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# The Evolution of Community Policing in Chatham-Kent: Citizen Engagement, Organizational Change, and the Neighbourhood Policing Project

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# Western

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**PA924 – Research Report**

***“The Evolution of Community Policing in Chatham-Kent:  
Citizen Engagement, Organizational Change and  
The Neighbourhood Policing Project”***

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July 28, 2006

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## EXECUTIVE SUMMARY

***"Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police... the test of police efficiency is the absence of crime and disorder – not the visible evidence of police actions in dealing with it."***

***- Sir Robert Peel 1847***

Since the creation of modern policing concepts and philosophy in the mid 1800's, as delineated by Sir Robert Peel, policing has continuously evolved, becoming a key component of the civic structure and social construct of our communities, with a broadening influence on the so-called quality of life experienced by citizens and communities. The police have emerged from an era of militaristic law enforcement principles to employing community partnerships to solve problems and deal with issues of public disorder. There are countless and varying examples of "community policing" employed across Canada, and indeed across the world; the concept of "community policing" has as many variations in its application as it does in its practitioners. It has been extensively researched throughout Great Britain, the United States and Canada, in an effort to define what it is, and more importantly, what it does. This has resulted in a collection of literature and publications, attempting to describe the policies and practices of what "community policing" looks like. In general terms, "community policing"

acknowledges the importance of “proactive” measures over “reactive responses”, community engagement and partnerships versus “professional policing”, and a philosophical shift of autonomous police power to community involvement in the operations of their Police Services.

This evolution has required two main thrusts in current police practices: 1) a move to a proactive, preventative mindset on the part of the police, and 2) a system of engaging the community to interact and involve themselves with the police and issues of community safety and security. The third dimension that relates to both of these issues is the management of change within the policing culture itself, to recognize, develop and embrace more effective practices in providing policing service to the community. The recently amalgamated community of Chatham-Kent, and its “relatively new” Police Service, is being presented an opportunity to enhance public safety through an invigorated effort of engaging the community through a new pilot program called “Neighbourhood Policing”. The concurrent challenge for the “public administrators” in the Police Service will be to lead this organizational change in policing philosophy, with a view to engaging the citizens in partnering with their Police Service to enhance community safety and security.

## **COMMUNITY-BASED POLICING – A THEORETICAL REVIEW**

“Community-based Policing” and crime prevention are rooted in the theories of Social Control – “Containment” Theory, “Social Bond” Theory, and “Deterrence” Theory<sup>1</sup>. Social Control Theories assume that all people are capable of committing a crime, and would do so if left to their own devices. In the “Containment Theory” of Walter Reckless people are contained from committing crimes through two sources: “internal” means and “external” means. “Internally”, people see themselves as accountable and responsible for their actions, through their own feelings of self-worth, morals and ethics, well developed “ego and super-ego”, and by being “inner-directed.” External factors include institutional influences, positive role models, reasonable limits and responsibilities and a sense of belonging (community). As these internal and external constraints weaken, the probability of deviance increases. Social Bond Theory (Hirschi) refers to the socialization process that ties people to each other through sensitivities and involvement. Parents, Schools, and Peers are the three main characters. Attachment, commitment, involvement and beliefs “bond” individuals to each other in varying relationships, thereby reducing the desire to “offend against another.” Deterrence Theory in its simplest form means that individuals will be dissuaded from committing crime if the likelihood of being apprehended and then punished for it is high, or the penalty for committing the offence

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<sup>1</sup> John A. Winterdyk. *Canadian Criminology*. (Scarborough, ON: Prentice-Hall Canada), 2000.

outweighs the potential gain to the individual. Our judicial system uses “specific deterrence” and “general deterrence” in consideration of sentencing; one for the individual to punish and deter him/her from committing the crime again; and the other to hold out as an “example to society” the penalty which will hopefully dissuade others from committing the same crime. Moore (1997) states in a National Institute of Justice Commission report “according to prevention theory associated with criminal justice operations, we can prevent crime through deterrence, incapacitation and rehabilitation...At the other extreme is the social justice theory of prevention...if we extended opportunities to children and adults to live profitably and well with equality of opportunity fewer people would wish to become offenders...”<sup>2</sup> Merton (1938) argued that crime occurs when individuals are unable to achieve their goals through legitimate means, and resolve this frustration through illegitimate or unconventional means.<sup>3</sup> Race, socio-economic status and education were also considered in later development of this “anomie” theory, and further studied in the related “labelling theory” by Becker.<sup>4</sup> Differential Association (Sutherland) links criminal behaviour to the relationships with the individual and society, and how criminal behaviour is “learned.”<sup>5</sup> There are literally thousands of publications and books on criminology theory, that attempt to link to and define the concept of “community policing” and describe the various means

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<sup>2</sup> Mark Moore, “*Looking Backward To Look Forward: The 1967 Crime Commission Report in Retrospect*”, NIJ Journal, Issue No. 234 (December), pp. 24-30.

<sup>3</sup> John A. Winterdyk, *op cit.*.

<sup>4</sup> *Ibid*

<sup>5</sup> *Ibid*

that police organizations can use to implement “community policing”. The one consistent factor in all of these new theories, directions and visionary responses can be summed up as follows:

*The frustrating lack of success of the reactive, crime control model of policing was sufficient to drive police leaders to seek out approaches that would allow their organizations to share the burden of responsibility with the communities that hold them accountable...community policing is the umbrella term for the approaches that have resulted....combining problem-solving, partnerships, organizational redesign and crime prevention has taken many police departments to a point where they are beginning to see some positive impacts on crime and disorder...”<sup>6</sup>*

Criminological theory is consistent in establishing that three elements are necessary for a crime to occur: a victim, an offender, and an “opportunity.”<sup>7</sup>

Crime prevention focuses on eliminating the “opportunity” through vigilance, police presence, and environmental factors, and reducing the potential of being a “victim” through education and training. Increasing “community surveillance” by better engaging citizens and neighbours to “look out for each other”, (Social Bond Theory) and providing crime prevention tips to them to potentially deter an offender from a personal crime of violence, (eliminating opportunity as in containment theory) will hopefully result in a lower crime rate and less victimization in our community. When crimes are committed this increased vigilance should result in an increase in the apprehension and interdiction of offenders (deterrence theory).

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<sup>6</sup> Paul F. McKenna, *Foundations of Community Policing in Canada*, (Scarborough: Prentice-Hall-Allyn-Bacon Canada), 2000, p 353.

<sup>7</sup> Vincent Sacco & Les Kennedy, *The Criminal Event*, (Toronto, ON: Thomson-Nelson Canada Ltd.), 1998.



In "Contemporary Issues in Canadian Policing,"<sup>8</sup> Stephen Nancoo asserts that over the past 30 years, several continuities and changes appear in the two concepts of public policing:

1. *Police-citizen encounters remain the application of non-negotiable force;*
2. *Police focus remains crime and emergency order repair;*
3. *Policing is less police-centric; coordinating responses to situations with other institutions;*
4. *Neo-liberal community policing is less police-centric than neo-conservative.*

Neo-liberal community policing adopts a holistic approach to community problems, wherein police "routinely engage in problem solving activities and work closely with other agencies to address the root causes of crime."<sup>9</sup> The neo-conservative approach espouses that while police do provide input into how society tackles these problems, problem solving and working closely with other agencies to address the root causes of crime is peripheral to the concerns for responding to crime and disorder and conditions linked to community social order repair. Community groups are seen as information sources and support groups, resources which help the police accomplish their security goals – not partners in changing the root causes of crime. Neo-conservative Canadian police have a strong tradition of separation from political matters, and do not view their role as having any responsibility

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<sup>8</sup> Stephen E. Nancoo, *Contemporary Issues in Canadian Policing*; (Mississauga: Canadian Educator's Press), 2004.

<sup>9</sup> *Ibid.*, p. 23

or accountability for urban renewal and social reform<sup>10</sup>. The neo-conservatives have less developed relationships or arrangements with other organizations. Neo-liberals, on the other hand, do not view themselves as the “thin blue line” – standing alone to defend society – rather they see themselves as part of a society-wide approach to security concerns. They are embedded strongly in local institutions, such as sexual assault crisis centres, mental health organizations, and youth groups, and form links with citizens and neighbourhoods, getting to know their community. They embrace issues of diversity that now outline the new face of Canada and Canadians. These two divergent yet applicable views of what constitutes “public policing” present a challenge to police leaders and police officers attempting to find the “best way” to serve and protect their communities. But it has been recognized that the police cannot do their job in isolation, and cannot be made responsible for “holding the thin line” between all that is good and evil in our society. Those who are most successful at protecting their communities embrace the citizenry as partners in this ongoing struggle of co-existence in our free and democratic society.

In the Ontario Community Policing Model, community policing can be defined as a means of police service delivery which recognizes that the maintenance of order, the prevention of crime, and the resolution of crime and order problems are the shared concerns and responsibilities of the

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<sup>10</sup> Chief Julian Fantino (Griffiths, Whilelaw and Parent 2001), in *Contemporary Issues in Canadian Policing, op cit.*, p. 23.

community and the police; working in partnership the community and the police participate jointly in decision-making and problem solving, including the identification and analysis of crime and order problems, the determination of policing priorities and needs, and the development and implementation of strategies to deal with the problems identified.<sup>11</sup> The Model provides for Police Service Re-engineering, Enforcement, Community Development, Police Learning, and Community/Police Partnerships. (See Appendix 'A')

The Ontario Community Policing Model calls for an explicit Vision and a clearly defined Mission for the police organization to make "community policing" happen, to change the organization from a culture of policy-driven command and control to one that is values-based and community driven. This takes strong and committed leadership to accomplish. Culture is a major issue in organizational change; in fact it is usually the largest barrier to change. Despite the fact that many police services indicate they are "community policing organizations", it can be argued that they are so in theory only, and not in practice.

Enforcement relates to the application of traditional law to the apprehension and prosecution of offenders. In the Ontario community policing model, however, it includes partnerships with the residential and business community, social and governmental agencies, politicians (on all three

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<sup>11</sup> Nancoo, *op cit.*, p. 31

levels of government), the media, and internal police operations. The quality of life in a community is linked to a feeling of "safety" therein; the purpose of the police is to reduce fear. Unfortunately the neo-conservative (and dominant) model of policing appears to embrace the political rhetoric of "right wing" politicians, for whom the presence of fear of crime among citizens is an asset at election time. Although "enforcement" implies reactive response, the focus must remain on reducing and preventing crime rather than reacting to it. Enforcement activities must be "intelligence-led", i.e. analysis is conducted to determine where and when crimes are occurring, and a definitive response is planned for it. Repeat offenders and areas of concern are "targeted" for select enforcement or directed patrol activities. This "strategically directed police effort" will maximize the use of limited resources, and will produce more effective results.

The concept of "community development" sees police as "facilitators", to provide leadership in starting up and supporting community-led mobilizations of citizens, or "citizens on patrol", Neighbourhood Watch groups, and the like. Links to other community partners who can assist in this process and in dealing with neighbourhood or community issues can be established by police to assist the community in resolving many of its issues.

Police Learning includes the concepts of strategic planning, change management, and community-oriented prevention, over and above operational police skills training. Crime Prevention Through Environmental Design (CPTED), problem solving skills and community awareness are some examples. Problem solving abilities, negotiation skills and community engagement activities need to be assessed in performance evaluations, in addition to the traditional measurements of operational police productivity. Police services must embrace the concept of becoming “learning organizations” in order to continue to develop a practice of “systems thinking” and personnel development to meet the challenges presented and the changes required in modern policing practices.

Community and Police Partnerships can be developed to provide the community the opportunity to have meaningful input into its Police Service and new knowledge of how it functions, and the challenges faced. Advisory Committees, Auxiliary Police, Citizen Police Academies and other police liaison groups (for youth and seniors, for example) can be created and nurtured. This will also provide access to skills, abilities, and the hard work of many people (including experts) who can be leveraged to help. “Engaging the community and benefiting from their ideas and practices helps the organization to make better decisions, which leads to greater community satisfaction”.<sup>12</sup>

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<sup>12</sup> D/Chief Steve Reesor (Toronto Police) in *Contemporary Issues in Canadian Policing*, p. 54

Police leaders need to develop these community policing concepts into strategic and business plans, using them as levers for organizational change. There is an obvious need to incorporate these concepts into training – from competent and qualified instructors – to teach and socialize the group.

### **ORGANIZATIONAL ISSUES – REACTION vs. PROACTION**

*Effective organizations are those most consistent with their environments...organizational structure is little more than the concretization of myths defining organizations – their weakness is in the failure to differentiate the various external elements to which organizations might respond...<sup>13</sup> (Marshal Meyer)*

In the everyday police organization, there is a continuing preoccupation with means over ends – operating methods, process and efficiency, over effectiveness in dealing with substantive problems – the “running of the organization” seems to have more importance than the impact of the organization on the community and its problems. The priority placed on organizational matters gets in the way of delivering police services. For police to develop beyond their present state they must devote more effort to understanding the conditions and behaviours they are expected to prevent and treat, and using this knowledge, develop and improve methods for dealing effectively with them. There has been progress made in this regard in recent years as the police have recognized issues that have a deeper core than “respond and investigate”; for instance the specialization of

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<sup>13</sup> Marshall W. Meyer. *Change in Public Bureaucracies*, (New York: Cambridge University Press), 1979, p. 32.

sexual assault investigators, the investigation and support/protection processes associated to domestic violence, and the development of highly specialized child exploitation experts and youth crime specialists. In each of these categories, highly trained officers, most with university education in a related field, work in integrated units with social workers, and are empowered to work in independent teams to accomplish their mission and goals. They are often on the Boards of various Committees and agencies in which they can contribute directly to the development of policy, procedure and practices in the cross-disciplinary approach that is now recognized and employed in most social service fields. Officers are engaged with numerous concurrent community partners and stakeholders who also share a vested interest in the outcome of their work efforts. Significant and very real progress has been made in issues of child abuse, domestic violence, and youth crime, where partnerships, integrated teams and joint operations has resulted in a more seamless delivery of services, especially to victims and witnesses who become involved in the justice system.

One of the primary studies on Community Policing is based on the Kansas City Preventive Patrol Experiment (1974), which was followed up by a series of additional experiments and research projects over the following ten years (in the United States) on the police and the "professional model" of policing.<sup>14</sup> The research can be summarized as follows:

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<sup>14</sup> Herman Goldstein, **Problem-Oriented Policing**, Philadelphia: Temple University Press, 1990, p. 12

- the usefulness of random patrol in cars is questionable;
- studies of response times determined the premise that police believed that they must rapidly send officers to all calls;
- the public does not always expect a fast response to non-emergencies;
- detectives need not follow up every reported unsolved crime;
- most serious crimes were unaffected by standard police actions designed to control them (enforcement);
- the police field is preoccupied with management, procedures and efficiency to the exclusion of appropriate concerns for effectiveness in dealing with substantive problems;
- police devote most of their resources to responding to calls from citizens, reserving too small a percentage of their time and energy for acting on their own initiative to prevent or reduce community problems;
- the community is a major resource with enormous potential, largely untapped, for reducing the number and magnitude of problems that otherwise become the business of the police, which is becoming an increasingly important component as the population becomes more diverse;
- within their agencies police have a huge resource – their rank and file officers – whose time and talents are not used effectively;
- efforts to improve policing have often failed because they have not been adequately related to the overall dynamics and complexity of the police organization – adjustments in policy and organizational structure are required to accommodate and support change.



There is little doubt that as technology has evolved, it has shifted the police mindset to reactive investigative-centred policing. Incident-driven policing and its related statistics, for example the speed of handling calls being used as a measurement of efficiency, was/is a routine management tool and an integral part of the performance management system; “9-1-1 has become a tyrannical force that places an increased pre-emptive demand on police resources, and fosters the notion that policing consists simply of responding to incidents.”<sup>15</sup> It is ironic that the posture of routine in policing is being “out of service” when actually at a call providing service, and back “in service” when clear from a call and on random patrol, in a “standby” mode!

Repeated analysis has consistently failed to find any connection between the number of police officers and crime rates. The primary strategies adopted by modern police have been shown to have little or no effect on crime, and changes in the number of police within any practicable range will have no effect on crime.<sup>16</sup> The Audit Commission (Great Britain 1991) wrote “the terms of public debate need to move off the assumption that more police officers and more police expenditures lead to a commensurate increase in the quality and quantity of police outputs.”<sup>17</sup> However this argument is often used by police administrators at budget time, in an effort to bolster resources to deal with crime and/or burgeoning calls for service.

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<sup>15</sup> Goldstein, *op cit*, p. 17

<sup>16</sup> David H. Bayley, **Police for the Future**, (New York: Oxford University Press), 1994, pp. 3-5

<sup>17</sup> Ibid

Further research has consistently failed to show that the intensity of random motorized patrolling by uniformed officers has any effect on crime rates, victimization or even public satisfaction. Police initiatives to reduce the time of response to crime calls are undermined by a factor outside of police control – the time taken by the victim or witness to notify the police.<sup>18</sup> Studies have found that the critical ingredient in solving crimes is whether the public – victims and witnesses – provide information to the police that helps identify the suspect (Greenwood, Petersilia & Chaiken 1977, Eck 1982).<sup>19</sup> It has also been found that genuine emergency calls to the police are comparatively rare, in the range of 5-7% of all calls made to police emergency numbers (Reiss 1992).<sup>20</sup> Rapid response is not even a key element in satisfying the public – a predictable response is more important than a speedy one.<sup>21</sup>

Despite the fact that the United States has the toughest criminal sanctions in comparison to Canada, The Netherlands, Great Britain and Australia, and the highest rate of incarceration (426/100,000; vs. 112.7/100,000 in Canada, 97.4/100,000 in Britain, 78.8/100,000 in Australia, and 42/100,000 in Japan), arrest and clearance rates do not appear to be related to crime rates. Although the percentage of violent crime cleared in the U.S. between

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<sup>18</sup> Ibid, pp. 5-7

<sup>19</sup> Bayley, *op cit.*, pp. 5-9

<sup>20</sup> Ibid

<sup>21</sup> Ibid

1980 – 1990 rose from 43.6% to 45.6%, the rate for violent crimes increased 22.7% during the same time period (Sourcebook 1991).<sup>22</sup>

“Another reason the police are not effective in preventing crime is that their organizational culture does not value and reward initiative, responsibility, problem solving and hands-on serving of the public.”<sup>23</sup> There is an apparent lack of concern with effectiveness; the focus is on efficiency, which is much more easily defined, and statistically manufactured. Less than 0.5% of a police service budget is expended on planning and actual research of what police actually do, or how they should do it in the future. In the typical police organization, approximately 64% of officers are classified as “patrol officers”; criminal investigators comprise about 14%, Traffic 6%, Administration 9% and Crime Prevention 1%. For patrol officers, 90% of their work is generated by dispatch, overall about 15-20% of police incidents are actually “crimes”, and of that amount 85% are property-related. Only about 8.5% of reported crime in Canada is of the violent category. Patrol officers spend about 60% of their observed time in “uncommitted” ways.<sup>24</sup>

The drawbacks then of the Traditional System are that it is “reactive” (the crime has already been committed); it is “incident driven” (limited information is provided, the objective is to resolve the issue at hand and

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<sup>22</sup> Ibid

<sup>23</sup> Ibid, p. 73

<sup>24</sup> Ibid

move on); the primary resolution to issues is to invoke the criminal justice process (arrest); and “statistics” are used to measure performance (i.e. response times, clearance rates, reported crimes, calls for service). The traditional “professional” policing model has been criticized for being “hierarchical, militaristic, impersonal, and rule-based”, focussed on individual incidents rather than community trends, reaction rather than pro-action, and organizational efficiency rather than on broader community effectiveness.<sup>25</sup> Put in other terms: *it is impossible for bus drivers to keep to their timetables if they have to stop for passengers!*

J.E. McElroy (1995) in “Evaluating Service Delivery of Police Agencies” indicates that across North America a shift away from the paramilitary police role is occurring as police and governing authorities come to realize several consistencies:

1. a recognition that reliance on traditional tactics of preventive patrol, rapid response to calls and increasingly sophisticated investigative techniques offers little hope of improving crime-control performance;
2. a recognition that fear of crime is a serious matter in its own right and that it is largely a product of perceived incivilities and signs of disorder on the neighbourhood level, spurred on by significant media sensationalism, including the motion picture industry;
3. a recognition that police have not focussed attention on “quality of life” or “order maintenance problems” because of their preoccupation with serious

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<sup>25</sup> Nancoo, *op cit*, p. 65

crime and mobile response to apparently disparate incidents... leaving patrol officers relatively ignorant of the community's quality of life and order maintenance concerns and largely anonymous to community residents."<sup>26</sup>

Darrell Stephens in the American Journal of Police Sciences (1990) found the following:

- that 60% of crime calls originate from about 10% of addresses;
- that 10% of victims account for 40% of reported crimes;
- that 10% of criminals were responsible for 55% of offences.

The Audit Commission Study in Britain (1990) estimated that about 5% of all police officers actually do uniformed work on the street every day; 10:1 is the basic rule of thumb in North America.<sup>27</sup> Although the generally accepted ratio of putting one more officer on the street 24 hours a day, 7 days a week is "five", it is generally "ten", taking into account time off, vacation, shift schedules, Court, reassignment etc., where the officer is not actually visible on the street. The implication of 10/1 Rule then is this: it is unrealistic to expect that public safety is going to improve or crime is going to fall if uniform presence on the street is increased – it will in effect take the hiring of 10 officers to have 1 additional officer on the street visible on a "full time" 24/7 basis. Therefore doubling the number of officers or vehicles on the streets would apparently have no real effect on the level of serious crime or the public fear of crime in the community. Conversely, one could argue that any form of additional police presence is beneficial, the cost-

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<sup>26</sup> Ibid, p. 66-67

<sup>27</sup> Bayley, *op cit*, p. 54.

benefit return on this significant investment in large numbers of officers is minimal.

One other issue in public sector finance also plays a role in the long term planning, technological advance and effectiveness/efficiency of policing services - budgeted funds not spent are reverted back to the Municipality or Province, therefore there is little or no incentive to invest in the future or save funds (fiscal responsibility) for potential re-investment in the future. "Lifecycle Budgeting"<sup>28</sup> must be considered that will allow Police Boards to budget and plan appropriately for ongoing capital expenses, and potential capital needs and projects in the future that are recognized in the present timeframe.

## **TOWARDS PROBLEM-SOLVING and COMMUNITY ENGAGEMENT**

It is generally understood that social conditions outside the control of the police, as well as outside of the criminal justice system as a whole, determine crime levels in communities. Employment status, income, education level, gender, age, ethnic mix and family composition (Sampson 1987, Avison & Loring 1986, Williams 1984, Skogan 1990, McGahey 1986, Wilks 1967, Braithwaite 1989, Walker 1989 et al) indicate that these sociological factors may determine up to 90% of the predictability of crime in

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<sup>28</sup> Lifecycle Budgeting is a program currently utilized by the Municipality of Chatham-Kent under Finance Director (Acting CAO) Gerry Wolting... [www.chatham-kent.ca](http://www.chatham-kent.ca)

certain areas, certain cities, and certain communities.<sup>29</sup> In order for community policing to work, the police must extend themselves into the community in order to get to know the community and learn about their concerns. As many crimes occur in isolation far from the view of patrolling police officers, without the eyes and ears of private citizens to extend the scope of police surveillance, the reach of the police patrol is pathetically limited and superficial. Similarly unless citizens are willing to call the police, rapid response capability is essentially useless. The vigilance and motivation of citizens therefore are integral parts of police operations.<sup>30</sup>

So what is “Community Policing” and how does it engage the community? Community Policing in Houston is defined as “an interactive process in which the police and community jointly define problems, determine the best ways of addressing them, and combine their resources for solving them.”<sup>31</sup> It employs, in one form or another, a systematic analysis of issues and pressure to use non-traditional methods of inquiry and resolution to resolve them. Community policing represents a regeneration of the social contract between the police and society.<sup>32</sup>

Community Oriented Policing is also described as a proactive philosophy that promotes solving problems that are criminal, affect our quality of life, or increase our fear of crime; it encourages various resources and police-

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<sup>29</sup> Bayley, *op cit*, Ch. 3

<sup>30</sup> Ibid

<sup>31</sup> Goldstein, *op cit.*, p. 59

<sup>32</sup> Bayley, *op cit*, p. 120

community partnerships for developing strategies to identify, analyze and address community problems at their source.<sup>33</sup> As previously mentioned, the vast majority of police work is dealing with “public order” issues, not crimes *per se*. So getting the police job done requires the greater involvement of all citizens. In addition, responding repeatedly and inadequately to the same calls causes frustration and cynicism among patrol officers. *Crime prevention is not a service people are given, it is an activity people must engage in.* The public must become co-producers of public safety (Ostrom et al 1998).<sup>34</sup>

In this regard, it has been recognized that “getting to the root of the problem” will prevent recurring calls for service and more adequately address issues both from the perspective of the complainant and the accused parties to an incident, not to mention the police. Problem-Solving Policing, then, espouses the following:

1. the number of calls received by police is reduced significantly, therefore making more time available for proactive work;
2. effectiveness of police/citizen response/encounter is improved greatly by addressing the underlying problem;
3. negative consequences for both the police organization and officers of being “incident driven” could be greatly reduced.<sup>35</sup>

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<sup>33</sup> Nancoo, *op cit.* p. 95

<sup>34</sup> Bayley, *op cit.* p. 103

<sup>35</sup> Goldstein, *op cit.*, p. 22



Moore and Trajonowicz, two leading writers on Community Policing, indicate that "what the police can do in dealing with crime, public disorder and fear is heavily dependent on the kind of partnership they develop with the community. Areas of cities requiring the greatest amount of police attention are usually those in which there are no shared norms and little sense of community."<sup>36</sup> In order to engage productively with community, Police Services must adapt organizational procedures that will allow for:

- the assignment of officers to areas long enough to enable them to identify the problems and concerns of that community;
- the development of the capacity of both officers and the Service to analyze community problems;
- learn when greater community involvement has potential for significantly reducing a problem;
- turning to the political process and involve elected officials in dealing with problems;
- engaging in active community development work, in partnership with social agencies, ethnic and community organizations to enhance community life and the quality of life in neighbourhoods.

Community Policing makes it legitimate for patrol officers to think and be creative in their daily work, to come up with better ways to deal with problems. If they are given more responsibility and stake in the outcome of their efforts, the greater the fulfillment they will have in their work, increasing

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<sup>36</sup> Goldstein, *op cit.*, p. 23

their job satisfaction. Empowerment, described by Rosabeth Moss Kanter includes:

- giving people important work to do on critical issues;
- giving people direction and autonomy over their tasks and resources;
- giving visibility to others and provide recognition for their efforts;
- building relationships for others, connecting them with powerful people and finding them mentors and sponsors.<sup>37</sup>

Better educated and relatively older police recruits (who come to the job with a plethora of life experience) are looking for the challenge community policing offers, in comparison to their predecessors. More educated and informed workers demand the right to be informed, consulted and heard...new forms of direct participation are being demanded and expected.<sup>38</sup> Community Policing challenges the police – both front-line and management - to “step out of their box” and utilize greater initiative in dealing with community problems – requiring them to be more outspoken, taking on an advocacy role for the community, and becoming more aggressive partners with other public agencies. This more involved interaction will also provide an educational value for the community, enhancing communication between citizens and their police officers, and help in explaining what in fact the police can and cannot actually do. It involves the police as an organization – and as individuals - to take risks.

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<sup>37</sup> Rosabeth Moss Kanter, cited in Elspeth J. Murray and Peter R. Richardson, **Fast Forward: Organizational Change in 100 Days**, New York: Oxford University Press, 2002.

<sup>38</sup> David Farnham, Annie Hondeghem and Sylvia Horton, **Staff Participation in Public Sector Reform**, New York: Palgrave MacMillan, 2005, p. 13.

But the management of this risk should be captured in the systematic inquiry that will provide many facts on which to base actions – actions that are actually contemplated and discussed more between people, including officers themselves, their supervisors, community partners and citizens.

At the operating level (versus management level) the time between analysis of a problem and acting upon that analysis is much shorter and impediments fewer if community policing philosophies can be employed. In other words, officers and front-line supervisors should be empowered to act to resolve issues as they are identified, eliminating levels of approval and authorization for minor “nuisance” and public order issues. Officers would submit SARA (Scan-Analyze-Respond-Assess) reports summarizing analysis and plans for action, which are reviewed by supervisors.<sup>39</sup> These reports will be of higher quality, knowing they will be reviewed and form part of an evaluation process, and at the same time will solicit further ideas from another perspective, that of the more experienced supervisor. This is “systems thinking”, and must be reflected in actual practice and evaluation processes.

Problems themselves are defined in four categories: behaviours, territories, persons and times. So whether a problem involves certain individuals, times of day or certain areas of a community, the process used is universal; the

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<sup>39</sup> SARA Model Scanning – Problem Identification  
Analysis – Determine extent of problem  
Response – Strategies / action plans  
Assessment – evaluating effectiveness

methodology for resolving the issue is as open as the imaginations of all of the players involved, including citizens and the police. Coupled in with problem-oriented policing are the concepts of call diversion and differential response. Minor calls that can be dealt with over the phone can be diverted from officers on the street, and response levels can be determined on a prioritized basis to allow for delayed response when appropriate.

Concentrated efforts on "intelligence-led policing" against known and repeat offenders, especially those of high-risk, (parolees, probationers, sex criminals) is an example of "persons" who could be identified as "problems" where police efforts – including at the "neighbourhood level" - could be and would be concentrated.

An integral part of community policing is the search for alternatives. Invoking the criminal justice system, the traditional means of resolution to many matters, has limited effectiveness on many problems. However, using the law, regulations and civil or by-law processes may also be part of the solution. Referrals to other individuals or agencies – where relationships, personnel, and leadership may play as factors, as well as coordinating responses with other agencies will resolve many problem issues.

Problem Solving policing activity involves the recognition that:

- one is dealing with problem issues versus isolated events;
- these activities have an impact on conditions that generate crime and insecurity;

- it allows the broadening of the range of possible police responses; and
- stresses the need to analyze and assess the full range of activities that the police and the community might undertake to prevent crime.

Determined Crime Prevention involves:

- assessing needs;
- diagnosing causes;
- developing strategies;
- advocating courses of action (mobilizing help);
- implementing new approaches;
- coordinating actions; and
- evaluating results.<sup>40</sup>

Mediation and negotiation skills will play an increasingly important role in problem solving. Training in these skills is something that must now be considered for front-line personnel. Using existing forces of social control – schools, parents, apartment managers, employers, contractors, friends/associates – may provide alternatives to arrest and a means of attaining the goal or resolution needed for the particular circumstance. Ultimately, conveying information – communication with people – will reduce anxiety and fear, and enable citizens to solve their own problems, elicit conformity with laws, warn potential victims, and develop support for addressing problems in the future.

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<sup>40</sup> Goldstein, *op cit*

Traditionally, the system does not expect beat officers to identify problems from the bottom-up, just deal with them. Shift briefings are still an important information-sharing opportunity, however with technological advances, such as MDT's (Mobile Data Terminals – computers in cars), officers can query their Zone for incidents over their previous tour, identify issues within their neighbourhoods and general patrol areas, and work together to help resolve them, to be "informed" of their neighbourhood issues, and be a part of the neighbourhood in resolving them.

Engaging the community requires the development of a community profile (which has already been done by the Municipality of Chatham-Kent) that will assist in determining in advance the problem areas, and identify community leaders and resources that can be drawn upon to assist in the process and the implementation of the philosophy. Mobilization tactics, such as public meetings, newsletters, contact with leaders and meeting with community organizations will assist in bringing the community on board as a full partner in the process. An understanding of the ethnic, cultural, and racial diversity of the community is also essential. Members must be prepared to adopt a "TQM / customer service philosophy" in dealing with the community in the everyday business of the Police Service. Notwithstanding police "customers" can be hostile or "criminals", officers must remember that victims, witnesses and citizens in general (the vast majority of which are law-abiding) are those who pay their salaries and have therefore an expectation of "return on their investment". Finally, changes that may occur

must be identified – for the organization and for individuals – and must be communicated with both to ensure their commitment and trust in the process.

### **THE “NEIGHBOURHOOD POLICING PROJECT”**

*The neighbourhood is emerging alongside the local town or borough as the focus for governance...accelerated by new government initiatives to tackle urban deprivation that requires a neighbourhood or area focus...networks of governance are based on the relationships between people inside organizations and in the communities they serve...it is the quality of relationships that will ultimately determine effectiveness...*<sup>41</sup> (Sue Goss)

The Chatham-Kent Police Service, created in 1998 during the amalgamation of Chatham and Kent County<sup>42</sup>, serves a mixed rural and urban population of 110,000 residents in a geographic area covering 2,400 square kilometres. The Police Service was originally created with the amalgamation of one larger city Police Service (Chatham) and three “town “ police services, namely Wallaceburg, Dresden, and Tilbury. The remainder of the County was served by the Ontario Provincial Police, who patrolled the rural areas and villages, and were contracted to provide municipal policing services in the towns of Ridgetown and Blenheim.

Each Police Service had some form or another of crime prevention programs and initiatives of various degrees, however once the new Chatham-Kent Police Service assumed responsibility for the entire new

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<sup>41</sup> Sue Goss, **Making Local Governance Work: Networks, Relationships and the Management of Change**, (Hampshire, England: Palgrave), 2001, p. 28-29.

<sup>42</sup> See the Meyboom Report, available at [www.chatham-kent.ca](http://www.chatham-kent.ca)

Municipality, "crime prevention" was centralized and restructured in order to provide each community and "District" a consistent program of crime prevention activities, which were centred primarily around the education of school children and the nurturing of already existing Neighbourhood Watch Programs.

The community was divided into four "Districts, each further sub-divided into patrol "Zones" for officer deployment.<sup>43</sup> A 'District Sergeant' Program was put into effect, which provided for a community-based police supervisory officer in each of the four "Districts" to assess local needs, liaise with local government elected and administrative officials, and local Boards and community groups, to deal with community issues and problem-solving activities in their respective areas.

Although this organization and deployment is effective for "reactive" policing, and each District is covered by Community Services Officers who do crime prevention and public safety activities within these Districts, primarily in the schools, the Police Service needs to do more in a proactive approach to serving and protecting the citizens of our community. In this regard, the Service is positioned through its District policing structure, to institute a program of "Neighbourhood Policing", to bring preventative policing to our neighbourhoods, instill a culture of citizen engagement in keeping their community safe, and foster a new era of police/citizen relationships and cooperation that will lead to a reduction in crime, an

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<sup>43</sup> See Appendix "B"



increased apprehension of offenders when crimes do occur, and enhance the quality of life of our citizens in feeling safe in their homes and businesses across the community.

### **THE STRATEGY FOR IMPLEMENTATION**

As previously mentioned, the Police Service is structured to provide an “equality of service” to the community across its population and geography. The community is divided into Districts, which are further sub-divided into “Patrol Zones”. Officers are assigned patrol responsibilities each shift within a “Zone”, and will respond to calls for service within their Zone, and of course neighbouring Zones, as may be required. For the most part officers are assigned to the same District for significant periods, i.e. two years as a benchmark, and often for many years, if there is a mutual preference for that assignment. Many officers live within their District area, which provides for an immediate advantage in the success of “community policing.” They live and work in the community, raise their families in that District, and participate in community activities where they live and work. This allows for them to become involved and engaged with their respective community, providing community leadership and a rapport with local citizens, which makes them very effective in actually knowing who many of the citizens are by name or by sight, what they do (in an honest or dishonest manner!), the location of streets, schools, businesses, recreation areas, and of course, the “problem areas” in their respective District.

There are, however, operational exigencies that occur which may require officers to be transferred to a different District, new recruits come on the Service and are assigned a specific District (which they may not be familiar with or live in), and as such they need to get to know the community, and the community needs to get to know them. In addition, promotional opportunities into supervisory or specialized fields result in the migration of officers to other areas of the Service, requiring their "Zone" to be filled by another officer. The Service has struggled over the past several years to fill vacancies and get "up to strength" in its officer complement. In 2006/2007, the Service is poised to meet those targets and hopefully maintain them into the future.

In order to enhance citizen engagement and engage our officers in being "proactive" rather than "reactive", the aim of the Neighbourhood Policing Program is to assign officers to a specific Patrol "Zone" within their District for a minimum period of two years. Within the Zone, "ATOMS" will be created. An "ATOM" is a smaller "zone" broken down through population and geographic analysis, which would be assigned to an officer as his/her specific "area of interest" within their Zone and their District community. Although obviously the officers could not concentrate their on-duty patrol to that specific area due to calls for service and other demands in their District, it would become their "area of interest" and as such their area of "directed

patrol” versus “random patrol.” This “intelligence-led” policing model<sup>44</sup> would call for the officer to take a personal interest in their ATOM area, in a “proactive” directed-patrol policing mode. In other words, problem areas that fall within their ATOM would be dealt with by that officer, as they would get to know their neighbourhoods, citizens, business people and “bad guys” who live and work within their ATOM. In addition, when they have “random time”, the officer would concentrate their crime prevention activities within their ATOM, stopping at homes, businesses, schools, and recreation facilities, getting to know residents, owners, managers and others in their area, and providing them with crime prevention materials published by the Police Service on crime prevention, “crime-proofing” and other information of interest to the individual, such as, for instance, information on preventing credit card fraud. Officers would promote Neighbourhood Watch, Business Watch, Telephone Crime Alert and Block Parents to their constituents, and attempt to engage community or neighbourhood “leaders” whom they would identify within their ATOM.

The basic goals and objectives of the Program, then, are to:

- Reduce the Crime Rate;
- Enhance Community Safety;
- Engage Citizens to partner with the Police in community safety and crime prevention; and

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<sup>44</sup> Angus Smith, ed., *Intelligence-Led Policing*, International Association of Law Enforcement Intelligence Analysts, Lawrenceville NJ, 1997.

- Improve relationships, understanding and communication between the police service and the citizens of Chatham-Kent.

### **THE LOGIC MODEL and the STAKEHOLDERS**

The Logic Model to be utilized is a variation of a model published from the Criminal Justice Institute Management Quarterly<sup>45</sup>. There are various (and numerous) forms of Logic Models, and the proposed model works for this program proposal.

The “**Goals**” statement responds to the question of “What community needs does our agency need to address?”

The **Strategies** portion outlines “what services and activities will be provided?” This forces the answer to the questions of what specific activities or resources will be provided, when, and by whom.

“Who will participate in or be influenced by the Program?” identifies the **Target Groups** involved – The Stakeholders - which assists in identifying plans and strategies needed to deal with the needs and issues of each of the target groups in relation to the proposed program.

The “**If-Then Statement**” outlines how these activities will lead to the expected outcomes. It forces one to think about how the objectives work together to achieve the goals identified.

The **Short-Term Outcomes** identify what immediate changes are expected for the individuals involved, the organizations involved, and the community.

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<sup>45</sup> Criminal Justice Institute Management Quarterly, Volume VII, Issue III, University of Arkansas, Little Rock, Arkansas, Fall 2002.

These will be directly related to the strategies to be employed to reach the goal.

The **Long-Term Impacts** answers the question of identifying the changes that the program will ultimately create. These are directly related to the fulfillment of the original goal.

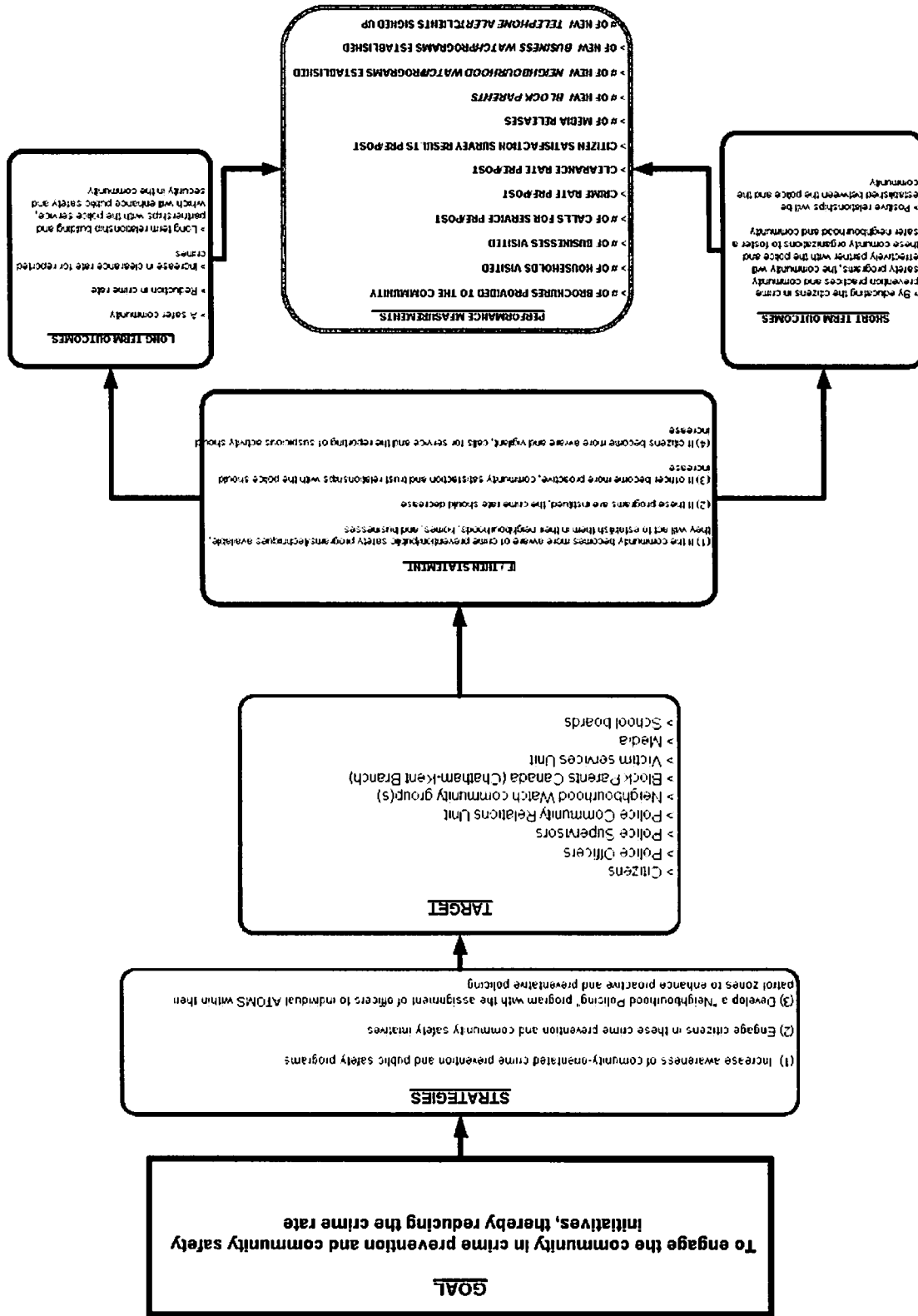
This particular logic model also employs a “**performance measurement**” component which will identify the measures to be used or implemented to assess the effectiveness of the program during implementation and thereafter.

## **THE STAKEHOLDERS**

The key STAKEHOLDERS in this program will be:

- Citizens;
- Police Officers;
- Police Supervisors;
- Police Community Relations Unit;
- Neighbourhood Watch community groups;
- Block Parents Canada – Chatham-Kent Branch;
- Victim Services Unit;
- Media; and
- School Boards.

**CRIME PREVENTION AND COMMUNITY SAFETY  
Program Logic Model**



## **THE DESIGN and EVALUATION**

The Program will be evaluated in a basic “**case study**” pre-experimental design.<sup>46</sup> As it is a new initiative that has not been attempted before, the intervention would be introduced for a two-year period (2007 – 2008) and the evaluation, tests and observations will be captured at the conclusion of the period.

As part of the Service's upcoming Business Plan process, surveys have been distributed to strategic portions of each Zone, garnering polled information on how citizens feel the Police Service is performing, their feelings of safety and security, their perceptions of crime in their neighbourhood, and the priorities they wish the police to address. At the end of the two-year pilot program, the same survey could again be distributed, and the results compared. Further, crime and calls-for-service statistics are maintained daily in the normal course of police business, and as well are gathered by Statistics Canada for actual “crimes reported”, in a consistent manner, not only locally but across Ontario and Canada. These statistics are very reliable then to use for comparison purposes, for internal analysis as well as for external comparison. These statistics can be obtained and compared at the end of the two-year program to determine if in fact the program did accomplish its goals in reducing crime. The obvious beneficial side effect, notwithstanding any significant results, should be an

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<sup>46</sup> Evelyn Vingilis, *Methods and Issues in Program and Policy Evaluation*, PA915A, University of Western Ontario, September 2004.

increase in effectiveness of the Police Service, and an improvement in its relationship with the citizens it serves.

By default, some ATOMS will not get a dedicated officer assigned to that area, due to staffing shortages or deployment considerations that will leave some ATOMS vacant. However, this will allow for a quasi-static **group comparison design** component, in that some ATOMS will be left out of the program for the two-year period “on purpose”. This will allow for a “control group” mechanism and may therefore assist in determining how significant the effect of the program was.

A comprehensive training program will have to be rolled out internally in the **Police Service** to inform and educate the officers and their Supervisors on the goals, objectives, and means of how this program can be implemented. There must be “buy-in” and acceptance of the principles and philosophy of the program in order for officers to incorporate it into their daily style and delivery of policing service in the community. The **Community Relations Unit** will be heavily involved in providing materials, support, consultation and training to front-line members who will be adopting and initiating many of the ideals and programs presently being done by just a handful of members in that particular Unit.

In addition, a one-day seminar on “Crime Prevention Through Environmental Design” will be necessary to train and educate front-line officers and supervisors on the theories and concepts behind prevention-



based environmental aspects of criminal and anti-social behaviour. All would need to understand what is expected and how the program would work in practical terms.

This session would also incorporate a "problem-solving model" for officers and supervisors to use in order that issues are handled in a consistent and methodical manner across the community and the Police Service.

**Citizen** involvement will also be crucial. There will be many skeptics and those who wish to remain "uninvolved". Those looking to become more engaged hopefully will be encouraged to come forward through a **media** educational and publicity campaign set up through the corporate and District offices of the Police Service. With some luck and a bit of effort, hopefully neighbourhood leaders can be identified to assist in engaging their friends and neighbours to embrace the efforts of the police in making their community safer.

The community groups such as **Neighbourhood Watch** and **Block Parents** would also need to throw their support behind the project in a formal way, and based on the present relationships with these community organizations, and discussions that have already occurred, they will embrace the elevation of their programs through this initiative.

The final supporting mechanism would hopefully come through the **School Boards**. By allowing educational materials to go home through the “neighbourhood schools”, introducing the concept, and the officer(s) assigned to the ATOM(S) in the school area, the community can learn about the initiative, how to become involved, and who to contact. In addition, if schools can be used as “bases” for community meetings sponsored by the Police Service in an effort to engage the “neighbourhood”, an effective partnership could be formed to successfully build the program.

### **THREATS TO INTERNAL VALIDITY**

#### **1. History**

Events may occur just prior to or during the program, which may affect the responses of those involved in the program. Budget cuts to the police, community groups or other community non-profit organizations (including the schools) may cause a change in planning and deployment of available resources, which could influence how the program is actually implemented. A catastrophic event, such as a civic emergency or potentially a “police corruption issue” could result in the massive re-deployment of resources over a significant period of time to deal with the event, or in the case of a “scandal” may cause the public to lose faith or trust in the Police Service, which will influence the public’s will to respond to their local officer(s) and their level of potential involvement or association with the police. A change

in police leadership may re-direct the mission of the Service, causing a direct affect upon the Neighbourhood Policing Program.

## **2. Maturation**

The statistical analysis at the conclusion of the program could be influenced by maturational factors. The crime rate, for instance, may decline due to demographics – the “aging” of the population, which results in a lower crime rate naturally. Therefore will the effort or the study be deemed “successful” if the crime rate would have dropped anyway?

## **3. Attrition**

As previously mentioned, the transfer or promotion of officers, or a change in the officers assigned to certain ATOMS may occur during the course of the study. This could have a detrimental effect on the development of the program in these affected areas. In addition, a change in neighbourhood leaders or personalities will also affect the outcomes, as could a change in leadership or programming of one of the community partners involved.

## **4. Selection Bias**

There is a potential inequality by the various groups and neighbourhoods in their propensity to respond to the program – both from the police officer perspective and from a “neighbourhood” perspective. Some officers will be enthusiastic, others not so; this “leadership” will directly affect the community’s ownership, engagement and response to the initiative. Some neighbourhoods may not be as receptive to the concept due to their demographic makeup, and some may not have “neighbourhood leaders”

who will step up to organize and get people involved. An “ethical bias” may also be encountered regarding the selection of neighbourhoods to participate in the program. Demographics, crime rates and officer availability will all have to be balanced to determine which neighbourhoods may have to be “left out” of such a crime prevention program that in theory should apply to all constituents (and taxpayers!) equally.

#### **5. Regression**

There are some extremes in issues, as some neighbourhoods will have higher crime rates than others, and some will be more “disconnected” than others in their demography or socio-economic ability. However, overall the general trend should be able to be identified for each area, notwithstanding the demography of the neighbourhood. Officers assigned to these areas will be cognizant of these issues, but the “scale” on which neighbourhoods respond should still provide for positive results, although the actual statistics at the conclusion may not be as significant or pronounced.

#### **6. Imitation**

The sharing of ideas and strategies across neighbourhoods by community groups or the officers themselves would be encouraged, which will skew some of the results towards the middle. The only other issue may be that the “control groups” – those neighbourhood ATOMS that are not part of the program – may attempt to organize themselves in a similar fashion once the program is made known, which may result in an invalid measure from the control group.

## **7. Instrumentation**

The “measuring instruments” (Testing) will be the same, in that the computer generated statistics apply equally to all areas, and StatsCan statistics are applied equally as well (from an internal perspective) and relatively equally to all communities and jurisdictions, for final comparison purposes. The main “instrumentation” issue will be the difference in officers – their enthusiasm and dedication towards the program, and their proactive time available within their Zone to be able to actively work towards the goals and objectives of the program.

### **THREATS TO EXTERNAL VALIDITY**

#### **1. Setting**

Although the overall “environment” should be relatively consistent on average across the community, there are significant differences between rural and urban settings, and small town / large town/ city differences. The weight attached to each, and the statistical significance will need to be examined and interpreted at the conclusion of the program. For instance, the “small town” environment may see a smaller reduction in crime rate, as these areas are more “neighbourhood oriented” at the outset, with some being quite successful in their crime prevention efforts thus far. It is certainly the hope that all neighbourhoods will see a crime reduction, although the difference in before/after results may require some qualification vis-à-vis the determination of “success”.

## **2. Persons**

There is a difference in people encountered between the rural and urban environments, and there will be differences in personalities of officers and supervisors, and their District Sergeant leaders. Potential changes in officer assignment, as previously discussed, will also directly affect the results.

## **3. Times**

The influence of "time" overall should not have a significant effect, although the study will go over a two year period and eight "seasons." In the rural environment the "planting" and "harvesting" seasons influence activities, presence and lifestyle in the rural community, however it is likely this has been an historical perspective, which should not skew the results in any direction to any significant degree.

## **4. Interventions**

The "novelty effects" of the program should not be of significant issue, however the "Hawthorne effect" may influence some officers, with respect to sustainability or effort employed. The program may provide a positive influence on the officers to make the program work, or at least be honestly attempted, as the analysis of the program in an officer's ATOM of responsibility may create a positive or negative innuendo with respect to the officer's performance or capabilities.

## **INDICATORS OF PROGRAM PERFORMANCE**

The design, development and training of procedural processes on how the program should be implemented will play a key role in determining its success, in direct relation to the buy-in of the police officers that are expected to take the lead in the program. It will be crucial to properly train and motivate the officers into accepting the philosophy of the program and encourage their involvement.

Supervisors at the Platoon level will be able to monitor daily performance activity on a "macro level" related to how the performance of the program is shaping up; the District Sergeants will have an even better picture of how the officers and the community are responding to issues within their specific District environments, through feedback from both officers and citizens, as well as the success of problem-solving assignments occurring in ATOMS that are given to officers to work on and resolve. A quarterly analysis is probably prudent and accurate, although it is suggested that a half year and full year snapshot of the program and its successes or failures, positive experiences and shortcomings, would likely provide a clearer indication if the program is being delivered and expectations are being met. This would coincide with performance appraisal time periods where "community based policing performance" can be discussed, and personal goals examined, to determine if organizational and personal performance is occurring at the expected level, especially as it relates to "neighbourhood policing."

## ORGANIZATIONAL CHANGE AND LEADERSHIP

Police culture is based on a strong social cohesion and beliefs in their collective actions; successful implementation of change is therefore very dependent on the informal acceptance to transform ideology and policy into reality.

One of the primary functions of a leader is to “articulate the cause” – express and embody the vision, mission and values of the organization. Good administration is not necessarily good leadership; leaders cannot be neutral, they must stand for something. They must have a set of values – a commitment, goals and governing principles, and build a sense of purpose. They must incorporate the philosophy of the organization, and in this case, Community Policing, into the criterion used in the promotional, recruiting and performance processes. Community policing cannot be merely a set of programs, it must be built on a vision of what a police service should be, and that vision needs to be communicated throughout the organization.<sup>47</sup>

Implementation of change requires patience, constancy and commitment.

The shift from the professional to the community model presents complex administrative challenges:

- expansion of the role of police in their community, and more individual responsibility for officers;

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<sup>47</sup> Lori Scott-Cooke in Nancoo (ed.) *op cit.*, p. 63.



- organizational change from paramilitary hierarchical to decentralized democratic management; and
- the establishment of close ties with the community.

The implementation of community policing into a traditional paramilitary organization is a tremendous undertaking and getting the rank and file on board is a major hurdle to overcome.<sup>48</sup> The vast majority of changes that have been promoted in policing in recent years have been fragmentary in nature; in that they have not been part of a coherent scheme. (i.e. police training in community policing that is then not used in the current environment). In contemplating a movement into Problem-Oriented-Policing (or for that matter any change) the readiness of the agency for change should be assessed. If a critical mass exists in support of the change, if some middle managers are supportive, the potential for succeeding is greatly increased. In addition there are implications for the recruitment and promotional process criteria that values things such as community involvement and volunteerism, not just athletic “action-oriented” individuals. The police, and police leaders specifically, must view the public as “a part of” as opposed to “apart from” their efforts... this change in conventional thinking advocates efficiency with effectiveness and quality over quantity, and encourages collaborative and creative resolutions to crime and disorder.<sup>49</sup>

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<sup>48</sup> Clairmont (1991) and Loree (1993) in Nancoo, *op cit.*, p. 112

<sup>49</sup> Peak & Glensor, p. 39

Murray and Richardson in their reflections on organizational change name three components of the change process:

1. Effectiveness – which is measured by the degree to which goals are achieved; i.e. the FUNCTIONS of the organization;
2. Efficiency – measured by examining how the agency uses its resources i.e. the COST of the organization;
3. Equity – judged by the distribution of services among people and communities the organization is supposed to serve, i.e. the concept of FAIRNESS.

Rosabeth Moss Kanter identified four particular building blocks of change:

- The ability to break with the past;
- A crisis or “galvanizing event” to initiate the process;
- Strategic innovations that move innovation to the top of the corporate agenda; and
- The role of individual sponsors and champions to embody the changes into actions.<sup>50</sup>

*Cultural or paradigmatic change is difficult and inherently threatening for leadership teams... you start to deal with emotions, beliefs, values and states of mind, all of which are much more challenging to change than “things”. Executive teams cannot preach change, they must lead by example and inspiration; no one person or group can make change happen alone, rather the success of the process depends on relationships among the key players and stakeholders.<sup>51</sup>*

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<sup>50</sup> Rosabeth Moss Kanter, *op cit.*, p. 7

<sup>51</sup> Murray and Richardson, *op cit.*, p. 8

The revision of police service structures, organizational charts, resources and administrative processes and operational policies require a strategic planning process in which many employees can become involved. Of interest is that the success of the process also depends upon other “stakeholders” – the community and government, the ones who provide moral support and direction on one hand, and the financial ability and leadership support to allow the work to be done on the other hand.

Change triggers rational and irrational emotional reaction because of uncertainty and lack of understanding involved, and the paramilitary model is inundated with formalized rules. The irony is encouraging autonomy on one hand, while holding a book of regulations and policy in the other hand. “Identifying the principles of community policing and paying lip service is easy... it is making the required organizational changes to actually implement it that is most difficult.”<sup>52</sup> Resistance can be anticipated from middle/senior managers, detectives, and the police union. “Reigning in 9-1-1” is a cultural challenge to overcome.

Murray and Richardson (2002) promote the organizational change as having Planning and Process components:

1. promote the concept (leadership);
2. organizational learning (what is it, who knows about it);
3. develop/reaffirm the mission statement;

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<sup>52</sup> Griffiths, *op cit.*, p. 110.

4. review the current organizational structure (shifts, beats, performance evaluation, activity reporting);
5. develop a method of collaboration (resources, internal and external);
6. develop a marketing plan (Police Board, Council, internal, public);
7. identify who, what, where, when how (roles, responsibilities, areas affected, timelines, methods, procedures);
8. develop data collection resources (internal and external);
9. conduct training;
10. identify barriers (internal, supervisory, management, political); and
11. institutionalize the concept.<sup>53</sup>

Implementation problems are identified in several areas:

1. leadership – empowerment to and by senior staff, to supervisors and by supervisors to their subordinates;
2. coordination – between teams, adjacent areas, and specialists, who may have mistrust and concern over their respective areas/jobs;
3. communication – effective channels of communication must be established – among teams and between teams;
4. planning – concerted efforts are needed to identify problems and the creative planning of solutions;
5. training – in team building and problem solving.

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<sup>53</sup> Murray and Richardson, *op cit.*

In both planning and implementation processes, rewards and recognition of successes must be considered, as well as plans and means of dealing with resistance, which is also inevitable.

If upper management is not committed, the result may very well be failure and low morale. Lack of training creates a perceived lack of commitment – which may be the primary issue in the success of the change effort. Training is necessary for each practitioner in problem solving, “what exactly to do”, the philosophy behind “what we are doing”, Crime Prevention Through Environmental Design (CPTED), field interviewing and statement taking, and Scenes of Crime processing. “If divergence exists between the management vision for the organizational change and understanding on the part of the rank and file, buy-in may be stunted and the momentum may be lost.”<sup>54</sup>

Changes involve decentralized decision-making, job enrichment, more community involvement and influence, and more status to the uniformed officer.

Decentralizing the police organization and finding means other than tight supervision to motivate and direct the department’s employees encourages police executives to analyze their customers, markets and competitors to determine where and how the police might alter their performance to make themselves more valuable.<sup>55</sup> There is also a supervisory issue with respect

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<sup>54</sup> Ibid, p. 113

<sup>55</sup> Bayley, *op cit.*, p. 11

to availability, resource management and resource scarcity; somehow a balance must be found, which presents a significant challenge for administrators, but especially so for the front-line supervisor.

Promoting the change also requires a Strategic Planning Process. "Strategic thinking in the new paradigm is to help an organization identify, respond to and influence changes in the environment... it is a search for information and options which will ensure an ongoing advantage for the organization given its core skills, strengths and experience."<sup>56</sup> While the process of strategic planning is too complex for this paper, it consists of three basic steps – the "Vision and Mission" of the organization, an environmental assessment (SWOT analysis), and strategic leadership, in the form of goals, actions plans and diversity, and TQM - Total Quality Management.

## EVALUATION

***"Not everything that counts can be counted; and not everything that can be counted counts" - Albert Einstein***

The problem of measuring effects and success is one of the most prominent difficulties to overcome in any change process, and especially in a philosophy of Community Policing.<sup>57</sup> Performance appraisals are often still

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<sup>56</sup> Griffiths, *op cit.*, p. 270

<sup>57</sup> Bayley, *op cit.*, p. 84

structured around reactive goals despite management claims that proactivity is the priority.

Evaluation can be based on the three previously mentioned criteria of effectiveness, efficiency and equity, as follows:

For Effectiveness – crime stats, 9-1-1 call stats, citizen surveys, quality control follow up interviews, problems solved (SARA sheets, supervisor reports, etc), activities of “market disruption” vs. enforcement, amount of asset forfeiture, number of “sting operations”, stats on the tracking of career criminals (the 6% doing 52% of crimes!), and technological surveillance employed;

For Efficiency – statistics, internal surveys (job satisfaction) and call diversion numbers; development of managerial expertise (stratified recruitment, civilian administrative appointments); planning and research activities vs. reacting and scheduling; decentralization of command; civilianization, elimination of non-related ancillary work; charging of fees for service.

For Equity – the measurement of the distribution of services among communities, and the extent of community involvement; employment equity - the recruiting and promotional processes designed to improve representation of “underrepresented groups” in the various jobs and management within the Police Service.

Trend and Progress Analysis could also be conducted on:

- The number and types of problems identified for solution;
- The number and types of problems solved;
- The levels and types of community involvement & participation; and
- The changes in number and types of calls for service.

Comparative Research Analysis could involve:

- geo-mapping – the distribution of police to problems/crises;
- analysis of speed with which problems were resolved;
- analysis & comparison of all departmental efficiency factors including deployment, scheduling, location of facilities, supervisor ratios;
- contribution of government and private resources;
- workload levels;
- training received;
- total officers/day; number of beats covered per day;
- % of time spent responding to calls;
- Stability of officer assignment to specific beats;
- Evidence of success in prompting community-based organization and response to problems identified, and potentially,
- crime displacement.



## CONCLUSIONS

The shift in policing towards the community-based model follows the course of action that parallels developments in the field of medicine, where the focus on treating illness is gradually yielding to the importance of promoting wellness through increased attention to prevention and elimination of risk factors. Police therefore need to describe their mission in terms of crime prevention, fear reduction and crime control. Neighbourhood Police Officers cannot be expected to reform society, but they can be expected to address local circumstances that lead to crime and disorder. The police can conduct crime fighting activities all they want – all of these efforts are limited in terms of their potential impact on crime. As it turns out, police effectiveness is particularly dependent on the willingness of citizens to help them detect and solve crimes.

The philosophy of Community Policing also fits in with the concept of “Communitarianism” – some academics argue that we have gone too far in extending rights to citizens, but not far enough in asking them to fulfill their responsibilities. It is the underlying structure of civil society, the mindset that the whole community needs to take responsibility for itself; that people need to actively participate not just give their opinions, but to give their time, energy and money for the greater good of the community.<sup>58</sup>

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<sup>58</sup> Bayley, *op cit.*, p. 48

Police need to recognize that they make a significant contribution to the quality of community life, which includes, as a primary function, the prevention of crime in the community, not just the “success” of solving crimes once they have been reported. If “community based crime prevention becomes a central strategy of policing, a mainline function that is the responsibility of every officer”, then the philosophy of community policing is achieved.<sup>59</sup> The challenge to the police community is in “building relationships” – spending the time with the community and its citizens, so that the relationship is strong when it is tested. Since crime fighting in the form of dealing with crimes in progress occupies less than 10% of the time of a patrol officer, police should not become preoccupied with it. When police talk with communities, they find they are rarely concerned with serious crimes and more concerned about “disorder” issues.

The police (in general) and the Chatham-Kent Police (specifically) have a mission, then, to:

RETHINK traditional ideologies and operational strategies;

REORGANIZE structure and function;

RECONCEPTUALIZE values & practices, and define roles;

DECENTRALIZE internally and externally; and

EMPOWER officers, the citizenry and all employees in the organization, as partners in the process.

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<sup>59</sup> Bayley, *op cit.*, p. 111

Predictable external environments and planned change have yielded to the necessity of constant innovation to deal with unpredictable changes in market demands, technological opportunities and competitive pressures. Success for an organization seems to lie less in the ability to achieve economies of scale and standardization than in the ability to adapt and innovate. Theories of tight management control have been replaced by doctrines of worker participation, quality circles and shared commitment to excellence as the principal devices for motivating organizational performance.<sup>60</sup>

The Chatham-Kent Police Service might do better in terms of crime control, ensuring organizational growth and success, if it widened its conception of its proper functions, diversified its approaches to performing these varied functions, and organized itself to develop strong partnerships with the communities it serves.

All of these factors have been or must be considered for the successful implementation of "Neighbourhood Policing" in Chatham-Kent. Embracing and understanding the "community-based policing philosophy" means a cultural shift and presents a significant challenge to the leaders of the Chatham-Kent Police Service. The principles of Program Evaluation will ultimately determine the success of the Neighbourhood Policing Program. However, even the efforts of its intended implementation are bound to produce positive results in citizen engagement, crime prevention, a more effective Police Service, and a safer community.

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<sup>60</sup> Moore & Stephens, *Beyond Command and Control*, Police Evaluation & Review Forum, p. 10

# APPENDIX 'A'

## Community Development

Programs initiated and led by the community that contribute to crime prevention, public education and other community policing goals.

Encouraging communities to become full partners in policing.

Initiatives intended to identify and address some of the root causes of crime.

## Police Learning

Development of systems both within a police service and provincially to ensure continuous learning for members of police services.

Education for police leaders in strategic planning, change management and organizational re-engineering.

Delivery of problem-oriented policing training for front-line officers.

## Community - Police Partnerships

Full and equal partnerships between the police and community.

Maintenance of public order, the prevention of crime, and the response to crime, are the shared concerns and responsibilities of the community and the police.

Permanent mechanisms to permit meaningful community input into all aspects of policing in a community.

Change management to revise police service structures, human resources and administration processes and operational policies.

Strategic planning for effective policing.

Technology enhancement and streamlining of administrative processes.

Enforcement activities that optimize services to the community.

Focused enforcement in response to community safety concerns.

Involvement of communities in determining objectives and priorities.

## Police Service Re-Engineering

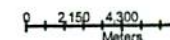
## Enforcement



## CHATHAM KENT POLICE SERVICES ATOM PROJECT OVERVIEW

### PROPOSED DISTRICTS

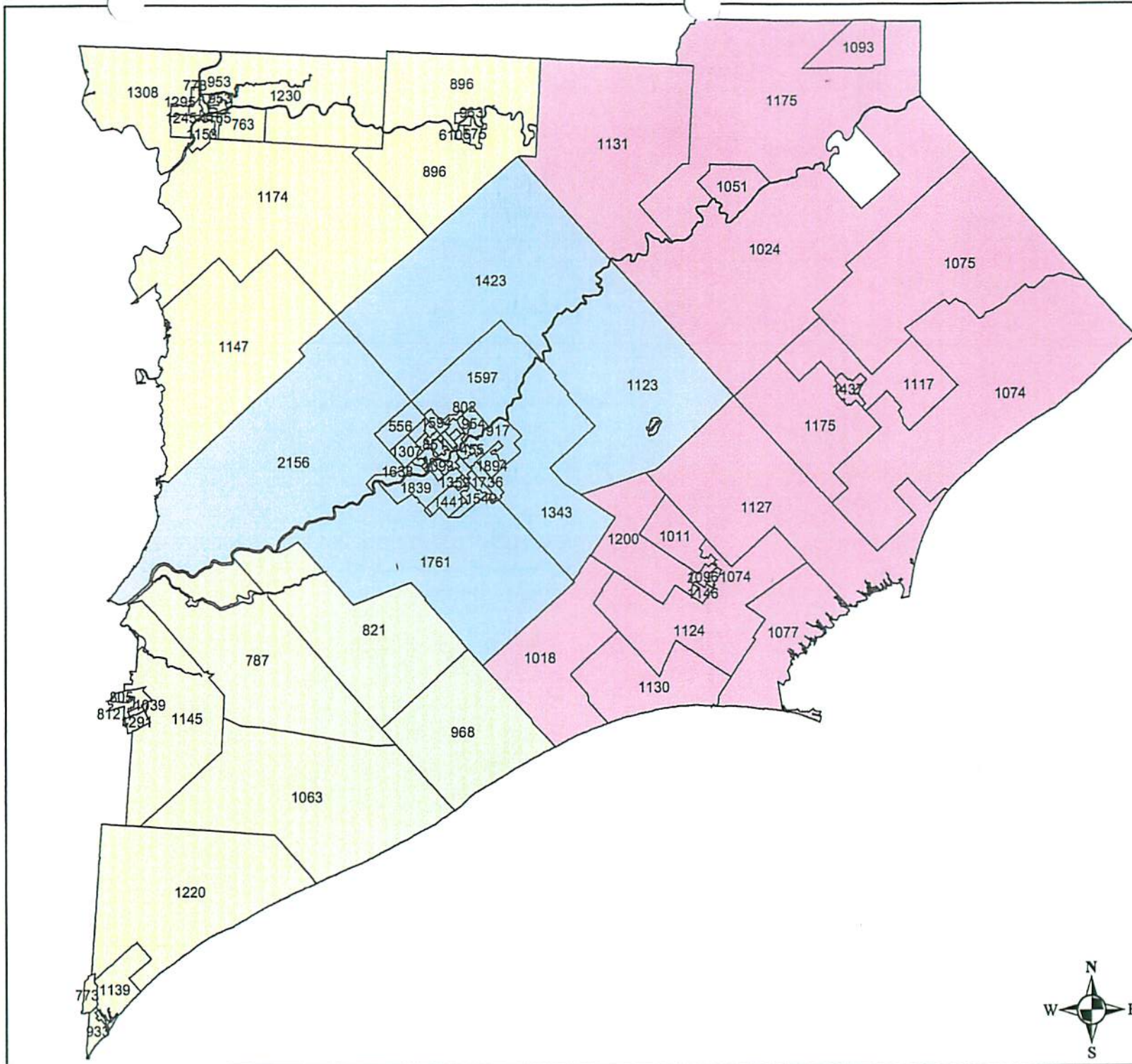
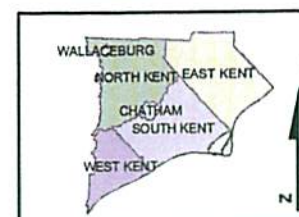
- DISTRICT 1 ATOMS
- DISTRICT 2 ATOMS
- DISTRICT 3 ATOMS
- DISTRICT 4 ATOMS



PROJECTION: NAD83 ZONE 17N

Disclaimer: The Municipality of Chatham-Kent takes every precaution to put up-to-date and correct information on all maps published by the Centre for GIS. However, it does not expressly warrant that the information contained in the map is accurate on the date of publication. All users may use this information at their own risk. The Municipality of Chatham-Kent will not entertain any claims arising out of the use of this map or information.

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APPENDIX 'B'

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