organizations, this is an important area for discussion.

1.1 The Research Question

The purpose of this research report is to understand the impacts of officer education upon the management of police services. What is the current and future impact of university education on the retention and promotion of officers in three Ontario police services? More specifically, does education have a direct impact on retention and does this require managers to utilize differing approaches to ensure these officers are motivated, satisfied and staying with their current organization?

1.2 The Research Agenda

To carry out this examination, a comprehensive literature review was conducted as well as an analysis of the data collected by means of a survey of 41 police officers with three Ontario police services in June of 2006. The survey was intended to gain an understanding of their perceptions and values of education and how their organization's managers deal with it. Strathroy Caradoc Police Service, Chatham-Kent Police Service and the Niagara Regional Police Service were selected based on their characteristics and the availability of support and assistance to carry out the survey. The results of this survey, viewed through the theoretical lens of Human Capital Theory, will be examined later in this paper.

Part II: The Changing Context of Canadian Policing

2.1 The Modern Police Organization

Policing in Canada has changed substantially since the early years of the town Constable with very limited training, resources and technology. Early Constables were responsible for such functions as court activities, price regulation, investigating tax evasion, as well as other duties including the monitoring of gambling and lawful trading (McKenna, 1998, 3). Early municipal police services were plagued with problems and considered to be "hotbeds of corruption, patronage, inefficiency and political interference" (McKenna, 1998, 10). Bennett and Hess have characterized early law enforcement organizations as pyramids of authority with a strictly defined hierarchy which included rigid rules and an ignorance of individual needs (Bennett and Hess, 2004). Much has changed since the early days, but have these changes been sufficient to keep pace with a changing society? Police organizations have been traditionally seen as having strong internal cultures and as resistant to change (Doerner, 1995).

Modern police agencies have witnessed an explosive increase in the use of technology (Lithopoulos and Rigakos, 2004), an internationalization of crime (Moran, 1998), a new focus on risk management (Rigakos, 2002), as well as the wholesale commodification and privatization of their services (Stenning, 2000; Burbridge, 2005). New threats such as terrorism, transnational crime and court security have been forcibly dropped into the laps of many Canadian police organizations (Murray, 2005).

It has been suggested the "knowledge worker" has slowly replaced the "skilled/unskilled worker" in modern Canadian society (McKenna, 1998). Today, much greater emphasis is being placed on employees who are flexible and easily adaptable to change, are highly educated and generalists in a variety of areas (Robbins and Langton, 2004). Largely due to a widespread economic shift in the late 1980's and 1990s, both public and private sector organizations shifted gears toward more efficient and adaptable operations in an effort to increase global competitiveness. A shift from an economy reliant on skilled workers who produce consumer goods to a new economy where knowledge workers produce services has resulted in a new emphasis on flattened organizations (Evans et al., 2000). Police organizations have understood this need and began to recruit employees who exhibit necessary competencies in an effort to become high performance organizations (Chandek, 1999). As Commissioner Zaccardelli of the RCMP commented: "'In today's society, young men and women have different options, different alternatives. So if we don't make this profession attractive to them, they'll go somewhere else'" (Gillis, 2006).

As Sullivan has suggested, many new recruits have grown up in a society that is much less structured and more dependent on fast paced flexibility than once existed (Sullivan, 2004). More and more, contemporary employees are seeking flexible and democratic work environments, however; these modern management ideas conflict with more traditional militaristic "command-and-control" organizational theory (Sullivan, 2004, Robbins and Langton, 2004). Worker attitudes have changed dramatically and it is much more common for today's employee to have several different employers throughout their

career. Employees are now demanding more leisure time as opposed to higher salaries and less time off (Evans et al., 2000). This creates new issues for managers in traditionally militaristic twenty-four seven police services. As Evans et al. state:

> The emergence of the knowledge economy has given rise to the pre-eminence of transformational work over transactional work. This has led to an emphasis on continuous learning and skills development, a focus on talent and a belief that people are not replicable parts in the resource pool" (Evans et al., 2000, 33).

Canada's demographics have also changed. Our country has become a highly diverse cultural mosaic made up of many ethnic groups. This poses significant challenges to modern police organizations (Stenning, 2004). These responses include specialized recruitment and cross-cultural training strategies, promotional policies and enhancing police community relations (McKenna, 1998). Front line officers must be accepting, understanding and qualified to service a diverse public.

Furthermore, the Canadian Charter of Rights and Freedoms, introduced in 1982, was a monumental document which, for the first time, guaranteed certain rights to all members of Canadian society. In a policing context, this document and subsequent case law placed new restrictions on police organizations in relation to many traditional policing activities including exercise of discretion, random vehicle stops, search/seizure, arrest and interrogation (McKenna, 1998). The increasing complexity of the legislative framework in which police officers must operate has placed new demands such as analytical and information seeking skills that officers must demonstrate.
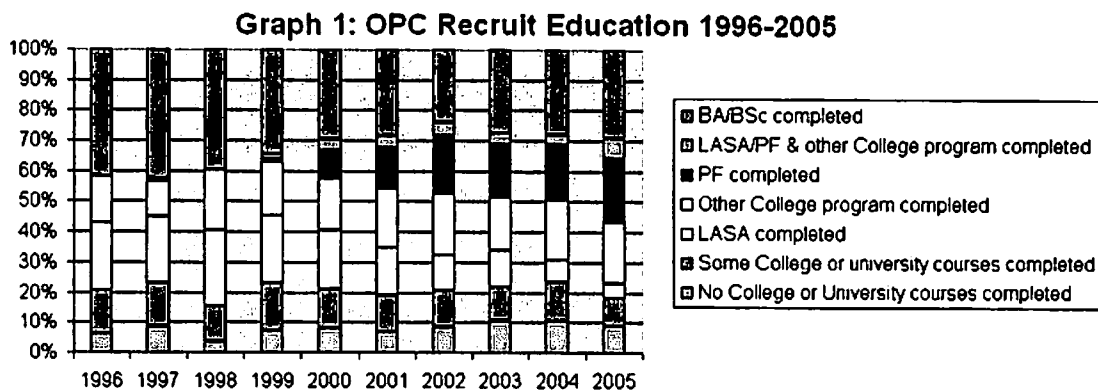
Technology has also drastically changed the context within which modern police organizations operate. While the early Constable may have relied solely on his pen, paper and personal investigative techniques, today's officers have an arsenal of technology available to draw upon. Computers, computer aided dispatch systems, digital record keeping, information sharing and advanced crime scene investigation tools are just some of the examples. This wealth of information, very easily accessible and shared, has resulted in ongoing issues of privacy and threats to individual liberties (McKenna, 1998). Skogan and Hartnett (2005) comment that one of the key reasons for widespread technology implementation in police organizations is because such technology has not yet threatened or attempted to alter the core mission, values or operations of policing which are deeply rooted in tradition (Skogan and Hartnett, 2005).

Community policing has become, as of late, the 'buzzword' in many policing circles across the country. In the late 1970s and early 1980s, police organizations realized that an increased focus on the prevention of crime was necessary due to the ever increasing demands for service (McKenna, 1998). The notion is that police agencies attempt to understand the root cause of crime as well as the risk factors and victimization patterns (Leonard et al., 2005). The police service works in a partnership with the community to recognize these issues and develop problem-solving strategies to overcome them (Nancoo, 2004). Community policing is much more complex than traditional reactive/response policing and requires different resources and skill sets. As Stephen Nancoo suggests, significant organizational change is required including an emphasis on

adaptive management and human resources, continuous learning as well as relationship building if community policing is to be successful (Nancoo, 2004).

2.2 Recruiting Trends

Between 1996 and 2005, 77% of all new recruits attending the Basic Constable Training Course at the Ontario Police College held either a College Diploma or a University Degree (Morris, 2005). For this period, 1997 witnessed the highest number of recruits holding a University Degree at 42.6% (Morris, 2005). While the percentages steadily declined between 1998 and 2002, there has since been an increase in the number of recruits holding a degree between 2003 and 2005. This is an unusual trend as many would expect the number of recruits with degrees to continue to increase as society continues its shift toward the development of the knowledge worker. One possible explanation is the popularity of the Police Foundations college program that was introduced, delivering its first graduates in 2000. One may expect that this popularity would be short lived, however; the hiring rates of the program's graduates have continued to rise. Notably, there was a steady decline in the number of recruits holding a Law and Security Administration college diploma once the Police Foundations program was enacted. I am unable to give a solid explanation as to why the hiring of university graduates steadily declined until 2002, however; I suspect this trend will continue upward as a university degree has still remained the largest single category of education throughout the 1996 to 2005 period.

Graph 1: OPC Recruit Education 1996-2005

Legend:
- BA/BSc completed
- LASA/PF & other College program completed
- PF completed
- Other College program completed
- LASA completed
- Some College or university courses completed
- No College or University courses completed

X-axis: 1996 1997 1998 1999 2000 2001 2002 2003 2004 2005

Graph 1: Shows education level of Ontario Police College Recruits between 1996 and 2005. (Data reproduced from Morris, 2005)

There is still some debate as to the effectiveness of the Police Foundations program and as Ramsay (2005) suggests, the hiring rates among graduates of the program are dismal, or less than 10% of all graduates. While it is a vastly popular program with essentially every Ontario public college offering it, Ramsay has argued that even though the majority of students in the program feel that it is worthwhile, police recruiters and program instructors are not sharing this view (Ramsay, 2005). Ramsay conducted a large study of the program and argues that it is not meeting the needs of Ontario police services due to a wide range of problems which include the building of unrealistic expectations, a narrow police operational focus and the fact that many of these graduates cannot demonstrate their commitment to continuous learning, among others.

Part III: Theoretical Lens Defined

3.1 Human Capital Theory

It is difficult, if not impossible, to conduct an analysis and draw conclusions without applying a theoretical lens to an issue. As Gary Becker, the pioneer of the Human Capital Theory suggests, capital can be found in the form of education, courses, health care expenditures, conferences, and the list goes on. As Becker argued, you cannot separate a person from their knowledge, skills, and values the way physical capital can be removed from an owner in the industrial world (Becker, 1993). Education is among the most studied aspects of Human Capital Theory (Sweetland, 1996). The theory's beginnings date back as early as the writings of John Stuart Mill and Adam Smith in the 1700s and has been a continuously popular economic explanation of the value of education to society (Sweetland, 1996).

Originally writing in 1964, Becker suggested a link existed between an investment in education and a worker's earning power (Evans et al., 2000). Education and training, Becker argued, are the most important investments in human capital and most likely to result in a desired advancement in one's career since promotions are directly correlated to wage increases. When controlling for a plethora of external threats including culture, family history, varying costs of education and home country's economic status, education has been shown in hundreds of studies to correlate with higher earnings, which are directly related to career progression (Becker, 1993). Earnings are generally accepted as one of the strongest motivating factors for job performance and send a message to

workers about how they are valued by the organization (Belcourt et al., 1996). Promotions and career advancement are also considered to be a strong motivating factor.

Evidence of the power of Human Capital Theory can be observed in the feminist revolution of the past several decades. In the mid part of the last century, women were more likely to graduate high school but less likely to attend college and gravitated toward concentrations which included teaching, languages and literature, making them more marketable in a marriage and/or household capacity (Becker, 1993). Beginning in the 1970s and continuing throughout the latter twentieth century, female university enrolment began to shift toward educational studies in law, medicine, sciences, engineering where these investments could lead to substantial wage returns. Demand and acceptance for women in these fields grew as did the influx of human investment (Becker, 1993). Evans et al. warn that "the success of efforts in developing, challenging, motivating and rewarding individuals depends on their willingness to invest in their personal human capital" (Evans et al., 2000, 30). Feminist critics of the theory have argued that it is not sensitive to discrimination and inequality because women benefit less from educational investments than do men, creating a gender gap (Kilbourne et al., 1994).

Human Capital Theory can be easily applied to police organizations to explain promotion and career progression and can be a useful tool for managers to understand the issues presented in this paper. If the theory is correct, motivated police officers will invest in post-secondary education in an effort to gain promotions and salary increases. The theory

can be taken one step further to ideas of retention. If officers invest in this education, not only are they more skilled and mobile because of it, but are more likely to seek the rewards they expect from such educational investments. Essentially, why do we attend college or university? To obtain a good paying job in a field which we hopefully enjoy. If officers do not readily see the rewards they undertook the capital building process to achieve, they are more likely to leave the organization, for another similar police service where they perceive these opportunities to exist. These employees may also move to another industry where the skills they have gained through the capital building process can assist them to obtain the desired rewards.

Part IV: Police and Education: A Review of the Literature

4.1 History of Police Education

In the beginnings of the modern police force, officers were often stigmatized as those with less than average intelligence and coming from the lower classes of society (Shernock, 1992; Lee and Punch, 2004). The movement toward educating police officers began as early as 1917 when August Vollmer, a California Police Chief, felt that by sending his officers to university, the force would be transformed into a highly professional agency in their approach to policing (Polk and Armstrong, 2001, Roberg and Bonn, 2004, Shernock, 1992). The police education movement largely died out during the depression years and regained momentum in the 1960s, primarily illustrated by the U.S. President's Commission on Law Enforcement and Administration of Justice in 1967.

Throughout this period, police executives generally resisted change and higher levels of education and it wasn't until the 1950s and 1960s that a high school diploma was made the minimum standard (Roberg and Bonn, 2004). Following the President's Commission on Law Enforcement and Administration of Justice and other commissions, there was a resurgence of academic studies on police education published during the late 1960s and early 1970s. Academics have argued that this resurgence was the result of civil unrest and negative perceptions of the treatment of minorities by police during the 1960s period. Education was seen as a tool to instill democratic values into officers (Roberg and Bonn, 2004, Shernock, 1992).

Universities and colleges during this period scrambled to meet the increased demand for police education as a result of increased government funding for advancements. Some authors have argued that various American police programs lacked academic quality because of this (Roberg and Bonn, 2004). Out of the work completed in the 1970s, various studies found positive correlations between education and job performance. Education was found to be related to lower absenteeism, quicker career advancement, fewer complaints and less authoritative officers, but there have been questions as to the validity of these early officer performance studies (Shernock, 1992). Opponents cite issues including a lack of a working definition of good performance (Roberg and Bonn, 2004), a failure to distinguish between liberal arts education and vocational training (Shernock, 1992) and a lack of performance measurements that relate to police work.

Again, the debate over highly educated police officers has re-emerged. As Roberg and Bonn explain, the current situation is "a quickly changing social landscape, changing job role, rapid technological advancement, domestic terrorism and increased scrutiny have combined to renew the debate over higher education" (Roberg and Bonn, 2004, 469)

4.2 Literature Review - Police Education

There have been numerous studies conducted on police and education, most of which occurred either in the 1970s or recently. I have reviewed many of these studies and outlined some of the arguments for and against educated police officers. Roberg (1978) found that higher education was directly related to more diverse belief systems, higher job performance and a greater ability to adapt to organizational change. Roberg's study

controlled for age, type of program taken and years of service, all of which had no impact on the above characteristics. The study suggests that the university experience, regardless of course orientation, has the most significant impact (Roberg, 1978). Smith and Aamodt (1997) found that on-the-job experience was generally required before the value of education was realized for officers. They suggest that education is an effective tool alongside training and experience in producing the most well rounded police officer (Smith and Aamodt, 1997).

Bostrom (2005) conducted a study of the St. Paul Minnesota Police Department and found that a Bachelor of Arts degree had similar effects as experience and age on job performance. Interestingly, Bostrom found that a liberal arts degree (Bachelor of Arts) placed the greatest influences on officer performance as this type of education teaches problem solving in various forms and acceptance of diverse viewpoints (Bostrom, 2005).

Lersch and Kunzman (2001) found that higher education is directly correlated with lower public complaints against officers, coinciding with a number of studies conducted in the 1970s (Lersch and Kunzman, 2001). Roberg and Bonn suggest that generally, research supports the argument that university educated officers perform better in basic training, have fewer on-the-job injuries and are involved in fewer traffic collisions (Roberg and Bonn, 2004).

Fyfe (1988) found that highly educated officers are less likely to resort to deadly force but admit that these findings may be a result of a smaller number of educated officers on

the street encountering situations where deadly force is necessary as opposed to educated officers working in an office environment (Fyfe, 1988). Fyfe also found that shootings considered to be supported (not condemned) by the department's senior management were far more likely to occur in situations where an educated officer resorted to deadly force (Fyfe, 1988).

Shernock (1992) found that education has a direct effect on ethical conduct among police officers. He found that officers with higher education were more ethical in their treatment of external actors (the public) but this effect did not appear with internal actors (fellow officers). Aside from the ethical issues, he concluded that education has a limited impact on other job performance indicators (Shernock, 1992). Also, he concluded that education does not change the way in which officers deal with the public but rather, education is associated simply with career development and advancement. Shernock suggests that a university education must become mandatory for officers joining the police service to eliminate this narrow focus on career advancement.

Baro and Burlingame (1999) argue that police organizations have not evolved to a point where educated officers have any operational effects on the organization. They agree that education may have benefits but these benefits are unrealizable as police organizations have not developed to a point where it can be used as a resource (Baro and Burlingame, 1999). As they comment;

> Almost 30 years ago, Bittner (1970) suggested that changes in policing
> will not affect the core role, which is to maintain order, enforce laws,
> keep the peace, and generally coerce people into obeying the law.
> Police do so through legitimate, authorized uses of force. Responding

to other calls for service or to political pressures to provide additional service is not a functional imperative. Using Bittner's definition of the police role, we could argue that police departments need college graduates only to perform administrative, uniquely specialized, and/or ancillary tasks. A college education is not needed to fulfill the primary, paramilitary mission (Baro and Burlingame, 1999).

Klockars (1995) has demonstrated that the traditional reactive policing organization will continue, despite change efforts targeted toward proactive community policing. He argues that police services are ideology driven organizations that resist change in order to maintain power bases (Klockars, 1995). This can be seen even in Ontario where there is still a great resistance to full community policing operations. Likely, this is due to limited resources and the reactive (call response) policing mandates that organizations must fulfill. Section 4.1 of the Ontario Police Services Act states that the core police services are: crime prevention, law enforcement, assistance to victims of crime, public order maintenance, and emergency response (Police Services Act, 1990). Calls for service (reactive policing) must be answered and this is where the bulk of the resources are allocated.

Flynn (1998) has argued that the traditional militaristic model of policing is so entrenched and strong that it will likely never be substantially removed. He has suggested that the military has been much more successful with adapting to change and developing new skills in their soldiers than have police organizations because of a differing organizational culture (Flynn, 1998).

There are two opposing views that are evident in the literature. The first suggests that the education of police officers is both beneficial to officer performance and to assisting

police organizations to carry out their role in modern society. The second common view is that police services are hesitant to move away from the traditional model of policing and as a result, are unable to make use of the benefits of such education. I believe that the first view is more persuasive simply because police organizations have changed significantly will continue to do so as more educated officers enter the ranks. They have demonstrated a significant commitment to continuous learning as well as a desire to recruit highly educated officers (Ramsay, 2005). Of course there will always be some resistance to organizational change but I feel that as time passes, the second view will become less prevalent.

4.3 Literature Review - Organizational Culture, Retention & Promotion

Understanding key theories of organizational culture is essential for the success of any manager or employee in any organization. It is defined as the "norms, beliefs and values expressed by members of a particular culture that manifest in their typical behaviors and in the artifacts they produce" (Denhardt et al., 2002, 361). Organizational culture is a very powerful force and as Denhardt et al. (2002) suggest, will have at least some effect on the performance of every employees. As Robbins and Langton argue, the following seven characteristics exist (in varying degrees) in every organizational culture: innovation/risk taking, attention to detail, outcome orientation, people orientation, team orientation, aggressiveness and stability (Robbins and Langton, 2004, 325).

Strong cultures have a "high degree of shared experiences and intensity [that] creates an internal climate of high behavioral control" (Robbins and Langton, 2004, 326). Police

organizations are generally considered to have strong cultures which are resistant to change. For example, an organization that has a strong culture may not understand and reward continuous learning but some members may in fact see the benefits, there will eventually be a clash of values and turnover of these individuals.

Motivation is defined as the force that causes employees to act in a certain manner (Denhardt et al., 2002). The authors distinguish between motivation and satisfaction and argue that it is possible to be very unsatisfied but highly motivated. "Satisfaction is past oriented, whereas motivation is future oriented...if motivation arises from a desire to meet a particular need or goal, then people will engage in behavior that they think will satisfy that need or meet a particular objective in a given circumstance" (Denhardt et al., 2002, 157).

Many studies have shown a negative relationship between job satisfaction and employee turnover (Rust and Stewart, 1996). Soloman has suggested that separation and training of new employees can cost an organization as much as two and a half times the annual salary of the employee who left (Soloman, 1988). Police officers require substantial training and turnover can be extremely costly as it takes approximately one year to train a new officer to the point that he or she can perform reliably on the street with minimal supervision. Rust and Stewart (1996) argue that organizations with satisfied employees are far more likely to have higher levels of customer satisfaction. Satisfied officers are more likely to result in a satisfied public, something police organizations are striving to achieve.

Dantzker (1992) found that college educated officers are more likely to become disenchanted with police work as they spend more time on the front lines (Dantzker, 1992). Because job satisfaction has been demonstrated to directly affect employee turnover, police managers must be cognizant of this. Educated officers thus pose a new management challenge to police supervisors.

Johnston et al. studied employee motivation within organizations through rewards such as promotion. The authors suggest that promotions serve very important functions including encouragement of high job performance and the mitigation of turnover (Johnston et al., 1993). The authors also found that promoted employees are much more likely to demonstrate higher organizational commitment. Romzek (1990) suggests there are two forms of organizational psychological ties – one based upon investments made on behalf of the employee into the workplace (example: large pension or years served), and the other based on shared vision and goals (Romzek, 1990). Commitment, she suggests, results from vision and goal congruency between employees and the organization as a whole. On the other side, the greater the investment of the employee, the more likely they are to stay with that employer. Strategies such as flexible work hours, promotional prospects and pensions are traditional and proven methods used to make employees feel they have an investment in the organization (Romzek, 1990).

Romzek warns that cultivating only a narrow sense of investment can be very costly as employees quickly calculate that they have more to gain from other employers. Police

organizations, being public institutions, are often limited in their reward structures and slow to adapt to change, which may put them at higher risk for long term turnover. Thus, focusing only on a limited or single investment approach leaves police organizations open to market forces and in competition with other agencies. This suggests that promotion alone as a motivator may not be completely effective and unique and situationally appropriate motivators must be experimented with.

Education has been demonstrated to be a key factor in promotions within police organizations. Career advancement and development is an area where there is much agreement on the value of education (Shernock, 1992; Roberg and Bonn, 2004; Lee and Punch, 2004). Lee and Punch suggest that university education has become the standard for officers in management positions and that this trend has steadily increased since the 1960's (Lee and Punch, 2004).

Polk and Armstrong's study (2001) suggests that education can be a significant indicator of job success in policing. The authors determined that the speed of advancement was dependent upon a number of variables including the number of ranks, education, experience and the size of the organization (Polk and Armstrong, 2001). According to their findings, officers at higher ranks were much more likely to have a higher education. Surprisingly, the study did find that the size of an organization is the single strongest predictor of rank progression, with education being the second strongest. They concluded that in a larger organization, education is much more likely to predict rank progression than in a small organization (Polk and Armstrong, 2001) however this is partly a result of

more management positions in larger organizations. This is an important point to understand as organizations continue to flatten by eliminating management positions.

Since education has been shown to be directly linked to rank mobility, one could suggest that less educated officers are more likely to be un-motivation and have poor work attitudes and thus higher turnover, something that police organizations must be aware of. With an increased orientation toward flatter police organizations, there may be less room for advancement. Because of this, an awareness and understanding of the issues and the use of innovative reward methods must be utilized by managers. While promotion has been demonstrated to be a very powerful tool to minimize turnover and maximize employee satisfaction and performance, it has become more difficult to use this tool due to organizational flattening.

Part V: Field Research

5.1 Research Design and Methodology

The purpose of the survey portion of this research report is to gather and understand officer attitudes towards education and its role within their organizations. By surveying officers from three Ontario police services, it is intended that the biases of any single organization can be minimized. As well, some comparisons between the services can be made, through the application of Human Capital Theory. Three police organizations were chosen based upon size and availability of study subjects. A variety of questions were asked of the officers to determine their perceptions of education, promotion and retention and how their organization responds to these issues. See Appendix A for the questionnaire.

A cross sectional survey of officers from various ranks was undertaken. Surveys were made available to 207 sworn Ontario police officers. Every attempt was made to obtain responses from both male and female officers. Surveys were distributed to every sworn officer employed in June 2006 with the Strathroy Caradoc Police Service and the Chatham-Kent Police Service. Due to the size and logistics of the Niagara Regional Police Service, an organizational wide random sample survey was not possible so a small sample of officers, who where asked and agreed to participate, were chosen for analysis.

5.2 The Research Subjects

The Niagara Regional Police Service (NRPS), under the direction of Chief Wendy Southall, is a large police organization which serves the Regional Municipality of

Niagara, southwest of Toronto. NRPS employs 680 sworn members. Niagara Region, a sprawling tourist area, is known for its attractions which include Niagara Falls and various wineries and is home to 410,574 residents (Statistics Canada, 2001). The upper-tier regional government is responsible for providing police services to 12 lower-tier municipalities and is characterized by urban cities (Welland, St. Catharines and Niagara Falls) surrounded by rural areas.

The Chatham-Kent Police Service (CKPS), under the direction of Chief Carl Herder, is a medium sized police organization with 166 sworn members serving the Municipality of Chatham-Kent. Chatham-Kent is a recently amalgamated single tier municipality which is home to 107,331 residents (Statistics Canada, 2001). The municipality is characterized by an urban area (City of Chatham) and a substantially large surrounding rural area.

The Strathroy Caradoc Police Service (SCPS), under the direction of Chief Brian McCarthy, is a small, but advanced service of 30 sworn members serving the Township of Strathroy Caradoc, a lower-tier municipality. The recently amalgamated township is home to 19,114 (Statistics Canada, 2001) residents and features a mix of both rural and urban environments.

5.3 Results

	Niagara Regional Police Service	Chatham-Kent Police Service	Strathroy Caradoc Police Service
Population(2001)	410,574	107,331	19,114
Sworn Officers	680	166	30
Sample N	11	18	12
% of population	2%	11%	40%

Graph 2: Respondents by Age
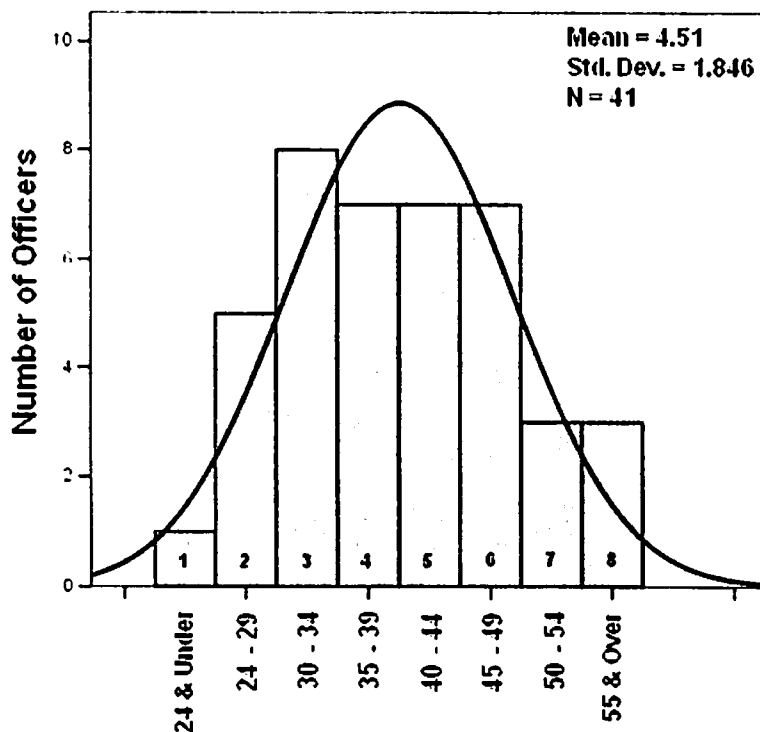
A total of 41 questionnaires were returned (N=41) with an overall response rate of 20%. The mean years served with their current service was 12.25 and the mean years served as an officer in total was 16.1. 85% of respondents were male and 15% were female. The mean age category of officers was 40-44 and mean level of education was 'some undergraduate university'. A university degree was the largest education category with 29.1% of respondents. Even with a mean age of 40-44, the education levels were slightly higher than expected. While there may be some bias as a result of a small sample and the personal characteristics of the officers who chose to respond, these results may indicate that either police services have done a good job at encouraging their officers to obtain higher education while employed or are actively seeking out highly educated recruits.

The Strathroy Caradoc Police Service (SCPS) returned a total of 12 questionnaires for a response rate of 40%. The mean years served with the SCPS was 6.7 and the mean years of total service as a police officer was 15.8. Only 4 officers (33%) had served their entire careers with this service. This is

Graph 3: Respondents by Highest Level of Education Obtained

Number of Officers

High School
Some College
College (LASA·PF)
College (Other)
Some Undergraduate
Undergraduate Degree
Some Graduate
Graduate Degree

Mean = 4.71
Std. Dev. = 1.82
N = 41

Graph 4: Respondents by Rank

Number of Officers

Other
Constable
Sergeant
Staff Sergeant
Inspector
Superintendant
Deputy Chief
Chief

Mean = 1.98
Std. Dev. = 1.557
N = 41
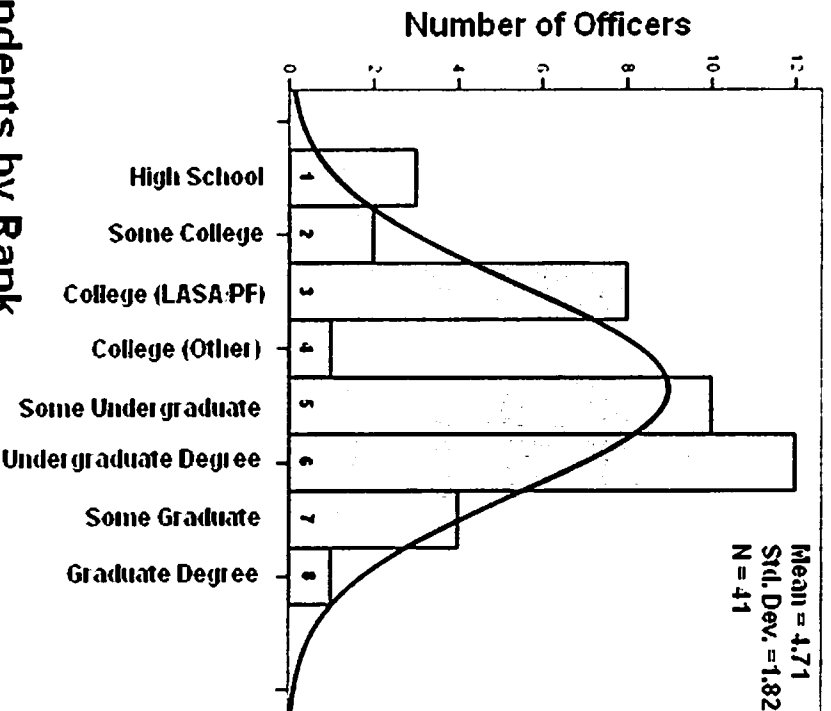
likely due to the recent amalgamation and the need for a swift hiring campaign of experienced officers. 92% of respondents were male and 8% were female. The mean age category was 35-39 with 25% of
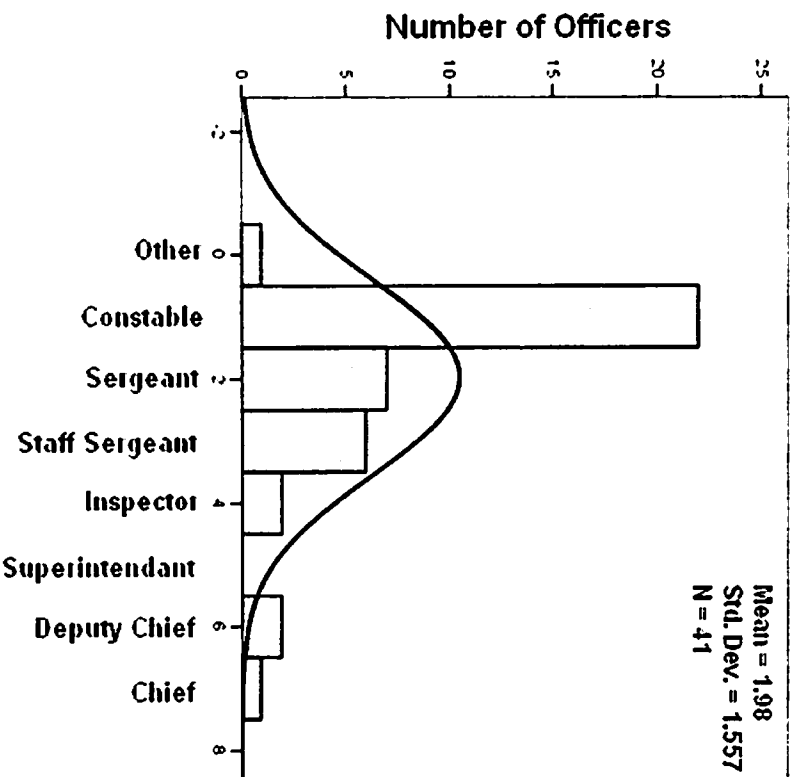
respondents, slightly below the overall mean, suggesting a younger service. The mean education level was a college diploma and the largest category was a Police Foundations college diploma (41.7%).

Graph 5: Respondents by Total Years of Experience in Policing

Mean = 15.987
Std. Dev. = 9.827
N = 40
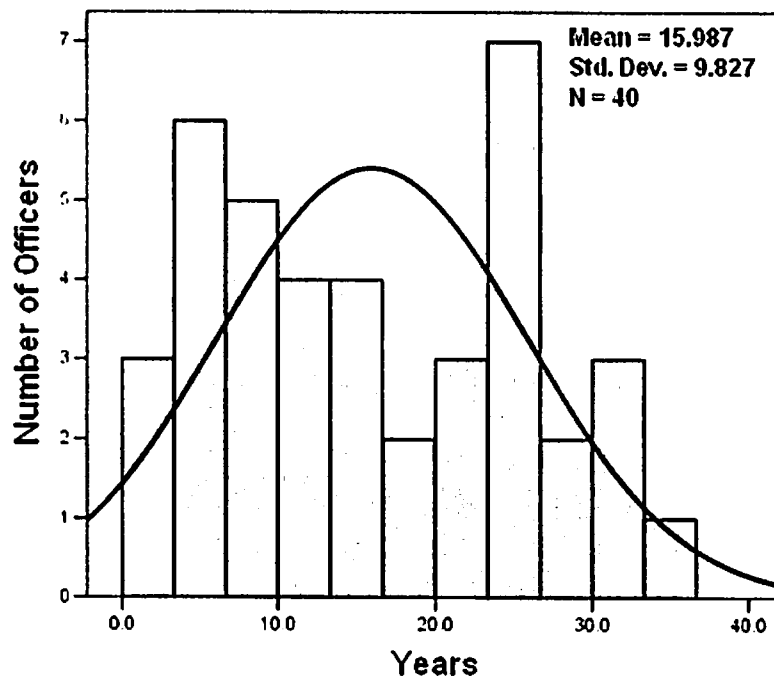
The Chatham-Kent Police Service (CKPS) returned a total of 18 questionnaires for a response rate of 11%. The mean years served with the CKPS was 11.9 and the mean years of total service as an officer was 12.3. 6 of the 18 officers (33.3%) surveyed with the CKPS had not served their entire career with this service. 89% of respondents were male and 11% were female. The median age category was also 35-39 again with 25% of respondents. The mean education level was 'some undergraduate university' and the most popular level was an undergraduate degree (33.3%).

The Niagara Regional Police Service (NRPS) returned a total of 11 surveys. The mean years served with the NRPS was 20.1 and the mean years of total service as a police officer was 22.8. Only one officer (9%) has served part of his or her career outside of this

service. This suggests a relatively low rate of turnover among officers with the NRPS. 80% of respondents were male and 20% female. The mean age category was 45-49 with 27% of respondents, suggesting a relatively older service. The mean education level was a college diploma while an undergraduate degree was the most popular level with 36.4%.

NRPS ranked the lowest of the three services with respect to mean level of education and CKPS ranked the highest which is interesting because CKPS ranked the highest in willingness to leave for other opportunities. A university degree was considered to be 'somewhat' of a preference in hiring and was the response of 53.7% of respondents. It was most strongly a preference with the NRPS and least with the CKPS. Officers considered their organizations to 'somewhat encourage' members to work towards a post secondary education (43.9%) while employed. The CKPS was best at encouraging this and the SCPS was perceived to be the least successful.

Respondents felt this encouragement occurred early in officers' careers (53.7%) and when asked if their organizations paid for some or all of the cost of post-secondary education, the mean response was 'yes' at 73.2%. When comparing the three services, the NRPS encouraged it at the earliest and the CKPS encouraged it at the latest point in an officer's career. It is interesting to note that 22% of all respondents were unsure of the post-secondary reimbursement policy and all three of the police services do in fact offer this program. The NRPS was the best at making employees aware of this policy even though it had the lowest utilization. The SCPS ranked the lowest in policy awareness but had the greatest utilization.

When asked what their service paid for, whether it was books, tuition or both, tuition was the mean answer of 61% of respondents. 46.3% of respondents felt this was adequate and 22% felt it should be increased. None felt it should be decreased. When asked if they had ever used this tuition program, 56.1% of respondents had in fact used it and 22% had not. CKPS had the highest utilization rate of the program. An unusually high number of NRPS officers felt that the tuition amounts in the program required an increase.

When asked if their organization rewards those members with a university degree through such methods as promotions, lateral transfers, special assignments, etc., the mean answer was 'neutral' with 53.7%. Both the CKPS and the SCPS were perceived to be equal in their rewarding of others and the NRPS was slightly less successful. 24.4% of respondents felt other officers were 'often rewarded' for having this education. When asked about their own reward experience if they had a degree, the mean response was 'neutral' (29.3%). NRPS was felt to be the best at rewarding those with education and the SCPS was felt to be the least effective of the three services. This may be due to the size and availability of positions for promotion as the NRPS is a large service.

When asked if officers would leave their current organization for another if they believed opportunities for advancement existed, the mean response was 'neutral'. The CKPS had the highest number who would consider leaving for other opportunities and NRPS had the fewest. When asked if promotion and career advancement was important, the mean response was 'somewhat important' with 48.8% of respondents. Advancement was most

important to SCPS officers and least important to CKPS officers, however; still fairly important to all officers.

56.1% of respondents felt their service 'sometimes' gives adequate performance reviews and feedback however the majority of those surveyed believed this to be often valuable to gain a promotion (31%). CKPS was felt to be giving the most adequate feedback and the NRPS the least. When asked if they clearly understood the requirements for promotion, officers reported that they 'generally understood' (46.3%). The SCPS scored the highest among officers feeling feedback was valuable in gaining a promotion. NRPS scored the lowest of the three.

Respondents were asked if they were satisfied with their career advancement and most responded they were 'satisfied' (58.5%). No officers responded that they were unsatisfied with their career advancement. NRPS officers were the most satisfied while CKPS officers were the least. When asked if they felt a university education was beneficial in officer job performance, the majority of respondents felt it to be 'somewhat beneficial' (36.6%). CKPS officers felt that university education was the most beneficial and SCPS officers felt it was the least. When asked what the minimum educational requirements for new recruits should be, the mean response was a college diploma (other than Police Foundations). 24.4% felt the Police Foundations college program should be the minimum. NRPS officers felt the minimum level of education should be fairly high however; SCPS officers felt this minimum level of education should be fairly low, consistent with many of the SCPS officer's attitudes on education generally.

Respondents were asked to rank order what they believed to be the most important through to least important factors to their managers in their decisions on promotions. Officers responded that the most important factor for promotion was performance evaluations. The next most important factor was supervisor's recommendations. The third most important factor was felt to be years of experience in policing and the fourth most important factor was perceived to be the number of Ontario Police College / Canadian Police College or other job related courses taken. The fifth most important factor in their managers decisions regarding promotions was the possession of a university degree and the least important factor was other (non-university) post secondary education.

NRPS officers felt supervisor recommendations were the single most important factor while CKPS and SCPS officers felt the most important factor was performance evaluations. This suggests that front line managers play a key role in the career progression of their subordinates. Years of experience were the second most important factor for both the CKPS and the SCPS while performance evaluations ranked second for the NRPS. Possession of a degree was considered the fourth most desirable characteristic for the NRPS, the fifth for the CKPS and the sixth (out of six) for the SCPS. When officers were asked how important university education was to their colleagues' promotions within the last year, the mean response was 'neutral' with 31.7%. Education was felt to be most important in promotions to the CKPS and least important to the SCPS.

Officers were asked if they believed their organization had a high employee retention (turnover) problem and the most common response was 'no problem at all' with 41.5% of respondents agreeing. The CKPS had the highest perceived retention problem while the SCPS was perceived to have almost no retention problem. This suggests that size of the service isn't necessarily a factor in turnover. As Polk and Armstrong (2001) suggested, the size of a service was a key component of rank progression and if progression is directly related to career satisfaction, a larger service should theoretically have less of a problem with turnover. This didn't appear to be statistically supported.

When asked if their organization had a problem attracting qualified officers, the mean response was 'neutral'. The SCPS was felt to be best at attracting new talent while the CKPS was perceived to be the worst. This is interesting as this organization is small and some may not perceive it to have a large number of areas for career advancement. This could be a result of several external issues as there is significant continuity between police services due to legislation. Qualified recruit attraction can be directly influenced by a number of outside factors such as candidates perception of career opportunities directly related to size, the location of the service, ties to the area, etc.

5.4 Officer Comments

Some officers elected to add comments to their survey forms which have been included below to gain a better and more diverse understanding of their viewpoints rather than simply statistical responses.

One officer commented that "Policing is a profession based in clear written and verbal communications; these necessary skills are refined at the University Level. Proficiency in these skills will ultimately result in a more effective service" (Anonymous Survey Respondent). Another officer commented that:

> Post secondary education is a definite asset in the law enforcement community. It promotes the opportunity to think critically, demonstrate analysis of situations and information, develop written and verbal communication skills, and display commitment and dedication. These skills and competencies are very applicable, and desired, when assessing performance. Although not always an accurate indicator of success, it is a strong foundational element on which to build. (Anonymous Survey Respondent)

Other officers echoed the same concerns and perceptions of education and their organization. One officer commented that "since a university degree is becoming more commonplace among new recruits, I believe it should be more of an asset when hiring/promoting officers in this organization than it currently is" (Anonymous Survey Respondent). Another officer from the same organization added that "I personally encourage junior officers to achieve a University level education for the mere fact that it will keep them in good standing for upcoming promotions or lateral transfers. Not that the education, itself, launches the officer into a better position, but the fact that we perceive them to be better suited because of it. Perception is reality. (Anonymous Survey Respondent)"

An officer commented on his concerns that education may overshadow other key competencies in promotional considerations by saying: "Attaining a University degree is recognizably a distinct achievement. It demonstrates an individual's willingness to continue to learn and therefore continue to be open-minded and accepting of change and

redirection. A degree does not necessarily make a better police officer. It does seem to make that officer more recognizable by this Service. Unfortunately at the cost of overlooking experience, dedication, professional skills and people skills" (Anonymous Survey Respondent). A senior police administrator commented that;

> I don't think education necessarily produces wisdom and the lack of formal education does not inhibit promotion or advancement in policing. Any manager or educator who thinks an education will convert someone into 'a better product' without the substance of the person being factored into the equation will be greatly disappointed over time. Formal Education becomes a determining factor when it compliments an individual's existing traits and that combination lifts the person above rank and file. (Anonymous Survey Respondent)

5.5 Threats to Validity & Other Issues

While every effort was taken to ensure a representative sample of each police service, some errors and shortcomings did develop. Because of the difficulty in obtaining the support and assistance in distribution, surveys at only two of three sites were distributed randomly to the entire population. A non-random sample was generated from officers with the Niagara Regional Police Service. In addition, the sample may not be of sufficient size to give a full generalization of the entire population. In total, the sample size (41 respondents out of a possible population of 876) was only 5%. 30 of 41 responses were generated from random sampling, however; this is problematic as response to the survey was voluntary and those officers who responded may have certain opinions not shared by those who did not to participate, creating bias in the results. Additionally, surveys were distributed by senior officers (Police Chiefs or Deputy Chiefs) and this may have created some skewed results. Officers may have felt they must over demonstrate their loyalty to their organization or risk negative consequences or vise versa. While every attempt to

mitigate this problem was made in the introductory letter, it is believed that some of the respondents may have acted in this manner.

Part VI: Discussion & Recommendations

6.1 Correlations & Linkages

It is important to investigate any correlation or linkages between variables in an effort to explain trends. This is carried out using statistical analysis. All correlations presented here are significant at the 0.01% level, meaning they are correct in 99 instances out of 100 (99%).

By examining the data, there does not appear to be a correlation ($r=0.31$) between an officer's rank and the level of education obtained. This is quite surprising as it is often assumed that rank progression is at least in part a factor of educational attainment (Polk and Armstrong, 2001). Officers did suggest that education was the fifth (out of six) most important factor in promotional decisions by managers. This was also confirmed by the mean response of 'neutral' when asked the importance of education for promotions in their organizations.

Additionally, there was no relationship demonstrated between the total number of years a respondent has been a police officer and his or her educational level, suggesting that younger officers may not be more educated than senior officers. However, there is a strong relationship ($r=0.70$) between years of total service and rank, suggesting that length of service has a direct impact on career progression as would be expected. The correlation is weaker ($r=0.407$) when rank is compared to years with the current service, suggesting that police services do not always promote those officers who have put in many years with their organization. Respondents felt that years of service was the third

most important factor for managers who make decisions on promotions. This is likely because of policies that encourage junior officers to gain a substantial amount of "street level" experience and to prove their abilities before they are promoted and the fact that the traditional "older, more experienced leader" ideology still resonates in traditional police organizations.

There is no correlation (r=-0.162) between an officer's educational level and whether he or she feels career advancement is important. This suggests that education has no impact on how officers view the importance of career advancement and promotion. When compared with age, there is still no correlation between age and importance of career advancement. Older officers appear to have not become disillusioned with their career progression and have not lost sight of their goals, directly challenging the work of Dantzker (1992).

There is a link (r=0.536) between education levels and if an officer would leave their current service for another where they believe more opportunities exist. This suggests that as education rises, officers are more likely to leave for other opportunities. Arguably, this is a key point for managers to be aware of. As more and more junior officers enter the ranks with increasing levels of education, they are also more willing (and equipped) to go elsewhere. Supervisors and decision makers must strategically use rewards and motivation to keep these individuals. Also, it is likely that as education rises, there is an acknowledgement on the part of the officer that their skills are more easily transferable (career portability). Officers with the NRPS were least likely to leave and this is likely a

result of sheer size of the organization and the multitude of reward, lateral transfer and promotion options available to managers and front line officers. One would assume that smaller services would have a retention problem because of this, however; SCPS officers felt retention was not an issue within their service. This may be a result of officers moving from big services to smaller ones (traditionally more rural) to escape to a different lifestyle and pace. SCPS is perhaps utilizing a different, and arguably effective, method to keep employees feeling rewarded and satisfied and ultimately remaining with the organization. Additionally, there may be unique vision/goal congruence, as suggested by Romzek (1990), due to the rural and close knit nature of a small service.

When compared with rank, there is little to no correlation between rank and an officer's willingness to leave. Officers at the lower end of the rank spectrum are just as likely to leave for opportunities as those toward the top. When compared to the years employed by their current service, there is also no correlation, meaning that officers who have invested a significant amount of time with their current service are equally as likely to leave. It appears that length of service in an organization no longer inhibits retention. Due to legislated frameworks, Ontario police services are not substantially different from one another and as Romzek argues, skilled and educated employees will quickly calculate the benefits of other similar organizations, regardless of investments such as years of service (Romzek, 1990). Years of service were felt to be fairly important in manager's decisions on promotion, however; it doesn't appear to matter where these years are spent. 15 of the 41 officers responding (37%) had not served their entire policing careers with their current police service. Moving from one service to another doesn't seem to have a

significant negative impact on an officer's career advancement. Managers need to understand this dynamic and plan accordingly as it is relatively easy to transfer to another police service. It is always easier and more cost efficient to be a net importer of talent than to be a net exporter of it.

When compared with age, there is also no correlation, suggesting that age is not a factor in an officer's satisfaction with their career progression. Older officers are no more satisfied than younger officers even though age is directly correlated with rank. It is interesting to note that there appears to be no statistical link between an officer's satisfaction with their career progression and their willingness to relocate. This suggests that even officers who are very satisfied with their progression are just as likely to leave, perhaps feeling little ties to their current organization. Continuous, dynamic and constantly changing rewards may be something to consider.

However, there is a somewhat weak negative correlation among officers (with a university degree) between perception of their rewards and their willingness to leave for other opportunities. This suggests that those who feel they are rewarded are less likely to leave their current service. The key is the perception of these rewards. The NRPS had the most university educated officers feeling rewarded with their investment and thus, they were least likely to leave. Since highly educated officers may require different, and arguably more rewards, managers must be aware and be equipped to deal with this emerging trend. This includes a recognition and acceptance from senior management and down throughout the organization.

When compared to education level, there is a strong correlation ($r=0.73$) suggesting that as officer educational level rises, so does their perception of the benefits of university education. As more and more educated officers enter police services, the second (old and traditional) view of police education demonstrated in the literature, will likely continue to die out as I suggested earlier.

There is somewhat of a correlation ($r=0.43$) between rank and satisfaction with career advancement as should be expected. This suggests that as rank increases, officers are more satisfied with their career progression. What does this mean for the front line officers who never progress up the rank ladder? Will they remain satisfied with their career? Will police organizations have enough management positions to satisfy the promotional wants and needs of front line officers? These are important issues to consider. CKPS officers were the least satisfied with their career progression and the most likely to leave for other opportunities of the three police services. This occurred even though their service was of medium size; officers felt their service was doing a good job at promoting educational obtainment and giving effective feedback (which is considered important to managers who decide on promotions), as well as having the highest number of officers utilizing the tuition reimbursement program. This adds to the evidence suggesting that flexible and adaptive reward structures may be needed.

What is interesting to note is that both the SCPS and the CKPS felt that performance feedback was the single most important factor used by managers who make promotional

decisions. The CKPS was the best at providing valuable feedback; however the NRPS was perceived by officers to be the worst of the three. Supervisors play a key role in motivating, rewarding and guiding the careers of their subordinates. As Bennett and Hess (2004) suggest, rewards don't always have to come in the form of promotions or pay increases and the motivators valued by younger employees are much different than traditionally workers valued. These motivators can be an interesting title, additional responsibility or opportunity to lead a project, praise for a job well done or a new and exciting task, among others (Bennett and Hess, 2004).

6.2 Theoretical Lens Applied

Human Capital Theory suggests that the surest method of ensuring career and salary advancement is through educational obtainment. Assuming that these factors are inherently important to all employees, this would suggest that police officers would want to advance their career, and this is confirmed by a mean response of "somewhat important" in the questionnaire. Assuming the theory is correct and confirming that the majority of officers hold a somewhat high regard for career advancement, education would theoretically be the best method to undertake this. However, from the analysis of the survey findings, education (however important), appears not to be the most important factor in career advancement. Bearing this in mind, police organizations appear to remain traditionally rooted in practices that encourage length of service as well as good job performance. Education still appears to be viewed as valuable but not a key component of a 'good' officer. A more educated officer is much more likely to see the benefits of education in job performance, however; they are much more likely to leave for other

opportunities. This may be because they understand how and why they are more marketable. There is a different set of expectations at work here than in the past.

There is no escaping the increasing levels of education in the work force and highly educated candidates will continue to apply for employment with police services. These organizations will do a great disservice to themselves and the communities they serve if they do not embrace it, understand the benefits and further encourage it. In an increasingly change oriented, multicultural society, officers must be able and willing to adapt and apply current and new skill sets quickly and effectively.

So applying the theory, is education the best method to get ahead in a police organization and to achieve the desired benefits of increased rank and pay, as the theory suggests? The answer is much more complex than I originally believed. While there appears to be no correlation between rank and educational level, many of the findings and comments from officers suggested that it was at least a factor in rank progression. Will officers leave if they do not achieve their desired rewards from the human capital building process? The answer is indeed; yes. When asked if officers perceived others to be rewarded for their education, the response was 'neutral'. Perhaps a solid and well understood reward policy should be implemented by managers. Some of the officer comments on the questionnaire infer that the politics of promotions, rather than suitability and skills, often overcome the process. Additionally, the officers who had a university education were most likely to be 'neutral' when asked if they were rewarded. This suggests that police organizations aren't

adequately rewarding officer education and may be heading down the road of high turnover.

The survey results demonstrated that employees who perceive their education to be rewarded are less likely to leave for other opportunities. Rewards are the key to keeping employees in any organization and to ensure high job performance and effective customer service, as was clearly demonstrated in the literature. Rewards for officers who undertake the human capital building process (higher education) must be perceived by those officers as beneficial. Managers need to understand these unique issues and how the values of today's workforce have changed. Police work may be inherently rewarding, however; there is some doubt that this is enough to retain every officer. I believe that the trend away from the inherent rewarding nature of policing will continue if these organizations do not find ways to satisfy the changing workforce. This new generation of knowledge workers is more mobile and expecting of a return on their educational investments and is willing to seek this out. As I quoted in the beginning of this report, Commissioner Zaccardelli of the RCMP suggested that policing must change to make it more attractive to the new workforce (Gillis, 2006). This creates a retention issue for managers. More and more recruits are entering these organizations with higher education and expectations and managers must be equipped and willing to deal with such issues. This includes an acceptance of organizational change as well as training to develop the competencies to implement such strategies.

The three organizations surveyed likely recognize at least some of the benefits of higher education and encourage their officers to work towards it. For the most part, it is a preference in recruiting and judging by the trends in recruit education at the Ontario Police College, it will only continue.

6.3 Recommendations

More research is needed into the effects of education on retention in general and more specifically in the area of policing. While much of the literature reviewed in this paper comes from the United States, little if any work has been published in Canada. Police organizations are often reluctant to provide information on this topic so it is difficult to gather precise data. Perhaps a more in depth study using a larger sample and a more diverse population (more than three organizations) is necessary to truly understand the extent of this problem as other issues such as location and organizational culture can have an impact on these issues. Perhaps those employees who have left the organization could be surveyed to determine their motivators and why they chose to leave. The police culture and organization is very unique and substantially different from many business and government organizations and as a result, much of the literature and theory may not easily apply. The police academic community is large and open in the United States; however it remains closed and guarded here in Canada. For this reason, there is limited data easily available to academics on the topics explored in this paper.

This research project definitely posed many challenges. Obtaining a significant sample size, even with the assistance of senior officers, was difficult. Additionally, correlations

between many of the variables were not nearly as strong as expected. However some clear relationships did appear.

Police organizations need to take the issues presented in this paper seriously, especially those who already are having difficulty attracting qualified officers or retaining those they already have. As society changed, the traditional worker did too. However; police organizations have continued to lag behind. Today's worker has very different values and expectations from workers of the past. This poses new and different personnel management problems for managers in all organizations. Due to the hybrid paramilitary-local government nature of the police organization, even more specific and unique problems arise. As Bennett and Hess comment; "Management positions within the law enforcement profession are more limited than in almost any other profession. This can cause severe morale problems" (Bennett and Hess, 2004, 319)

There is a clash of modern and traditional values and police organizations have been slower than some to adapt as they are so unique. New issues such as community policing have only made this more complex. This paper does not even begin to examine what makes a good officer and frankly, this is almost impossible to define. What police organizations need to do is develop a solid and reliable policy or definition on education and continuous learning which includes its role, what it can accomplish and how it applies to the management of employees. If police services continue to hire highly educated recruits, they must be prepared to tackle these problems or they may face excessively high turnover. "Knowing what motivates and concerns the next generation of

officers will help law enforcement executives create more effective recruitment campaigns...Generation Xers are looking for variety and challenges." (Charrier, 2000, 46) Perhaps training is needed for front line managers who are the first point of operational contact with these officers. The Canadian Military and some British police agencies have implemented programs that include management training for educated officers and direct hiring of university graduates into management (commissioned officer positions in the Canadian Armed Forces) as a way to attract and keep these individuals. If managers are not committed and resourceful, the problem may only get worse. Senior managers must not only develop strategic plans and policies but must delegate powers to front line managers to implement new and resourceful management techniques.

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Part IX: Appendix

Appendix A: Survey Questionnaire and Letter of Invitation

Impacts of Higher Education on Police Management Study
Confidential Survey Form

Dear Police Officer,

The purpose of this short survey is to gather information and measure attitudes of police officers toward higher education. This data will be compared, using existing organizational theory, to understandings of officer retention and promotion and their impacts on the management of police services.

For this study, a large number of officers from a variety of ranks are being surveyed from the Niagara Regional Police Service, the Chatham Kent Police Service and the Strathroy Caradoc Police Service. Survey results will be compiled, evaluated and conclusions drawn from it.

Responses to this survey will remain strictly confidential, anonymous and will be used to produce a major research report for the Local Government Program at the University of Western Ontario. It should not take more than a few minutes to complete this survey.

Your participation is completely voluntary. The final report that will be produced, using this information, will be made electronically available to those who wish to obtain a copy.

Sincerely,

Jason Dale

MPA Candidate,
University of Western Ontario

Impacts of Higher Education on Police Management Study
Confidential Survey Form

Thank you for taking the time to complete this survey. Its purpose is to determine a basic understanding of the current level of education in your police service and the attitudes regarding education and its role in officer promotion and retention.

1. What is your current rank?

_____ Constable
_____ Sergeant
_____ Staff Sergeant
_____ Inspector
_____ Superintendent
_____ Deputy Chief
_____ Chief
_____ Other (*please specify*: _____)

2. How many years have you been employed by this police service? _____

3. How many years have you been a police officer in total? _____

4. What is your age?

_____ 24 & Under
_____ 25-29
_____ 30-34
_____ 35-39
_____ 40-44
_____ 45-49
_____ 50-54
_____ 55 & Over

5. Are you male_____ or female_____?

6. What is the highest level of education you have obtained?

_____ High school
_____ Some College
_____ College Diploma (Police Foundations / Law & Security)
_____ College Diploma (Other specialization)
_____ Some Undergraduate University
_____ Undergraduate University Degree (BA, BSc, etc.)
_____ Some Graduate / Professional
_____ Graduate / Professional Degree (MA, MSc, MBA, LLb, etc.)

7. To what extent is a university degree a preference for being hired by your police service?

       ___ Always a preference
       ___ Somewhat of a preference
       ___ Neutral
       ___ Rarely a preference
       ___ Never a preference

8. Does your organization encourage its officers to work toward post secondary education while employed by the service?

       ___ Strongly encourages
       ___ Somewhat encourages
       ___ Neither encourages nor discourages
       ___ Somewhat discourages
       ___ Strongly discourages

9. At what point in an officer's career?

       ___ Early in career
       ___ Midway
       ___ Toward the end of career

10. Does your organization offer to pay for all or part of the cost of post-secondary education?

       ___ Yes (*go to part a*)
       ___ No (*go directly to question 12*)
       ___ Unsure

    a) **Does your organization pay for books, tuition or both?**

          ___ Tuition
          ___ Books
          ___ Both

    b) **Do you feel these amounts are adequate?**

          ___ Adequate
          ___ Should be increased
          ___ Should be decreased

    c) **Have you ever taken advantage of this policy/program?**
          ___ Yes
          ___ No

11. Do you feel that your organization adequately rewards those (other than you) who have university education (example: with promotions, special assignments, etc.)?

    ___ Always rewards
    ___ Often rewards
    ___ Neutral
    ___ Rarely rewards
    ___ Never rewards

12. If you have a university degree, do you feel that you are adequately rewarded by the organization for having this education?

    ___ Always rewarded
    ___ Often rewarded
    ___ Neutral
    ___ Rarely rewarded
    ___ Never rewarded

13. If you felt there was no room for advancement within your organization past your current rank, would you consider leaving for another where those opportunities exist?

    ___ Always consider
    ___ Often consider
    ___ Neutral
    ___ Rarely consider
    ___ Never consider

14. Is promotion and career advancement important to you?

    ___ Very important
    ___ Somewhat important
    ___ Neutral
    ___ Somewhat unimportant
    ___ Very unimportant

15. Does your organization give you adequate job performance feedback / reviews?

    ___ Always gives adequate feedback
    ___ Sometimes
    ___ Neutral
    ___ Rarely
    ___ Not at all

16. Do you feel these performance reviews / feedback are valuable in assisting you to gain a promotion?

___ Always valuable
___ Often valuable
___ Neutral
___ Rarely valuable
___ Not valuable at all

17. Do you clearly understand what skills, abilities, competencies, requirements, etc. are necessary for promotion?

___ Clearly understand
___ Generally understand
___ Neutral
___ Poorly understand
___ Do not understand at all

18. Are you satisfied with *your* career advancement to this point?

___ Very Satisfied
___ Satisfied
___ Neutral
___ Not very satisfied
___ Not satisfied at all

19. Academic studies have demonstrated benefits of education to officer job performance. Do you believe that a university education is beneficial to a police officer's <u>job performance</u>?

___ Very beneficial
___ Somewhat beneficial
___ Neutral
___ Somewhat unbeneficial
___ Very unbeneficial

20. What <u>minimum</u> level of education do you feel that new recruits should possess when coming into your police service?

___ High school
___ College (Other than police foundations)
___ College – Police Foundations
___ Undergraduate Degree (eg. BA, BSc)
___ Graduate / Professional Degree (eg. MA, MSc, MBA, LLb)

21. Rank the following characteristics in order of importance to the managers who make decisions on promotions in your police service.
(1 being the most important and 6 being of least importance)

_____ Possession of university degree(s)
_____ Other post-secondary education (diploma or other qualifications)
_____ Years of experience in policing
_____ Performance evaluations
_____ Supervisor recommendations
_____ Number of OPC / CPC (or other job related) courses taken

22. Thinking about the officers who have been promoted in your police service over the past year, how important was post-secondary education as a factor in their promotion?

_____ Very important
_____ Somewhat important
_____ Neutral
_____ Somewhat unimportant
_____ Unimportant

23. Do you feel your organization has an officer retention problem (high employee turnover)?

_____ Very serious problem
_____ Somewhat of a problem
_____ Neutral
_____ Slight problem
_____ No problem at all

24. Do you feel your organization has difficulty attracting highly qualified officers?

_____ Serious difficulty
_____ Somewhat difficulty
_____ Neutral
_____ Little difficulty
_____ No difficulty at all

25. If you have any comments you wish to add, please do so below:

Appendix B: Survey Results

	Niagara Regional Police Service (NRPS)	Chatham Kent Police Service (CKPS)	Strathroy Caradoc Police Service (SCPS)
Population(2001)	410,574	107,331	19,114
Sworn Officers	680	166	30
Sample Size (N)	11	18	12

Question 1: **What is your current rank?**

	NRPS	CKPS	SCPS
Chief (7)	0	0	1
Deputy Chief (6)	0	1	1
Superintendent (5)	0	0	0
Inspector (4)	2	0	0
Staff Sergeant (3)	5	1	0
Sergeant (2)	1	5	1
Constable (1)	3	11	8
Other (0)	0	0	1
Mean	2.55	1.67	1.92

Question 2: **How many years have you been employed by this police service?**

	NRPS	CKPS	SCPS
Mean	20.05	11.89	6.67

Question 3: **How many years have you been a police officer in total?**

	NRPS	CKPS	SCPS
Mean	22.75	12.33	15.83

Question 4: **What is your age?**

Percentage:	NRPS	CKPS	SCPS
24 & Under (1)	0	0	1
25-29 (2)	0	4	1
30-34 (3)	1	5	2
35-39 (4)	1	3	3
40-44 (5)	3	2	2
45-49 (6)	3	2	2
50-54 (7)	1	2	0
55 & Older (8)	2	0	1
Mean	5.73	3.94	4.25

Question 5: **Are you male or female?**

Percentage:	NPRS	CKPS	SCPS
Male (1)	10	16	11
Female (2)	1	2	2

Question 6: **What is the highest level of education you have obtained?**

Percentage:	NRPS	CKPS	SCPS
High School (1)	1	1	1
Some College (2)	2	0	0
College Diploma (PF/LASA) (3)	1	2	5
College Diploma (Other) (4)	0	1	0
Some Undergraduate (5)	3	5	2
Undergraduate Degree (6)	4	6	2
Some Graduate / Professional (7)	0	2	2
Graduate / Professional Degree (8)	0	1	0
Mean	4.27	5.22	4.33

Question 7: **To what extent is a university degree a preference for being hired by your police service?**

	NRPS	CKPS	SCPS
Always a Preference (1)	1	2	0
Somewhat of a preference (2)	8	10	4
Neutral (3)	2	5	8
Rarely a preference (4)	0	1	0
Never a preference (5)	0	0	0
Mean	2.09	2.28	2.67

Question 8: **Does your organization encourage its officers to work toward post secondary education while employed by the service?**

	NRPS	CKPS	SCPS
Strongly encourages (1)	4	9	1
Somewhat encourages (2)	6	8	3
Neither encourages nor discourages (3)	1	0	8
Somewhat discourages (4)	0	0	0
Strongly discourages (5)	0	0	0
Mean	1.73	1.50	2.58

Question 9: **At what point in an officer's career?**

	NRPS	CKPS	SCPS
Early (1)	7	13	2
Midway (2)	1	2	4
Toward End (3)	0	2	1
Mean	0.82	1.28	1.08

Question 10: **Does your organization offer to pay for all or part of the cost of post-secondary education?**

	NRPS	CKPS	SCPS
Yes (1)	9	15	6
No (2)	1	0	1
Unsure (3)	1	3	5
Mean	1.27	1.33	1.92

Question 10 A: **Does your organization pay for books, tuition or both?**

	NRPS	CKPS	SCPS
Tuition (1)	8	13	4
Books (2)	0	0	0
Both (3)	0	2	1
Mean	0.73	1.06	0.58

Question 10 B: **Do you feel these amounts are adequate?**

	NRPS	CKPS	SCPS
Adequate (1)	2	14	3
Should be Increased (2)	7	1	1
Should be Decreased (3)	0	0	0
Mean	1.45	0.89	0.42

Question 10 C: **Have you ever taken advantage of this policy/program?**

	NRPS	CKPS	SCPS
Yes (1)	6	13	4
No (2)	4	2	3
Mean	1.40	0.94	0.83

Question 11: **Do you feel that your organization adequately rewards those (other than you) who have university education (example: with promotions, special assignments, etc.)?**

	NRPS	CKPS	SCPS
Always rewarded (1)	1	0	0
Often rewarded (2)	1	9	0
Neutral (3)	7	6	9
Rarely rewarded (4)	2	3	0
Never rewarded (5)	0	0	1
Mean	2.91	2.67	2.67

Question 12: **If you have a university degree, do you feel that you are adequately rewarded by the organization for having this education?**

	NRPS	CKPS	SCPS
Always rewarded (1)	0	0	1
Often rewarded (2)	0	4	0
Neutral (3)	3	5	4
Rarely rewarded (4)	0	1	2
Never rewarded (5)	1	0	0
Mean	1.27	1.50	1.75

Question 13: **If you felt there was no room for advancement within your organization past your current rank, would you consider leaving for another where those opportunities exist?**

	NRPS	CKPS	SCPS
Always consider (1)	1	3	2
Often consider (2)	3	5	2
Neutral (3)	1	6	1
Rarely consider (4)	3	0	3
Never consider (5)	3	4	3
Mean	3.36	2.83	3.00

Question 14: **Is promotion and career advancement important to you?**

	NRPS	CKPS	SCPS
Very important (1)	4	4	5
Somewhat important (2)	4	11	5
Neutral (3)	2	1	0
Somewhat unimportant (4)	1	1	1
Very unimportant (5)	0	1	0
Mean	2.00	2.11	1.58

Question 15: Does your organization give you adequate job performance feedback / reviews?

	NRPS	CKPS	SCPS
Always (1)	2	5	2
Sometimes (2)	6	10	7
Neutral (3)	0	1	0
Rarely (4)	2	2	2
Not at all (5)	1	0	1
Mean	2.45	2.00	2.42

Question 16: Do you feel these performance reviews / feedback are valuable in assisting you to gain a promotion?

	NRPS	CKPS	SCPS
Always valuable (1)	1	5	2
Often valuable (2)	3	6	4
Neutral (3)	5	2	2
Rarely valuable (4)	1	3	3
Not valuable at all (5)	1	2	0
Mean	2.82	2.50	2.33

Question 17: Do you clearly understand what skills, abilities, competencies, requirements, etc. are necessary for promotion?

	NRPS	CKPS	SCPS
Clearly understand (1)	4	7	4
Generally understand (2)	5	7	6
Neutral (3)	1	1	0
Poorly understand (4)	1	1	1
Do not understand at all (5)	0	0	0
Mean	1.91	1.67	1.67

Question 18: Are you satisfied with *your* career advancement to this point?

	NRPS	CKPS	SCPS
Very Satisfied (1)	5	6	5
Satisfied (2)	6	11	7
Neutral (3)	0	1	0
Not very satisfied (4)	0	0	0
Not satisfied at all (5)	0	0	0
Mean	1.55	1.72	1.58

Question 19: **Academic studies have demonstrated benefits of education to officer job performance. Do you believe that a university education is beneficial to a police officer's job performance?**

	NPRS	CKPS	SCPS
Very beneficial (1)	3	6	1
Somewhat beneficial (2)	3	7	5
Neutral (3)	3	3	5
Somewhat unbeneficial (4)	2	1	1
Very unbeneficial (5)	0	1	0
Mean	2.36	2.11	2.50

Question 20: **What minimum level of education do you feel that new recruits should possess when coming into your police service?**

	NRPS	CKPS	SCPS
High School (1)	2	2	2
College (Other than Police Foundations) (2)	4	7	3
College (Police Foundations) (3)	3	3	4
Undergraduate Degree (4)	1	2	0
Graduate / Professional Degree (5)	0	0	0
Mean	2.09	1.83	1.67

Question 21: **Rank the following characteristics in order of importance to the managers who make decisions on promotions in your police service.**

	NRPS		CKPS		SCPS	
	Sum	Rank	Sum	Rank	Sum	Rank
Possession of university degree(s)	40	4	76	5	52	6
Other post-secondary education (diploma or other qualifications)	48	6	75	4	51	5
Years of experience in policing	26	3	52	2	26	2
Performance evaluations	17	2	**43**	1	**15**	1
Supervisor recommendations	**13**	1	57	3	32	3
Number of OPC / CPC (or other job related) courses taken	45	5	75	4	34	4

Question 22: **Thinking about the officers who have been promoted in your police service over the past year, how important was post-secondary education as a factor in their promotion?**

	NRPS	CKPS	SCPS
Very Important (1)	1	1	1
Somewhat Important (2)	4	11	7
Neutral (3)	3	3	1
Somewhat Unimportant (4)	1	1	2
Unimportant (5)	2	2	0
Mean	2.91	2.56	3.08

Question 23: **Do you feel your organization has an officer retention problem (high employee turnover)?**

	NRPS	CKPS	SCPS
Very Serious Problem (1)	0	0	0
Somewhat of a problem (2)	3	7	1
Neutral (3)	2	2	0
Slight Problem (4)	4	5	0
No Problem at all (5)	2	1	11
Mean	3.45	3.33	4.75

Question 24: **Do you feel your organization has difficulty attracting highly qualified officers?**

	NRPS	CKPS	SCPS
Serious Difficulty (1)	0	1	1
Somewhat Difficulty (2)	5	10	1
Neutral (3)	3	1	6
Little Difficulty (4)	2	5	4
No Difficulty at all (5)	1	1	0
Mean	2.91	2.72	4.08