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An Investigation of Integrating Change Through Participatory Processes in Police Service Business Planning

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**An Investigation of Integrating Change Through
Participatory Processes in Police Service Business Planning**

MPA Research Report

Submitted to:

**Local Government Program
Department of Political Science
The University of Western Ontario**

July 2004

Tobi Hermann

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Part I: Creating the Context

Introduction

Students of Public Administration often wrestle with the question of what it means to serve the public and seek solstice in the quest to find a true form. An abundance of theories have been discussed at great length, addressing the role of the public manager, the elected official and the citizenry in determining motivational factors, power dynamics and the desired outcome in the delivery of the public good. Extensive debate surrounding methods of reaching effective means of democracy, and the utility of citizen participation has been repeatedly witnessed in the content of dialogue between elected officials, public managers, in academia and by the public at large, for many years.

Recent work addressing the impact of deliberative or direct democracy suggests the function of the citizen voice be additional to that of representative government, those whose voices have been chosen to speak on behalf of the public interest, in a decision making capacity. "An examination of the history of democratization indicates that pressures for greater democracy almost always emanate from oppositional civil society, rarely or never from the state itself".¹ Therefore, as voter apathy, distrust and a marked disenchantment with government processes increasingly define our current systems of governance, the debate regarding the role of the citizen continues to grow as they continue to demand heightened levels of accountability and involvement in the process².

This report will further the existing debate by examining the current level of public participation practiced at a local level, through the examination of practices within a Municipal Police Department. Theoretical frameworks will be reviewed, outlining the role citizens have

¹ Dryzek, John S. (September 1996) "Political Inclusion and the Dynamics of Democratization" The American Political Science Review Vol.90, No.3.: pg 476

² Durant, Robert F. (1995) "The Democratic Deficit in America" Political Science Quarterly Volume 110, No.1: pg 25

traditionally played in government policy development, decision making and service delivery as well as the role of the citizen today. The analysis of documentation content, gathered from the London Police Service Department will be utilized to enable the location of current practices of citizen engagement, and ground these findings within the abstract theoretical models encompassing the issue. The prose will conclude with an analysis of literature identifying the necessary conditions for increased participation to occur, and the future direction of this practice in society.

It is the presumption of this author that managers in the public sector have moved beyond the primarily business-oriented, contractual drive of the New Public Management mentality to a citizen focused, service delivery model of engaging the citizenry in government processes. This theory should remain focal to the reader, throughout the duration of this report.

Tracing the Roots of Public Participation & Deliberation

Often discussed using an array of terminology, both classical and contemporary social theorists, alike, have written on the value and utility of citizen participation and the need for meaningful deliberation in effecting the decisions made, in a true democratic society. In its simplest form, many have thought governance structures should be "plebescetarian, with the public being asked to decide all manner of policy issues with a direct vote."³ Critics advocating for a more discursive approach, than that which traditional representation allowed. The dependence on referenda as the sole means to democracy has been dismissed as ineffective, as it

³ Cronin, T.E. (1989) Direct Democracy: The Politics of Initiative, Referenda and Recall Cambridge, Harvard University Press

is believed the public should be further engaged than traditional electoral processes have permitted.

Representation has been often associated with the weakening of self-government and for many, has had little appeal, “first because it is seen as justifying a vertical relation between the citizens and the state, and second, because it is seen as promoting a passive citizenry”.⁴ This has consequently led to the recognition that mechanisms in society were necessary to enable and empower the majority in a pluralist manner, encompassing the views of a broader range of stakeholders, as well as the increasingly diversified population. “The attention of theorists and activists alike has turned to how democracy might be made more substantial and effective through greater efforts to include a variety of disadvantaged categories and groups for which the formal promise of democracy and equality has masked continued exclusion or oppression”.⁵

Many authors have identified Tocqueville (1805-1859), as the founding father of such theories, furthering the notion of democratic systems and the need for reform within government through his extensive work on association. As Sabl reflects,

Tocqueville hoped that skill in association would make democratic institutions work better. Citizen engagement gives citizens a stake in governing institutions while making them less likely to demand that governments do things outside of their competence; association makes possible majority party government and vigorous challenges to it; a society that embodies that kind of character building produces citizens who grant governing officers room to do their proper jobs⁶

⁴ Barber, Benjamin (1984) Strong Democracy: Participatory Politics for A New Age. Berkeley: University of California Press, pg 145.

⁵ Ibid. Dryzek:pg 475 quoting Anne Phillips from (1995) The Politics of Presence Oxford: Oxford University Press.

⁶ Sabl, Andrew (Jan, 2002) Community Organizing as Tocquevillean Politics: The Art, Practice and Ethos of Association. *American Journal of Political Science* Vol.46, No.1: pg 2.

In addition, have been the outright criticisms to Weber's idealization of bureaucratization, often defined as a structuralist approach to managing and controlling human behaviours within organizations. A marked contestation to centralized decision making powers has sparked great dialogue, as the acclaimed expertise and authority inherent in the bureaucratic machine combined with the power of charismatic leadership was brought to question. Many have believed that isolating important decisions from public involvement would generate policy errors and pose threats to legitimate democracy⁷. As Jan Kooiman put it, "No single actor, public or private, has all knowledge and information required to solve complex, dynamic and diversified problems; no actor has sufficient overview to make the application of needed instruments effective"⁸. Many critics feared centralizing decision making in the hands of ruling elite as it seemed a return to the days of aristocratic rule, threatening public value and posing questions of the growing power imbalance within society.

The more recent work, influenced by Habermas (1984) and Luhmann (1990) has explored ideal forms found in the relationship between democratic participation and governing. Concepts inherent in the 'ideal speech community' and 'communicative rationality' draw a marked distinction from Weber's bureaucratic machine. Alternatively,


in such an idealized setting there would be no hierarchy of individuals or of ideas. Rather, in this equal and open forum all ideas are equally valuable and should be voiced in order to ascertain the true range of opinion within the community⁹

Concurrent to the drive to renew democratic value was the market reform era of the late 1980's and early 1990's. The citizen as 'client' view of traditional bureaucratic language became that of

⁷Zeitlin, Irvin M. (1997) Ideology and the Development of Sociological Theory Prentice Hall, New Jersey: 6th Ed. pg: 249

⁸Kooiman, J. (1993) Governance and Governability: Using Complexity, Dynamics & Diversity In J. Kooiman, ed., Modern Governance. London: Sage, pg.4.

⁹Peters, B. Guy (2001) The Future of Governing: Studies in Government and Public Policy University Press of Kansas ch3: p. 59



the 'customer' under New Public Management, and has since, more contemporarily been thought of as 'citizen'. Struggling with these notions and definitions has created yet more discussion surrounding the utility of public participation in the public sphere of contemporary society. This dialogue will be explored in depth throughout Part II, to further enable an understanding of both traditional and recent reform movements and their marked impact on democratic practices to date.

Part II: Examining Theories of Administrative Reform & the Role of Public Participation:

Origins of the School of Public Administration

Understanding administrative reform requires understanding the traditional model of governance that is the backdrop against which attempts at reform must be viewed. While it is recognized that governments have used complex structures of management and organization throughout history, what has been officially identified as public administration both in study and practice, is generally thought to have begun around the turn of the century. In America, the study of the field dates back to 1887, with the publication of Woodrow Wilson's celebrated essay, "The Study of Administration". It was within this prose that Wilson first acknowledged the growing complexities of administrative tasks in government by stating "it is getting harder to run a constitution than to frame one".¹⁰

Consequently, the notion of running the government similar to business became practice, as administration in its truest form was recognized as inherently similar to practices and principles of business. Such notions began to define the formation and practices of governance. In order to follow the model of business, Wilson advised, "government should establish executive authorities, controlling essentially hierarchical organizations and having as their goal achieving the most reliable and efficient operations possible".¹¹ This transformative notion led to a paradigmatic shift in governance structures and the role of the citizen in government decision making within most developed societies, Canada included.

It has been theorized that a number of reforms have taken place since Wilson's definition of public administration came to be. Heated debates regarding the role of the politician, the

¹⁰Wilson, Woodrow (1887/ June1987) " The Study of Administration" Political Science Quarterly 2 p.200 Reprinted in 1997 in Classics of Public Administration ed. Jay Shafritz and Albert Hyde. *Chicago, Dorsey Press*: pg 10-25

¹¹Ibid. Denhardt and Denhardt: pg 5.

administrator and the citizen in democratic society ensued. The following discussion will provide brief accounts of characteristics thought to have defined a number of administrative reform movements, and those proposed as currently underway. It will outline those movements both already thought to have taken place and those proposed to currently define public administration since the work of Wilson and locate the role of the citizen as participant within the dialogue. Reference will be made to the relevant reform activity which concurrently was thought to have occurred within the police environment.

Old Public Administration & the Traditional Bureaucratic Method

Defining the public interest and the role of the electorate in political processes, policy decision making and effective governance has been considered and debated for many years. Following Wilson's vision for effective bureaucratic mechanisms, the role of the citizen was likened to be that of a client, those in need of the services provided by the state. Represented officials were charged with extensive decision making and discretionary power as

elite theorists and political power holders believed that ordinary people would be too preoccupied with the day to day scramble for personal survival to be able to exercise the disinterested rationality necessary for public life. Thus, their role should be restricted to the periodic electing of competing teams of people experienced in political art. In between elections, according to such theories, it was best that ordinary people remain passive, being administered but not contributing to administration.¹²

For a number of decades, the role of the citizen was plebiscitary, to vote and, through electing official representation, participate in defining their reality.

The role of the administrator within this governance structure was one characterized by political neutrality, charged with carrying out the direction of the political voice as policies were established. "They were not to be actively or extensively involved in the actual development of

¹² Atlee, Tom (undated). "Comments on and Excerpts from Elizabeth Meehan's Reconstituting Politics: Democracy Unbound." *The Co-Intelligence Institute*: pgl.

policy. Tasks were instead, the implementation of policy and the provision of services.”¹³ Tasks were to be executed faithfully in a jurisdiction which necessarily existed neutrally, outside the proper sphere of politics. Administrators were held entirely accountable to the democratically elected officials.

It was believed that public organizations operated most efficiently in a closed system, with limited citizen involvement. The public had little or no direct role in the administrative or policy execution process, as implementation of policy depended solely on the neutral competence of the administration. Control and accountability were thought exercised optimally in a structured, hierarchical environment, wherein command originated at the top levels of the organization and trickled down. The citizens simply received the services as their government saw fit to provide.

Comparable Reform Era in Policing: Legalistic/Reform/Modernization Era

In the police environment, this administrative era was referred to by some as the Legalistic/Reform/Modernization era, mirroring similar characteristics to other public organizations of the time.¹⁴ Thought to be the foundation of the professionalization of law enforcement, the rational and scientific management approach which characterized public administration in other venues became apparent in police structure and operations. Recognized standards and practices were established and systematic approaches to processing records became part of standard operation. This era was thought to have resulted from combined advancements in technology and the tendency toward more stringent control exerted over personnel. Police

¹³Ibid. Denhardt and Denhardt: pg 6.

¹⁴ Seagrave, Jayne (1997) Introduction to Policing In Canada Prentice Hall, Scarborough, ON: page 56.

services began to be characterized by a heavily bureaucratic and Para-militaristic, top-down and chain of command structure, inherent in the organization.

This new professionalization of policing led to an operational strategy focused on the enforcement of the law and reflective of organizational values. The organizational values characteristic of the legalistic reform era are summarized and listed as follows:¹⁵

- Police authority is based entirely on law. Professional police departments have law enforcement as their primary objective.
- Communities assist the police to enforce the law by providing information.
- Responding to citizens' calls is the highest police priority. All calls should be responded to in the fastest possible way.
- Social problems and other public issues are only of concern to the police if they threaten public order.
- The police are the experts in crime control and as such should be the ones entrusted with developing priorities and strategies.

Just as the traditional or old bureaucratic method of public administration created the foundation for further reform in public sector organizations in general, the typified legalistic era of policing has been recognized as the foundation for models of service delivery, policy decision making and operational strategies from which reform efforts since have been build. It was upon this foundation that the next reform movement arose.

New Public Management Reform

In the late 1980's and early 1990's, a further application of private sector and business principles to public sector governance practices characterized the next paradigmatic reform movement. In 1992, sweeping North America, the New Public Management model as proposed in the United States by Osborne and Gaebler in "Reinventing Government", further transformed the traditional bureaucratic method of government service delivery, and the affecting role of the

¹⁵ McDowell, Charles P. (1993) Criminal Justice in the Community Cincinnati, Ohio. Anderson Publishing

citizenry.¹⁶ This ideology took hold as similar practices had earlier begun to shape governance in other developed countries around the world, notably England, New Zealand and Australia. This normative model called for the application of market mechanisms and business terminology, in which the relationships between public agencies and their consumers were to be understood as involving transactions similar to those observed in the marketplace. “Painted with the broadest brush, these reforms sought to replace the traditional rule-based, authority-driven processes with market-based competition-driven tactics”.¹⁷

Under the New Public Management ideology, administrators were urged to seek new and innovative ways to achieve results, or to find means to alternatively deliver public goods, such as through contracting out services or privatization in its entirety. The function or utility of government was to ‘steer, rather than row’ in a regulatory manner, aiming to tighten the perceived inefficiencies of the monopolistic franchise of public agencies and employees.

Following these ideas, many politicians and public managers initiated efforts to increase productivity and to find alternative service delivery mechanisms based on economic assumptions and perspectives. They have concentrated on accountability to *customers* and high performance, restructuring bureaucratic agencies, redefining organizational missions, streamlining agency processes, and decentralizing decision making.¹⁸

Many methods of internal, administrative systems to employ checks and balances were introduced into the public sector at this time. Following the early examples as set by Ford and Taylor in the manufacturing industry, public managers were charged with adopting similar practices to find the three E’s in the public sector: ‘efficiency’, ‘effectiveness’ and ‘efficacy’. It was believed that “the analysis of productive efficiency depends on the capacity to quantify, measure and compare the costs of the resources that are required to produce a given unit, and the

¹⁶Osborne David and Ted Gaebler (1992) Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector Reading, MA: Addison & Wesley

¹⁷ Kettle, Donald (2000) The Global Public Management Revolution Washington, D.C.: Brookings Institute, pg.3

¹⁸Ibid. Denhardt and Denhardt. pg.13

capacity to measure and evaluate the quality as well as the quantity that is produced”¹⁹. In a more participatory approach than had previously been practiced, programs such as Total Quality Management and various performance measurement programs were designed to incorporate participant involvement throughout all levels of the organization, in a quest for innovation and efficient delivery of service. In effect, such programs encouraged innovation and the tendency to increase involvement to impact upon decision making throughout the organization. Previously decisions had only been made at the top of the highly bureaucratic and hierarchical structures which defined most public institutions.

The size and complexity of government organizations combined with their delivery of un-priced goods and services, was determined by public choice theorists to be the root of much perceived government inefficiency. Formal rules and hierarchical organizational structures were identified by the critics of the traditional bureaucratic method, as impeding on the pace that decisions could be made. “Therefore it was argued that splitting large organizations into as many smaller ones as there are ‘product-lines’ would reduce costs.”²⁰ Many public organizations were re-engineered through a re-structuring process, often eliminating middle management in the process of filtering out the positions not deemed necessary. This, thereby, flattened the typified hierarchical structure of the traditional bureaucracy. Reinventing government meant doing more with less.

One of the most noteworthy impacts of the New Public Management Reform was the shift of power in decision making. Under the traditional bureaucratic method, the elected officials were heavily charged with the task of creating policy while the administration dutifully implemented it. Alternatively, within the New Public Management system, the bureaucrat was increasingly

¹⁹ Gross Stein, Janice (2001) The Cult of Efficiency House of Anansi Press Limited. Toronto, ON. pg: 23.

²⁰ Peters. B. Guy (2001) The Future of Governing: Studies in Government and Public Policy. 2nd Ed, Revised. University Press of Kansas, U.S.A.: pg. 33

recognized as carrying expertise as they worked at a closer level with the citizen or what was to be increasingly understood – the customer. This both enabled and enhanced information gathering, while innovative ways to meet the needs of customers in this delivery of service were sought.

The role of the citizen in the process of governance changed drastically from that of the passive citizenry under the traditional bureaucratic method to that of an empowered service user, giving citizens a greater say in the manner in which services were delivered. As recognized by a number of scholars,

the move toward customer-oriented consultation was also a part of the broader transformation of public sector management... which stressed private sector methods were superior and placed emphasis on understanding customer needs. Against this background, most public organizations initiated customer-orientation programs within their workforces while introducing complaints and suggestion schemes, customer surveys and other such methods for getting closer to the customer.²¹

The aim through such practices was to better understand the needs of citizens as consumers of public goods and to necessarily make public organizations more accountable and responsive to those identified needs. Many critics of this approach, however, criticized these tactics as diminishing the nature of what citizenship entailed. ‘Citizen’ was used interchangeably with ‘user’. The sole role of the public in local service provision became limited to their interest in particular services, rather than having a shared and vested interest in the greater good of society.²²

Comparable Reform Era in Policing: The Service/ Contingency/Post Reform/Community Era

The previous, legalistic reform era in policing was described as an era seemingly characterized with the police performing duties and functions in isolation from the community.

²¹ Pratchett, L (Oct 1999) “New Fashions in Public Administration: Toward Greater Democracy?” *Parliamentary Affairs Oxford Press*: Vol. 52, No.4: pg 619.

²² Alford, John (May/June 2002) “Defining the Client in the Public Sector: A Social-Exchange Perspective” *Public Administration Review* . Vol. 62, No.3., pg: 337

This era draws a number of parallels with the New Public Management Administrative reform approach, as police organizations began to engage the citizenry as well. Numerous theorists have recognized this changing shift in ideology, and have applied a number of titles to describe it. Scagrave describes this era combining the titles many authors applied,²³ as it is important to recognize the notable differences which characterized this time.

The most noteworthy shift, distinguishing this era from previous practices of the legalistic era was the increased emphasis placed upon community relations and crime prevention. Allocation of funding toward research in policing, became focal in the police budgeting process. Scrutiny of perceived effectiveness in investigations, techniques and processes rose. "Knowledge was therefore gained about the efficiency and effectiveness of the police and led to questions about existing police procedures and roles".²⁴ In the legalistic era, the knowledge police had traditionally used in decision making and directives had been based on experience. Conversely, this era challenged police practitioners to adopt a more social scientific approach, quantifying data to address the social problems they were faced with.

A move toward a more inclusive philosophy of service delivery began to take shape as it was realized that rather than operating in isolation of the community, the police should be sympathetic to the views of the community. Policies at that time began to be initiated in accordance with community desires. This shift is thought to demonstrate a departure from the traditional bureaucratic operation in policing, wherein the identified role of police was thought to be strictly controlled by a set of rules, policies and organizational procedures. The previous rational, rule-oriented approach allowed limited discretion and was applied evenly across the board. In contrast, police increasingly began to address needs of individuals and communities in

²³Ibid. Scagrave: pg.59.

²⁴ Ibid. Scagrave: pg.59

a more political manner, with greater flexibility to veer away from the previous 'one size fits all approach' to service delivery.²⁵

The creation of smaller detachments throughout communities drew from the contentions of New Public Management, flattening the hierarchical structure within the organization to some degree. This, therefore, decreased the bureaucratic mechanisms which typified larger police agencies.²⁶ This community-oriented management approach enabled police to begin to build coalitions with organizations within the community, facilitating closer ties within the community, and further enabled the establishment of partnerships to address issues of crime and disorder. Police service delivery shifted from heavily reactive to increasingly proactive.

The need for internal planning and research divisions was recognized as necessary to process the statistical data accumulated. This further enabled police departments to locate trends, service needs and identify areas of weakness in developing polices and approaches. Customer service surveys were distributed, enabling citizens to evaluate police professionalism and contribute to the service delivered, by providing their input perception of the service through mechanisms established by police.

Police budgeting became difficult as municipalities became increasingly constrained, fiscally. The search for innovation and cost savings at all levels became paramount to the continuation of effective service delivery. However, practices in community oriented policing did not develop in a universal manner, as some more conservative departments continued to serve reactively, in a manner isolated from the community, driven simply by the aim to uphold the law in their fight against crime.²⁷

²⁵ Ibid. Seagrave: pg.60

²⁶Ibid. Seagrave: pg 61

²⁷ Ibid. Seagrave: pg.65

New Public Service & Deliberative Democracy – The Post Bureaucratic Approach to Public Sector Management

Many writers have spoken to the ill effects of the customer-responsive, public service model which was characteristic of the past few decades. It is proposed that public sector management has entered into a new era of service delivery, The New Public Service. Denhardt and Denhardt have lead public sector management scholars in the examination of the dynamics of this evolutionary process. Their views on the New Public Service will be explored with reference to the relationship between the state and the citizen, and will be the comparative model for which the theoretical component of this study rests upon.

The New Public Service is recognized as having drawn upon a combined number of theories of citizenship, community, civil society, organizational humanism, new public administration and post modern ideologies. Elements of each were combined by the Denhardts to frame their conceptualization in the model of the New Public Service, as distinctly separate from the characteristics of the New Public Management model. Seven lessons which guide the New Public Service were identified as follows,²⁸

1. Serve citizens, not customers.
2. Seek the public interest.
3. Value citizenship over entrepreneurship.
4. Think strategically; act democratically.
5. Recognize that accountability is not simple.
6. Serve rather than steer.
7. Value people, not just productivity.

Many elements of the New Public Management reform model have remained in tact due to growing fiscal restraint and the recognition for the need to embrace a more participatory style of governance. Further, it is theorized that the role and relationship of citizenship to contemporary government structures has evolved once again. It is thought that to improve the quality of service produced by government agencies, a distinction must be made in recognition of

²⁸ Ibid. Denhardt and Denhardt: pg 42-43.

the difference between citizen and that of customer. Illustrating the most marked difference between customer and citizen, "citizens are described as bearers of rights and duties within the context of a wider community. Customers are different in that they do not share common purposes but rather seek to optimize their own individual benefits"²⁹. This polarization of the citizenry to the state and amongst each other throughout the last 're-invention of government era' has been identified as being the motivating force driving this reform. Public sector managers have been called upon to redress concerns regarding effective democracy and citizenship. In effect, a demand has been recognized for a reinvigorated, more active and involved citizenry.

Many scholars are seeking to encourage a style of governance in which the citizenry can look beyond their altruistic motivations and embrace a public spirit. Authors such as Sandel are cited, who call for the need for an alternative view of democratic citizenship in which individuals are more actively engaged in governance,

Citizens look beyond their self-interest to the larger public interest, adopting a broader and more long term perspective that requires a knowledge of public affairs and also a sense of belonging, a concern for the whole, and a moral bond with the community whose fate is at stake.³⁰

Following this ideology, it is the role of public administrators to nourish and maintain this public spirit, demonstrating accountability to the public they serve. Public administrators are now being called upon to facilitate the necessary dialogue through the provision of mechanisms which enable deliberation. It is realized that constant attention to principles of justice, public interest and participation provide legitimacy to governance, wherein citizens are able to do what they are supposed to do in a democracy - - run the government.

²⁹ Ibid. Denhardt and Denhardt: pg. 60.

³⁰ Sandel, Michael (1996) *Democracy's Discontent* Cambridge: Belknap Press of Harvard University Press: pg 5-6.

Contemporary Policing, Consultation & Democratic Deliberation

Little information or literature exists relevant to the contemporary administrative changes currently underway in the police environment. The recent development of community consultative committees or advisory committees has been recognized to have occurred in Canada, only within the past decade. The objectives of these committees is similar to that of what Denhardt and Denhardt advocated in the New Public Service, to facilitate a police-community partnership in dealing with issues of crime and disorder through a consultative process.

As Scagrave recognizes,³¹

In practice, this means that members of the community meet on a regular basis with their police agency and have input into policing by:

- Identifying problems and areas of concern
- Setting police priorities
- Developing tactics to solve, reduce and prevent crime and disorder issues
- Allocating resources to problems

It is this author's contention that the police services' increased ability to engage its citizenry has extended beyond that of committees. As this report intends to find, efforts to engage average citizens through mechanisms of deliberative democracy characterize current practices in the administration of Ontario's municipal police.

³¹Ibid. Scagrave: pg 215.

Part III: Understanding Pressures Driving Reform in Ontario's Police Environment:

History of Police Service Delivery in Ontario

The Constitution Act, 1867 (formerly the British North America Act, 1867) explicitly identified the responsibilities conferred upon the federal and provincial governments. It did not, however, directly confer responsibilities upon municipalities, nor the service providers operating within municipal jurisdictions. Therefore, each province was charged with responsibility for municipal institutions, and the oversight of the provision of services. The Constitution Act of 1867 determined that the federal level of government hold responsibility by enacting criminal law and outlining procedure. The enforcement of such laws and the administration of justice fell under the auspices of the provinces.

During the early urban reform movement, local special purpose bodies were created to operate at arm's length from municipal councils. "By 1859, each city and incorporated town in Canada was required to have a chief constable and at least one constable paid by the municipality. While in the early years police forces were under the control of the municipal council, in 1959 the Municipal Institutions of Upper Canada Act created boards and commissions of police in order to ensure public control and accountability."³² In Ontario, police commissions have recently been renamed and are now formally recognized as police service boards. These are, by definition and design, are specific special purpose bodies, charged with the oversight of the operations within the police service department of each locale.

The responsibilities and actions of municipal Police Services are currently governed by provincial legislation, though the relationship between Police Service Boards and the Provincial oversight body has changed drastically in recent history. In 1990, legislated by the *Police*

³² Ibid. Seagrave: pg 22.

Services Act, a Provincial legislative piece, the required composition of the Boards changed. Municipal representation was increased from two members to between three and five members, with three seats held by appointed provincial representatives and those remaining seats typically held by members of the social and business community. This has created an added element of discretion for the municipality in the municipal budget approval process, in deciding the level of service through allocation of funding to the department. Municipal Police departments, however, now have been forced to compete with the demands of other municipal departments, though still must answer to both the municipal council and the provincial oversight body, creating a lack of clarity as to who actually controls and directs municipal policing.³³

Along with a number of other services the provinces chose to relinquish, police services were thought to be downloaded, to a certain degree, into the hands of municipalities. As Scott Blandford, a sergeant of the London Police Services describes the relationship,

The Provincial government clearly attempted to divest itself from policing, stating that ‘the avowed purpose of these shifts has been to disentangle provincial-municipal relations and to shift responsibility for a service to the level of government that is best able to deliver it’. The difficulty in this move towards disentanglement is that the province continues to direct through the Adequacy Standards the level and quality of police services that municipalities must maintain, but does not fund the training and capital expenditures required to meet these standards³⁴.

As illustrated, the relationship is not a simple one. Understanding the historical context in which these relationships were founded and continue to exist is necessary in understanding the role citizens have had in impacting local service delivery. To follow will be an overview of the legislation which, in effect, guided this research and sparked interest in the chosen topic of police practices in public consultation processes.

³³ Blandford, Scott (2004) “The Impact of Adequacy Standards on Ontario Police Services” The Canadian Review of Policing Research ISSN: 17106915:.. pg 4

³⁴ Ibid., Blandford,pg.5

Legislation

As previously indicated, the legislation affecting the delivery of police services underwent a series of changes throughout the 1990's. In recognition of the lack of consistency, efficiency and service delivery across jurisdictions, a move by the Provincial oversight Ministry (formerly the Ministry of the Solicitor General) was made to improve efficiencies through the adoption of best practices. The resulting effects have been noted as both inconsistent and divergent, as the provincial role moved from advisory to regulatory.

In 1997, the Ministry of the Solicitor General began to establish benchmarks for police services through working documentation, featuring detailed directives. This led to legislative regulations and supportive guidelines. In January of 1999, the Ontario government introduced Ontario Regulation 3/99, the *Police Adequacy and Effectiveness Standard Regulation*, commonly referred to as the 'Adequacy Standards'³⁵. The aim of the Adequacy Standard was to address core policing functions, as prescribed by the *Police Services Act*³⁶ in a manner which mandated through standardization, the consistent delivery of police services across all jurisdictions in Ontario.

Consequently, a number of administrative and operational changes have been recently adopted in an effort to meet the mandate of the imposed Adequacy Standards. These requirements, as legislated, have presented a challenge to provide increased accountability and service delivery, as it has placed an additional financial strain on already limited financial and human resources. Without receiving additional funding to comply with the *Adequacy Standards*, all police services were to be operating and reporting in accordance with the legislation by January 2001. Pertinent to this research, are the requirements which have recently affected the police business planning

³⁵ Ibid. Blandford. pg.2.

³⁶ *Police Services Act R.S.O. 1990, chapter 15*

processes, and the role of identified stakeholders and members of the community in affecting the process.

Section 30(1), of the Adequacy Standards Regulation requires a police service board to prepare, at least once every three years, a business plan addressing quantitative and qualitative performance indicators relating to, among other things, community satisfaction with police service. Section 31(a) stipulates that the chief of police prepare and submit an annual report for the police service board relating to the activities of the police force during the previous fiscal year to include its performance objectives, indicators and results. In addition, section 32(1) requires a board to enter into a protocol with municipal council that sets out the dates by which the business plan should be provided to municipal council, the responsibilities for making it public, and if municipal council chooses, jointly determining and participating in the consultation processes for the development of the business plan. Furthermore, section 32(2) requires the board to consult with its municipal council, school boards, community organizations and groups, businesses and members of the public during the development of the business plan.³⁷

As this legislation has been recent in its implementation, there is little relevant literature evaluating the effect that the requirements as stipulated in the *Adequacy Standards* have had on police business processes. The following section will thoroughly examine existing documentation from The London Police Services. The service's demonstrated commitment to engaging the citizens in this process will be assessed. An evaluation to locate the findings within reform literature, as previously reviewed will follow.

³⁷ *Police Services Act – Ontario Regulation 3/99: Adequacy & Effectiveness of Police Services*

Part IV: Research Study

Research Focus & Questions to Consider

The focus of this research report will be twofold and will address two major concerns that should be brought to the current dialogue surrounding effective administration and citizen engagement. The first question will examine practices at the ground level, in operational terms within police organizations through an examination of existing legislation and operational policies. A model proposed by L. Pratchett in the work "New Fashions in Public Participation: Towards Greater Democracy"³⁸ will be utilized as the framework for comparison to assess each department's current level of citizen engagement. This model can be found with reference on **Table 1, pg 27**. The second question will locate these findings in a more abstract, theoretical manner within a broad scope of literature which comprehensively has defined contemporary administrative reform. The model used to ground the content reviewed, in answering the second question will be drawn from the work of Denhardt and Denhardt, from their book entitled "New Public Service: Serving Not Steering"³⁹. The table depicting the changes in theoretical reform can be found in **Table 2, pg 27** of this report. By asking what is actually happening in practice and how this makes sense within the broader picture, are necessary when considering the following questions:

- 1. Utilizing Pratchett's model in determining the level of democratic participation, to what extent have Ontario police business planning processes included effective citizen engagement and participation?**
- 2. Where can we locate this practice within the evolution of theoretical administrative reform?**

³⁸ A thorough analysis and conceptual model is put forward in the work by L. Pratchett, useful in analyzing an organization's level of public participation and the mechanisms used. Full reference to the material can be found in: Pratchett, L (Oct 1999) "New Fashions in Public Administration: Toward Greater Democracy?" Parliamentary Affairs Oxford Press: Vol. 52, No.4: pg 616 – 642.

³⁹ Denhardt, Janet and Robert Denhardt (2003) The New Public Service: Serving, Not Steering N.Y.: M.E. Sharpe Inc

Sample

As previously indicated, all of Ontario municipal and provincial police services operate in accordance with the regulations set by *the Provincial Adequacy Standards of the Police Services Act*. This stipulation ensures that, broadly speaking, the content to be analyzed should be consistent when comparing any municipal police department's planning documents to that of another. As this study's purpose is to analyze police public consultation, it was decided that London Police Services would provide sufficient evidence for the basis of this analysis. A survey was distributed to twelve police services across southwestern Ontario⁴⁰. Upon generating responses, it was decided that the material gathered from three other municipal police departments would be used as a comparative group. London, as well as the other three respondents all provided a substantial amount of comprehensive material regarding this topic in response to the survey. To supplement the information gathered for London, those municipal police departments' documentation referenced in the analysis are: *Windsor, Waterloo and Sudbury*. These cities are all relatively similar in size (under 500, 000 population), which increases the external validity, further enabling generalizability. This meaning, the findings of this analysis should be transferable to what one would expect to find in other similar municipalities throughout Ontario.

⁴⁰Refer to Appendix I for survey administered to municipal police planning departments at the onset of the study.

Research Design

The research design chosen for the purpose of this study is a pre-experimental, in the form of a case study. The intervention in this case, the implementation of the *Adequacy Standards*, was imposed prior to the observations and analysis of this study. “Case studies are studies that examine in some depth persons, decisions, programs, or other entities that have a unique characteristic of interest”.⁴¹ The methodology used for this research will be in the form of a content analysis. An examination of pre-existing, original quantitative data-sets having been gathered internally by London’s police planning department for the purpose of research will provide the basis of material to be examined in this study, in a qualitative manner. This research will interpret and examine the material primarily through this author’s interpretation of the findings, focusing on the dynamics, meaning and context of the material reviewed. Qualitative material in the form of public reports, meeting minutes, information gathered from the organization’s website and statements will supplement the analysis.

Multiple data sources will be utilized and compared against one another in the final analysis, through triangulation, to establish if the findings from London converge with evidence from the other municipalities selected. “Typically, several sources of information are used. Multiple sources give a fuller picture of a case and its setting and help to verify other information”.⁴² Pre-existing data regarding the demographics of London were gathered and reviewed based on the accumulation of census data derived from Statistics Canada.

⁴¹ O’Sullivan, Elizabeth et. al. (2003)Research Methods for Public Administrators 4th Ed. Addison Wesley Longman Inc. U.S. pg: 39

⁴² Ibid. O’Sullivan. pg 38.

Policing in the City of London

The City of London is often considered the governmental, commercial and cultural centre for Southwestern Ontario, located on the 401, half way between Windsor and Toronto. The city's growing population continues to climb, currently exceeding 340 000, occupying an area of 422 square kilometers of tree-lined streets and picturesque parklands. A city renowned for conservative political ideologies and old money influence has recently thought to have undertaken a progressive transformation, of sorts, in response to diversity and constant growth experienced in recent decades.

In 2004, the London Police Service claimed to have an authorized complement of 720 employees: 535 police officers, 19 cadets and 166 civilians. The operating expenses for the year 2003 totaled \$51,892,233.⁴³ Citizens were recorded as having paid \$150.73 per capita in the year 2003 for this service, as allocated from the property taxes collected by the municipality. As economic constraints have greatly contributed to the diminished governmental funding for police services, Police Services across Ontario have developed methods in partnership with community groups and members, to maintain the high quality of service, citizens have come to expect. It is this process that will be further explored for the purpose of this study.

London's Data Sources & Documentation to Be Examined Through Content Analysis:

Police

- Corporate Statistics
- Corporate Overview
- Community Advisory Council to the Chief of Police Description & Summary
- Public Needs Survey 2002
- Results for Public Needs Survey 2002
- Annual Business Plan Report 2003
- Business Plan 2001-2003
- Public Meeting Attendance Information

⁴³ Cited from the London Police Service web page, under "Our Community"
<http://police.london.ca/Administration/corpooverview.htm>

- Sample Board Policies & framework for Business Planning
- London police department web page - - <http://www.police.london.ca/>

Statistics Canada

- 2001 Community Profile
- Canadian Community Profiles (London) – Resource Centre – Refugee Protection

Framework for Applied Analysis – Models to be Utilized

As previously indicated, the purpose of this research is twofold; first to assess the identified level of citizen engagement utilized by the London Police Department in their business planning processes, and second to locate the summation of the findings within the realm of existing administrative theory.

Below, Table 1 illustrates a summary of Pratchett's findings. He proposes that participatory mechanism should be placed on a continuum in recognition of the differences in level of consultation and genuine participation encouraged by governance in decision making processes. Pratchett argues that since the inception of the consumer oriented tactics during the 1980's, "traditional mechanisms for public engagement have been supplemented in many organizations by a range of more innovative processes which seek to change radically the nature and impact of public participation".⁴⁴ Following, will be a brief description of each participatory mechanism described, applying a further analysis of the London Police department's public consultation and participatory processes.

Table 2 illustrates the Denhardts' conceptual model of administrative theoretical form. Reform characteristics from the Old Traditional Bureaucratic method, the New Public Management and Denhardt's proposed New Public Service are compared. Findings from an analysis of London's business processes will be utilized to assess their current administrative practices, within this model.

⁴⁴ Ibid. Pratchett. Pg 616.

Approach to accountability	Old Public Admin (cont) Hierarchical- Administrators are responsible to democratically elected political leaders	New Public Management (cont) Market-driven – the accumulation of self-interests will result in outcomes desired by broad groups of citizens (consumers)	New Public Service (cont) Multifaceted – Public servants must attend to law, community values, political norms, professional standards, and citizen interests
Administrative Discretion	Limited discretion allowed administrative officials	Wide latitude to meet entrepreneurial goals	Discretion needed but constrained and accountable
Assumed organizational structure	Bureaucratic organizations marked by top-down authority within agencies and control or regulation of clients	Decentralized public organizations with primary control remaining within the agency	Collaborative structures with leadership shared internally and externally
Assumed motivational basis of public servants and administrators	Pay and benefits, civil service protections	Entrepreneurial spirit, ideological desire to reduce size of government	Public service, desire to contribute to society

Model 1: Applied Analysis of London Police Consultation Process as Identified Through a Content Analysis of Existing Documentation for Business Planning Processes:

Public Meetings and Survey Consultation

Public meeting and survey consultation methodology is believed to be amongst the oldest methods of engaging citizenry. Typically, these forms were used to give legitimacy to decisions made by elected officials as representative of the citizenry. “Traditional modes of participation such as the issuing of consultation documents and the holding of public meetings, have established roles within the conventional institutions of representative democracy: they facilitate participation among those who feel strongly about particular issues and provide a means through which competing views can be articulated within the context of an informed debate”.⁴⁶

⁴⁶Ibid. Pratchett. Pg: 624.

Survey Consultation

For the last business plan development process, the London Police Service, in compliance with the Adequacy Standards as imposed by the Province, administered a “Public Needs Survey”⁴⁷ during the months of May and June. Five thousand participants were randomly chosen from the London telephone directory, and calls were made to administer phone interviews. Five hundred interviews were reported having conducted for the Business Plan 2001-2003.

According to the results prepared for the Police Service Board Public Needs Survey 2002, the methodology of choice in administering these surveys has shifted from the telephone survey to mailing, allowing respondents to reply, while working around their busy schedules. Though such consultation practices have taken place for a number of years, the extent of survey research and content to be consulted upon has changed dramatically. The function of these surveys has changed from agenda setting intended to guide elected officials to a broader, more participative approach, influencing organizational policy decision making. For example, the questions in the Public Needs Survey administered September 30, 2002 requested information from the respondents pertaining to their perceived level of safety, satisfaction with police services, level of participation in police community programming and priority setting for future service delivery needs.

Public Meetings – Community Consultation

The legislation ascribes that the consultation process reach a number of targeted groups: citizens, community organizations and groups, business leaders, educators and the politicians of London. For the 2004-2006 business planning process, the London Police Service’s internal planning department reported having eleven public meetings for community consultation purposes. Different interest groups and geographic areas were targeted. In this process, public meetings were held in each ward, to consult in preparation of the Annual and Business Planning

⁴⁷Refer to appendix 2 for the London Police Department’s Public Needs Survey

Process. Flyers were developed and distributed through the Pennysaver, a weekly publication with city-wide, door-to-door coverage.

According to the records kept by the Planning Department of the London Police Service, the meetings were held and attended as follows:

Title of Meeting	Date	Location	Total Attendees	Council Reps	Police Reps	Citizen Reps	Other Interest Group
Community Consultation #1	October 2 nd , 2002	Sir Wilfred Laurier Secondary School	53	5	12	36	0
Community Consultation #2	October 16 th , 2002	Jean Paul II Secondary School	58	2	13	41	0
Community Consultation #3	October 22 nd , 2002	St. Thomas Aquinas Secondary School	56	0	16	40	0
Community Consultation #4	October 23 rd , 2002	Central Secondary School	50	2	13	34	1 block parent central committee
Community Consultation #5	October 29 th , 2002	Saunders Secondary School	62	3	13	46	0
Community Consultation #6	November 13 th , 2002	Chamber of Commerce	11	0	5	0	6 Chamber of Commerce
Community Consultation #7	November 18 th , 2002	Thames Valley District School Board	7	0	4	0	3 School Board Members
Meeting with London Downtown Business Association	November 19 th , 2002	London Police Head Quarters	4	0	3	0	Chairman of London Downtown Business Association
Community Consultation #8	November 19 th , 2002	London District Catholic School Board	7	0	4	0	3 members of District Catholic School Board
Community Consultation	December 12 th , 2002	London Police Service Headquarters	3	0	2	0	1 manager of Main street London
Community Consultation with Media	December 19 th , 2002	London Police Head Quarters	14	0	8	0	6 media representatives
Total:			325	12	93	197	21

Complaints schemes / Satisfaction Surveys

Most often identified as originating from the citizen consumer agenda of the 1980's, "most public organizations initiated customer-orientation programs within the workforces while introducing complaints and suggestions schemes, customer surveys and other such methods of getting closer to the customer."⁴⁸ The aim of such programs was to meet the consumer of services at a closer level, giving the user of the goods and services a mechanism for providing input or feedback.

In London, such practices continue to be utilized in the business planning process. The 2004-2006 Business Plan is currently under development following an accumulation of material gathered through the consultation processes. As stipulated in the Adequacy Standards, the departments have a duty to report performance indicators pertaining to a number of business operations. Satisfaction indicators are drawn from the administered Public Needs Surveys, meetings and through input derived from the community consultation process. An internal complaints department reviews internal and external complaints made to the organization for further formal address.

Furthermore, to elicit opinions from partnering community and business organizations within the city, the Police Department invites written commentaries made to address community needs. For the business planning process of 2001-2003, "over one hundred letters were sent out to the vast array of organizations that serve the needs of the diverse community".⁴⁹ Reportedly, thoughtful input was received, frankly addressing both the positive interactions with the police and areas where improvements were thought to be needed.

⁴⁸ Ibid. Pratchett. pg:620.

⁴⁹ London Police Services Business Plan 2001-2003.

Citizen Panels, Citizen Juries & Focus Groups

Panels, juries and focus groups are typically composed of statistically representative samples of residents in a given area. Panels are primarily a mode of consultation, as respondents are typically directly chosen to reply to surveys. The aim through this mechanism is to generate opinions representative to those of the wider community. Panels are inclusive by nature to ensure representativeness. Participants are necessarily self-selecting, though this diminishes the likelihood of true representation, as some groups decline to participate. This practice is not mentioned by the London Police Services to be a common practice at this time.

Juries, alternatively are composed of small groups of citizens, brought together to hear evidence on a particular issue and deliberate on policy options. “The purpose is to allow a small group to explore in detail some aspect of policy and to make recommendations for its development”.⁵⁰ For this mechanism to be effective, volunteers are required to provide time and commitment to the cause as presented by the organization. This methodology limits the likelihood for true representativeness as economic constraints and employment commitments inhibit many, if not most members of society from volunteering time. The utility of citizen juries is great, however, as “it is an opportunity to introduce alternative perspectives into the policy process...offering one means of challenging the collective wisdom of traditional policy communities by the introduction of views of lay people”.⁵¹

Finally, focus groups provide the most deliberative platform for citizen dialogue to occur, and have become a popular means of consultation in many sectors in society. Often these groups are perceived as having substantial democratic potential, “especially when used as a means of engaging with those sections of the community which are otherwise excluded from the political

⁵⁰Ibid. Pratchett.. pg :628.

⁵¹Ibid. Pratchett.. pg: 629.

process”.⁵² Incentives are commonly offered, in compensation for participation. The aim of a focus group is typically to build consensus among participants.

In London, a combined form of the above mentioned type of citizen involvement exists wherein elements of each can be recognized. As described in the Business Plan 2001-2003, the Community Advisory Council to the Chief of Police is comprised of a broad spectrum of citizens and business leaders. They meet monthly and review changes in legislation and operational policies, as well as contributing to the dialogue by providing the Chief with “valuable comments gathered especially around balancing the needs of the community with what the community can, or is willing to, afford.”⁵³

Additionally, the organization’s understanding of community needs is further supplemented through requests made for information and participation of partnering service providers. For the business plan development of 2001-2003, two meetings were scheduled in addition to the ward meetings, wherein sixty-six groups representing cultural, religious, ethnic and special interest groups were invited to attend. Fifty percent of those invited were reported to participate.⁵⁴

Community Planning & Visioning Exercises

Community planning and visioning exercises are proposed by Pratchett to be the most radically democratic in nature. “Neither community planning or visioning have a single methodology associated with them but draw upon a collection of participation techniques,

⁵²Ibid, Pratchett., pg 630.

⁵³LPS Business Plan 2001-2003, pg: 18.

⁵⁴LPS Business Plan 2001-2003, pg: 17.

including traditional activities and some of the more innovatory methods described here, to develop an overall plan or vision for the community”.⁵⁵ Offering citizens the structured opportunity to guide the policy direction of an organization, community planning initiatives request assistance from citizens to contribute to the greater good of society by considering how existing services might be re-organized to better meet their needs. Likewise, visioning exercises are intended to create a broad vision for a community or service. However, “the focus is not so much on ordering priorities, or even about planning how services should be delivered in the future, but more about producing broad statements of community preference in the long-term”⁵⁶.

In London, the community consultation process of business planning, in its entirety, seems to embrace these principles. Questions in the Public Needs Survey are written in a community planning fashion, where responses can directly impact changes in organizational policy. For example, weighting the answers on a likert scale from strongly agree to strongly disagree, question #8 reads:

Please indicate whether the following issues, listed in alphabetical order, should continue to be policing priorities for the London Police Service:

- A) crime prevention**
- B) crimes against property**
- C) crimes of violence**
- D) drug control**
- E) lawless public behaviour**
- F) traffic management**

Eliciting yes or no responses, question #10 reads:

Regarding types of police patrols, would you like to have more of the following?

- A) car patrols**
- B) bicycle patrols**
- C) marine patrols**
- D) motorcycle patrols**
- E) foot patrols**

⁵⁵Ibid. Pratchett. pg :632.

⁵⁶ Ibid. Pratchett. pg: 634

Responses to this type of question provide analysts and senior officials information, for which they can be made accountable for the policy decisions made. The citizenry then become integral actors in the decision making process.

Finally, under the pressures of fiscal restraint, municipal police services are increasingly being forced to make operational decisions with less money while strategically planning for future service delivery. Broaching issues with council at budget time can be challenging at best, when projected operating expenses are greater every year. Through public consultation, the organization can gain legitimacy in council chambers, when armed with public responses directly pertaining to the citizens' wish for their tax allocation toward expenditure on the service. In Question #17, of the Public Needs Survey, the citizenry are requested to indicate the increase they would allow in their property taxes to support police services. As stated on the survey,

Would you be willing to pay more for property taxes per year if the money would be used to hire more police officers, increase police visibility, and preserve the current police program?

- Yes, \$10 per household
- Yes, \$25 per household
- Yes, \$50 per household
- No

It is evident through a review of existing planning documentation that the community planning process is an integral element in current business planning practices. Less evident, is the police service's ability to practice visioning exercises with a realistic, long term agenda. Police services operate on a year to year budget and produce annual and three year strategic plans. Their operations are subject to legislative requirements and fiscal constraint. However, since the move toward community policing, police services increasingly have taken part as members in visioning exercises, within specific communities in partnership with other

community organizations. Police services do not operate in isolation from other community members and organizations and planning necessarily takes place collaboratively.

Summary of Analysis – Model 1

It is evident that the London Police Services currently utilize a number of mechanisms to elicit public opinion, which aids in guiding the decision making and policy process of their business planning process. Police organizations have evidently progressed beyond the days of traditional bureaucratic expertise, or the implicit rule of elected officials. The citizenry is increasingly consulted to verify service needs and set policy directions.

Legislation such as the *Adequacy Standards* has guided the implementation of participatory mechanisms in London, seeming to loosely establish standards and requirements. Wording in the legislation which stipulates that consultation take place, does not indicate how this practice is to occur or establish benchmark indicators for comparative purposes. Upon review of the attendance records of the community consultation meetings held in London, it seems there is much needed attention to the clarity of the findings. The planning department of London Police Services keeps record of participant numbers for their performance indicators, (as per the adequacy standards) though the documentation does not specify the demographics or interests of attendees. Attendance in participation at the community consultation meetings reflects that less than 1% of London's population attends the publicized meetings, with only .5% representing the needs and concerns of citizens.

This documentation methodology defies what the express purpose of implementing the Adequacy Standards set out to accomplish, that being the standardization of practices. Upon examination of existing documentation from other municipal departments, records were not kept (or chosen to be provided for the purpose of this study) detailing the attendance at public meetings and consultation functions. A representative from the planning department stated they were kept for internal performance measurement purposes, used as an indicator in assessing

London's consultation process. Other municipalities drew their own indicators and performance measurement mechanisms to assess their business planning processes.

According to Pratchett's model of participation, the London Police Service seems to have embraced some participatory practices in the business plan development process. Whether this may have occurred to the extent that it now exists, without the pressures of growing fiscal constraint or legislative requirements is unknown. However, in the Business Plan, 2001-2003, the strengthened relationship between the Police Service and the Community was discussed.

In the fall of 1999, the London Police Service began a consultative process with the citizens, community organizations and groups, business leaders, educators and politicians of London. Although now mandated by law through Ontario Regulation 3/99, the Adequacy Standards Regulation, the London Police Service has always worked in a co-operative manner with the community we serve, considering their input and insights. The process will now be emphasized, strengthened and regularized.⁵⁷

This top-down approach to a bottom-up implementation process has been discussed in some detail in the literature. It has been found that it will "yield documents that inform internal management decisions while providing accountability to external stakeholders; thus it imposes procedural controls rather than structural issues".⁵⁸ Therefore, without imposing influence on the structural make up or the organizational behaviour of the organization, citizens still gain a sense of empowerment through an avenue to directly impact the service they receive, paid out of their pockets. Democratic renewal strategies such as the ones previously discussed, contribute to reviving the perception of legitimacy in governance bodies.

⁵⁷London Police Service Business Plan 2001-2003 pg. 16

⁵⁸Long, Edward and Aimee Franklin (May/June 2004) "The Paradox of Implementing the Government Performance and Results Act: Top-Down Direction for Bottom-Up Implementation" Public Administration Review Vol.64, No.3.:pg.309

Applied Theoretical Analysis

The Denhardt's conceptualization of public organizations having entered into a new reform era has created a tool for analysis when observing any public institution. Their theory seems applicable in many ways, to some of the administrative and governance structures and practices of the London Police Service and comparable municipal police departments examined for this study. Previously, this study addressed the level of public participation or citizen engagement practiced by the organization. Alternatively, this section will assess the organizations characteristics and behaviours at a macro-level, and identify where the organization best fits into popular administrative reform theory. As indicated by the highlighted sections on the table above, it is the supposition of this writer that the London Police Service has embraced many principles and practices of the New Public Service, though may still be characterized by elements of past reform. To follow will be an analysis of the indicators identified by the Denhardt's and the applicability of those indicators to practices within municipal policing in Ontario, specifically London Police Services.

Primary Theoretical and Epistemological Foundations:

As the Denhardt's identified, public organizations such as municipal services have moved from delivering services based on political commentary and expertise to a more democratically based policy direction. Though the New Public Management focus on economic theory and interaction still drives the service delivery to some extent, police services have embraced a varied approach to the acquisition of knowledge. In the diverse society in which such services are delivered, it is imperative that decisions stem from an interpretive and critical theoretical analysis to enable responsiveness.

Prevailing Rationality and Associated Models of Human Behaviour

Characterized by strategic or formal rationality, police services are now heavily committed to decision making legitimized by statistical analysis of trends, accumulated data from political, economic and organizational input. Multiple tests of rationality are imposed prior to the commitment of resources. The business planning and decision making process itself is characterized by this type of rational behaviour. Strategic business planning, annual plans, and internal operational program development come to fruition only after all forms of data has been gathered, analyzed, and relevant theory studied.

Conception of Public Interest

The institution of policing still adheres to elements of Old Public Administrative theoretical reform, in that the public interest is politically defined and expressed in law to a great extent. While much effort, evidently, has been given to recognizing both individual needs and needs of the community, the police deliver a standard service as legislated by the Police Services Act. Increasingly, police are seeking to identify the interests of the public they serve by providing mechanisms to increase dialogue in the establishment of shared values. This is imperative to recognizing the needs of the citizens they serve. Latitude to deliver broader services has been observed as police continue to develop programming suited to individual communities. As previously discussed, elected municipal officials have been accorded more participatory power and involvement on police service boards through recent legislative changes. This thereby increases citizen representation in police decision making processes, giving the appointed police service boards an increased sense of legitimacy in the eyes of the citizen. All actions undertaken by the organization necessarily remain within the scope of the Provincial laws which guide and regulate the delivery of service.

To Whom are Public Servants Responsive

Upon review of the content examined for the purpose of this research, the claim can be made that public servants such as police are responsive to each member of the public in a different capacity, depending on the interaction. The school of New Public Management adhered to practices of business management, treating any consumer of public goods as a customer. In many ways, this mentality still thrives in police organizations and service delivery models. As stated in London's Business Plan, by the chair of London's Police Service Board, "The board believes that it is incumbent upon the London Police Service to continue to develop a customer service model in which public consultation provides the groundwork for service delivery."⁵⁹

Alternatively, the New Public Service suggests that the customer orientation approach characteristic of the 1980's has shifted to a more citizen centered focus for service delivery. Though London does not target different, traditionally underrepresented groups of citizenry, many other police departments have. For example, Waterloo and Greater Sudbury have developed surveys which elicit the opinions of victims in surveys designed specifically for this population. Windsor has a document developed in collaboration with other service providers to identify and meet the needs of the community. Many departments also engage front line officers with an internal survey, to further identify means of meeting the needs of citizens. There has been a shift away from celebrating the bottom-line, innovatory mentality to a service orientation which celebrates the dynamics of the citizenry served.

Role of Government

The role of the government in service delivery has undergone a marked shift over the past few decades. Transgressing beyond the traditional bureaucratic method of rowing, and steering as the New Public Management school of public administration suggested, to the more

⁵⁹ Ibid. LPS Business Plan 2001-2003.pg:4.

contemporarily identified role of serving is the direction public administration and management is headed. Police Services such as London illustrate the commitment to this value through their commitment to their role in negotiating interests among varied interests, citizens and community groups. Establishing a sense of shared values, through consensus building in the community consultation process has increasingly transformed the positions of planning officials, managers and officers into that of facilitator, broker and mediator.

Mechanism for Achieving Policy Objectives

The trend toward building coalitions in recent police service delivery models is a characteristic of the New Public Service ideology. An increase in the privatized security and policing industry has been witnessed since the post-war years in Canada. "It is argued that private and security police now outnumber the 'public' police."⁶⁰ Municipal police departments such as London have been increasingly focused on building elaborate partnership arrangements and service agreements with the non-profit and private sectors. Meeting agreed upon needs of the community in collaboration with other service providers assists in diminishing the perception that police work can and should operate in isolation, solely to serve the public in crime prevention and apprehension.

Approach to Accountability

Police services reflect characteristics of all of the administrative ideological schools reviewed in this report. As the old school public administration prescribes, administrators are accountable to democratically elected officials, as it is the municipal council who reviews and approves their budget, making vast decisions on behalf of the electorate. Elected officials often attend meetings, and may take part as members of the Board. Such is the case in London, as Mayor Anne Marie De Cicco is an active member of the London Police Service Board.

⁶⁰Griffiths and Verdun Jones (1994) Canadian Criminal Justice Toronto: Harcourt Brace

The New Public Management approach operates under market-driven assumptions. Under this approach, it is believed that the accumulation of self-interests will result in outcomes desired by broad groups of consumers. It seems this ideology guides London Police Service's consultation approach, as participants are asked to respond to questions based on self-interest and perceived personal gain. The accumulation of these responses, undoubtedly guides the decision making policy process. Consequently, the police service is accountable to the consumer who pays for the good through property taxes and chooses to express themselves in the policy process.

The New Public Service ideology supplements previous mechanisms for accountability in a multifaceted manner. It necessarily recognizes all of the participants to whom public servants such as police are accountable. Understanding the necessity to attend to law, understand and uphold community values, political norms, professional standards and citizen interests depicts only a few of the many pulls and pressures police services face. As Seagrave states, "Police organizations can be called to account and asked to justify their actions with regard to legal and fiscal concerns, in addition to policy goals and policing objectives. This accountability can be either to an element within their own organizational structure, to a government department, or more broadly, to the community they serve."⁶¹

Administrative Discretion

The Denhardt's characterize the level of administrative discretion within the New Public Service as needed but constrained and accountable. This is evident in police services' current development of operational policies. They have a certain amount of latitude to cater to community needs; however they are required to keep within the legislative requirements that guide the delivery of service. Officers have little discretion in setting policy matters, however, great discretion in the manner they wish to resolve conflicts or approach problems, as they are encountered on the street. The organization is very hierarchical and bureaucratic in nature,

⁶¹ Ibid. Seagrave. pg: 39

leaving few within the organization the discretion to make decisions without their superior's permission. The Chief of Police as an administrator holds relative discretionary power, though too must appeal to the Police Service Board. It is proposed that the level of discretion afforded administrators has increased in capacity from the days of the Old Public Administration ideology, though characteristics of this school of thought still remain heavily embedded within the organization.

Assumed Organizational Structure

As previously indicated, the London Police Services organizational structure is characteristic to the bureaucratic organization described in the Old School of Public Administration. Para or Quasi militaristic structures such as these are marked by top-down authority within the agency and perceived control and regulation of the population served. "The rank structure within police organizations illustrates a visible chain of command, with each rank reporting to the one above."⁶² As the organizational chart⁶³ for the London Police Service depicts, the Chief of Police falls beneath the Police Service Board. Under the Chief, two positions of Deputy Chief exist, one in command of administration and the other of operations. Within each of those departments, an array of internal departments and programs exist, to fulfill the necessary functions of the service.

Assumed Motivational Basis of Public Servants and Administrators

There is no doubt that combined motivational factors exist which lead individuals to careers in police services. The old public administration identifies the security of pay and benefits and job security to be the motivating force which has drawn people to the public service. In today's employment market, this likely remains a strong motivational factor as members of the police service are well compensated. "The literature suggests that police work attracts working-class, family-oriented white males interested in the security and salary working in law

⁶²Ibid. Seagrave.pg:106.

⁶³See Appendix 3 for the London Police Service 2004 Staff Development Chart

enforcement can bring".⁶⁴ As indicated on the table⁶⁵ below, new recruits in London receive a modest income during their training and progress rapidly in pay once training is complete with attractive benefits packages:

Personnel Services Branch Recruiting and Training Section

SALARY

- Cadet	\$28,121.00
- Cadet In Training	\$28,121.00
- Constable 4th Class A	\$39,337.00
- Constable 4th Class B	\$43,464.00
- Constable 3rd Class	\$49,184.00
- Constable 2nd Class	\$55,461.00
- Constable 1st Class	\$64,174.00
- Senior Constable	\$65,456.00

BENEFITS

- Health and Dental Benefits, Life Insurance
- Semi-Private Hospital Accommodation
- Pension Plan
- Clothing and Cleaning Allowance
- Sick Benefits
- Maternity and Parental Leave
- Paid Vacation
- Statutory Holidays

Under the New Public Service, the identified motivating factors attracting both public servants and administrators to public organizations, such as policing, are altruistic in nature. The desire to contribute to society may lead some to the profession though upon review of recruitment literature, it is found that "to help society is a philosophical response, whereby the police officer

⁶⁴Ibid. Scagrave. pg 72.

⁶⁵ Table extracted from the London Police Service website, on Personnel Service Branch Recruiting and Training Section:
<http://www.police.london.ca/Organization/Corporate/PSBrecruit.htm>

indicates a desire to fight crime and address societal problems. Police officers in this category are somewhat unrealistic in their opinions about policing and take on the task for idealistic reasons".⁶⁶

Summary of Theoretical Analysis – Model 2

Following the analysis of applying the Denhardt's theoretical reform model, elements of all three schools of public administration theories are present in police service management and operations. The police service structure is still often characterized by a heavily bureaucratic, militaristic structure. This organizational structure heavily influences the behavioral and cultural climate of the organization in regard to accountability mechanisms and discretion permitted in decision and policy making.

Economic theory still drives the customer-oriented approach to service delivery, depicting remnant traits of the New Public Management approach to managing public sector organizations. In many ways, citizens are still perceived as consumers by the corporate officials within the organization, in the business planning process. Decisions for programming and operations are often made on a cost benefit analysis, with the search for efficiency and effectiveness as a high organizational priority. Performance measurement through assessment of performance indicators is utilized in the demonstration of accountability to elected officials, governing bodies and the citizenry served.

Finally, many characteristics of the New Public Service also surface upon examination of police processes. The move toward more democratic mechanisms in police business planning and decision making illustrates this marked shift throughout the public service as a whole. Identifying those served by the organization as citizens, with the rights and democratic responsibilities afforded to membership is paramount in recognizing the paradigm shift in

⁶⁶ Ibid. Seagrave. pg:73.

approach to service delivery. Police are increasingly accountable to a varied number of sources, including the communities which organizations operate within while experiencing greater pressures from both internal and external sources. Balancing and negotiating interests of groups with different interests to build consensus in identifying shared values increasingly has become the role and function of police. The police services of Ontario effectively denote the true meaning of public service in today's diversified environment.

Part V: Transforming Organizations for Deliberative Democracy and Citizen Empowerment

Enabling organizational change, government policies and professional reorientation are necessary preconditions for the adoption and maintenance of practices which engage citizens in participatory decision making processes. A number of key actions are recommended to ensure the fluid transformation toward increased participation, such as the consultative movement examined throughout this research, as witnessed in policing in Ontario. As identified in the work of Michel Pinbert in his examination of necessary conditions of deliberative democracy⁶⁷, such methods an organization can undertake include:

- A) Diversify the governance and the membership of budget allocation committees of public sector planning, services and research institutes to include representatives of diverse citizen groups. Establish procedures to ensure transparency, equity and accountability in the allocation of funds and dissemination of new knowledge.
- B) Encourage shifts from hierarchical and rigidly bureaucratic structures to 'flat', flexible and responsive organizations
- C) Ensure that senior and middle management positions are occupied by competent facilitators of organizational change, with the vision, commitment and ability to reverse gender and other discriminatory biases in the ideologies, disciplines and practices animating an organization.
- D) Promote and reward management that is consultative and participatory rather than verticalist and efficiency led. Establish incentive and accountability systems that are equitable for men and women.

⁶⁷Pinbert, Michel (February 2001) Reclaiming our Right to Power: Some Conditions for Deliberative Democracy PLA Notes 40 London, UK., pg.22.

- E) Provide incentives and high rewards for staff to experiment, take initiatives and acknowledge errors as a way of learning by doing and engaging with the diverse local realities of citizen`s livelihoods in urban and rural contexts.
- F) Redesign practical arrangements, the use of space and time within the workplace to meet the diverse needs of women, men and older staff as well as their new professional obligations to work more closely with citizens and other actors (time tables, career paths, working hours, provision of paternity and maternity leave, childcare provisions, mini sabbaticals, promotion criteria...)
- G) Encourage and reward the use of gender disaggregated and socially differentiated local indicators and criteria in monitoring and evaluating as well as in guiding subsequent technical support, policy changes and allocation of scarce resources.

Additionally, training of agency personnel in participatory principles, concepts and methods must be viewed within the context of a larger process of re-orienting institutional policies, procedures, organizational culture, reporting systems, financial management, supervisory methods, reward systems and norms. The creation of a strong organizational culture to promote and adhere to such practices as citizen participation and consultation is paramount to the success of the initiative.

Part VI: In Summation

Key Learning Points Realized Through this Research Project

- By affecting the decision making process, institutional structures (legislation) can influence how information is accumulated and disseminated by public organizations.
- In situations where there is a lot of ambiguity and uncertainty mounting, cultural norms and values necessarily form an interpretive framework for attaching meaning to issues in the policy process.
- Frameworks imbedded in social & political institutions are perceptive to change and evolve in a manner which builds upon preexisting notions and practices, rather than abandoning them outright.
- Public organizations, such as police services, have embraced participatory mechanisms to engage the citizenry in an effort to renew democratic principles, increase perceptions of accountability and legitimize the decisions made in the policy process
- A shift in theoretical reform is currently underway in public services such as policing. The business principles which previously guided the governance practices of New Public Management have given way to realizing the need for an enhanced emphasis on democratic participation and collaborative service provision, characteristic of the New Public Service.

Furthering the Dialogue

Due to the legislative requirements and tight regulations imposed on police services in Ontario, the practices and approaches to service provision and administration of the London Police Service are generalizable to a great extent to other police services across Ontario and public organizations in general. Many democratic renewal initiatives have been undertaken in many forms, at all levels of government.

Though initiatives are often thought to be most visible at the local level of government, dialogue concerning direct democracy has also taken form in the senior orders of government. During the Conservative Provincial rule, which characterized the past eight years in Ontario's political history, David Turnball brought attention to the need for citizen referenda, claiming voters were increasingly holding the political system and politicians in disrespect due to their lack

of opportunity for input in decision making.⁶⁸ He proposed a bill, entitled, *The Provincial Consultation Act* designed to encourage public participation.

Though this bill did not pass in legislature, the ideological support for such democratic principles did not cease. Following Dalton McGuinty's recent elect of the Liberal government in 2003, an extension to the Ministry of the Attorney general's Office to uphold similar principles was created, entitle the Democratic Renewal Secretariat. Encouraging more transparency and openness in the political process, a number of initiatives have been taken by this government to regenerate democratic principles and revitalize participation of the electorate.⁶⁹ An extensive public consultation process was also undertaken by McGuinty's liberal government in the development of the provincial budget.

As illustrated by the New Public Service ideologies, an adherence to democratic consultation and participatory administration can effectively transform the premise of democratic legitimacy. For this to occur, the realization must be made that the arena of policy formulation within the executive branches of public organizations and government itself be opened to the public. Democracy is about self-rule. "A thoroughly democratic social order is one in which people are free and equally capable of commanding the material and symbolic resources necessary to hold socially consequential power accountable and to determine the conditions of their own existence and self-development".⁷⁰ The legislated initiatives guiding the topic of this study indicate that tools and mechanisms to effectively participate in government decision making have and will continue to be provided. Whether the apathy which characterizes Canadian's current behaviour, and levels of participation in government persists, remains to be seen.

⁶⁸ Coyle, Jim (June 20, 1992) "Move to More Direct Democracy Gets the Runaround at Queen's Park" The Ottawa Citizen: pg B2.

⁶⁹Information taken from the Ontario Provincial Government Website:

⁷⁰ Patten., Steve (Winter 2001) "Democratizing the Institutions of Policy-Making: Democratic Consultation and Participatory Administration" Journal of Canadian Studies Vol.35. Issue 4. pg. 221.

List of Comparative Data Sources Provided By Other Municipal Police Services:

Waterloo

Police

- Business Plan Evaluation 2001-2003
- 2003 Community Survey
- 2003 Victims Survey
- 2003 Business Plan: Review of Goals and Objectives

Statistics Canada

- 2001 Community Profile
- Canadian Community Profiles (Kitchener) – Resource Centre – Refugee Protection

Windsor

Police

- 2003 Community Needs Survey
- Leadership Windsor/Essex - - review of the Windsor Police Service Survey of Community Needs and Concerns
- Business Plan 2003-2005
- Business Plan Annual Report for 2002

Statistics Canada

- 2001-Community Profile - Windsor
- Canadian Community Profiles (Ontario) – Resource Centre – Refugee Protection

Greater Sudbury

Police

- Public Survey – 2004
- Community Survey 2003
- Business Plan 2001-2003
- Victim's Assistance Satisfaction Survey
- Internal Survey

Statistics Canada

- 2001 Community Profile - Greater Sudbury

Appendix – I

Research Report Survey – for M.P.A. research at UWO

Targeted Sample Population - Western Regional Police Departments:

Windsor, Niagara, Middlesex, Guelph, Grey/Owen Sound, Sarnia, Chatham, Bruce, Haldimand-Norfolk, Oxford, Stratford, Huron, Elgin & Kitchener-Waterloo

The purpose of this research is to examine that region's ability to engage it's citizenry in the consultation process as outlined in the Provincial Regulations 3/99 in accordance with the Police Services Act.

With your co-operation, a number of performance indicators will be examined and compared across regions & police services. If you could forward the following information, and any other information you deem relevant for the purpose of this study, it would be greatly appreciated:

- 1) -frequency and total number of public consultation engagements conducted for the accumulation of information to be submitted annually to the Board as per O.Reg.3/99, s.31, and in development of the department's business plan O Reg. 3/99 s.30

Specifically, turnout rates/attendance at town hall meetings, public engagements will be examined

- 2) -quantitative and qualitative performance objectives and indicators relating to business plan (O.Reg.3/99, s.30.b. ii, vii)
 - a. community satisfaction with police services
 - b. police assistance to victims of crime and revictimization rates

I sincerely thank you for your time. If you are interested in the findings, please indicate that in your response. The report could be sent to you by July 30th, 2004 if you should indicate interest.

12. What do you think is the most important crime-related or policing problem facing the community and the London Police Service?

- Lack of police response in the past
- Assumed police wouldn't take any action
- It was a personal problem and I wanted to solve it myself
- I was afraid of the reaction of the people involved
- I was afraid of getting involved with the police
- I didn't know how to contact the police
- It would have been too time-consuming
- Other (specify)

b) Why did you decide not to report the incident to the police?

Yes No (if no, skip to question # 12)

11. a) Has anything happened to you or a member of your household within the past year that you thought was a crime, however, you decided not to report it to the police?

- Yes No
- a) Car patrols
- b) Bicycle patrols
- c) Marine patrols
- d) Motorcycle patrols
- e) Foot patrols

10. Regarding types of police patrols, would you like to have more of the following?

Very Frequently Often Rarely Never

9. How often do you see police patrols in your neighbourhood?

	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
a) Crime Prevention (includes crime prevention programs, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Crimes Against Property (includes break & enters, theft, frauds, and vandalism)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Crimes of Violence (includes homicides and attempts, robberies, domestic violence, assaults, child abuse, and threatening incidents)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Drug Control (includes drug enforcement and drug education)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Laissez Public Behaviour (includes quality of the issues such as noise complaints, disturbances, neighbour disputes, and liquor violations)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) Traffic Management (includes impaired driving, motor vehicle collisions, traffic enforcement, and public education)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. Please indicate whether the following issues, listed in alphabetical order, should continue to be policing priorities for the London Police Service.

Very Satisfied Satisfied Dissatisfied Very Dissatisfied Don't Know

b) How satisfied were you with the Crime Prevention Program(s) that you were involved in?

Yes No (if no, skip to question # 8)

7. a) In the past 2 years, have you been involved in one of our Crime Prevention Programs? For example, Project Safeguard (a residential Break & Enter Program) or Operation Identification (a program that provides engraving of personal property).

13. In your opinion, how could the London Police Service most improve the way it deals with the problems in our community and with those who break the law?

- | | Yes | No | Don't Know |
|--|--------------------------|--------------------------|--------------------------|
| a) Crack down harder on criminals | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Do more crime prevention work | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) Do more patrolling / be more visible in the community | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) Enforce laws more strictly | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| e) Hire more officers | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| f) Provide more information and advice | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| g) Spend more time talking to people | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

14. If you have phoned or attended the London Police Service Headquarters within the past 2 years, please answer yes or no to describe your experience.

- | | Yes | No |
|---|--------------------------|--------------------------|
| a) My phone call or enquiry was answered promptly. | <input type="checkbox"/> | <input type="checkbox"/> |
| b) The switchboard operator/officer was helpful and efficient. | <input type="checkbox"/> | <input type="checkbox"/> |
| c) The person I spoke to after my initial contact was helpful and efficient. | <input type="checkbox"/> | <input type="checkbox"/> |
| d) I was told how long it would take for the police to respond to my problem. | <input type="checkbox"/> | <input type="checkbox"/> |

15. How well do the London police exhibit the following qualities?

- | | Very Much | Somewhat | Not at all | Don't Know |
|----------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) Approachable | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Fairness | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) Courtesy | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) Honesty | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| e) Knowledgeable | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| f) Concern for the public | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| g) Professional Appearance | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

16. Tell us how much you agree or disagree with each of the following statements.

- | The London Police Service ... | Strongly Agree | Agree | Disagree | Strongly Disagree | Don't Know |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) has a good working relationship with the community. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) is making an effort to become more involved with the community in a positive way. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| c) responds in a fair way when dealing with the various racial, religious, and ethnic communities. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| d) uses authority and force appropriately. | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

17. Would you be willing to pay more property taxes per year if the money would be used to hire more police officers, increase police visibility, and preserve the current police programs?

- Yes, \$10 per household
 Yes, \$25 per household
 Yes, \$50 per household
 No

18. What are the first three digits of your postal code? ___ ___ ___

19. What is your age group?

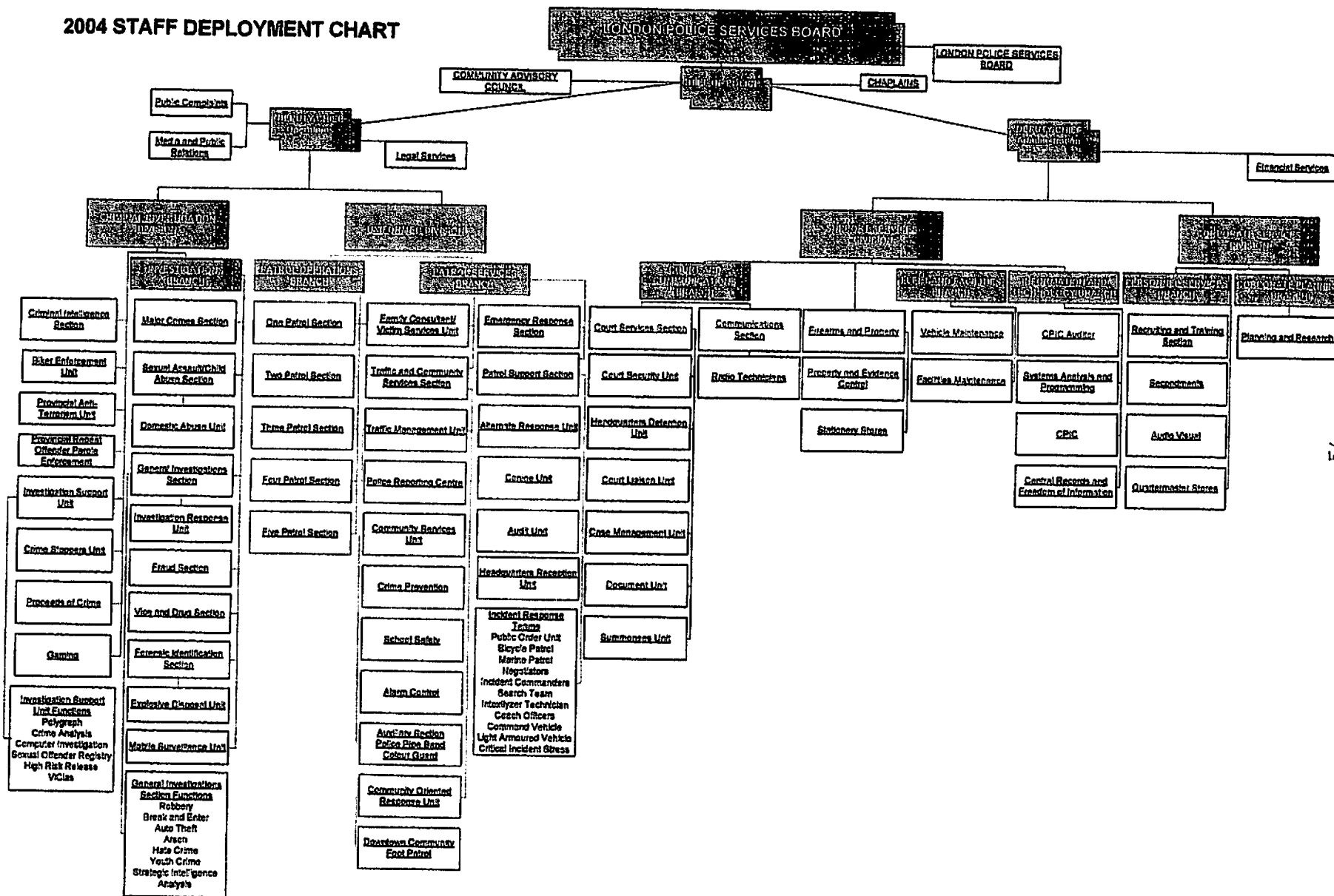
- Less than 25 years
 25-34 years
 35-44 years
 45-54 years
 55 years and over

20. Gender

- Male
 Female

**Thank you for sharing your thoughts with us.
The results will be combined to ensure that individual responses remain anonymous.**

2004 STAFF DEPLOYMENT CHART



Appendix - III

Part VIII - Bibliography

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<http://police.london.ca/Organization/orgchart.htm>

Windsor Police:

<http://www.police.windsor.on.ca/>

Waterloo Regional Police:

<http://www.wrps.on.ca/>

Greater Sudbury Police:

www.police.sudbury.on.ca/

Police issues:

<http://arcpr.icaap.org/issues/issue1/sblandford.html>

Democratic Renewal Secretariat:

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