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POLICE PROMOTIONS

John S. Kiedrowski

Thesis presented to the School of Graduate Studies
and Research of the University of Ottawa
in partial fulfillment of the requirements for
the degree of Master of Arts in Criminology

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John S. Kiedrowski, OTTAWA, Canada, 1983.

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CHAPTER I

REVIEW OF THE LITERATURE

In a period of budgetary restraints and fiscal conservatism, interest in issues of accountability are raised in context of concerns over the effectiveness of services that governments provide and the return to the citizenry welfare of these services and expenditures. One service that comes under such scrutiny is the police force. Attention is focused on it because police budgets consume a major portion of the local, provincial and federal government budgets (5, 10, 14, 56, 72, 81) and the return on the citizen's dollar is limited.

In this context, we find police policy makers and police management under intense pressure to set objectives and formulate policies aimed at maximizing the efficiency and effectiveness of their departments (12, 24).

Traditionally, the police have been considered as an organization charged with the enforcement of law, the maintenance of public order, and the provision of certain services to the community. The police must necessarily perform these functions, but what they must actually do to perform these functions has never been clearly delineated and the specific tasks have varied from time to time and from place to place (27).

In order to evaluate and to measure the performance of the police, a precise knowledge of their functions is necessary. Such knowledge is also necessary to organize the day to day activities of police, "to ascertain the order and method of work that would result in the best performance, the tools and equipment that must be used to achieve these results, and the time that is required for the accomplishments of these tasks" (40, p.22).

Even in the absence of a precise definition of police duties, attempts have been made to improve police performance. Such attempts have taken several forms and involved an examination and an evaluation of almost every aspect of police work.

Patrol deployment has been one of the areas examined. Police patrol deployment refers to areas that have to be patrolled, the frequency and intensity of the patrolling, and the manner in which the patrolling is done. Deployment strategies can be divided into two parts. (Part one consists of three sections: First, centralized and specialized, which is referred to as the retention of a centralized command system with the modification of deployment strategies by developing new specialized units to handle newly recognized problems and to deal with public concerns; second, neighbourhood patrols which entail longer continuity of service in a single neighbourhood; and finally, "team policing where police departments specialized and segregated units of expertise are being transformed into

all encompassing flexible units of generalists" (39, p. 52, 78). The second part of patrol deployments examined has been preventive patrols. The idea that conspicuous patrol--involving highly distinctive uniforms and marked vehicles--seems the most effective way to deter the potential criminal. Recent studies, however, have indicated that the randomly patrolling police officer has a small chance of intercepting crime in progress. Along with the examination of preventive patrol, there has been a mixed reaction from uniformed personnel as to their preference for one and two man car patrols (78, 18, 13, 22, 66, 48).

Another area of policing that has been examined for performance measurability is the criminal investigation process. In the past decade, researchers have challenged the myths and assumptions about the workings of the detectives, presenting police managers and policy makers with the difficult decision concerning the manner in which detectives should be employed in the future (32, 28).

In this attempt to improve police performance it is becoming increasingly recognized that an important element in the efficiency equation is the policeman himself --his motivation-- factors that promote and deter his efficient performance. Enter here the identification of policing as one of a number of high stress occupations (75, 46).

An increasing interest is being shown in the stress to which policemen are subject. Stress has been defined as the state of the individual reacting to some problematic event

on demand, and those factors which produce the state of stress have been referred to as 'stressors' (75). Kroes (45) simplifies this definition of stress, as it relates to job performance by referring to it as the occupational pressures or burdens which adversely affect workers.

Current research on stress has implicated it as an important causal agent in health problems, and it has been identified as a causal element in alcoholism, marital problems and divorce (75, 45, 46, 50, 68, 69, 15, 17, 71).

Several recent publications and reports (46, 75, 71, 19) have produced excellent and detailed reviews of the sources of stress which appear to be of great salience to police work. Of the numerous sources of stress, some that appear to be of particular importance are promotions, career development, and job satisfaction--the anxiety that stems from an individual's desire to improve himself and his position in his life setting.

In his attempts to explain human motivation, Maslow has hypothesized that with every man there exists a hierarchy of five needs. The needs are:

- 1) physiological: which includes hunger, thirst, shelter, sex, and other bodily needs;
- 2) safety: security and protection from physical and emotional harm;
- 3) love: affection, belongingness, acceptance, and friendship;
- 4) esteem: internal esteem factors such as self-respect, autonomy, and achievement as well as

external esteem such as status, recognition, and attention; and

- 5) self-actualization: the drive to become what one is capable of becoming; includes growth, achieving one's potential, and self-fulfillment (60, p. 195).

Maslow further hypothesizes that an individual's goal at one level, providing it is consistent with the environment in which the individual operates, must be satisfied before activity at a higher level will take place to any significant extent. When a goal at one level is achieved, the individual then expects to operate at the next level to a maximum independent, free, self-actualizing level.

McClelland (51) claimed that there are only three major relevant motives or needs in work situations. They are:

- 1) the need for achievement--the drive to excel, to achieve in relation to a set of standards, to strive to succeed;
- 2) the need for affiliation--the desire for friendly and close interpersonal relationships; and
- 3) the need for power--the need to make others behave in a way that they would not otherwise behave.

McClelland found that people who drive for achievement have been positively related to higher work performance. High achievers can be distinguished from others by their desire to do things better, seek situations where they can attain personal responsibility, and receive rapid feedback on their performance.

Herzberg (36) has proposed a third model, arguing that certain characteristics in a job can placate individuals.

while others motivate them (60). He tried to determine what job-related characteristics showed a significant difference between individuals who were satisfied with their jobs and those who were dissatisfied.

Although Herzberg found that administration, supervision and policies were factors promoting dissatisfaction, the data forced Herzberg to conclude that if "employers want to motivate the workers, the emphasis should be on achievement, recognition, the work itself, responsibility, growth and advancement". (60, p. 198).

A fourth model, which according to Robbins is the most accurate model for explaining an individual's behavior and motivation, is Victor Vroom's Expectancy Theory. This expectancy theory attests that "the strength of a tendency to act in a certain way depends on the strength of an expectation that the act will be followed by a given outcome and on the attractiveness of the outcome to the individual" (60, p. 127). Vroom states that there are three variables of importance:

- 1) Attractiveness: the importance that the individual places on the potential outcome or reward that can be achieved on the job. This considers the unsatisfied needs of the individual;
- 2) Performance-reward linkage: the degree to which individuals believe that performing at a particular level will add to the attainment of each job outcome; and
- 3) effort-performance linkage: the perceived probability by the individual that exerting a given amount of effort will lead to performance.

In short, what expectancy theory claims is that "a person's desire to produce at any given time depends on his particular goals and his perception of the relative worth of performance as a path to the attainment of these goals" (60, p. 202).

Reviewing the literature on job satisfaction, Mumford (54) points out that there exist five different schools of thought. First, there is the school that follows the Maslow and Herzberg models, concentrated on the needs of individuals for achievement, recognition, responsibility and status as stimuli which may lead to motivation. The second school of thought focuses on leadership. Into this school follow the work of Blake and Mouton (4) who examine how the behaviour and the style of supervisors can influence the attitude and responses of subordinates. The third school approaches job satisfaction by reviewing the effort-reward bargain. Mumford noted that wages and salaries of particular groups are influenced by such factors as overtime pay, the effect of the labour market on earnings and on employees' attitudes. Fourth is the school that seeks to interpret job satisfaction by examining management ideology and values. Gouldner (29) categorizes management behaviour in three models: punishment centred, representative and mock bureaucracy. Punishment centred bureaucracy refers to management behaviour which responds to deviations from procedures and rules with punishment. "Representative management", refers to rules and procedures jointly

developed by management and workers to meet a group of shared and mutually agreed upon objectives. Lastly, "mock bureaucracy", is when an "organization has rules and procedures but neither management or workers identify with these or accept them as legitimate and they are generally ignored" (54, p.5). They concluded that these factors have not been taken into consideration. Finally, there is the school of thought on job satisfaction that concentrates on the content of work and on the job assignment factors.

In spite of these problems, the literature suggests that the police are generally satisfied with their job, police officers are dedicated to their roles, and the policemen are well motivated to perform. These findings hold when the aggregate is considered. There appears, however, to exist in the literature a suggestion of an under current of dissatisfaction with certain aspects of their jobs that tend to tarnish their overall satisfaction.

An attitudinal survey conducted by Sterling (67), of 113 police recruits from four medium to large United States cities, focusing on the changing role concepts of policemen from their entry into recruiting until the completion of 18 months of field training, Sterling found that the subjects were highly satisfied with their jobs and remained so over the time span of the study, but the officers' aspirations were heightened in disproportion to the existing opportunities (67, p. 295). In a survey of eighteen police officers of a major metropolitan area in California, Becker,

et al, (2) revealed that although the police were reasonably satisfied with their jobs, they were not being fulfilled because their jobs were not providing adequate opportunity for advancement, achievement, recognition, and responsibility.

Empirical attempts at ascertaining needs through the administration of questionnaires to workers illustrates that individuals vary greatly and that the managerial perception of those needs could be grossly inaccurate. These studies indicate a variation in the expressed needs, according to the particular type of position that an individual desires to fill; they also indicate characteristics peculiar to policing. The ambiguities of the police role and the adaptive police response to these inconsistencies not only make the position of the policeman different from that of a worker in any other setting, but also have a tendency to influence the policeman's job, his job performance and his job satisfaction. Consequently, it behoves us to examine the specific position of the police to determine the applicability of these theoretical formulations on the police.

Literature which examines the policeman's relationship to his job is plentiful. Much of the literature however, is based on the experience of the United States; the police surveys vary by type of community, by size, and by length of service and rank, and there are no comparable standardized measurements used to assess job satisfaction.

A general survey of employee job satisfaction and education in a large U.S. southwestern police department, using self-administered questionnaires to measure the factors associated with job satisfaction, by Griffen et al., (33) found that as more college-educated officers entered police departments, their chances of rising to positions of organizational influence and exerting control over their internal environment diminished markedly raising the probability of their dissatisfaction.

There exist a number of studies (31, 80, 72, 64, 38) which indicate the dissatisfaction related to opportunities for promotion and career development.

Moonlighting among police officers has been found to be frequent in police departments where promotional opportunities are erratic or unpredictable, and has been identified as stemming from job dissatisfaction and a policeman's reaction to the lack of promotional opportunities (31). In some police departments, which were characterized by almost a total lack of promotional opportunity, about 40 percent of the men had a second job (31).

Lack of promotional opportunities has also been identified as a major cause for the turnover in police departments. In Australia, Wilson and Western (80) found that the policeman's decision to leave the force was due to

inadequate pay in 27 percent of the cases, while in 37 percent the most important issue was listed as the lack of opportunity for promotion.

Studies dealing directly with promotional opportunity also reveal a general level of dissatisfaction. Reiss (72) found that promotion opportunities were assessed as being excellent or good by only 50 percent of those surveyed in the United States, while 26 percent rated them as being fair and 24 percent as poor. In addition, "20 percent of the police sampled were not too satisfied and 24 percent were not at all satisfied with promotion examinations" (44, p. 205). In a study on work satisfaction, Slovak (64) surveyed eight municipal police departments in the United States. Each policeman was asked to indicate in the survey instrument his level of job satisfaction. Promotional opportunity was one of the ten elements on the scale. Slovak found that the mean satisfaction levels for promotional opportunities in each police department ranged from highly dissatisfied to dissatisfied.

In a study on job satisfaction in the Regina Police Department, using a self-administered questionnaire, Hylton et. al., (38) found that of the 278 responses approximately 60 percent believed that promotions were not handled fairly and one in four respondents strongly believed that promotions were handled unfairly. "The study also revealed that approximately 60 percent of the police officers felt

that the chance for promotions were not very good" (38, p. 27).

Koenig (44) found that there was widespread dissatisfaction with opportunities for advancement within the Royal Canadian Mounted Police. He warned "that the dissatisfaction among Mounties is likely to increase sharply in the near future as the rate of rapid expansion of the R.C.M.P. begins to level off and, subsequently, results in a reduction in the demand for new non-commissioned officers" (44, p. 204).

The Quebec Commission of Enquiry, (44)) in its survey of five Quebec City Police Departments, found that police generally perceived a large gap between how they would like things to be and how things actually were with respect to the competency of those receiving promotions. The Commission found that the police in the five cities were dissatisfied with promotions (44, p. 186).

In addition to the dissatisfaction that a policeman might experience, the lack of promotional opportunities could have a negative effect on performance. Schwartz (62) noted that a policeman with eight to ten years of seniority who has not been promoted, may develop a severe working problem. No matter how good a police officer he has been until that point once he has realized that he will probably never gain the promotion that he desires and that he thinks he deserved, he quickly turns into one of the most destructive forces in the department. Some of these

frustrated officers simply choose to "retire in office,"-- to stop producing, but continue to be on the staff and the payroll, rather than turning into the destructive element (62).

Nonpromotion and the ensuing frustration can not only generate a substantial amount of frustration and stress, but can also effectively contribute to the reduction in the efficiency of performance in a police department (46). This of course is by no means a universal phenomenon and there are many police agencies in which the older, more experienced patrolmen form the backbone of the department. There is, nevertheless, "an incredible waste of talent, energy and resources among the lower-ranking police officers who 'burn out' due to perceived inattention, perceived unfairness of promotional policies, a cumulative dissatisfaction with the job, the department, the city or for a number of other related reasons" (62, p. 104). Thus, these facts alone generate substantial frustration and stress (46).

In a study of police stress, Breen et al., (6) used self-administered questionnaires and sampled 571 members of the Royal Canadian Mounted Police from "D" Division (Manitoba). "The investigators found that a very substantial majority of the respondents (79.3%) rated promotions as very stressful" (7, p. 36). The author points out that the majority of police officers thought that the opportunity for advancement was minimal, and that when the

opportunity for promotion did occur, over 40 percent of the respondents stated that advancements were not based on ability but rather on unjust promotion policy. Furthermore, over 50 percent of the police officers indicated that they did not have a very good chance for promotion.

Eisenberg (19) noted that the absence of career opportunity as a source of stress can be the result of either intraorganizational or interorganizational practices and characteristics. Intraorganizational practices and characteristics refer to these features within an organization which may provoke and encourage the development and growth of psychological stress among police personnel, particularly among patrolmen. Under this category the author found that the majority of policemen start and finish their careers as patrol officers; the promotional process lacks fairness and objectivity; and that specialized assignments within the patrol division are limited and highly competitive.

Interorganizational practices and characteristics refer to features between or among police agencies which may lend themselves, to some extent, to the manifestation of stress. Law enforcement agencies limit the growth of their personnel to development within the organization. An exception to this condition, however, is at the top of the pyramid - the police chief. The police chiefs as well as other high ranking police officials have shown substantial opportunity for mobility within the police profession. But,

for the majority of police personnel, career opportunity and development within the police profession is extremely limited. Thus, the absence of career development opportunities in the police organization can become a source of stress among policeman (19).

Our knowledge of motivation and expectation tells us that people do what they do to satisfy some need, but before they do anything, individuals look for a "pay-off" or a reward.

Whether dealing with monkeys, rats, or humans beings, it is hardly controversial to state that most organisms seek information concerning what activities are rewarded, and then seek to do (or at least pretend to do) those things, often to the virtual exclusion of activities not rewarded. The extent to which this occurs will depend on the perceived attractiveness of the reward offered (60, p. 263).

The reward might be a smile, a compliment praising good work, a kind word of recognition, acceptance by peers, money or what this paper will now be focused on--promotions. Promotion has been rooted in the notion of recognition for efforts. It encourages greater effort and ensures that better performance will result in the attainment of a better job. For the employee, promotion is both a reward and an incentive. As a reward it provides satisfaction to employees who believe that their efforts has been recognized; as an incentive it provides motivation to employees who expect that effort will be compensated. Important to this relationship is the employee's perception

that promotions offered has been earned and that persons who are promoted deserve to be promoted.

Pigors and Myers (58) point out that the advantage of promotion for the employer is its use to encourage employees who make a successful effort to increase their knowledge or skill and who maintain a high level of productivity.

Strauss and Sayles (70) discuss several other advantages of promotion. They point out that promotion denotes a more realistic assessment of skills, a consistent process of promotion provides a kind of selective socialization of the organization and that promotion provides satisfaction and motivation for employees who believe that effort will be rewarded.

While there exists general agreement on the dysfunctional nature of promotion, there does not seem to exist any clear cut concept of what promotion is. According to Gruenfeld (33) promotion is a change of jobs, within an organization, that is perceived as an improvement. While in the past it was usually seen as a reward for good work, promotion is really an expression of confidence in a person for good work in the future. This is made most obvious in the private sector, where business need to maximize profits exert a strong influence to assure that individuals chosen for promotion will be reasonably qualified for

management positions (33, 35, 3, 9, 6). In determining the criteria that could be used for selection of individuals for promotion of an individual who has displayed an ability to obtain reasonable profits for the organization in one position is considered capable of not only to do so but, also influencing others to do so when placed in a position of greater responsibility. In the public sector, where the profit motive do not play so important of a part other criteria for promotion have to be used. Generally, there criteria have been seniority or length of service, merit or superior performance and the scores obtained at examinations supposing to test the suitability of the individual for the new position.

Promotion of police officers is of obvious importance to the employee, and to the department. For the employee, it represents the opportunity to advance in the organization. For the department, it represents in a strictly operational sense the upgrading or enhancement of human assets.

Wilson (79) maintains that promotion in police services means advancement to a position of leadership. The police officer's first promotion is normally to a supervisory position (i.e. from patrolman to sergeant). Wilson's definition can be broadened to include any advancement to another position or rank within the structure of the police organization (e.g.) third class constable to second class constable. In any case, promotion within the police

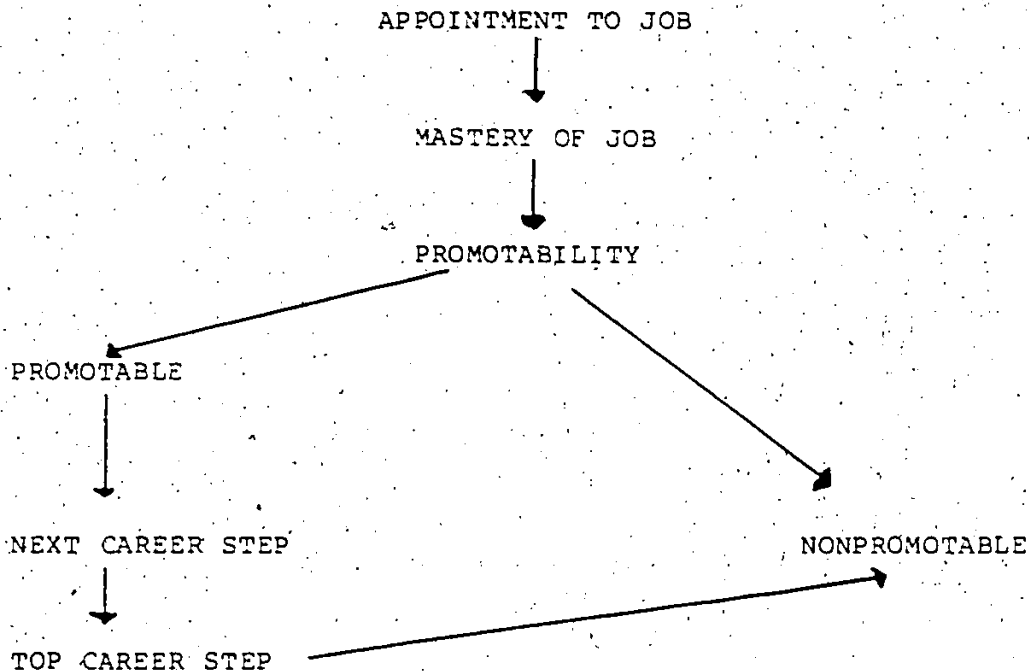
department includes movement to a different job of greater difficulty; expansion of work responsibility; growth in professional careers; and higher work status and value of work being performed.

The question of promotion has to be looked upon from a number of different perspectives. First, the police department's organizational structure must be examined. The hierarchical organizational structure of the police department is shaped like a pyramid. It has a broad base and a rapidly narrowing peak. At the base of the pyramid is the division of execution, -- a large layer containing the patrolmen, then there is the division according to place -- the sergeants; the divisions according to time of day -- the lieutenant; the division according to kind of duty -- the captain; until each division becoming smaller and smaller finally peaks with the chief of policy at the top of the hierarchical structure (78, 34, 39).

The importance of the structure to promotion lies in the concept of nonpromotables. As only an increasingly smaller number of people can move up the ladder, there are a number of people who are condemned to remain within their present rank. Once an individual has been in a position within a police department long enough to master his job, his supervisors assesses his promotability in terms of the final position in the hierarchy that he is considered fit to occupy. If he gets a favourable rating, he starts to move up the career ladder as openings occur until he reaches that

point on the ladder beyond which further advancement is impossible. At this point he becomes nonpromotable (figure 1) (61).

Figure 1: NON-PROMOTABILITY (After Roseman)



The lack of promotional opportunity within the structure of the police organization will eventually affect almost all policemen at one point or another. These non-mobile policemen can be referred to as nonpromotables. Because there is a stigma attached by the police officers to being nonpromotable, supervisors do not want to talk to subordinates about it and subordinates do not want to listen

to suggestions that it may be happening to them.

Nonpromotable officers may on occasion escape to other police departments by lateral entry or to related occupations in the private sector. However, after futile and mute protests, most police officers finally accept the reality of nonpromotability. "When that happens, their work commitment, energy level, and productivity tends to decline" (61, p. 5, 73). Thus, nonpromotability has a major impact at the level of execution, but it also affects the sergeant who supervises the patrolmen, the lieutenants who supervise the sergeants, and the captains who supervise the lieutenants.

Second, when an opening occurs, a decision must be made whether to fill that opening by promoting a policeman within the organization or to fill it by means of lateral entry. Lateral entry in policing means the practice of employing supervisory personnel from other departments. For instance, if there were a job opening for the position of deputy chief, such a position would be filled by a candidate with appropriate credentials acquired while working for other police departments.

Under existing police procedure, nearly all local police departments restrict advanced appointments to personnel within their own department (30, 72). The only common exception to this restriction is for the office of chief of police.

A third consideration is the criteria for selection. The selection of qualified police officers for promotion has always been a demanding responsibility for police management. Selection of policemen for promotion presents greater difficulties than the selection of recruits.

Wilson (79) points out that "promotions should invariably be given to the man best equipped to perform the duties of the higher position and not to those whose restricted leadership potential makes it unlikely that the candidate would ever be qualified for advancement beyond the people. On the other hand, "length of service may have resulted in diminished energy, initiative, enthusiasm, interest in work and a willingness to accept responsibility" (79, p. 277).

In the past, "police promotions were subject to political abuse (71a). Later, procedures were adopted which required that promotions be based upon existing ranks, written examinations, and length of service" (72, p. 141). Although these criteria reduced the opportunity for political influence and individual favouritism, the criteria did not ensure the selection of the most highly qualified personnel for positions of greater responsibility. "The current promotion system is based largely upon the premise that experience and knowledge of police fieldwork are the prime requisites for serving as administrators or supervisors" (72, p. 141).

There are several criteria used in selecting policemen for promotions. Length of service is a major criterion. On the one hand, the length of police service may give the candidate better judgement, greater self-confidence and decisiveness, broader knowledge of policing, and an improved ability to get along with people. On the other hand, "length of service may have resulted in diminished energy, initiative, enthusiasm, interest in work and a willingness to accept responsibility" (79, p. 277). Wilson (72) pointed out that seniority may be taken into account but should not govern promotions, and that promotion by competitive examinations may be quite unsuited to the police system because of the importance of initiative, tact, judgement and other personal qualifications which cannot be gauged by means of an examination paper.

Regardless of his qualifications, a policeman must wait several years before he can be considered for promotion to the position immediately above his own. For example, constables in a Police Department in Ontario must have completed at least five years of police service, including two years of service at the level of first class constable to the date of promotion examinations. There appears to be no reason why a person who has the necessary leadership qualities and requirements, should have his opportunity for advancement so restricted.

The second criterion used in police promotion procedures is success in written examinations. The popularity of the written examination arises from a sincere desire to select men on the basis of merit, free from outside or departmental favouritism. The examinations are easily administered, they provide absolute scores, and the police officers can blame only themselves for unsatisfactory results.

Generally speaking, police departments rely too heavily upon high achievement in written examinations. Written promotional examinations do not test those qualities of leadership or administrative capacity which presumably are major considerations in promotion to higher ranks. Such qualities are, there, largely ignored by the more familiar techniques of personnel management which do not attempt any such evaluation of human personality.

A third criterion used in selection of police officers for promotion is performance at an oral examination and situation tests. Oral examinations are usually given in front of promotional boards or committees that consist of a senior supervisor, members of the local police commission, and possibly personnel from other police departments who sit on the board to avoid the charge of favouritism. The oral examination may consist of questions regarding police regulations, administrative tasks, leadership qualities, and general knowledge questions.

In addition to oral interviews, situation tests are also being administered. Chenoweth, (11) who pioneered situation testing for assessing a police officer's suitability for promotion describes situation testing as a technique for evaluating the reactions of a candidate to structured stimuli in order to predict job related behaviour. Situation testing is widely used in assessment centres for the promotion of police officers. Typically, assessment centers are used as screening methods to reduce the number of candidates to be evaluated by time-consuming situational testing (65, 52).

Psychological assessment is another instrument used in selecting policemen for promotions. Psychological tests are used to assess values, attitudes, and interests. There have been few studies concerned with the promotion of policemen and none of these have been validation studies (20).

Hooke and Krauss (37) tested 37 police officers who had passed the oral and written examinations for the rank of sergeant in Kansas City. They administered the Allport-Vernon-Linzey study of values, the Minnesota Multiphasic Personality Inventory, and the Gough Adjective Check List. The cited psychological tests "failed to distinguish between those who had been rated as good sergeant and those rated as poorer sergeant material" (20, p. 28).

Gambol, et al. (26) examined the procedures for promotion to detective in the Chicago Police Department. Candidates for detective were subjected to a departmental written examination in 1961. Four years later, the candidate's scores were matched with supervisory ratings. No significant correlation was found between exam scores and supervisory ratings.

Finally, Zaice (82) administered the Edward's Personal Preference Schedule to command personnel, detectives, and patrolmen who averaged fifteen years of service. The investigator found no significant differences among the three levels of officers.

The performance of the candidate is another instrument used to determine the selection of policemen for promotion. Police performance is generally considered by management to be the most meaningful measure for validating police promotion procedures. The components used to measure police performance vary. Nevertheless, the following measures are most frequently obtained: performance at the police academy (i.e. grades, class rank, peer and instructor ratings); performance on the job during the probationary period and/or as a tenured patrol officer (i.e. supervisory ratings, and preparation of cases for prosecution); performance in meeting the police department's objectives (i.e. serving the public, and arresting offenders); the efficiency with which the police officer conducts activities; and the behavioural

integrity of the police officer (i.e. absenteeism and disciplinary charges).

Components of performance used to rate police officers have been criticized because they are often based on subjective, arbitrary judgements and are low in reliability (25, 52). However, sophisticated behaviour rating scales have been developed in response to such criticism (65, 16).

Finally, promotional-potential and weight of scores rating are used in selecting police officers for promotion. These instruments are used instead of the performance evaluation. Various weights and scores are given to supervisory and performance ratings, seniority, and written examinations; the proportions being dependent upon the importance attributed to each factor. For example, 30 percent may be attributed to the performance of the candidate, 10 percent to seniority, 30 percent to written examinations and 30 percent to appraisal by the promotion committee. This scoring process is based on a numerical grade, and is ranked in order from highest to lowest and promotions are made from the resulting list. Weighting of scores often confuses the police officers when the results are made available. Furthermore, "because of the variability of scores among the performance ratings, the scores may be determined in a number of ways such as calculating the range or standard deviation that may influence the outcome of the scores"(21, p. 46).

The review of the literature thus far seems to indicate:

- 1) the absence of promotions acts as an impediment to good performance; and
- 2) there are inherent elements in a police force which restrict the promotability of its personnel.

The inference that could consequently be drawn is that the failure of policemen to obtain promotions could be a factor affecting police performance. There is considerable evidence to indicate that such is the case in the working world (27).

It has been found that persons who attempt to advance, but fail, are greatly affected and end up being extremely anomic. Persons who do not attempt the move and do not get promoted are affected to that extent.

These findings suggest that in the promotions performance equations there are two other factors to be considered. In this regard Walsh (74) has asserted that policemen fall into three basic groups when their career aspirations are taken into consideration. The first group is comprised of Street Cops, who seek a secure work environment. These individuals are apparently not interested in promotion. They were married or engaged at the time of their appointment and had already formulated their goals in life in terms of the wellbeing of their wives and children. The second group consists of the Action

Seekers, who are also not much interested in promotions. They had previous occupations but had left them and joined the police because they were in search of more challenging work and wished to escape the boredom of is routine jobs. A third group, the Middle Class Mobiles, is interested in promotions -- they are ambitious and greatly interested in achieving a respected social position. Sheppard and Glickman (63) noted that most police officers did not have specific career objectives at the time they entered the police department. Although the majority of police officers did not have specific career plans they at least aspired to become supervisors or detectives. The second factor that must be taken into consideration relates to the efforts that are made by policemen to improve themselves and to ensure their promotability.

The aim of this study is to ascertain the role that promotions play in determining the caliber of performance of a police department. This investigation has been structured on the following assumptions, derived from reviewing the literature:

- 1) policemen join a police department with certain expectations for their future--the ideal path of career development;
- 2) a policeman assumes his expectations to be an accurate evaluation of the factual situation and proceeds to fulfill the necessary conditions for their actualization;
- 3) the structure of a police department and the method used in the selection for promotion

controls the number of individuals who could be promoted and determines what could be called the real path of career development;

- 4) There is a difference between the policeman's expectations--the ideal path of career development --and what could be achieved--the real path of career development; and
- 5) the gap between these two career paths influences police performance.

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CHAPTER II
DEVELOPING THE MODEL

The literature indicates that as far as the career development of a policeman is concerned there exists a gap between his expectations--the ideal path of career development--and what could be achieved--the real path of career development. The literature also indicates (9,36,51,73) that the attitude of the policeman, as well as his performance and consequently the attitude and performance of a whole police department, is influenced to a large extent by this gap between the ideal and real paths of career development. A third revelation that the literature makes is that the relationship between career development and performance is not a straightforward linear one. There appears to exist a number of other factors that influence it. Consequently, in evaluating the role that promotion plays in the life of policemen and the efficiency of a police department, it behoves us first to construct a model that would take into consideration the relevant factors.

An individual is apparently motivated to perform a job by two sets of factors identified as internal motives, aspect such as needs, drives and goals and external motives

such as the work and its rewards or benefits (9 p. 71). The two apparently interact to produce a state of expectancy which determines the ultimate motivating force.

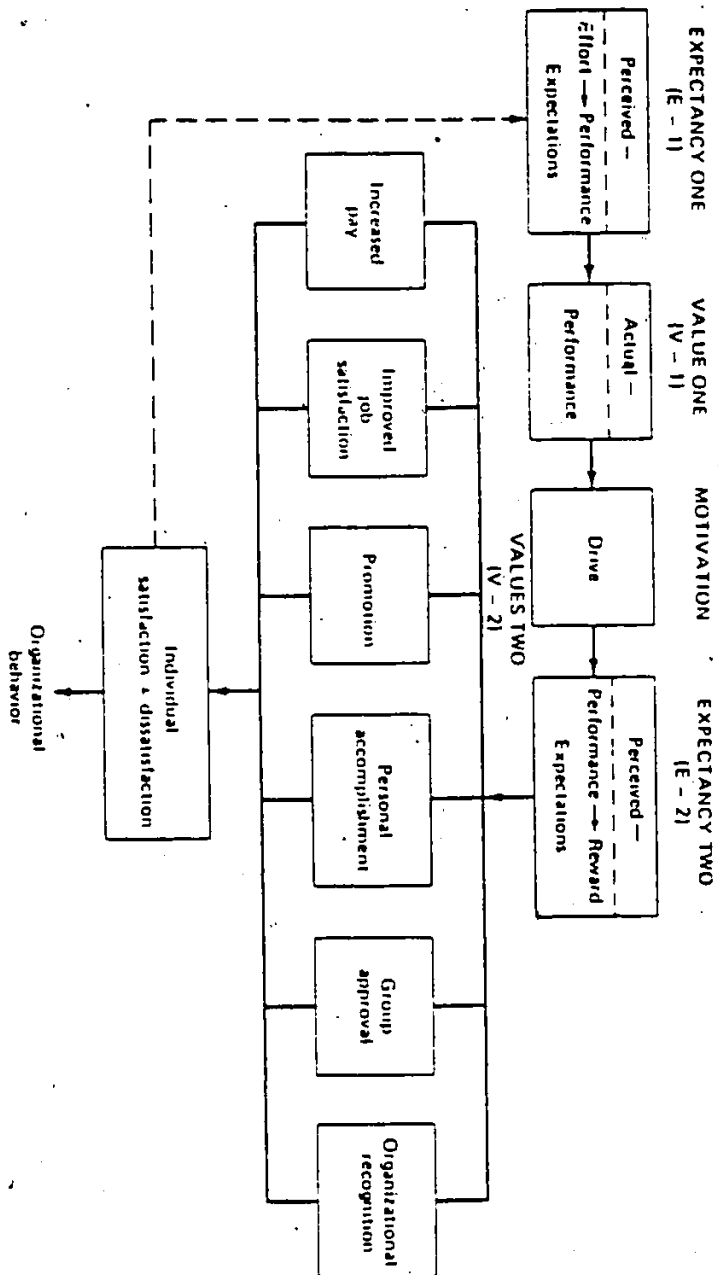
✓ Drawing heavily on the work of Vroom, Whisenand points out the key variables in the Expectancy Theory to be:

- 1) Expectancy - the perceived belief concerning the likelihood that a particular behavioural act will be followed by a particular outcome. The degree of belief can vary between zero - a complete lack of a relationship between the act and a given outcome - and one - a complete certainty that an act will result in a given outcome;
- 2) Valence - the strength of an employee's preference for a particular outcome. Valences can be either positive or negative. In a work situation, an individual would expect such outcomes as pay, promotion, and recognition by supervisors to have positive valences; such outcomes as conflict with co-workers, job pressures, or reprimands from a supervisor may have negative valences;
- 3) Outcome - a reward to the end product of behaviour, which can be referred to as a first or second-level outcome. A first level outcome refers to some aspects of performance, such as work goal accomplishment; second level outcomes are viewed as the consequences to which the first-level outcomes are expected to lead, such as pay increases or promotions;
- 4) Instrumentality - the relationship between first and second level outcomes; and
- 5) Choice - the particular behavioural patterns decided upon by the individual.

He has presented a model (Figure 2) to explain how the theory works. In this model the motivational force that one exerts on a job is seen as a function of two factors. First, there is the perceived expectancy that certain outcomes will result from particular behaviour; second, the valence for these outcomes is a function of its instrumentality for obtaining other outcomes and the valence of these outcomes. Basically, what he claims is that an individual's perceptions that certain acts will be followed by a particular outcome will determine the force of motivation. He also contends that the continued performance of those acts would be dependent on the actualization of the perceived outcomes.

With reference to policemen it has been claimed that policemen perform most effectively when they view their own performances as a means of attaining rewards relative to their work, such as higher wages, promotion, and acceptance by co-workers. When policemen find that they are unable to attain these promotions the individuals become what are called non-promotables. The policemen's aspirations become thwarted, morale plummets, frustration, disillusion and indifference follow, destroying job satisfaction (6). With

FIGURE 2 EXPECTANCY THEORY OF MOTIVATION (After Whisenand)



With reference to promotions, this formulation claims that a policeman's promotion will result in his performance ratings being high, and the individual will feel a sense of achievement, recognition, and personal growth and development. On the other hand, if a policeman becomes nonpromotable there is a wasting away of important characteristics that have contributed to the individual's past personal successes. The individual's productivity decreases, performance ratings are low, declining satisfaction and temperament deteriorate progressively both on and off the job. Morale on the police force is low because the career development avenues are limited. The sequence described above need not and does not always occur.

Roseman (6) lists six defence mechanisms, which offer some measure of short term comfort, that are natural reactions from individuals who find it difficult to accept a future that holds no upward mobility. These are:

- 1)fantasy: the individual hopes "things will get better" by wishing away reality;
- 2)rationalization: the individual tries to explain away his lack of advancement with statements such as "its not my fault," or "others are to blame";
- 3)aggression: the individual becomes filled with anger and alienates and isolates himself from others;
- 4)fixation: the individual keeps replaying in his mind "where he went wrong";

- 5) internalization: the individual internalizes his nonpromotability and as a result his productivity and job satisfaction decline;
- 6) regression: the individual reverts to immature behaviour e.g. stops talking to supervisors and his fellow workers, and avoids any sense of responsibility.

Walsh (8) indicated that there exist in the police service three distinctive career styles: (1) street cops, consisting of men who entered police work for the security it brings to their families; (2) action seekers, who are men who have been in other occupations prior to joining the police force, and who joined the police force for the excitement or to escape the monotonous work they experienced in the past; and (3) middle class mobiles, individuals who joined the police force because they viewed policing as providing a ladder for the achievement of a respected social position in an occupation considered to be professional without the needs of higher education. Achievement of promotion and higher positions are these individuals' main goals in life. Thus, the expectancy of policemen which gets into the motivational formula for good performance is not the fixed entity but a variable. For the street cops and the action seekers, promotions are a matter of relative

unimportance. They are individuals who are satisfied with their jobs, no matter if they are promoted or become non-promotables. Their morale on the force is high although the career development avenues are limited. It is only the middle class mobiles whose satisfaction with their job and consequently whose performance is influenced by promotions and the hope of promotions. Thus, the first variable that has to be considered in a study of the role of promotions in the performance of policemen is the original orientation of the policeman, the reasons that induced him to enter the service.

Apparently, very little is known among police officers about what is required to get promoted and how to obtain upward job mobility. Most policemen have some belief as to what the requirements for promotion are. These beliefs include: certain levels of training, performance, experience and education. But, defined in such nebulous terms as to give them no real meaning. The policemen also believes that if they make a spectacular arrest or engage in an act of bravery that promotion would be guaranteed them.

An individual entering the police department today is faced with a nondescript collection of personnel practices relating to his career. The police officer does not know what skills he has that are best suited for specialized work in the department. He is uncertain of the method used to

advance and obtain the kind of job in which he is interested. He is even uncertain whether a method exists at all that provides for his career opportunities.

Police management usually attempts to ensure that the employees understand what kind of performance receives rewards and what are the criteria needed to get selected for positions within the police department. This they attempt to do by helping officers to improve their overall skills by getting them to work not only in those areas in which the officers are highly motivated to work, but in other areas as well. The officers themselves contribute to the process by undergoing required and unrequired training.

Training provides the police officers with needed skills and an understanding of the various concepts necessary for the effective performance of their duties and to conform to the objectives and standards of the police department. Police departments usually provide their officers with three types of training:

- 1) recruit training which involves the orientation of new policemen to their job and the development of basic police skills;
- 2) in-service training concerned with providing additional skills to currently employed officers and the refreshing of those skills the policemen already possess; and
- 3) management and supervisory training concerned with providing management and supervisory skills to middle and top-level police personnel (7, p. 72).

In addition to these training programs, courses are available in colleges and universities for police officers to take and improve not only their skills but also their attitudes.

Training could be directed towards career development or towards better job performance. The tendency has been to consider the two as inseparable components of the same phenomenon and to promote officers performing well in one position out of their level of competence into another position which could turn out to be above their level of competence. Slowly, however, this situation is changing and the existence of two distinct types of training is gradually becoming recognized.

The action that a policeman takes to ensure that ambitions of promotion are fulfilled or at least have a fair chance of fulfillment is a second variable that has to be considered. Not all policemen, however, can achieve their ideal career expectations - this is due to the structure of the police organization and the police selection procedures.

The organization of the police department is structured in such a manner so that the individual policeman is seen as being called upon to perform four basic duties:

- 1) administration of the department;
- 2) the patrolling of streets;
- 3) investigation of crime; and
- 4) special assignments or responsibilities

(3 p.125).

Even so, the organizational structure of a police department takes the shape of a single pyramid resulting in a low promotional ratio. There are too few ranks in the organization structure, and an inadequate number of supervisory positions. The structure does not provide an alternative to the common route. In this seeming struggle for promotion, the promotion selection procedures play a dominant part. Selection procedures should reflect promotion priorities, if those priorities are to have maximum impact and influence the enforcement style of the department.

The selection procedures typically consist of performance measures, written and oral examination, interviews, situational testing and psychological tests. Although these screening mechanisms are intended to provide an objective basis for choosing officers for promotions, they in fact introduce a bias towards people with particular characteristics. Deliberately or not, departments perpetuate predominant values, attitudes, and opinions by screening for compatible applicants. Individuals who are not identified

with police attitudes and the position of supervisor are not likely to be chosen. In contrast, these officers who are identified with police attitudes and have supervision qualifications will be selected as the best men for the job.

This study seeks to investigate the role that promotions play in the performance of policemen. Consideration of this problem has led us to hypothesize that:

- (1) it is the performance of only some police officers--the middle class mobiles--that are affected by promotions;
- (2) the greatest affect on performance will depend on the experience by police officers overt attempts to obtain promotions by undergoing additional training;
- (3) police officers like the street cops and the action seekers--will perform efficiently irrespective of promotions because their motivational force is independent of it.

For the testing of these hypotheses at the individual or micro level the performance of the police officer has to be evaluated. For a variety of reasons the policeman's job performance is regularly evaluated by his supervisors.

- The most common practice of performance evaluations consists of an annual or semiannual subjective rating form

completed by supervisors, where policemen are rated with respect to:

1. specific organizational and environmental properties;
2. unique individual characteristics that influence police performance, including specific skills, abilities, and motivation levels;
3. the mix of specific work behaviours that are appropriate, given departmental and individual officer consideration;
4. the mix of relevant performance dimensions, given a consideration of the agency and personnel involved; and
5. the specific set of goals to be achieved at divisional and departmental levels (7, p.206).

Gertzen (2) has pointed out that such evaluations can take three basic forms. First, an employee can be assessed in terms of his personality, which is the total of his characteristics or traits which add up to the kind of person he is. The human personality consists of three major elements: intelligence, temperament, and character. Second, an individual can be evaluated in terms of his performance, which has to do with his behaviour or how he goes about doing his work. Included here are such factors as planning, working hard, accepting responsibility, getting along with

other people, and following instructions. Third, an employee can be evaluated in terms of his product, which is the quality and quantity of output per unit of time.

Such evaluations on individual performance, however, are vulnerable to a variety of errors that reduce their reliability and validity (2,7,9).

First, there are the strictness errors which occur when the supervisor rates his subordinate as a very poor performer. Ratings tend to cluster closely towards the low end of the rating scale. In contrast to the strictness errors, leniency errors are where the supervisor has a tendency for ratings to cluster at the favourable end of the scale because raters are overly generous in their description.

A third error associated with evaluations is the halo effect. This occurs when raters incorrectly treat two or more dimensions of performance as if they were identical or highly correlated.

Fourth are the central tendency errors where the evaluator has a tendency of rating individuals artificially at the middle of the scale.

Finally, other errors in evaluating individuals' performances include:

(a) promixity errors - "the tendency of the rater to describe behaviors which appear close together on the printed rating instrument more nearly alike than he rates those behaviors which are physically separated by some distance"; (b) logical errors - "the tendency of some raters to rate a person similarly on characteristics which the rater feels should go together regardless of the physical location of those charactertistics on the printed rating instrument"; and (c) constrast errors - "the tendency of some raters to perceive others in relation to themselves and to rate others on an evaluation scale in contract to their own characterisitcs"(1).

The performance of a police department as a whole is dependent upon the performance of the individual policeman. When individual policemen are satisfied and when morale is high, the performance of a police department would be good. This relationship between individual performance and cal-
culative performance offers a second model for exploring the relationship between promotion and performance. This model is based on two assumptions:

- 1) policemen whose career aspirations are satisfied perform well; and
- 2) a greater proportion of satisfied rather than dissatisfied policemen leads to good overall performance by the police department.

The model compares the performance of police departments, relating this performance to the satisfaction of the police with their career aspiration. We hypothesize that the greater the proportion of policemen who are satisfied with their career in a police department, the greater the efficiency of that police department.

The efficiency of a police department has been traditionally evaluated with such measures as crime rates, apprehension rates and conviction rates.

Crime rates are the number of crimes committed divided by the population. This measurement has been most commonly used to measure the efficacy of the police. However, Boggs (5) argues that this type of measure is erroneous because the exposed population is not the same for all offences and sub-offences (3). He claims that not all members of the population are potential victims for all crimes: only

some subgroups are clearly eligible as victims for certain crimes. Furthermore, as Jayewardene (3) has pointed out its use as a measure of police efficiency is justifiable only on the basis of a dubious relationship between the punishment of an offender and the deterrence of a potential offender. Criminological studies indicate that even though the apprehension, prosecution, conviction and punishment of offenders may have an effect on the commission of crime, there are a number of other factors that govern it. The police have no control over these factors.

Apprehension rates refer to the number of arrests per police man-year. When an individual is arrested for committing a crime it does not necessarily mean that he will be successfully brought to justice, nor that he was actually the guilty party. In spite of these technical factors and the relation to arrest and disposition of sentencing, there are a number of drawbacks relating to using the arrest disposition as a measure of efficacy. These include: the data on arrest are not available to the police; the reasons for arrests not surviving the first judicial screening or not leading to a conviction can be quite diverse, many of

them may be unrelated to police action; and many police departments may differ somewhat in their definitions as to what constitutes an arrest for data-gathering purposes (2 p.105).

The third traditional measure for evaluating a police agency is conviction rates--the proportion of accused persons found guilty--and clearance rates--the proportion of crimes considered solved. The rationale for using both of these measures simultaneously is that one of the tasks entrusted the police has been the investigation of crimes. The problems with these measures are, first with clearance rates, a clearance is recorded by the arrest of any one of several criminals committing a crime even if the others are never arrested. There is no measure which indicates the success of the police in identifying and apprehending each of the offenders involved in a single crime carried out by more than one person (2 p.105). Second, a conviction rate may not be as useful to the police because of the additional involvement of the criminal justice system, and the time span from arrest to ultimate disposition.

In the examination of the relationship between police promotions and police performance. This study will only concentrate on one police department rather than comparing several police departments.

In the absence of suitable measures of performance what will be examined would be the satisfaction of police officers with their prospects for career development, with their actual career development, with their pay, with their work, with their co-workers, with their supervision that they receive and with a number of other factors relating to their job (Table 15). Information was obtained from the individual policemen in that department with the aid of a self administered questionnaire.

The questionnaire used in this study was one used by Jim McGinnis in a study of career development of members of the city of Ottawa Police Force in 1980. The questionnaire provides the appropriate information on promotions in the Brantford Police Force, such as who may get promoted in the police force, what did the policeman do to get promoted, what was his expectations or what did he hope to accomplish when he joined the police force, did the policeman succeed in obtaining his expected objectives, and are the policemen satisfied with the promotional procedures in the police department.

The questionnaire consisted of seven parts (Appendix A). Part I solicited general background information; Part II had questions relating to the police officer's career history, such as transfers, promotions, and training; Part III involved questions relating to the individual's expectations upon joining the department; Part IV pertained to the main aspects of the officer's working environment and included attitudes towards work, supervision, co-workers, pay, and promotion. The questions in this part called for Yes, No, or Not Sure responses which were scored and summarized to provide five scales indicating the degree of satisfaction, or dissatisfaction with work, supervision, co-workers, pay and promotion. Part V consisted of 33 questions relating to dimensions of the policeman's job. Each individual had to state whether he was satisfied (s), dissatisfied (d), not sure (?), or if the question was not applicable (NA). In Part VI the individual was given the opportunity to chart his future career path, and then state how realistic his expectations were; Part VII asked general questions relating to career satisfaction.

The self-administered questionnaire was delivered to the Director of the Planning and Research Section of the Brantford Police Force, who placed an envelope containing

the questionnaire into each member's mail box (104). This method of distribution was used in order to avoid the low return rate which usually is anticipated with mailed questionnaires. McGinnis (5) and McFerran (4) had members from the police forces they studied return the questionnaire by mail. McGinnis had a return rate of 45% while McFerran had a return rate of 65%.

To ensure a high return rate in this study: (a) a covering letter was used to indicate the purpose and importance of the study; (b) a letter from the Chief of Police urged members to participate in the anonymous questionnaire; and (c) two follow-up letters were sent out reminding each member to complete the questionnaire.

The hypotheses that the model generates and that would be tested are:

- 1) All police officers experience a high degree of unfulfillment in certain job dimensions;
- 2) Middle class mobiles experience a greater degree of unfulfillment with regard to promotions and career development than either the street cops and action seekers;
- 3) Middle class mobiles have greater promotional aspirations than either the street cops and action seekers;

- 4) Middle class mobiles make greater effort in terms of training and education to obtain promotion than either the street cops and action seekers;
- 5) Middle class mobiles are more dissatisfied with promotional procedures than either the street cops and action seekers;
- 6) Middle class mobiles are less satisfied with the progress they have made in terms of career development than either the street cops and action seekers; and
- 7) Middle class mobiles are less hopeful of achieving their career ambitions than either the street cops and action seekers.

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CHAPTER III

BRANTFORD POLICE FORCE

Brantford Ontario is located 65 miles south west of Toronto and is situated on the Grand River. It presently has a population of 75,000. As the city included what was known as Brant's ford, the site choosen in 1827 by Joseph Brant, the Indian Chief, to cross the Grand River, the city was named Brantford.

In 1784, after the American Revolution, Joseph Brant and his Six Nations Indians made this area their settlement. In 1785, King George III expressed his gratitude to his loyal Indian subjects by building a chapel in the village. Now it is the oldest Protestant church in Ontario and the only Indian Royal chapel in existence.

Although white settlement dates from 1805, it was not until 1830, when the townsite was surrendered by the Indians, that growth began (4).

During the 1840's a canal was constructed, allowing the town access to Lake Erie by water. Later, the railways made Brantford one of the richest agricultural areas in Western Ontario.

Brantford was incorporated as a town in 1847 and 30 years later became a city. In 1955 the city tripled its area by annexing 7900 acres of adjoining Brantford Township territory. The city's growth was mainly due to its manufacturing industries such as Johnson Wax, Massey Ferguson, and White Farm Equipment.

Finally, Brantford is acknowledged internationally as the "Telephone City" for here in the summer of 1874 Alexander Graham Bell invented the telephone.

Brantford first seriously considered the establishment of a police force in September 1847 because drunkenness and public nuisances were major concerns of the townspeople; the protection of persons and property from criminal activity was then not a matter of concern. One month later, Brantford residents received their first enforcer of the law; a High Bailiff. The High Bailiff had three roles to fulfill: (1) to act as an assessor; (2) to be an enforcer of the law, and (3) to collect taxes. In 1850, the structure was altered and a real police force was established with the appointment of constables and a police chief. The duties of the High Bailiff were changed to: the maintenance of the jail;

the police office; the clerk's office; and the town hall; the service of summonses and warrants; the posting of official notices; keeping and maintaining prisoners; and attending all public meetings(1). The task of maintaining law and order was entrusted to the police chief and constables. However, at that time the organization of the police force was different from what it is today.

Constables were entrusted with the maintenance law and order in one ward of the city. They were appointed for specific purpose and they were called "ward constables." Each of the five wards received one constable. The authority of the police chief over the constables was limited. In 1854 the system was again changed. Twenty-two constables were added to the police force, new equipment such as handcuffs was being purchased, and the constables came under the direct authority of the police chief. Three years later, the town Council discharged all the constables and once again established the ward constable system appointing ward constables for each ward(1). From 1858 until 1884 the authority of the chief was restricted and the appointment of policemen to the wards was done haphazardly. Total chaos resulted and in 1867, the Council again changed the system to give the

police chief authority to call on any constable for assistance when required (1). During this period (1858-1867) the Town Council, the public, and the police were continually battling over their differences of opinion on how to operate the department.

On May 31, 1877, Brantford became a city. When Brantford became a city it was believed that the police force would come under the control of a Board of Commissioners. In fact, a special section of the Bill of Incorporation gave the city Council control of the police because Council members expressed concern over the administration of the department, especially since Brantford was under a form of prohibition at the time (the Dunkin Act, a local option by-law giving communities the right to prohibit the sale of all but wholesale lots of liquor)(1).

— Under the control of the city Council, there was considerable amount of confusion and conflict. The confusion and conflict were mainly over the type of system that was to be used to keep law and order in the city and how many men were needed to obtain these objectives.

In 1885, a rapidly growing population and continued police inefficiency resulted in a reorganization of the existing police force. This reorganization resulted in the power of control over the police from the city Council to the Board of Police Commissioner consisting of the Mayor, Police Magistrate and County Judge. As a result of the reorganization, many police officers were relieved of their duties(1).

As the city increased in size so did the police force; to five policemen in 1885; seven policemen in 1892; seventeen policemen in 1908; and twenty-one policemen by the first World War. During the period of the first World War, many of the men left the police department to join the army and private industry involved in the war effort. Some of the men returned to the police force after a short stint of duty in the army or private industry. The movement away from and back into the police department was not of a one time occurrence but, a continuing drama causing total disorganization in the police department. After the war, when men returned home they all requested to be reinstated into their former departments as promised before enlisting. This was not possible. An inquiry was held in 1918 to

resolve this problem. As a result of the inquiry some men were reinstated into the positions they left, others to positions lower or higher in rank and still others not at all.

After the first World War, the nature of Brantford began to change. There was a heavy concentration of army personnel located within the city as well as at Burtch, an air force base located just outside of Brantford. Industry and manufacturing business also increased in Brantford during this period. The pattern of crime and law enforcement needs of the city altered along with these changes.

Because of the large number of servicemen stationed at Burtch during the 1920's and 30's liquor, gambling and prostitution offenses were being committed. Consequently, a morality division was established. A traffic officer on motorcycle patrol was also appointed to control the city's traffic problem. The size of the police department during the 1930's was approximately 20 with a ratio of police per population of 1:1800(1).

After the Second World War, a crime wave hit the city resulting in an increased demand for police services and an increased demand for police efficiency. Consequently,

thirty men were hired, new beats were created, shifts were rearranged and 3-wheel motorcycles for parking enforcement, a police car, 3-way radios, and tommy guns were purchased. In 1954, fifteen more men were added to the force and two more cars were purchased.

During the 1960's and 1970's, the police force grew slowly. In 1977 the police force numbered 103 with a police to population ratio of 1:640. In addition there were 25 civilians and 4 court security personnel performing essential non-police duties.

Finally, in 1980 the Brantford Police Force hired a civilian Planning and Research Officer with senior officer status, and in April, 1982 a Deputy Chief was hired through lateral entry.

Throughout the history of the Brantford Police Force there have been several investigations and into departmental matters.

In 1885, the city Council ordered the Police Commission to investigate a police officer because a safecracker eluded the force in broad daylight. The Commission suspended the police officer for cowardice and corruption and the Chief of Police was demoted to Sergeant.

In 1919, another investigation examined the allegation that certain members of the force were involved with bootleggers. Two constables were suspended and later reinstated after the investigation.

One year later, a Royal Commission--The Gregory Commission--investigated three members of the force who it was alleged, tipped off suspects about liquor raids, and paid rent for a woman who operated a brothel in return for what was referred to as 'immoral entertainment' in her building. The police officers were suspended and the Chief resigned from his position.

In 1969, the Brantford police force underwent its fourth major inquiry; an investigation by the Ontario Police Commission at the request of the Chief and the Brantford Police Commission. It was alleged that policemen on the force who were suspected of crimes were not charged, but were given the opportunity to resign. Complaints were also made with regard to discrimination; low morale within the police department; and shortcomings with the administration. The Ontario Police Commission recommended that the Brantford Police Force be reorganized and the manner of

evaluating police officers be revised. Four police officers resigned either as a direct result of the inquiry or because of continued dissatisfaction with the department's operation.

Seven years later the Ontario Police Commission did a study on the efficiency of the Brantford Police Force. The Ontario Police Commission report pointed out faults in almost all areas of the force structure, ranging from cost of policing to communication within the ranks. Among the report 72 recommendations were:

- a reduction of men from 107 to 86 sworn employees;
- reduction of senior officers from 10 to 4;
- daily, weekly, and monthly meetings among senior police officers;
- civilian employees, called special constables, to handle security and the transportation of prisoners, allowing four policemen who previously handled the job to return to rank;
- police written occurrence reports to replace a transcribing system in which officers telephoned their reports into a recording system to be transcribed by five civilians;
- the reassigning of civilian employees formerly involved in transcribing reports to radio-dispatch duties, to free policemen involved in this work;
- a complaint-card system to handle minor occurrences not requiring a criminal charge or follow-up action, to replace full reports on these complaints;

- realignment of the senior officers so that only one person was in charge of a branch or section, to overcome a one over one supervisory situation;
- redeployment of the force as outlined in the report's initial deployment chart, and
- a warning plan to notify persons who have outstanding warrants committed against them.

Although the Brantford Police Commission and the Chief of Police agreed with many of the recommendations, there were no plans to reduce the city police manpower.

In 1979 the Ontario Police Commission released another report on the Brantford Police Force dealing with manpower and personnel allocation. The report stated that "the police force's problem is not that it doesn't have enough men, but it doesn't manage properly what it has" (2). The report did not change very much from the 1976 recommendations. Some of the recommendations in the 1979 report included:

- a reduction of manpower to 89 sworn employees;
- that the force implement a plan of restricting annual leave to no more than 10-12% of patrol manpower in peak months. This would provide approximately 120 additional shifts per month;
- that the traffic section of the police force be reduced from 10 officers. This would provide the patrol section with an additional 120 officer-shifts per month;

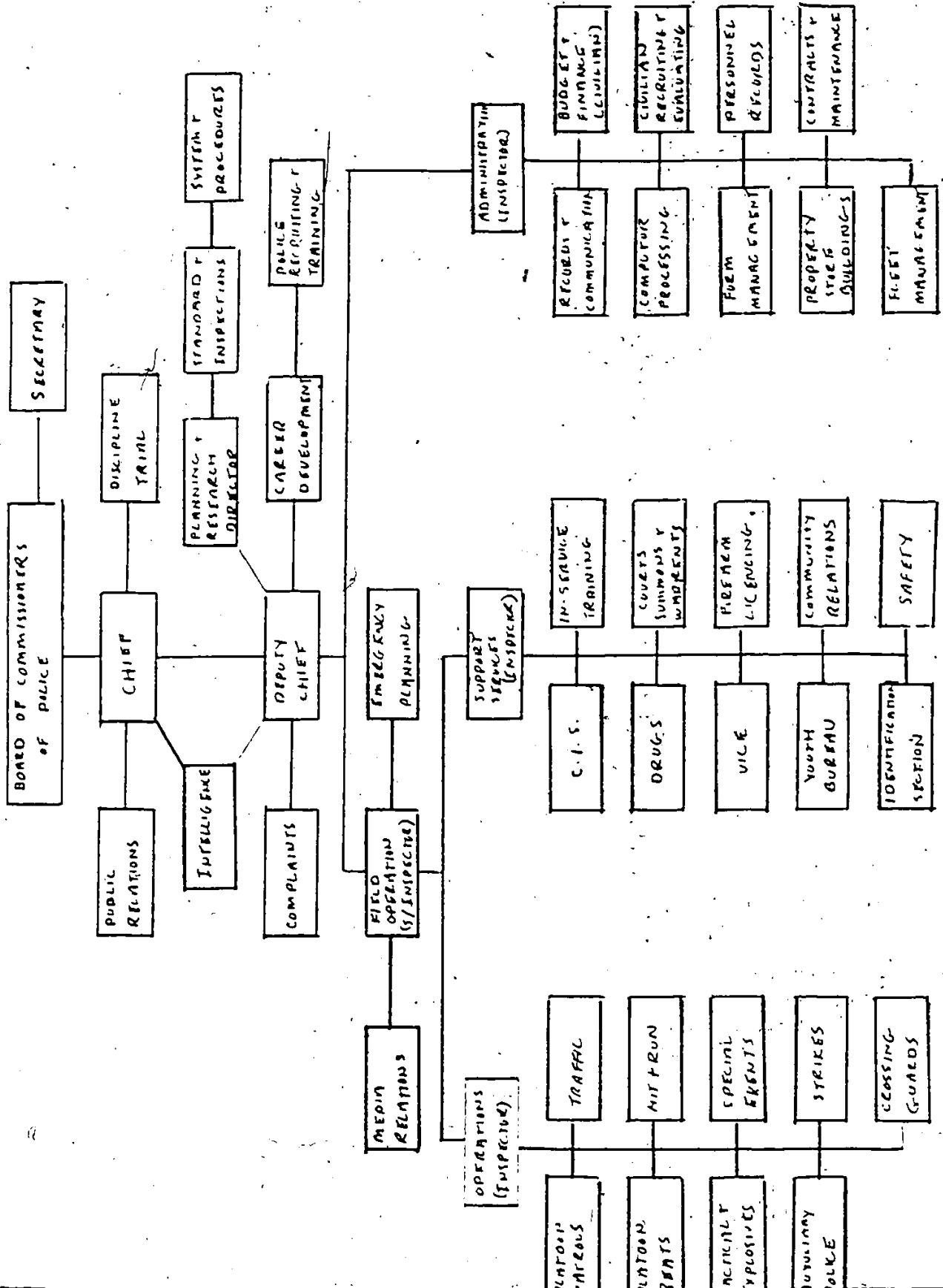
- that the number of detectives be reduced from 19 to 12, with the surplus officers reassigned to the patrol section. This would provide an additional 140 officer-shifts per month; and
- that a schedule of overlapping shifts be implemented immediately. This would provide a more logical allocation, based in the highs and lows of the day-to-day workload (2).

The Brantford Police Force did not agree with the findings in the Ontario Police Commission 1979 report and disagreed strongly with the method of evaluation of police deployment. Today the Brantford Police Force continued more or less to be operating in some structure and function.

Organizational Structure

The organizational structure of the Brantford Police Force is like any other municipal police force. There is a Board of Police Commissioners which is responsible for the whole operation of the force. The day-to-day operations are entrusted to the Police Chief, who is assisted by the Deputy Chief. The functions of the Police Chief are mainly public relations, enforcing discipline, and supervision of the Intelligence Division. The Deputy Chief also oversees the Intelligence Division but his main responsibilities are

FIGURE 3 . BRANTFORD POLICE FORCE



(1) looking after complaints made about the police
(2) directing the Planning and Research Branch and (3) being responsible for police recruitment and training. From the operational point of view, there are two major sections: field operations and administration.

Field operations are comprised of two major sections: (1) Operations, and (2) Support Services. Operations deals with the normal street crimes and the maintenance of order. Support services, in addition to providing specialized investigation, also has branches to deal with special types of crime. The Administration Section is responsible for records, communications and budgeting, (See figure 3).

There are now 107 sworn police personnel, of which 82 are constables, 14 are sergeants, 6 are staff sergeants, 2 are inspectors, 2 is a staff inspector, 1 a deputy chief, and 1 is police chief, giving a broad base pyramidal structure. In addition to these people, there are 4 special constables, 34 auxiliary police, 42 school guard patrols, 23 civilians, and 2 civilian maintenance personnel, giving the police force a total of 212 employees.

With respect to turn-over rate in the police force over a five year period, in 1982 there were two retirements; in 1981 one retirement and two resignations; in 1980 two retirements, one resignation and one death; in 1979 one retirement and two resignations; and finally in 1978 one retirement and two resignations. Thus, over the five-year period eight individuals retired, nine individuals resigned and one police officer died in 1980.

At the present moment, the police budget is approximately \$4.4 million allowing a cost for police services of \$60.75 per capita. The police/population ratio now stands around 1/683.

Brantford's Promotional Process(3)

One of the major problems in the Brantford Police Force appears to have been the promotion process. The Ontario Police Commission Report (1976) on the Brantford Police Force stated that:

from a morale and motivation point of view it is imperative that all members be cognizant of the manner in which promotions are made and consequently, what they must accomplish in seeking advancement. There is nothing more damaging to morale than promotion by seniority or on the unsupported recommendation of the Chief of Police (5).

It was only six years later that the Brantford Police Force implemented a formal promotional process. The process is based on the merit system. Merit is compiled on a total of 100 points allocated as follows:

- 1) performance - 30 points;
- 2) seniority - 10 points;
- 3) written examinations - 30 points;
- 4) appraisal by promotion committee - 30 points.

There is a Service Branch officer, who has been made responsible for the administration of the promotional procedures. He has the responsibility of posting notices, when vacancies occur and receiving applications for promotion.

To apply for a promotion, a constable must have a minimum of 5 years service including two years of service at the first class constable level. Noncommissioned officers must have a minimum of one year in their respective ranks(3).

Candidates can only make an application for promotion to the next highest classification as outlined in the Ontario Police Act regulations, e.g. constable to sergeant; sergeant to staff sergeant; and staff sergeant to inspector. Once the candidate makes an application for promotion, a minimum merit level is calculated, based on performance, seniority, written examinations, and appraisal by the Promotion Committee. A candidate can be eliminated at this stage from the promotion competition if the total merit points for performance and seniority is less than thirty; or if the total merit points for the written examination is less than twenty; or if the total merit points for appraisal by the Promotion Committee is less than twenty.

The calculation of merit points for performance is based on the four annual performance ratings immediately preceeding the competition.

The police officer's performance evaluations are completed by their supervisors once a year. The performance rating form consists of seven critical standards of performance. These are: (1)work performance, (2)dependability, (3)initiative, (4)relationships, (5)appearance, (6)written communication and (7)verbal communcation. Each critical standard is measured on a five degree rating scale consisting of (1)below standard, (2)meets minimum standard, (3)meets standard, (4)exceeds standard, and (5)outstanding. A copy of the Brantford Police Force's performance evaluation is located in Appendix B.

The computation of merit points for seniority does not exceed 10 points. Points for seniority are based on completed years of police service. The points are awarded in the following manner: for the first five years of completed service, one-half point for each year; for the next five years of completed service, one point per year; for the remaining years of completed service, one-half point per

year. Merit points awarded for written examinations total 30. Written examinations are used to ascertain the knowledge and ability of candidates. These examinations are conducted by a staff member of the Ontario Police College.

The Promotion Committee is composed of: the Chief or Deputy Chief of Police; a senior officer; and a senior police officer from another Ontario Police Force. Appraisal of the candidate and the awarding of points are based upon the candidate's personal history and:

- 1) his sphere of experience as a police officer;
- 2) special skills, trades, experience, technical or academic ability that may enhance his value to the force;
- 3) accomplishments in formal education and police training;
- 4) initiative towards self-improvement through extension of his formal education level or through courses considered beneficial to his progress as a police officer;
- 5) participation in force-sponsored lectures, in-service training, examinations and small arms training; and
- 6) age and general health in relation to his potential development(3).

An oral examination is also given to the candidate based on "situation type" questions in the area of rules and regulations, policies and procedures of the force, manpower deployment practices, leadership, behavioural problems, general knowledge questions relating to Canada and the community, and the ability to supervise, counsel and improve personnel. Each member of the committee individually assigns merit points or parts of merit points to a candidate amounting to 100%; 50% for the interview and 50% for the oral examination. The total points awarded are the average of the total individual points assigned by each member of the committee. Once the promotional process has been completed, the Chief of Police posts the following notifications to the candidates:

- 1) a list of candidates meeting the minimum requirements of performance and seniority eligible to write examinations;
- 2) a list of candidates meeting the minimum pass mark on the written examination and eligible to appear before the promotion committee for appraisal and the oral examination; and
- 3) a list of candidates with an aggregate score of not less than seventy merit points in a given rank competition qualified for the promotion to that rank(3).

A candidate placed on a list as being qualified for promotion remains on the list for 5 years.

Finally, once a candidate has been promoted to a higher rank there is a probationary period of one year for evaluation. If the candidate receives a high rating on this performance evaluation the police officer's promotion will be confirmed. If a poor evaluation results, the candidate will revert to his old position.

It should be appreciated that this promotional process was brought into effect in 1982 after this study was undertaken. Prior to this study there were no formal promotion procedures. Traditionally, promotions occurred either by seniority or on the recommendation of the Chief of Police. As pointed out by the Ontario Police Commission (1976), that state of affairs was not only unsatisfactory but also demoralizing to members of the police force. Although changes in the Brantford Police Force were taking place while this study was being conducted, it would be reasonable to assume that Brantford did not have a satisfactory promotion and career development system.

The literature suggests the existence of a relation (pg.11-13) between poor promotional opportunity and poor performance. If the promotions and career development system is unsatisfactory we should expect low performance in that department. Though not accurate or adequate.

TABLE 1

THE ACTUAL NUMBER OF CRIMINAL CODE OFFENCES FOR
BRANTFORD: 1977- 1981

	<u>Actual Criminal</u> <u>Code Offences</u>	<u>Rate Per</u> <u>100,000</u> <u>Population</u>	<u>% Cleared</u> <u>by Charge</u>	<u>% Cleared</u> <u>Otherwise</u>
1977	8,043	12,022	13	7
1978	8,592	12,239	15	9
1979	9,712	13,834	11	5
1980	10,504	14,399	13	9
1981	10,070	13,776	16	7

Source: Statistics Canada. Canadian Centre for Justice Statistics.

measures of police performance, crime rates, and crime clearance rates have been conventionally used to evaluate the efficiency of a police department.

According to Statistics Canada, the actual numbers of offences reported to the Brantford Police Force were 8,043 in 1977, 8,592 in 1978, 9,712 in 1979, 10,504 in 1980, and 10,070 in 1981. When population changes are taken into consideration, these figures yield annual rates per 100,000 population of 12,022 in 1977, 12,239 in 1978, 13,834 in 1979, 14,389 in 1980 and 13,776 in 1981. The total offences cleared by charges were 1,019, 1,255, 1,111, 1,413, and 1,599 respectively. The crimes cleared otherwise during the same period were 573, 739, 505, 899, and 748 respectively. Hence, the total percentages of crimes cleared by charges and otherwise were 20% in 1977, 24% in 1978, 16% in 1979, 22% in 1980, and 23% in 1981. (Table I).

The highest reported offence in Brantford during the years 1977-1981 was theft under \$200. In 1977 there were 2,740 actual offences reported, 2,827 offences in 1978, 3,420 offences in 1979, 3,345 offences in 1980 and 3,560 offences in 1981. The percentages of offences cleared by charges were, 10%, 12%, 7%, 8% and 11% respectively and the

percentages of offences cleared otherwise were 6% in 1977, 5% in 1978, 1% in 1979, and 4% in 1980 and 1981. The actual numbers of "theft under \$200", per 100,000 population were 4,096 in 1977, 2,827 in 1978, 4,872 in 1979, 4,582 in 1980, and 4,870 in 1981.

The second highest reported offence in Brantford during the 5 year period was break and enter. There were 1,021 offences reported in 1977, 11% of the offences were cleared by charge and 77% were cleared otherwise. In 1978 there were 1,199 offences and the percentages cleared by charge and otherwise amounted to 11% and 21% respectively. In 1979, 1,177 offences were actually reported, 9% were cleared by charge and 3% were cleared otherwise. In 1980 there were 1,631 offences reported, 11% were cleared by charge and 3% were cleared otherwise. Finally, in 1981, there were 1,429 offences reported, 11% were cleared by charge and 4% were cleared otherwise. When population changes are taken into consideration, these figures yield annual rates per 100,000 population of 1,526 in 1977, 1,708 in 1978, 1,688 in 1979, 2,234 in 1980 and 1,955 in 1981.

The third highest reported offence between the years 1977 and 1981 was theft over \$200. There were 351 reported offences in 1977, 377 in 1978, 764 in 1979, 1,036 in 1980 and 1,175 in 1981. The percentages of these offences cleared by charge measured, respectively, 4%, 5%, 4%, 3%, and 23%, while the percentages of offences cleared otherwise were 3%, 2%, 2%, 2%, and 5% respectively. When population changes are taken into consideration, these figures yield annual rates per 100,000 population of 525 crimes cleared in 1977, 527 in 1978, 1,088 in 1979, 1,419 in 1980, and 1,607 crimes cleared in 1981.

Assaults were the fourth highest offence reported. There were 625 offences reported in 1977, 761 offences reported in 1978, 739 offences reported in 1979, 661 offences reported in 1980 and 598 offences reported in 1981. The percentages cleared by charge and otherwise were 16% and 42% in 1977, 16% and 37% in 1978, 48% and 42% in 1979, 21% and 34% in 1980, and 23% and 35% in 1981. When population changes are taken into consideration, these figures yield annual rates per 100,000 population of 625 in 1977, 761 in 1978, 739 in 1979, 661 in 1980 and 598 in 1981.

When the nine serious offences listed in the uniform crime reports are considered, we find their incidence, apart from assault, which constituted the fourth highest reported offence, to be less. As far as sexual offences are concerned, there were only 24 in 1977, 37 in 1978, 36 in 1979, 34 in 1980 and 33 in 1981. The percentages of crime cleared by charge 6%, 12%, 11%, 7%, and 12% respectively. While the percentages cleared otherwise measured 6% in 1977, 8% in 1978, 11% in 1979, 33% in 1980, and 45% in 1981. For homicide there was one offence committed in 1978, and in 1979 and two offences committed in 1981.

As in most other cities:

- (1) crimes against property constitute a large portion of the crime problem; and
- (2) crimes of violence against the person constitute a relatively small portion.

When the rates are considered the incidence rates or crime rates, clearance rates, and conviction rates, though used as measures of police efficiency, depend on a number of factors that are independent of the activity of police. This does not mean to say that they are totally independent of police performance. It does mean that its use as a measure of police performance is meaningful in relative

rather than in absolute terms, when presenting a picture as to how this police force stands up against police forces of similar places such as Peterborough and Guelph which is used by the Ontario Police Commission.

Guelph, approximately 60 miles away from Brantford with a population of 74,000 and Peterborough 120 miles away with a population of 62,000 are two cities that can be considered comparable to Brantford. Table 2 and 3 illustrate the actual number of offences reported for Guelph and Peterborough.

In examining the number of actual offences per 100,000 population for the period 1977-1981, we find that Brantford had the highest rate compared to Guelph and Peterborough. This also holds true when one reviews the actual number of assaults, thefts over and under \$200 and break and enter per 100,000 population.

Comparing the percentages of actual number of reported offences cleared by charge and otherwise, we find that in 1977 Brantford had 20% cleared, compared to Guelph with 31% cleared and Peterborough with 33% cleared. In 1978, Brantford had 24% cleared, compared to Guelph who had 24% of the offences cleared and Peterborough who had 38% of

TABLE 2

THE ACTUAL NUMBER OF CRIMINAL CODE OFFENCES FOR
PETERBOROUGH: 1977 - 1981

	<u>Actual Criminal</u> <u>Code Offences</u>	<u>Rate Per</u> <u>100,000</u> <u>Population</u>	<u>% Cleared</u> <u>by Charge</u>	<u>% Cleared</u> <u>Otherwise</u>
1977	5,457	9,171	27	6
1978	6,364	10,768	31	7
1979	5,853	9,904	29	7
1980	5,451	8,936	25	4
1981	5,734	9,354	32	6

Source: Statistics Canada. Canadian Centre for Justice Statistics.

TABLE 3

THE ACTUAL NUMBER OF CRIMINAL CODE OFFENCES FOR
GUELPH: 1977-1981

	<u>Actual Criminal Code Offences</u>	<u>Rate Per 100,000 Population</u>	<u>% Cleared by Charge</u>	<u>% Cleared Otherwise</u>
1977	4,226	6,196	20	11
1978	5,031	7,046	21	10
1979	5,207	7,293	22	9
1980	5,228	8,570	22	10
1981	4,915	6,660	26	17

Source: Statistics Canada. Canadian Centre for Justice Statistics.

the offences cleared. Brantford in 1979 had 10% of the offences cleared while Guelph had 31% and Peterborough 30% of the offences cleared. In 1980 and 1981 Brantford had 22% and 23% respectively of the offences cleared compared to Guelph who had 32% cleared in 1980 and 43% cleared in 1981, and Peterborough who had 32% cleared in 1980 and 38% cleared in 1981. These figures indicate that over the five year period Brantford had the lowest clearance rate when compared to Guelph and Peterborough. Tables 4 through 7 give the individual offence rate per 100,000 population and the percentages cleared by charge and otherwise.

When the individual offences were considered we found that in 1977 Brantford had the lowest clearance rate for assaults with 58% while Guelph had a clearance rate of 62% and Peterborough had a clearance rate of 92%. Brantford further had the lowest clearance rate of theft under \$200 with 16%, compared to Peterborough with 18% and Guelph with 24%. Guelph had the lowest clearance rate for theft over \$200 with 13%, while Brantford had a clearance rate of 42% and Peterborough 77%. Brantford had the highest clearance rate for break and enter with 28% compared to Peterborough and Guelph who both had 21% for a clearance rate.

TABLE 4

THE ACTUAL NUMBER OF THEFT UNDER \$200 OFFENCES FOR BRANTFORD,
GUELPH AND PETERBOROUGH: 1977-1981

	<u>Actual Criminal Code Offences</u>	<u>Rate Per 100,000 Population</u>	<u>% Cleared by Charge</u>	<u>% Cleared Otherwise</u>
<u>BRANTFORD</u>				
1977	2,740	4,096	10	6
1978	2,827	2,827	12	5
1979	3,420	4,872	7	1
1980	3,345	4,582	8	4
1981	3,560	4,870	11	4
<u>GUELPH</u>				
1977	1,783	2,614	11	13
1978	1,978	2,770	12	12
1979	1,918	2,686	12	10
1980	2,020	2,760	12	10
1981	2,237	3,031	12	13
<u>PETERBOROUGH</u>				
1977	2,050	3,445	18	0
1978	2,192	3,728	5	1
1979	2,203	3,612	15	4
1980	1,887	3,093	18	3
1981	2,000	3,263	23	5

Source: Statistics Canada. Canadian Centre for Justice Statistics.

TABLE 5

THE ACTUAL NUMBER OF BREAK AND ENTER OFFENCES FOR BRANTFORD,
GUELPH AND PETERBOROUGH: 1977-1981

	<u>Actual Criminal Code Offences</u>	<u>Rate Per 100,000 Population</u>	<u>% Cleared by Charge</u>	<u>% Cleared Otherwise</u>
<u>BRANTFORD</u>				
1977	1,021	1,526	11	17
1978	1,199	1,708	11	21
1979	1,171	1,668	9	3
1980	1,631	2,234	11	3
1981	1,429	1,955	11	4
<u>GUELPH</u>				
1977	379	556	17	4
1978	554	776	18	36
1979	577	808	25	3
1980	509	697	26	3
1981	553	756	20	3
<u>PETERBOROUGH</u>				
1977	623	1,047	21	1
1978	830	1,404	25	29
1979	736	1,245	33	5
1980	573	939	33	1
1981	519	846	46	3

Source: Statistics Canada. Canadian Centre for Justice Statistics.

TABLE 6

THE ACTUAL NUMBER OF ASSAULT OFFENCES FOR BRANTFORD, GUELPH
AND PETERBOROUGH: 1977-1981

	<u>Actual Criminal Code Offences</u>	<u>Rate Per 100,000 Population</u>	<u>% Cleared by Charge</u>	<u>% Cleared Otherwise</u>
<u>BRANTFORD</u>				
1977	625	934	16	42
1978	761	1,084	16	37
1979	739	1,053	48	42
1980	661	905	21	34
1981	598	818	23	35
<u>GUELPH</u>				
1977	231	338	34	28
1978	200	280	33	31
1979	182	255	34	38
1980	189	258	30	46
1981	222	301	30	46
<u>PETERBOROUGH</u>				
1977	199	334	30	62
1978	233	394	35	61
1979	193	327	33	61
1980	186	305	30	59
1981	176	287	32	51

Source: Statistics Canada. Canadian Centre for Justice Statistics.

TABLE 7

THE ACTUAL NUMBER OF THEFT OVER \$200 OFFENCES FOR BRANTFORD,
GUELPH AND PETERBOROUGH: 1977-1981

	<u>Actual Criminal Code Offences</u>	<u>Rate Per 100,000 Population</u>	<u>% Cleared by Charge</u>	<u>% Cleared Otherwise</u>
<u>BRANTFORD</u>				
1977	351	525	4	3
1978	377	527	5	2
1979	764	1,088	4	2
1980	1,036	1,419	3	2
1981	1,175	1,607	23	5
<u>GUELPH</u>				
1977	187	274	12	1
1978	221	310	9	2
1979	273	382	8	1
1980	374	511	9	1
1981	415	562	9	2
<u>PETERBOROUGH</u>				
1977	274	460	77	0
1978	323	547	10	0
1979	331	560	5	2
1980	416	682	6	1
1981	477	778	5	1

Source: Statistics Canada. Canadian Centre for Justice Statistics.

The the data on the actual number of offences reported to the Brantford, Guelph, and Peterborough police forces, we revealed that Brantford had the highest rate of offences per 100,000 population and also that it had the lowest clearance rate. This could be taken as a reflection of the unsatisfactory promotion and career development system in that city. However, before such a conclusion can be made in definitive terms, an assessment of the promotional policies and career development systems of the two other cities must be made. It should also be pointed out that though the Ontario Police Commission uses them to compare the performance of the Brantford Police, the two cities could be vastly different from Brantford .

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CHAPTER IV

THE FINDINGS

Of the 104 self administered questionnaires sent out, 22 usable questionnaires were returned. This represented a 21 percent return rate. There were also 9 questionnaires returned with no responses. All the respondents were male. The average respondent had served 13.5 years on the police force. Six individuals had some university education, four had some community college education and twelve had only a high school education.

In the analysis of the data, the respondents were first divided into three categories according to Walsh's career style: middle class mobiles; action seekers; and street cops. This was accomplished by scoring the respondents' answers to Part III. Those who cited opportunity for advancement, recognition, salary and discipline in the organization were rated as street cops. Those who cited job security, opportunity to help people and variety in work schedules were rated as action seekers, while those who cited the type of work, opportunity for training, opportunity to improve education and opportunity for achievement were rated as middle class mobiles. There were 11 policemen

classifiable as middle class mobiles, 10 policemen classifiable as action seekers, and 1 policeman classifiable as a street cop. The responses were analyzed to specifically answer the five following questions:

- 1) What were the policeman's career expectations?
- 2) What did the policeman do to achieve his career expectations?
- 3) Were the policeman's career expectations fulfilled?
- 4) What was the policeman's level of satisfaction? and
- 5) In what areas were the policemen satisfied or dissatisfied with their job dimensions?

The policeman's career expectations were measured in terms of the highest rank the police officer expected to achieve in his career in the police force (Part VI). What the policeman did to achieve his career expectations were determined by his responses to Part II which assessed his external training and Part VI which assessed his internal training. External training was measured in terms of the education he sought outside the police force and the number of courses, offered by the Ontario Police Commission, he had

followed. Internal training was measured in terms of the number of different divisions in which the policeman had worked. Responses to Part IV and Part V indicated whether the policeman's career expectations were fulfilled, while responses to Part VII provided information on the policeman's level of satisfaction. Answers regarding the areas where the policeman was satisfied and dissatisfied came from the responses to Part V and Part VI.

The number of respondents demanded that the analysis be mainly descriptive. Statistical analysis however, was conducted for Part VI. The police officer's scores for Part VI were divided at the mean with the higher scores reflected dissatisfaction. While the scores at, or below, the mean scores reflected satisfaction. The mean scores for the middle class mobiles and action seekers current job attitude are found in Table 17.

Result

Comparison Among The Groups

The career expectations of the policemen in the three groups are shown in Table 8 and the number of years in which the policemen expected to achieve these positions are shown in Table 9.

TABLE 8

CAREER EXPECTATION FOR THE MIDDLE CLASS MOBILES, ACTION SEEKERS
AND STREET COP

	<u>Middle Class Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>	<u>Total</u>
Deputy Chief	1	0	0	1
Inspector	3	3	0	6
Staff Sergeant	3	2	0	5
Sergeant	4	1	0	5
Remain in their Present Rank	0	4	1	5

TABLE 9

EXPECTED YEARS TO PROMOTION FOR THE MIDDLE CLASS MOBILES,
ACTION SEEKERS, AND STREET COP

<u>Years</u>	<u>Middle Class</u>	<u>Action Seekers</u>	<u>Street Cops</u>
0	0	0	1
1-3	5	7	0
4-6	1	0	0
7-10	2	2	0
and over	3	1	0

These tables illustrate that the middle class mobile group have higher career expectations within the police department than either the action seekers or the street cop. Furthermore the middle class mobile officers desired to reach their expected career positions faster than the action seekers or the street cop.

The middle class mobiles, action seekers, and the street cop's external educations are outlined in Table 10. Table 10 indicates that the middle class mobiles appeared to have higher education; four individuals had some university and two individuals had college training as compared to the action seekers who only had two individuals with some university and college training.

The internal training of these groups are shown in Table 11. Internal training was measured in terms of their experience that an officer gathered by working in different divisions within the department. The middle class mobiles had six individuals who hoped to work in four divisions, one individual who hoped to work in three divisions and four individuals who expected to work in two divisions. Among the action seekers three expected to work in four divisions, and seven in two divisions. The street cop was satisfied with working in one division. Thus, middle class mobiles

TABLE 10

EXTERNAL TRAINING FOR THE MIDDLE CLASS MOBILES, ACTION SEEKERS,
AND STREET COP

<u>Education</u>	<u>Middle Class Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>
High School	5	6	1
College	2	2	0
University	4	2	0

TABLE 11

INTERNAL TRAINING FOR THE MIDDLE CLASS MOBILES, ACTION
SEEKERS AND STREET COP

<u>Different Divisions</u>	<u>Middle Class Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>
0	0	0	1
1	0	0	0
2	4	7	0
3	1	0	0
4	6	3	0

wanted to work in more divisions within the police organization and consequently gain more experience and internal training than the action seekers and the street cop.

Fulfillment of the policeman's career expectations is illustrated in Table 12. Three middle class mobiles believed that their career expectations had been met to a very great degree, six to a great degree, and two to a moderate degree. In contrast, two action seekers claimed that their career expectations had been met to a very great degree, three to a great degree, two to a moderate degree, one to some degree and one stated that they had not been met at all. The street cop claimed that his career expectations had been met to a great degree.

The ideal career path of the policeman is shown in Table 13. Three middle class mobiles believed that they had a high chance to achieve their ideal career path compared to one action seeker. Two middle class mobiles believed that they had a fair chance of achieving their ideal career path compared to three action seekers. Finally six middle class mobiles believed that their chances were low in achieving their ideal career path as compared to five action seekers, and one street cop.

TABLE 12

CAREER FULFILLMENT OF THE POLICEMAN'S EXPECTATIONS

	<u>Middle Class Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>
Very Great	3	2	0
Great	6	3	1
Moderate	2	2	0
Some	0	1	0
Not at All	0	1	0
Missing Value	0	1	0

TABLE 13

CHANCES OF REACHING THE IDEAL CAREER PATH FOR THE MIDDLE CLASS
MOBILES, ACTION SEEKERS AND STREET COP

	<u>Middle Class Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>
High	3	1	0
Fair	2	3	0
Low	6	5	1
Missing Value	0	1	1

In summarizing Tables 12 and Table 13, the middle class mobiles claimed that their career expectations had generally been met whereas the action seekers were not as satisfied. Both the middle class mobiles and the action seekers, however, expressed the same attitude concerning the possibility of achieving their ideal career paths.

The present career satisfaction of the policemen is shown in Table 14. Two middle class mobiles indicated that they were totally satisfied, five were satisfied, one was relatively satisfied, and one was totally dissatisfied with regard to present career status. Two action seekers claimed to be totally satisfied, five were satisfied, two were relatively satisfied, and one was totally dissatisfied with regard to present career status. The street cop, appeared to be satisfied with his present career situation. Hence, all three groups appeared to be generally satisfied with their present career situations.

In examining the policemen's future career satisfaction (Table 14), the results show that one middle class mobile was totally satisfied, three were satisfied, three were relatively satisfied and four were relatively

TABLE 14

PRESENT AND FUTURE CAREER EXPECTATIONS OF THE MIDDLE CLASS MOBILES,
ACTION SEEKERS AND STREET COP

		Middle Class Mobiles		Action Seekers		Street Cop	
		<u>Present</u>	<u>Future</u>	<u>Present</u>	<u>Future</u>	<u>Present</u>	<u>Future</u>
Totally Dissatisfied	1	1	0	1	1	0	0
	2	0	0	0	1	0	0
	3	2	4	0	1	0	1
	4	1	3	2	2	0	0
	5	5	3	5	3	1	0
Totally Satisfied	6	2	1	2	2	0	0

dissatisfied. In contrast, one action seeker claimed to be totally satisfied, three were satisfied, two were relatively satisfied, one was relatively dissatisfied, one was dissatisfied and two were totally dissatisfied with their future careers. The street cop indicated that he was relatively dissatisfied with his future career situation. Thus, it appeared that the action seekers were more dissatisfied with their future career situations than were the middle class mobiles.

Table 15 shows the areas where the policemen are satisfied in relation to their job dimensions. Middle class mobiles appeared to be satisfied with the salary, the job security, the nature of police work, their physical security, the opportunity to meet and help people, the independence, the working conditions, and the excitement of their work.

The action seekers indicated satisfaction with the salary, the job security, the retirement plan, the opportunity to meet and help people, the variety in the work, the independence, and the excitement of their work.

TABLE 15

JOB DIMENSIONS FOR THE MIDDLE CLASS MOBILES, ACTION SEEKERS, AND STREET COP

	Middle Class Mobiles		Action Seekers		Street Cop	
	Dis.	Sat.	Dis.	Sat.	Dis.	Sat.
Salary	0	11	0	10	1	0
Promotional Policies	6	1	6	2	1	0
Shift Work	1	8	4	6	0	1
Equipment on the Job	2	8	4	6	0	1
Job Security	0	11	0	10	0	1
Quality of Superiors/ Supervision	1	8	2	7	1	0
Opportunity for Training	4	6	4	3	1	0
The Nature of Police Work	0	11	2	8	0	1
Beats	0	8	0	6	0	0
Communication with the Force	4	5	4	5	1	0
Criminal Justice System	9	0	8	1	1	0
Your Physical Security	0	11	3	6	1	0
Uniform	1	7	2	5	0	1
Opportunity for Recognition	0	8	4	4	1	0
Opportunity for Self- Satisfaction	0	9	3	7	0	0
Methods of Performance Appraisal	5	5	6	3	1	0
Opportunity to Improve Education	2	6	3	7	0	1
Retirement Plans	1	9	0	10	0	1
Opportunity for Achievement	1	9	4	6	0	0
Hours of Work	1	10	2	7	0	1
Opportunity to Meet and Help People	0	11	0	10	0	1
Variety in the Work	1	10	0	10	0	1
Independence	0	11	0	10	0	1
Discipline	3	10	3	7	0	0
Personnel Policies	3	4	2	6	1	0
Working Conditions	0	11	3	7	0	1
Opportunity to Assume Responsibility	1	10	2	8	0	1
Opportunity to Plan a Career	5	4	4	4	1	0
Sense of Belonging	1	8	2	8	1	1
Excitement in the Work	0	11	0	10	0	0
Annual Leave	0	10	1	9	0	1
Paperwork - Report Writing	5	4	3	7	2	0

Finally, the street cop seemed to be satisfied with the equipment on the job, the job security, the nature of police work, the uniform, the opportunity to improve education, the retirement plans, the hours of work, the opportunity to meet and help people, the variety in the work, the independence, the working conditions, the opportunity to assume responsibility, the sense of belonging, and the annual leave.

Overall, it appeared that the three groups were all agreeable and satisfied with the job security, the opportunity to meet people and the independence.

Dissatisfaction with the policemen's job dimensions are also shown in Table 15. The middle class mobiles expressed dissatisfaction with the promotional policies, the criminal justice system, the method of performance appraisal, the opportunity to plan a career, and the paperwork.

The action seekers claimed dissatisfaction with the promotional policies, the criminal justice system, and the method of performance appraisal.

The street cop indicated he was dissatisfied with the salary, the promotional policies, the quality of supervisor/supervision, the communication within the force, the

criminal justice system, the physical security, the opportunity for recognition, the methods of performance appraisal, the personnel policies, the opportunity to plan a career, and the paper work. In conclusion, the three groups appeared to be dissatisfied with the promotional policies, the criminal justice system, and the method of performance appraisal.

The responses to the policemen's current job attitude are outlined in Table 16. Due to the fact that only one individual was classified as a street cop his responses will not be analysed.

In examining current job attitudes for work, five middle class mobiles were satisfied with their work and six were dissatisfied as compared to four action seekers who were satisfied and four who claimed they were dissatisfied with work.

Regarding supervision, five middle class mobiles claimed they were satisfied while six claimed they were dissatisfied. On the other hand, three action seekers were satisfied and five were dissatisfied.

TABLE 16

CURRENT JOB ATTITUDES OF THE MIDDLE CLASS MOBILES, ACTION SEEKERS,
STREET COP

		<u>Middle Class</u> <u>Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>
Work	Sat.	5	4	0
	Diss.	6	4	0
Supervision	Sat.	5	4	0
	Diss.	6	4	0
Co-worker	Sat.	5	3	0
	Diss.	6	5	0
Pay	Sat.	4	3	0
	Diss.	7	5	0
Promotion	Sat.	6	4	0
	Diss.	5	4	0

With reference to pay, four middle class mobiles were satisfied and seven were dissatisfied, whereas three action seekers were satisfied and five were dissatisfied.

Finally, with respect to promotion, six middle class mobiles were satisfied and five were dissatisfied, while four action seekers were satisfied and four were dissatisfied. Thus, both the middle class mobiles and action seekers were dissatisfied with work, supervision, co-workers, and pay and were somewhat satisfied with promotions.

In examining the mean score for variables in current job attitudes (Table 17), we found that the middle class mobiles were more satisfied with their work (38.5), supervision (45.4), co-worker (39.6), pay (14.6) and promotion (9.8) compared to the policemen who were classified as action seekers.

TABLE 17

MEAN SCORES FOR CURRENT JOB ATTITUDE OF MIDDLE CLASS MOBILES,
ACTION SEEKERS AND STREET COP

	<u>Middle Class</u> <u>Mobiles</u>	<u>Action Seekers</u>	<u>Street Cop</u>
	$\bar{X}$	$\bar{X}$	
Work	38.5	38.75	25
Supervision	45.4	47.63	33
Co-worker	39.6	49.63	41
Pay	14.6	14.75	11
Promotion	9.8	10.75	10

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CONCLUSION

Career development from a police organizational perspective presumes the legitimacy of the employee's needs at all levels and should provide the best possible match with organizational needs. Not all individuals, however, will be promoted to their expected positions, because of the organizational structure of the police force and a congruent promotional process. Once a policeman realizes that he will not be promoted he can become disgruntled. Feelings of frustration and dissatisfaction can affect job performance and tend toward low morale within the organization. This has been the basic premise on which this study has been made.

It has been further argued that in a police department where there is high morale, performance will be exceptionally good and that this good performance will be reflected in relatively high crime clearance rates. Consequently, in a police department where there is a low morale, performance will be relatively poor and this poor performance will be reflected in relatively low crime clearance rates. Nonetheless, whatever the overall morale of a department may be, certain individuals will have high

morale, regardless of the opportunities for promotion and others will have a low morale even if the opportunities for promotion are unlimited.

The morale of the individual policeman is dependent upon his perception of his career prospects and is affected by a number of other factors, all of which in combination, conspire to determine the strength of his desire for promotion. It is in this context that the effect of promotion in a police force has been studied.

The data necessary for this study were obtained through a questionnaire administered to 104 members of the Brantford Police Force seeking information on:

- (1) the career expectations of the policeman;
- (2) what the policeman did to attain these career expectations;
- (3) the policeman's perception of fulfillment of his career expectations, and
- (4) his satisfaction with the attitudes toward the different dimensions of his job.

In addition, statistical information on the performance of the police forces in Brantford, Peterborough and Guelph was collected from Statistics Canada publications. Information was also gathered on the promotion policy followed by the Brantford Police Force.

The data revealed:

1. The promotion policy followed in Brantford was such that it gave the officers no indication as to how promotion would be made, thus creating a considerable amount of frustration and dissatisfaction among them.
2. The performance of the Brantford Police Force in terms of crime clearance rate was poor in comparison with the Guelph and Peterborough Police Departments.
3. On the basis of questions relating to career aspiration and motivation to join a police force, it was possible to separate the Brantford policemen into three groups:
 - 1) action seekers;
 - 2) middle class mobiles; and
 - 3) street cops.

There were ten policemen classified as action seekers. Action seekers are individuals who join the police force in the belief that it will either provide them more excitement or permit them to escape the monotony they experience in their previous occupations.

There were eleven policemen classified as middle class mobiles. Middle class mobiles are individuals who join the police force because policing is considered to be a professional occupation providing a ladder for

social advancement without the need for higher education. Only one policeman was classified as a street cop. Street cops are individuals who join the police force for the security it can bring to their family.

4. The career expectations of the policemen varied from a desire to become a deputy chief to being satisfied with remaining in their present positions. The middle class mobiles had the greatest ambition. One middle class mobile wanted to become a deputy chief, three wanted to become inspectors, three wanted to become staff sergeants, and four middle class mobiles wanted to become sergeants. No middle class mobile was satisfied to remain unpromoted.

Action seekers also displayed a certain amount of ambition. Three wanted to become inspectors, and two wanted to become staff sergeants; however, four were satisfied to remain in their present ranks.

The street cop had no ambition to be promoted. He claimed that he would be happy to remain in his present position.

5. Middle class mobiles not only had the greatest ambition for promotion; they also revealed themselves to be

the ones who were most interested in upgrading their education and gaining more experience by working in various divisions in order to be recognized for advancement. In contrast, most of the policemen who were classified as action seekers did not appear to exert much energy in this direction. The middle class mobiles were extremely motivated, had extremely high career goals, and desired greater rewards than either the action seekers or the street cop. The middle class mobiles perceived that certain outcomes would result from higher education and further training which they believed was needed to obtain the expected career position. The action seekers, however, although not as interested in improving their skills for promotion, believed that they would advance faster to their expected career position than the middle class mobiles. Finally, the middle class mobiles perceived that advancement would result from higher education and further training.

6. All of the policemen had taken courses offered by the Ontario Police Commission. Moreover, they all claimed that they were provided with the opportunity to improve their education outside the police force and that they

were satisfied with these provisions. Only a few, however, sought to do so by taking university or college courses and the majority of these were middle class mobiles. Some of the action seekers also sought to improve their education by taking courses at university, but they were few and far between. The middle class mobiles were more interested in external education because they wanted to improve their skills and knowledge for career development and job performance. The action seekers, on the other hand, stated that external education was unimportant especially if they had no desire to further their careers.

7. Regarding internal training and the experience gathered by working in various divisions, some policemen wanted to work in many different divisions while others wanted to work in only one. Six middle class mobiles wanted to work in four different divisions to improve their training, as compared to three action seekers. The majority of action seekers stated that they wanted to work in just two different divisions. The street cop was satisfied with working in one division.

The middle class mobiles claimed that they were satisfied with the opportunity for internal training,

while the action seekers and street cop believed that the police force offered them little or no opportunity to improve their skills. Thus the middle class mobiles believed the police department offered them opportunity to improve their skills and understanding and they made full use of these opportunities perhaps because they were contingent upon the effort to attain the requisite skills within the police organization. The action seekers and street cop, on the other hand, believed that the department offered no opportunities and they did not attempt to gain additional training by working in different divisions.

8. All of the policemen in the sample expressed dissatisfaction with the promotional policies in the Brantford Police Force. Amazingly enough, however, among the Brantford Policemen, the middle class mobiles were the most satisfied with promotional policies and they claimed that their career expectations had been generally met. Action seekers, on the other hand, claimed that their career expectations had only been met to a moderate degree.

9. Finally, with respect to the other aspects of their work, middle class mobiles were as satisfied as the action seekers and the street cop with job security and the opportunities to meet people and to work in an independent manner. They all appeared to be dissatisfied with promotional policies, the criminal justice system, the lack of career planning, the method of performance appraisal and the paper work.

The job attitude of the policemen in Brantford appeared to be negative. However, the middle class mobiles were less dissatisfied than the action seekers with regard to several working conditions--supervision, co-workers, salary, and promotions.

All the policemen expressed satisfaction with their present career positions on the police force. The action seekers and the street cop believed that they would also be satisfied with their future situations, while the middle class mobiles believed that they would be dissatisfied. Advancement within the force was more important to the middle class mobiles than to the action seekers and the street cop. These factors, coupled with

the knowledge of limited career opportunities within the force, resulted in the middle class mobiles being less likely to be satisfied with their future position.

The theoretical framework of this study led to a number of hypotheses, some of which have been explicitly stated and some which have been implied:

- 1) all police officers experience a high degree of unfulfillment in certain dimensions;
- 2) middle class mobiles experience a greater degree of unfulfillment with regard to promotions and career development than either the street cops or action seekers;
- 3) middle class mobiles have greater promotional aspirations than either the street cops and action seekers;
- 4) middle class mobiles make greater effort in terms of training and education to obtain promotion than either the street cops and actions;
- 5) middle class mobiles are more dissatisfied with promotional procedures than either street cops of action seekers;
- 6) middle class mobiles are less satisfied with the progress they have made in terms of career development than the street cops and action seekers; and
- 7) middle class mobiles are less hopeful of achieving their career ambitions than the street cops and action seekers.

The data gathered in this study support the first, second, third and fourth hypotheses, but does not support

the fifth, sixth, and seventh hypotheses. The failure of the data to support the last three hypotheses is only comprehensible if the middle class mobiles are thought to have desisted from expressing their real feelings. This is a possibility because a number of policemen, who had failed to respond, attributed their failure to the possibility of their being identified. Under these circumstances, it would certainly be seen as foolhardy to reduce their chances of promotion by expressing dissatisfaction.

When this study was undertaken, the Chief of the Brantford Police Force was approached to obtain his support and cooperation prior to collecting the data. In organizations such as the police force there is a general belief that the cooperation of the lower ranks is more likely if the approval of the higher echelons is first obtained. When the study was discussed with the Chief, he was confident that there would be a 100 percent response rate, i.e. that every one of the 104 officers would return the questionnaire completed. In addition to this, the Brantford Police Association was also approached to obtain their assistance to encourage the individual policemen to participate in the study. The hierarchy of the Police Association saw no reason why there should not be a 100 percent response rate and even offered to distribute and collect the completed questionnaires.

In spite of the support from the Chief and the Police Association the response rate was low. This low response rate from the Brantford Police Force reveals one of the problems associated with obtaining information from police organizations.

According to Fox and Lundman(1), there are two barriers that must be overcome in order to successfully gain access to a police department. The first task is to obtain approval from those in control of the organization. This approval is usually associated with such considerations as confidentiality of the data, feedback to the police force and the contribution that the research will make toward developing the department's policies and objectives and towards improving its welfare and image. Without this approval, the necessary data cannot be collected.

The second task is to obtain approval from the potential respondents. Similar considerations play a part in the respondent's approval but in relation to the individual policeman and his position in the department rather than in relation to the police department and its position in society. In this study the Police Association was unsuccessful in helping to overcome this barrier. Discrete enquiries made of individual policemen as to why they did

not respond revealed a number of reasons. They did not see any benefit in completing the questionnaire. They believed that they could be identified from the questionnaire, and that therefore they could not respond honestly. They feared that the information on the questionnaire could be damaging to their future career prospects on the police force. They believed that it was an inopportune moment to express their views on promotions, considering that the Brantford Police Force was in the process of changing their promotional policies while the study was being conducted.

The problem of low response rate may have been solved had the study been planned differently. Instead of having the Director of Research and Planning distribute the questionnaires, this should have been done by the researcher. This would have involved the researcher spending time in the department to meet the individual policemen, to discuss and explain the study.

Another problem with the study was the unanswered questions in the returned questionnaires. Some of the police officers had difficulty answering questions they found unclear or ambiguous. Others believed that the questions intruded on their privacy or thought that the questionnaire

was too long and considered its completion an unwarranted imposition.

Due to the low response rate on the questionnaire, not only was it impossible to engage in any statistical analysis, it was difficult to compare the three career styles (middle class mobiles, action seekers, and street cops) in any way that would have lead to any meaningful conclusions. The data, however, did provide the opportunity to examine the question in an exploratory manner.

The implication of this study was worthy of the consideration of concerned police administrators. If the results of this study can be extrapolated and applied to all policemen, then the magnitude of the problems associated with police promotions become apparent.

Police departments should empirically assess and validate the content of their promotional policies and career development. Such an assessment would undoubtedly discover the need to develop entirely new criteria that relate specifically to the performance required by the new position rather than on traditional and possibly outdated departmental values.

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APPENDIX A

QUESTIONNAIRE

DATE: O O D E R

1982-08-11

SUBJECT: Thesis - Police Promotions

A city resident, John Kiedrowski, a student of the University of Ottawa, has solicited the Force's co-operation in conducting a study on police promotions for his thesis in Criminology.

Questionnaires which can be completed anonymously, will be distributed to each sworn member. Please return them to our Planning and Research Officer.

The outcome of this project will be awaited with interest and could result in changes to our career planning and promotional process.


Deputy Chief Alvin W. Barber
for
Chief John G. Weir

PTA:me

Copies to All Branches, Sections and Units

TO: MEMBERS OF THE BRANTFORD POLICE FORCE

As part of my M.A. thesis in Criminology at University of Ottawa, I am examining police promotions. The ultimate goal of this study is the recommendation of policies and procedures that will better allow a member to express and follow a chosen career path, and allow the organization to better utilize its available manpower.

The Brantford Police Force has shown a great deal of interest in this thesis and has allowed me to approach individual members for their opinions on current career and promotional policies. The results will have an impact upon career planning in your Force, but they may also aid other forces across the country.

The attached questionnaire, which may be completed anonymously, will allow you to express your perceptions of both your current job and overall career within the Brantford Police Force.

The form can be completed in less than thirty minutes and can be done at your own convenience. As the results will be used to critically examine the career and promotional policies in your Force, the return of the form is most important. The value of the information that can be provided depends, to a large extent, on the number of members who complete the form. PLEASE GET INVOLVED

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PART I

Background Information

Although you may complete this questionnaire anonymously, we do require some background information so that the results can be reported in more depth. This reporting would be in group form only - for example, Patrol Division personnel feel that, the Constables stated that, younger members of the Force feel that

Rank _____

Age _____ (in years)

Current Posting _____
(eg. Platoon Patrol)

Education (please be specific - include last grade of high school completed, community college studies, and, university studies)

Marital Status _____

Number of Dependent Children _____

Does your spouse work? (check one)
no _____ full-time _____ permanent part-time _____
occasional part-time _____

Mother Tongue _____

Knowledge of other official language (check one)

fluent _____ good _____ average _____ poor _____ none _____

PLEASE GO ON TO PART II

Career History

In this section, we would like to get some idea of your service background to date with the Brantford Police Force.

Date Enrolled in Force

Year

Month

Transfer History -In this section we would like you to give a brief outline of your career in the following manner. On the first line below, list the first Section you were posted to following completion of Basic Training. In the space provided also list the year in which this occurred. List your subsequent transfers in the same manner (one per line) together with the appropriate years. Your last listing should be your current assignment.

Year

First posting: _____

Transfer: _____

Transfer: _____

Transfer: _____

Transfer: _____

Transfer: _____

Transfer: _____

Transfer: _____

Please use the reverse side of this page if more space is needed.

Promotion History -This section is similar to the previous one but instead requests dates (only the year) of each of your promotions. Include any promotions to 'old' ranks such as Detective, Corporal, etc., if applicable

Year

Promotion

_____	_____
_____	_____
_____	_____

Please use reverse side of this page if more space is necessary.

Training History

In this section, we would like you to list any course you have taken OUTSIDE the Force, since joining. This would include police related training, academic upgrading, or even general interest courses. Please list the approximate date of the course (if you remember), the title and the sponsoring institution. (Please include Ontario Police College recruit training -if you took it.)

[illegible]

PLEASE GO ON TO PART III

PART III

Expectations upon joining the Brantford Police Force

In this section we would like you to think back to when you first joined the Force and respond to the following items.

Check the list of factors below and make a mental note of those that prompted you to join the Force. Once you have determined which these were, please rank order them according to their importance to you at the time you joined. Put a "1" beside the most important, a "2" beside the second most important, etc. You need not rate all of these; only those that motivated you to join the Force.

- Opportunity for Advancement
- Job Security
- The Type of Work
- Opportunity for Recognition
- Salary
- Opportunity for Training
- Opportunity to Improve Education
- Opportunity for Achievement
- Opportunity to Help People
- Variety in Work Schedules
- Discipline in the Organization
- Other (Please specify) _____
- Other (Please specify) _____

To this point in time, to what degree have these expectations been met (Check one).

- To a very great degree
- To a great degree
- To a moderate degree
- To some degree
- Not at all

PLEASE GO ON TO PART IV

PART IV

Current Job Attitudes

In the following section, we are interested in your attitudes toward various aspects of your current employment with the Brantford Police Force.

Below you will find five factors that are associated with your job. Under each is a list of adjectives that refer to that factor. In the space beside each adjective insert a "Y" if it describes the factor, an "N" if it does not describe the factor, or a "?" if you are not sure. For example, if you felt your WORK was fascinating, you would insert a "Y" in the space opposite that word.

WORK	SUPERVISION ^I	CO-WORKERS
☐ Fascinating	☐ Asks my advice	☐ Stimulating
☐ Routine	☐ Hard to please	☐ Boring
☐ Satisfying	☐ Impolite	☐ Slow
☐ Boring	☐ Praises good work	☐ Ambitious
☐ Good	☐ Tactful	☐ Stupid
☐ Creative	☐ Influential	☐ Responsible
☐ Respected	☐ Up-to-date	☐ Fast
☐ Hot	☐ Doesn't supervise enough	☐ Intelligent
☐ Pleasant	☐ Quick-tempered	☐ Easy to make enemies
☐ Useful	☐ Tells me where I stand	☐ Talk too much
☐ Tiresome	☐ Annoying	☐ Smart
☐ Challenging	☐ Stubborn	☐ Lazy
☐ On your feet	☐ Knows job well	☐ Unpleasant
☐ Frustrating	☐ Bad	☐ No privacy
☐ Simple	☐ Intelligent	☐ Active
☐ Endless	☐ Leaves me on my own	☐ Narrow Interests
☐ Gives sense of accomplishment	☐ Around when needed	☐ Loyal
	☐ Lazy	☐ Hard to meet

^I Try to reflect your overall impressions of your supervision. But if you can't do this in a general way, complete this on the individual who completes your performance appraisal.

PAY

- ☐ Income adequate for normal expenses
- ☐ Barely live on normal income
- ☐ Income provides luxuries
- ☐ Insecure
- ☒ Less than I deserve
- ☒ Highly paid
- ☐ Underpaid

PROMOTIONS

- ☐ Good opportunity for advancement
- ☐ Opportunities somewhat limited
- ☐ Promotion on ability
- ☐ Dead-end job
- ☐ Good chance for promotion
- ☐ Unfair promotion policy
- ☐ Infrequent promotions
- ☐ Regular promotions
- ☐ Fairly good chance for promotion

The following questions can be answered by checking one of the five responses.

- I. On most days on your job, how often does time seem to drag for you?
☐ About half the day or more
☐ About one-third of the day
☐ About one-quarter of the day
☐ About one-eighth of the day
☐ Time never seems to drag
2. Some people are completely involved in their job - they are absorbed in it night and day. For other people, their job is simply one of several interests. How involved do you feel in your job?
☐ Very slightly involved; my other interests are more absorbing
☐ Slightly involved
☐ Moderately involved; my job and my other interests are equally absorbing to me.
☐ Strongly involved
☐ Very strongly involved; my work is the most absorbing interest in my life.
3. How often do you do some extra work on you job which really isn't required and for which you are not paid?
☐ Almost every day
☐ Several times a week
☐ About once a week
☐ Once every few weeks
☐ About once a month or less
4. Would you say you work harder, less hard, or about the same as other members doing your type of work in the Brantford Police Force?
☐ Much harder than most others
☐ A little harder than most others
☐ About the same as most others
☐ A little less hard than most others
☐ Much less hard than most others

PLEASE GO ON TO PART V

PART V

Job Dimensions

In this section, we would like you to consider each of the items and draw a circle around the "S" if you are satisfied with that item as it pertains to your job. If you are dissatisfied with the item, draw a circle around the "D". Draw a circle around the "?" if you are not sure, and draw a circle around the "NA" if you feel that the item is not applicable or relevant to your current position. Mark each of the items with your present job in mind.

salary	S	?	D	NA
Promotional Policies	S	?	D	NA
Shift Work	S	?	D	NA
Equipment on the Job	S	?	D	NA
Job Security	S	?	D	NA
Quality of Superiors/Supervision	S	?	D	NA
Opportunity for Training	S	?	D	NA
The Nature of Police Work	S	?	D	NA
Beats	S	?	D	NA
Communication within the Force	S	?	D	NA
Criminal Justice System	S	?	D	NA
Your Physical Security	S	?	D	NA
Uniform	S	?	D	NA
Opportunity for Recognition	S	?	D	NA
Opportunity for Self-Satisfaction	S	?	D	NA
Methods of Performance Appraisal	S	?	D	NA
Opportunity to Improve Education	S	?	D	NA
Retirement Plans	S	?	D	NA
Opportunity for Achievement	S	?	D	NA
Hours of Work	S	?	D	NA
Opportunity to Meet & Help People	S	?	D	NA
Variety in the Work	S	?	D	NA
Independence	S	?	D	NA
Discipline	S	?	D	NA
Personnel Policies	S	?	D	NA

Continued

Working Conditions	S	?	D	NA
Opportunity to Assume Responsibility	S	?	D	NA
Opportunity to Plan a Career	S	?	D	NA
Sense of Belonging	S	?	D	NA
Excitement in the Work	S	?	D	NA
Annual Leave	S	?	D	NA
Paperwork- Report Writing	S	?	D	NA

If there are any other factors that are important to you, but that are not listed above, feel free to write them on the lines below and rate them on the same type of scale

_____	S	?	D	NA
_____	S	?	D	NA
_____	S	?	D	NA
_____	S	?	D	NA
_____	S	?	D	NA
_____	S	?	D	NA

PLEASE GO ON TO PART VI

PART VI

Career Paths

In this section we would like to consider your future in the Brantford Police Department. More specifically, we would like you to chart your future career path. First of all, consider an ideal career sequence, that is, the different assignments you would like to get and the order in which you would like to receive them. Don't worry about not being able to get the assignment you choose; remember this is your ideal career path. Some people may want to move around more than others, but that is all right because it is your choice, whatever you decide. We would also like you to list the promotions that you would like to receive.

This can all be easily accomplished by using a chart. Below is a sample. It does not list all the sections of the Force, but it does show how to complete the actual chart that follows.

	Now	Next	Next	Next	Next	Next	Next
Platoon Patrol						X	
Traffic	X						X
Courts, Summons, & Warrants		X					
Records & Communications			X				
Youth Bureau							
Identification				X	X		
Intelligence							
Vice							
Year	1980	1983	1985	1989	1990	1992	1993
Promotions	Ct.				Sgt.		Staff Sgt.

In this example, the person started by listing his current duties and rank (Traffic). Then working column by column, he listed his preferred career path, complete with years and promotions. Ideally, he would like to move to the Courts, Summons, and Warrants Section in 1983, to Records and Communications in 1985, to Identification in 1989, remaining in Ident in 1990 but getting promoted to Sergeant, moving back to Platoon Patrol in 1992, and on to Courts Summons and Warrants in 1993 as a Staff Sergeant.

Using the chart below, sketch your ideal career path. It may be any sequence you wish. List the year that you would see any move taking place and any promotions in the appropriate spaces. You need not use all of the columns --if your ideal career path involves only two more transfers list only them. It is completely up to you. Similarly, you may choose which years to insert in the chart.

	Now	Next	Next	Next	Next	Next	Next
Platoon Patrols							
Platoon Beats							
Traffic							
Hit & Run							
C.I.S.							
Drugs							
Vice							
Youth Bureau							
Identification							
In-Service Training							
Courts Summons & Communication							
Firearms Licencing							
Community Relations							
Records & Communications							
Police Recruiting & Training							
Intelligence							
Public Relations							
Years	1982						
Ranks & Promotions							

Keeping in mind the ideal career path that you have charted, please respond to the questions on the following page.

On your ideal career path chart you filled in the "Now" column and anywhere from one to six of the columns marked "Next". For each of the columns marked "Next" that you filled in, please respond to this question:

"You have charted your ideal career path. Now, realistically speaking, what do you think your chances are of obtaining each of the milestones that you listed?"

- The possible responses are:
1. High
 2. Moderately High
 3. Fair
 4. Moderately Low
 5. Low

Insert your responses on the PREVIOUS PAGE just over the word "Next" in each of the columns that you decided to fill in. If you completed all six columns, you should answer the above question six separate times. In this case the top of your chart might look like this.

	Now	Next ³	Next ¹	Next ⁴	Next ³	Next ⁵	Next ⁵
Platoon Patrols	X						

The chances of my achieving this ideal career path are largely determined by (check one)

- _____ my own initiative and performance.
- _____ mostly my own initiative and performance, but to some extent on factors that are beyond my control (e.g., Force policies, being in the right place at the right time, etc.)
- _____ equal amounts of my own initiative and performance and factors that are beyond my control.
- _____ mostly factors that are beyond my control but to some extent on my own initiative and performance.
- _____ factors that are beyond my control.

PLEASE GO ON TO PART VII

PART VII

General Career Satisfaction

- I. Considering only your career up to and including the present time with the Brantford Police Force, how satisfied are you with it? Circle the most appropriate number.

1	2	3	4	5	6
Totally Dissatisfied				Totally Satisfied	

2. Considering only your career prospects in the future, how satisfied are you with them? Circle the most appropriate number

1	2	3	4	5	6
Totally Dissatisfied				Totally Satisfied	

- Considering all factors, past, present and future, how do you feel that a career with the Brantford Police Force compares to careers in other police forces? (check one).

☐ Better than most other forces

☐ Somewhat better than most other forces

☐ About the same as other forces

☐ Somewhat poorer than most other forces

☐ Poorer than most other forces

PLEASE GO ON TO THE FINAL PAGE

Thank you very much for your participation in this survey.
Your candid responses will be of great benefit in the
analysis of the career and promotion policies of the
Brantford Police Force.

Please forward the completed questionnaire to the planning
research office in person, or put the questionnaire in the
assigned mail slot.

If there are any questions concerning the study please do not
hesitate to contact me, at:

306-170 Booth St.

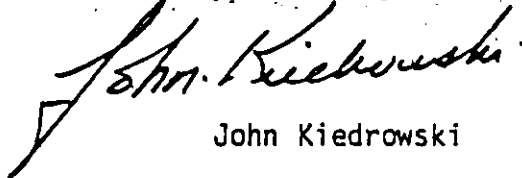
Ottawa, Ontario

K1R 7W1

(613) 230-3007

Thankyou.

yours truly,

A handwritten signature in cursive script, reading "John Kiedrowski". The signature is written in dark ink and is positioned above the printed name.

John Kiedrowski

APPENDIX B

BRANTFORD'S PERFORMANCE RATING SYSTEM

CHIEF OF POLICE

11-20-19

SUBJECT: The Performance Rating System

Performance Rating Forms (BPF 152) are to be completed on each sworn member of the Force for the year 1981. A sufficient quantity of forms will be delivered to Branch Commanders by the Administrative Services Branch Officer.

Supervisors are to follow the procedures documented in the draft "The Performance Rating System" which will accompany the rating form to be completed on subordinates.

In the future, we hope to implement this "rating" on the member's Force anniversary date, thus spreading the process out over the year.

Please have completed forms returned to the Administrative Services Branch Officer by February 26, 1982.

JOHN G. WHITE,
Chief of Police.

JGW:me

Copies to All Branches, Sections and Units

PART I -- THE PERFORMANCE RATING SYSTEM

This Performance Rating System is designed to identify the merits of members of the Brantford Police Force. It will encourage work related discussions between supervisors and subordinates. It should motivate and encourage personnel to develop and use their abilities for their own satisfaction and the good of the Force. The Performance Rating System plays a major part in the Promotional Process and therefore should be handled with care and deliberation.

The Services Branch Officer shall be responsible to the Chief of Police for all aspects of the Performance Rating System and records pertaining thereto.

ARTICLE 1 - PERFORMANCE RATING FORMS

- 1.01 The Performance Rating Form (BPF 152) will be utilized in the rating procedure of all police officers up to and including the ranks of Senior Officers.
- 1.02 The Services Branch Officer will distribute the form to raters prior to the subordinate's Force anniversary date.

ARTICLE 2 - RATING OFFICER

- 2.01 The rating officer shall be the immediate supervisor of the subordinate being rated.
- 2.02 Rating officers will submit rating forms on all subordinates who have been under their command for at least three (3) months.
- 2.03 In a situation where the immediate supervisor has not had the subordinate under his command three months, the previous supervisor will do the rating.

ARTICLE 3 - RATING PERIODS

- 3.01 Performance Rating Forms shall be submitted annually on the member's anniversary date in the Force. This submission will relate to the preceding twelve month period.
- 3.02 Interim ratings of personnel may be called for on completion of any three month period under the command of one supervisor.
- 3.03 The rating process, including interviews with subordinates, shall be completed and performance rating forms submitted to the Services Branch Officer within two weeks of the member's anniversary date.

ARTICLE 4 - COMPLETING FORMS

- 4.01 Forms must be completed in legible handwriting using a pen or be personally typewritten. A spoiled form through a major error is not to be destroyed but marked VOID and returned to the Services Branch Officer for exchange. DO NOT ERASE ERRORS. Minor errors can be corrected by drawing a line through the portion to be changed and initialling that portion.

ARTICLE 5 - MAINTAINING RECORDS

- 5.01 It is forbidden to make, distribute or possess any photo or carbon copies of a Performance Rating Form, nor shall any person maintain in any way a separate record of a performance rating for any purpose whatsoever. The foregoing restrictions, however, are not intended to preclude the keeping of personal notes by a rating officer or a reviewing officer on the actual performance of his subordinates so long as they do not relate to the actual assessment of the subordinate.
- 5.02 All supervisors are in fact encouraged to maintain individual personal notes on subordinates' performance for accurate evaluation purposes and for subsequent discussions during interviews with subordinates.

ARTICLE 6 - COUNSELLING PROCESS

- 6.01 Supervisors must remember that it is their responsibility to identify unsatisfactory performance in their men and to take appropriate action at the time it is identified. Performance rating is not an annual exercise.

- 6.02 There must be a continual counselling process. If an undesirable incident or situation is observed it must be drawn to the individual's attention at the time. Otherwise it defeats the premise of a performance evaluation system. The individual has to be given the opportunity to display that it is an isolated incident. If he repeats the undesirable incident or persists in poor performance after having been counselled in the matter, then it is reflected in his rating and should be substantiated by narrative comment. Conversely, if an individual does something desirable, this behaviour has to be reinforced so he will do it again.

PART II - RATING OFFICERS' INSTRUCTIONS

ARTICLE 7 - RATER'S RESPONSIBILITY

- 7.01 YOU ARE THE KEY MAN IN THE RATING PROCESS. Think about this statement and your responsibilities to the Force and to your subordinates. Do you know your men? Accept this duty as a challenge, not as a routine chore. Your judgement, based on your observations of your men, is on the line.
- 7.02 PERFORMANCE IS THE KEY FACTOR. In making evaluations, you must rely only on what you have observed. Ask yourself: "What did he DO?" not "What is he LIKE?"

ARTICLE 8 - PERFORMANCE FACTORS

- 8.01 Frequency. Consider how often certain types of performance occurred during the rating period. Do not go beyond the current rating period during the rating process.
- 8.02 Importance. Give careful attention to the importance of events in which the individual was involved. Insignificant incidents are often mistakenly given the importance of critical ones.
- 8.03 Keep Items Distinct. The fact that a man is good in one activity does not necessarily mean he excels at all duties. Similarly, because a man is poor at one task does not necessarily mean that he will do poorly in all tasks. Observe and make certain. Don't form an opinion from one isolated incident. A low or a high rating on one critical standard of performance should not influence your evaluation of other critical standards.
- 8.04 Personal Bias. You must guard against overrating or underrating your men. Personal "likes" or "dislikes" are not adequate basis for assessment.

- 9.05 Overall Performance. Overall performance results from a range of abilities. Most men will score overall in the acceptable performance range, and a few will score at the extremes. Each man will have a "profile" of strengths and weaknesses unique to him. You must make a sincere effort to judge differences in performance of your men.

ARTICLE 9 - HUMAN ERRORS IN EVALUATION

- 9.01 The Human Error in Performance Evaluation. No matter how carefully a performance rating system is designed, its ultimate success depends upon the competency of the rater. Many inaccuracies in performance rating systems are the result of human error. The most common categories of human error are as follows.
- 9.02 Generosity Error. The rater's tendency to give consistently higher ratings than he should.
- 9.03 Ambiguity Error. The rater's interpretation of the rating scale description. This is subject to emotion, personal bias, lack of verbal facility, etc.
- 9.04 Halo Error. The rater allows his rating on one critical standard to determine or influence his rating on another critical standard, even though they are independent.
- 9.05 Limited Information Error. The rater may assign a rating without having observed the individual's performance sufficiently.
- 9.06 Errors reduce the validity of assessments. They may also prejudice the reputation of the rating officer and compromise the subordinate being rated. Rating officers must treat assessments objectively, and reviewing officers must guard against inaccuracies to make the system successful.

PART III - THE RATING PROCESS

ARTICLE 10 - STANDARDS OF EVALUATION

- 10.01 The Performance Rating Form (GPF 152) requires rating officers to evaluate their subordinates on seven critical standards of performance. These are Work Performance, Dependability, Initiative, Relationships, Appearance, Written Communications and Verbal Communications. All critical standards must be related to the duties such subordinates are currently performing.

For example: Consider the critical standard "Appearance" during the rating process of two constables, one of whom is currently performing the duties of a Juvenile Officer in plain clothes and the other who is currently performing the duties of an officer in the Drug Section. What might be considered an acceptable standard of appearance in the performance of one type of duty might very well be considered totally unacceptable in the performance of another type of duty.

ARTICLE 11 - THE RATING SCALE

- 11.01 Each critical standard is measured on the five degree rating scale by placing an "X" in the appropriate box. The intention is to distinguish three main categories of performance: Inferior (unacceptable), Acceptable and Superior.
- 11.02 Emphasis should not be placed on establishing how unacceptable a man is, therefore, only one degree on the rating scale identifies Inferior Performance.
- 11.03 The process should identify how good subordinates are, therefore two degrees on the rating scale identify Acceptable Performance and two degrees identifies Superior Performance. To overrate is a disservice to the man. It leaves no room to measure growth.

ARTICLE 12 - INTERPRETATION OF RATING SCALE

12.01 Inferior Performance:

- 1 - below standard, unacceptable. He requires considerable attention. May indicate a single incident with grave consequence (which may be overcome); or persistent weakness. This rating must be substantiated by written comments.

12.02 Acceptable Performance:

- 2 - meets minimum standard, just gets by, rarely excels. He requires attention. May indicate lack of experience or a minor deficiency which can be corrected, or a lack of ability or desire to improve.
- 3 - meets standard, average, sometimes excels but not good enough to be superior. Should be the most common rating used.

12.03 Superior Performance:

- 4 - exceeds standard, better than average, often excels, sets a fine example.
- 5 - outstanding performance of a rare high standard. May be a single meritorious act or consistently outstanding performance. This rating must be substantiated by written comments.

ARTICLE 13 - ~~THE~~ CRITICAL STANDARDS OF PERFORMANCE

13.01 The seven critical standards of performance on which the merits of members of this Force will be determined are broad in scope and encompass the many types of duties performed by today's policemen, regardless of rank or position. Each standard is measurable through observed performance. In the selection of critical standards of performance, care has been taken to avoid such abstract behavioural traits as honesty, personality and attitude. Nevertheless, it should be remembered that such behavioural traits are often reflected in performance that relates directly to one or more of the seven critical standards appearing on the form.

13.02 WHEN RATING THE SEVEN CRITICAL STANDARDS, RATING OFFICERS SHOULD CONSIDER THE FOLLOWING NOTES WHICH HAVE BEEN DEVELOPED AS A GUIDE TO IDENTIFY MANY OF THE TYPES OF BEHAVIOUR ASSOCIATED WITH EACH STANDARD.

ARTICLE 14 - GUIDE TO CRITICAL STANDARDS.

14.01 Work Performance. Does he devote his efforts to producing good work, i.e. top quality and sufficient quantity?

- (a) Consider his ability to complete a job with minimum errors.
- (b) Does he sacrifice quality for quantity?
- (c) To what extent is his work affected by lack of experience and lack of knowledge?
- (d) Does he relax his efforts when he believes he has completed an acceptable minimum amount of work?
- (e) Does he demonstrate an active interest in all assignments or is he half-hearted towards some?

- (f) Consider his enforcement ability, his investigative ability, his ability to arbitrate minor complaints and his ability as it relates to crime prevention.
- (g) Does attitude have an adverse effect on his work performance?
- (h) Are his court cases adequately prepared? Does he have the knowledge and ability to recognize an offence when it is committed and then to compile the evidence to support the case?
- (i) Does he handle assignments satisfactorily, or does he become erratic and hasty under emergency stress?
- (j) Does he possess and apply a working knowledge of Department Rules and Regulations, Procedures, Report Forms, Criminal Law and Department Policies?
- (k) Consider his decision making ability.

And in addition to the above, consider the following with respect to Supervisory and Command Officers only:

- (l) Consider his ability to control and co-ordinate the work of his group.
- (m) Consider his effectiveness in delegating work so that the goals established for him and his group are reached.
- (n) Does he motivate and inspire individuals to perform at their best?
- (o) Consider his ability to teach subordinates and to evaluate their performance. Are his opinions and judgements respected?

14.02 Dependability. Can he be relied upon to persevere in the completion of assignments?

- (a) Is he the type of person who can be directed to complete an assignment without constant follow-up?
- (b) Does he report for duty properly prepared and on time?
- (c) Has sickness affected his dependability?
- (d) Can he be relied upon to carry out orders under minimum supervision?
- (e) Can he be assigned to any one of many police duties with confidence that such duties will be properly handled, or is it necessary to assign him only to certain specific types of duties?

14.03

Initiative. Consider how much he applies resourcefulness, imagination and originality in his approach to his work.

- (a) Is he a leader or a follower?
- (b) Does he wait to be directed, needs detailed instructions, or avoids problems which require time and energy?
- (c) Does he demonstrate self-confidence and willingness to accept responsibility?
- (d) Does he show any desire to better himself or his work?
- (e) Does he always manage to keep busy at some worth-while work during his tour of duty?
- (f) Is he a self-starter who sees the job through and requires little guidance?
- (g) Does he continually need urging and direction; or just a little push now and then?
- (h) Does he devise ways and means to complete new or unfamiliar operations with benefit to himself and to the Force?
- (i) Does he handle emergencies well? Is he decisive, and does he have the necessary drive to push work through to a conclusion without delay?
- (j) To what extent does attitude reflect in his initiative - does he have a positive outlook or a negative outlook?

14.04

Relationships: Is he able to work effectively in a disciplined environment? Can he get along with people - is he considerate and courteous?

- (a) Is he courteous in his contacts with businessmen, representatives from other law enforcement agencies, and the public generally?
- (b) Is he considerate and co-operative with his colleagues?
- (c) Is he skilled in handling people at the scene of a crime and other emergency situations?
- (d) Is he sensitive to criticism - is he willing to admit his errors, or does he place the blame on others?
- (e) Can he be assigned to work with a colleague, or is it necessary to handle him with care?

- (f) Is he willing to share credit for work jointly done?
- (g) Does he complete his share of work when assigned with others?
- (h) To what extent does attitude affect his relationships - is he sullen, abrupt or moody?
- (i) To what extent is his relationship with people affected by bias of prejudice?
- (j) Does the Force receive continuing public co-operation because of his efforts?

And in addition to the above, consider the following with respect to Supervisory and Command Officers only:

- (k) Is he able to create and maintain harmonious working relationships within his group?
- (l) Is he interested in the welfare and happiness of his subordinates?
- (m) Is he unduly influenced by subordinates?

14.05

Appearance. What kind of impression does he make? Consider all aspects of his appearance in relation to the duties he is performing.

- (a) Consider the correctness and condition of his uniform (or civilian clothes) and his police equipment.
- (b) Consider the appearance presented by his physical person, such as cleanliness, grooming, clean-shaven, teeth, weight and demeanour.
- (c) Consider his bearing and the image he projects - posture, how he walks. Does he present an alert and orderly manner while performing his duties?

14.06

Written Communications. Consider his ability to express himself on paper - reports, forms, letters, records, memos, statements, orders and logs.

- (a) Consider the incidence of errors - are they the result of carelessness or inability?
- (b) Consider the incidence of omissions - are they the result of carelessness or lack of information?
- (c) Consider the quality of his penmanship in his written submissions.

- (d) Consider grammar, composition, spelling and punctuation in the structure of his communications.
- (e) Is he fluent or limited in his choice of words?
- (f) Is he concise and relevant in his submissions?
- (g) Consider the incidence of ambiguity in his communications.

14.07

Verbal Communications. How effective is he in communicating verbally with others in such situations as court, on the telephone, radio transmissions, public speaking, issuing directives, interrogation and in general conversation?

- (a) To what extent does a speech impediment, accent, nervousness or inability to enunciate affect his communications?
- (b) Does his conversation reflect quick thinking, dullness, intelligence, sympathy?
- (c) To what extent is his ability to communicate affected by boisterousness or timidity?
- (d) Consider his ability to interview people and to interrogate witnesses and suspects.
- (e) When placed in charge of people, does he assert himself and maintain control? Is he able to give clear, concise instructions?
- (f) To what extent does his personality and attitude affect his ability to communicate, e.g. moodiness, sullen, friendly, sense of humour, witty or sarcastic?
- (g) In his verbal communications does he instill confidence, does he achieve respect, does he influence?
- (h) To what extent are his verbal communications affected by poor grammar, limited vocabulary, use of slang or profanity?

PART IV - THE PERFORMANCE RATING

ARTICLE 15 - COMPLETING SECTION A - RATING FORM

15.01

The rating officer gathers all pertinent information on each of his subordinates. He shall complete the information portion of Section A in legible handwriting or printing and then complete the quantitative assessment portion of Section A by placing an "X" in the one appropriate box on the rating scale opposite each critical standard.

- 15.02 It is mandatory that all critical standards of performance be scored. If an opportunity has not been provided for assessment of any critical standard, a judgement of potential performance in that area must be made. In this case, the rating officer must comment on such assessment in Section B.
- 15.03 As much time as necessary should be spent in producing a valid assessment. The contents of Part III - THE RATING PROCESS must be read and constantly referred to for guidance during this key step.
- 15.04 On completion of Section A, the rating officer will sign in the appropriate place at the bottom of the form.

ARTICLE 16 - COMPLETING SECTION B - RATING FORM

- 16.01 The rating officer will complete Section B on the reverse side of the Performance Rating Form. His narrative comments shall be printed or in legible handwriting.
- 16.02 It is mandatory for the rating officer to comment in Section B on Extreme Ratings, Potential Performance, and Unusual Contributions.
- 16.03 Substantiation of Extreme Ratings. All quantitative assessments appearing in columns 1 or 5 of Section A must be substantiated by narrative comments. The critical standard must be identified by number, and instances of observed performance supporting either of these two extreme ratings should be readily recalled and precisely commented upon. Generalities or vague statements will not suffice. Examples of performance are to be cited from the rating period. These must be critical in the sense that they differentiate between extremely effective or ineffective performance and normal performance.
- 16.04 Judgement of Potential Performance. Any rating assigned to a subordinate in Section A which is based on a judgement of potential performance rather than observed performance must be identified as such in Section B. This, however, should only occur on rare occasions when an opportunity has not been provided for assessment of observed performance. The critical standard in which performance was "not observed" must be identified by number in the rating officer's comments.
- 16.05 Unusual Contributions. The rating officer must report any unusual contribution made by the subordinate or recognition earned by him, on or off duty, which reflects credit on him, the Force, or both.

- 16.06 In addition to the preceding mandatory comments, the rating officer may utilize Section B to comment on any characteristic of language, dress, appearance or manner, personal conduct and general health, which may add to or detract from the subordinate's effectiveness as a police officer. Such comments should only be made if the rating officer considers the matter important.
- 16.07 On completion of Section B, the rating officer will submit the Performance Rating Form to his reviewing officer who shall be his next immediate superior in rank.

ARTICLE 17 - REVIEWING OFFICERS DUTIES

- 17.01 The reviewing officer will check the information portion of Section A on the Performance Rating Form for errors or omissions, correcting or adding information where necessary in the manner prescribed in Article 4, Item 4.01.
- 17.02 He will examine the ratings assigned in the quantitative assessment portion of Section A and the rating officer's comments in Section B. If the reviewing officer concurs with the rating officer's assessment and the rating officer's narrative comments, he will sign the Performance Rating Form in the appropriate locations, at the bottom of Section A and at the bottom of Section B.
- 17.03 In most cases the reviewing officer will rely on the rating officer's knowledge of his men. However, he may have direct knowledge about some specific ratings which he feels need to be altered. In such cases, the reviewing officer will arrange for individual consultation with his rating officers to discuss the ratings in question and make the necessary alterations on the Performance Rating Forms. Alterations made by a reviewing officer should be done in red ink, and the reason for such changes must be stated in Section C.
- 17.04 The reviewing officer shall not unduly delay the processing of Performance Rating Forms at his level, bearing in mind that he must return the forms to the rating officer for his use during the subsequent performance rating interviews with subordinates.

ARTICLE 18 - PERFORMANCE INTERVIEWS

- 18.01 After the ratings have been cleared by the reviewing officer, the rating officer will conduct a performance interview with each subordinate he has rated.

- 18.02 Bearing in mind that a subordinate must be kept aware of the progress he is making in his police career, the supervisor must, in addition to conducting regular performance rating interviews, inform the man frankly from time to time how he is measuring up to his job. He must be given specific help in correcting deficiencies so he will know exactly how to improve, and he must be complimented if his performance is superior so he will maintain a high level of efficiency. This must be done when the details of incidents are still fresh.
- 18.03 The ensure that performance evaluations are understood, each member shall be shown his performance rating form during each performance rating interview. The rating officer must discuss the general content of the form and in particular, inform the man of any faults which are persisting and which are in his power to correct. The latter, of course, should have been done during the continual counselling process and not left to the annual performance interview. The practice of discussing performance with men can encourage good men to greater effort when they know their endeavours are recognized. It will also act as a spur to those who are average, and it will point out to those performing unsatisfactorily that their continued poor efforts have been noted and encourage them to improve or correct their performance.
- 18.04 To accomplish this, the rating officer should ensure that the subordinate being interviewed has a good understanding of what is meant by the critical standards of performance (work performance, dependability, etc.) and the interpretation of the rating scale (superior performance, acceptable performance, etc.). This is explained in detail in PART III - THE RATING PROCESS.
- 18.05 When the interview is concluded, the rating officer will complete Section D of the Performance Rating Form and submit the form through his Department Head to the Services Branch Officer.
- 18.06 A member shall have the right to personally review his performance rating with the Senior Officer at the next level of supervision above the member's original reviewing officer. To exercise this right, the member must deliver a written Notice of Request to the office of the Senior Officer within two weeks of the date of the performance interview. The Senior Officer must conduct the personal review within two weeks of receiving the Notice of Request. If the Senior Officers decides, for any reason, that the performance rating of the member is not in strict compliance with the standards of the Performance Rating System, the Senior Officer will order the Rating Officer and the Reviewing Officer to reconsider the rating.

ARTICLE 19 - COMPLETED RATING FORMS

19.01 Completed performance rating forms, as prescribed by Article 18, item 18.05, are processed through Branch Heads for their perusal only. The forms are then forwarded to the Services Branch Officer whose responsibility it is to numerically score each rating according to the established scoring grid. Numerical scores of performance ratings shall be used solely for computation purposes on the Promotional Process.

19.02 Every individual's Performance Rating Form will be kept as a permanent record in the Services Branch Office, and the information contained therein shall be privileged to the Chief of Police and the Officer-In-Charge of the Services Branch of the Force.

PERFORMANCE RATING FORM SECTION A

NAME _____

RANK AND NUMBER _____ TYPE OF DUTY _____

DATE OF APPOINTMENT _____ RATING DATE _____

PROMOTED TO PRESENT RANK _____

CRITICAL STANDARD OF PERFORMANCE	PERFORMANCE				
	INFERIOR BELOW STANDARD 1	ACCEPTABLE MEETS MINIMUM STANDARDS 2	MEETS STANDARD 3	SUPERIOR EXCEEDS STANDARD 4	OUTSTANDING 5
1 WORK PERFORMANCE	☐	☐	☐	☐	☐
2 DEPENDABILITY	☐	☐	☐	☐	☐
3 INITIATIVE	☐	☐	☐	☐	☐
4 RELATIONSHIPS	☐	☐	☐	☐	☐
5 APPEARANCE	☐	☐	☐	☐	☐
6 WRITTEN COMMUNICATIONS	☐	☐	☐	☐	☐
7 VERBAL COMMUNICATIONS	☐	☐	☐	☐	☐

B.P.F. 152 (82/01)

RATERS SIGNATURE _____ REVIEWING OFFICER SIGNATURE _____

RATERS RANK _____ RANK _____

SECTION-B RATING OFFICERS COMMENTS:

SECTION-C REVIEWING OFFICER'S COMMENTS -(Signature without comment indicates concurrence)

Reviewing Officers Signature _____

SECTION-D INTERVIEW:

On _____ (Date) I interviewed this member and certify that I counselled him on his overall performance including those areas needing improvement and those in which he excels.

Rating Officer's signature _____

POLICE PROMOTIONS

(THESIS SUMMARY)

PROBLEM AND THEORETICAL BASE

The purpose of this study was to examine the importance of promotions to the performance of policemen and police departments.

A review of the literature suggested that job satisfaction and dissatisfaction, stress, the structure of the organization, and the process of being selected to a position are directly related to career development and promotions.

The literature further revealed that with respect to career development there is usually a gap between the policeman's ideal career path and the real path of his career development. The performance and attitudes of the policeman as well as the department as a whole are influenced by this difference. There exist basic factors that will influence both the policeman's performance and career development.

A model was constructed to examine promotions with respect to the performance of policemen and the police

organization. This model examined six relevant factors. The first factor considered was the motivational force behind the policeman joining the police force. This was facilitated by dividing the policemen into three distinctive career styles: middle class mobiles; action seekers; and street cops. The second factor examined in the model was the educational and training the policemen take to enhance opportunity for promotion. The third factor examined the organizational structure of the police force. The fourth factor considered was the selection procedures such as performance measures. The fifth factor considered was the performance of the police force as a whole. Finally, the model examined the performance of the department compared to the satisfaction of the policemen on the force.

The hypotheses that the model generates and that would be tested on the Brantford Police Department are:

- 1) all police officers experience a degree of unfulfillment in certain job dimensions;
- 2) middle class mobiles experience a greater degree of unfulfillment with regard to promotions and career development than either the street cops or action seekers;
- 3) middle class mobiles have greater promotional aspirations than either the street cops or actions seekers;
- 4) middle class mobiles make greater effort in terms of training and education to obtain promotion than either the street cops or action seekers;

- (5) middle class mobiles are more dissatisfied with promotional procedures than either the street cops or action seekers;
- (6) middle class mobiles are less satisfied with the progress they have made in terms of career development than either the street cops or action seekers; and
- (7) middle class mobiles are less hopeful of achieving their career ambitions than either the street cops or action seekers.

Methodology

A self-administered questionnaire was distributed to 104 members of the Brantford Police Force. The questionnaire considered of seven parts and was used to seek information about:

- (1) the career expectations of the policeman;
- (2) what the policeman did to attain these career expectations;
- (3) the policeman's perception of fulfillment of his career expectations; and
- (4) his job satisfaction and attitudes with respect to the different dimensions of his job.

In addition to the survey, statistical information was collected from publications of Statistics Canada on Brantford, Peterborough and Guelph.

Main Findings

The findings of the study may be summarized as follows:

1. Promotional policy within the Brantford Police Force is not clear thus creating frustration and dissatisfaction among the policemen.
2. The performance of the Brantford Police Department is poor when compared to Peterborough and Guelph.
3. Middle class mobiles are more ambitious and their career expectations have been met.
4. The middle class mobiles have higher career aspirations.
5. Middle class mobiles are more interested in improving their skills because they perceive promotions to be contingent upon the effort to acquire requisite skills within the police organization.
6. The middle class mobiles, street cop and action seekers expressed dissatisfaction with the promotional policies of the department under study.
7. The middle class mobiles, street cop and action seekers also expressed dissatisfaction which was evidenced in their current job attitudes.

Although there was a low response rate to the questionnaire, the data attained enabled the research to examine the impact of promotional policy on the performance of individuals and police organizations.