

**A REVIEW OF THE LEADERSHIP DEVELOPMENT STRATEGIES OF THE
NORTH DISTRICT OF THE ROYAL CANADIAN MOUNTED POLICE IN
BRITISH COLUMBIA**

By

RODERICK K. SHAW

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

MASTER OF ARTS

In

LEADERSHIP AND TRAINING

ROYAL ROADS UNIVERSITY
July, 2003

© Roderick K. Shaw, 2003

National Library
of Canada

Bibliothèque nationale
du Canada

Acquisitions and
Bibliographic Services

Acquisitons et
services bibliographiques

395 Wellington Street
Ottawa ON K1A 0N4
Canada

395, rue Wellington
Ottawa ON K1A 0N4
Canada

Your file *Votre référence*

ISBN: 0-612-83359-3

Our file *Notre référence*

ISBN: 0-612-83359-3

The author has granted a non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of this thesis in microform, paper or electronic formats.

L'auteur a accordé une licence non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de cette thèse sous la forme de microfiche/film, de reproduction sur papier ou sur format électronique.

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

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

Canada

Acknowledgements

Though there are many to whom I am deeply indebted, I doubt any would ask to share this page with Kathryn, my wife, and Rory, my son. Kathryn is, at once, my moral compass, my editor, my sounding board, the source of my confidence and my love. Rory is my innocence, my grounding, my reality check and the laughter in my soul. Together, they are the wind in my sails.

Table of Contents

Acknowledgements.....	ii
Chapter One – Study Background	1
The Problem/Opportunity.....	1
The Organization	5
Chapter Two – Information Review.....	8
Review of Organizational Documents	8
The Strategic Priorities.....	8
Performance Measurement.....	11
MVV of the RCMP	11
The mission.....	12
The vision.....	12
The Ops Model and Strategic Focus	14
Review of Supporting Literature.....	15
Leadership Development.....	15
A systems approach to leadership – Building social capital.....	19
Trust.....	21
Organizational Culture and Organizational Change.....	22
The learning organization.....	25
Culture and leadership.....	25
Integration of Knowledge Across Organizational Boundaries.....	29
Hierarchies and subcultures.....	29
Networking.....	32
Mentoring and storytelling.....	34
Middle managers as integrators.....	36
Chapter Three – Research Methodology	39
Research Methods.....	39
Data Gathering Tools	40
Study Conduct	40
Literature Review.....	40
Interviews	40
Supporting Statistical Data.....	41
Other Options Considered.....	42
Chapter Four – Research Study Results.....	44
Study Findings	44
Commitment at the Top and Trust in the Top.....	44
Excitement and Widespread Participation in the Middle	48
Increased Personal Interest in Leadership.....	50
Magnification of the Need for Leaders in the North District.....	53
Employee Retention.....	54
Reaching the Frontline.....	55
Pockets of Resistance	56
Training Costs.....	57
Expectations and Accountability	57
Comparisons and Impact Outside the North District.....	59

Leadership and Rank	61
Mission Vision and Values Taking Hold	61
Workshops/Training/Meetings = Networking = Mentoring = Relationships = Trust	62
Information Flow Mostly Downward	63
Reduction in Complaints Against Members	64
Study Conclusion	65
Summary of Findings	67
Study Recommendations	68
Recommendation One	68
Recommendation Two	70
Recommendation Three	70
Recommendation Four	71
Recommendation Five	72
Recommendation Six	72
Recommendation Seven	73
Recommendation Eight	73
Recommendation Nine	74
Chapter Five – Research Implications	75
Organizational Implementation	75
Future Research	76
Chapter Six – Lessons Learned	79
Research Project Lessons Learned	79
References	81
Appendix A – Interview Questions	89
Appendix B – Letter to Participants	94

Chapter One – Study Background

The Problem/Opportunity

The North District of the RCMP in British Columbia (BC) identified the need to adopt leadership development as a strategic priority and established mid-level managers as the starting point. The Research Question: What was the impact of the North District strategic priority aimed at developing leadership capacity at all levels and what was the impact of using mid-level managers as integrators of this strategy on the greater leadership capacity of the Royal Canadian Mounted Police in the North District of British Columbia?

Leadership needs to be addressed as a strategic organizational issue...measures to strengthen leadership commitment and capability at all levels would be timely. In particular, mid-level managers and front-line supervisors play a pivotal role...Building leadership capacity at this level is one of the key levers of effective change available to the RCMP. (Gibson, 2000, p. 39)

Gibson's message is very clear – the RCMP, *as a whole*, should be focusing on leadership as a strategic priority, not just the North District of BC. Gibson even goes so far as to identify 'mid-level managers and supervisors' as the leveraging point. Utilizing mid-level managers as integrators of knowledge throughout the organization is a means of improving social capital and, thus, leadership capacity (these concepts are explored below). Interactions between various levels of the organization ensure this increase in social capital crosses functional and hierarchical boundaries. Increased social capital means healthy relationships and increased trust.

To date, leadership development has not been identified as a national or divisional priority. This

research provides further evidence for considering leadership development, using mid-level managers as integrators, a national and/or divisional strategic priority. In addition, the researcher hopes to provide a small piece of the feedback required to strengthen the North District initiative and/or determine whether the North District model is worthy of replication. In this sense, the North District might be viewed as a pilot location for a similar national or divisional strategic priority. If, in the end, this dissertation succeeds in merely keeping the dialogue alive on the significance of leadership development within the RCMP, it will have served a useful purpose.

The leadership enhancement initiative in the North District began in 2001, and continues to this day as part of a five-year strategic plan. This project provided an opportunity to capture feedback from managers and front line employees whose experiences were fresh in their minds. At the same time, it allowed for a preliminary review of the initiative to determine whether it is having the desired effect and what changes, if any, are required.

The timeliness of this research is supported by a recent internal study. In 2001, a survey of over 5000 RCMP employees illustrated the need for a greater leadership capacity throughout the entire organization (Duxbury & Higgins, 2001). Less than half of the police officers that responded indicated they had a supportive manager (p. 6). The survey also painted a picture of an organization where many employees felt their managers were poor planners, do not provide constructive feedback and fail to consult them on important matters (p. 8). In addition, the data indicated a polarity in the beliefs held by the various levels of the organization: "The view of the RCMP held by those at the top...is quite different from that held by others (especially those in the constable group)" (p. 9). One of the recommendations resulting from this study was to "increase

the number of supportive managers within the organization... [And,] specifically... that: The RCMP makes every effort to improving 'people management' practices within their organization" (pp. 14-15). The need for improved leadership capacity is obvious, not just for the *managers* referred to in the Duxbury & Higgins (2001) study, but also for the *employees* who have indicated their supervisors have fallen short. These employees must understand that the responsibility for creating a productive relationship is also half theirs.

In addition to the current state of the organization, there are other issues looming that will challenge our leadership. "In the next decade, policing will experience a general personnel turnover of over 50 percent" (Murray, 2002, para. 4). This fact simply highlights even further, the need for enhanced leadership. On one hand, the RCMP will suffer a huge loss of corporate knowledge and experience, leaving a major void. On the other hand, the massive changeover will provide an opportunity to fill that void with a new generation of leaders. This may well be the best opportunity in the long history of the RCMP to affect deep and lasting change on its culture.

This raises another important factor: the RCMP, like many other organizations, must ensure its employees are reaching their full potential if they are to continue to attract and retain the best people (Drucker, 2002; Farquhar & Longair; 1996; Topf, 2000). "The key to greatness is to look for people's potential and spend time developing it" (Drucker, 2002, p. 77). Drucker (2002) adds: "Developing talent is business's most important task — the sine qua non of competition in a knowledge economy" (p. 71). Organizations must allow their employees to think, to be creative. Organizations that stifle creativity and talent with excessive rules and poor leadership will suffer the loss of unfulfilled potential and will see huge employee turnover. Consider the

following from Butteriss (1998):

Organizations will increasingly have to help people achieve their full potential by providing tools and opportunities for self-improvement. They will also have to ensure that a culture and work environment exists that allows individuals to make decisions themselves. In increasingly tight labour markets, organizations that do not provide such opportunities will find that their best employees will go elsewhere, where they can reach their full potential.

(p. 54)

An organization where employees are guided by strong leadership and where trust and creativity flourish is exactly the environment Butteriss describes.

From an operational standpoint, the researcher anticipates enhanced leadership capacity at all levels will decrease the number of internal grievances, reduce the number of public complaints against members, increase public confidence in the RCMP and improve the overall standard of police services in the North District. This serves to decrease the time supervisors spend managing and allow them to spend more time leading, learning, coaching and mentoring.

Finally, the concept of a 'feedback loop' is a vital tool for an organization attempting to cope with the constant change of today's global community. Senge, Kleiner, Roberts, Ross, Roth, & Smith (1999) call it "...the fundamental building block of all systems..." (p. 33). Feedback provides a constant picture of where an organization is, where it has been, where it is going and whether or not it is on the right track. This paper provides a small portion of the feedback essential for the North District management team to assess its ongoing initiative while at the same time, providing 'E' Division Management data to consider when establishing its own strategic priorities. The

literature (Senge, 1990; Senge et al., 1999; Yukl, 2002) clearly supports the need for a feedback mechanism of this nature.

The Organization

The Royal Canadian Mounted Police is the Canadian national police service and an agency of the Ministry of the Solicitor General of Canada. The RCMP is unique in the world since it is a national, federal, provincial and municipal policing body. We provide a total federal policing service to all Canadians and policing services under contract to the three territories, eight provinces (except Ontario and Quebec), approximately 198 municipalities and, under 172 individual agreements, to 192 First Nations communities. (Royal Canadian Mounted Police (RCMP), 2003, About the RCMP section, para. 1)

Each province is called a Division and is broken up into Districts. One of these Districts in the province of British Columbia (BC) is referred to as the “North District”. This District is headed by a Superintendent, and is made up of forty-five separate units or detachments from 100 Mile House in the south to the Yukon border in the north, and from the Queen Charlotte Islands in the west to the Alberta border in the east (RCMP BC, 2001). Each unit has its own commander, ranking from Corporal to Superintendent.

The North District has traditionally had a difficult time attracting members to many of its postings. The following is an excerpt from a presentation made by Inspector Robert Wheadon, the Assistant District Officer (ADO), to the Pay Council at a hearing conducted in Prince George on October 7, 2002:

Exclusive of municipal employees seventy-five employees are at isolated posts while one hundred and seventy-three are at limited duration posts.... Thirteen of [the North District's] forty-one locations are deemed isolated posts while an additional sixteen are considered limited duration posts ranging from two to five years. A large number of the communities we serve have heavy workloads often related to substance abuse issues and the resultant violence or to a booming or waning economy.... [Other] factors that make the location less desirable [are] lack of acceptance of the police in the community, level of substance abuse, level of violence, heavy workload does not allow unfettered time off, availability of suitable schools, shopping (some of our communities have no stores), no employment opportunities for spouse, no social or recreational opportunities other than hunting and fishing. (Wheadon, 2002, p.1)

He continues, "...we have been successful in attracting experienced constables...with the promise that after they serve their time they are entitled to a transfer to a location of their choosing" (Wheadon, 2002, p. 4). The result is a high turnover, at all ranks, every spring, and an annual test for Staffing and Personnel to fill the vacancies.

The District management team consists of the District Officer (DO), the ADO, the District Operations Officer (DOO), the District Administration Manager (DAM) and five Staff Sergeants called Advisory NCO's (B. Bailey, personal communication, September 18, 2002). The DO, ADO and DOO are the top executives of the District. The DAM and the Advisory NCO's are the first level of middle management and perform a variety of functions. Each Advisory NCO has a specific geographical area of responsibility including several detachments/units. Among the many duties of an Advisory NCO, as the title suggests, is to provide advice to detachment/unit

commanders – the next level of middle management. Depending on the size of a detachment or unit, there may be several additional levels of management in the form of supervisors and office managers. These positions may include police officers and/or civilian staff.

The highest-ranking officer in the RCMP is Commissioner Giuliano Zaccardelli. In an article written for the *Gazette*, he states, “Our goal is clear - to be no less than ***the premier police and law enforcement agency in the world***” (Zaccardelli, 2001, p. 4). This project concentrates on the efforts of the North District of BC toward achieving this goal.

Chapter Two – Information Review

Review of Organizational Documents

In trying to understand the impact of the North District strategy, a closer examination of the North District Strategic Priorities, and specifically, the management initiatives for enhancing leadership is required. Some of the reasons for identifying a strategy to enhance leadership are also discussed in this review. As demonstrated below, this leads to a discussion of the RCMP “Ops Model” (Zaccardelli, 2002). In addition, it was important to outline how the North District strategic priority was projected to impact leadership capacity in the District and how this fits into the overall goals of the RCMP. An exploration of the implementation of the Mission, Vision and Values (MVV) of the RCMP and why their integration is key to building leadership capacity is also presented.

As evidenced by earlier references, this paper leans heavily on the work of Judith Gibson, principal researcher for The Conference Board of Canada, who, in November 2000, produced *Repositioning for the future: case study of the RCMP change experience 1989 – 2000*. Though a complete review of the work is not attempted here, there are numerous citations throughout and this project, in one sense, is an effort to build on Gibson’s study.

The Strategic Priorities

In April 2001, the North District management team identified the need to enhance leadership in the District and listed it as a strategic priority for 2001 (Morris, 2001). In August 2002, an updated version of the strategic priorities for the District was introduced and encompassed a five-year evolving plan. This plan was updated once again in April of 2003. The need to build

leadership capacity remains at the top of the list of priorities (Morris, 2003).

The objective of the initiative, as articulated in 2001, was to provide, “Quality service to the public and our contract partners in concert with our Mission, Vision and Values (MVV)” by identifying and improving “technical and soft leadership skills” (Morris, 2001, p. 2-3). By April 2003, the objectives had evolved into the following:

1. To unleash the talent and energy of all employees at all levels in the organization so that they can make their greatest contributions
2. To get long term sustainable results through effective strategic planning and execution of those plans
3. To increase the understanding of our Mission statement, our shared vision and values and become a strategically focused organization
4. To balance performance and performance capability. (Morris, 2003, p. 1)

The North District Strategic Priorities were first introduced in a document authored by the DO in the spring of 2001 after consultation with the management team and other stakeholders (Morris, 2001). The first strategic priority listed in this document was “enhance leadership” (Morris, 2001, p.1). The five initiatives for developing leaders, as outlined in the 2001 plan were: (a) supervisor training, (b) leadership training, (c) management reviews, (d) integration of the Mission Vision and Values (MVV), and (e) performance management and accountability (Morris, 2001, p. 2).

The strategic priorities were adapted in 2002 and the “enhance leadership” initiative evolved into “enhance leadership and modern management practices” (Morris, 2002, p. 1). The following

strategies resulted: (a) supervisor training, (b) leadership training, (c) RCMP Ops model/strategic framework training, (d) business plan development, and (e) performance management and accountability (Morris, 2002, p. 2).

In April 2003, the management team outlined these strategies for improving leadership capacity: (a) improve operations model and strategic planning capacity, (b) establish performance management tools and accountability framework, and (c) develop a northern recruitment capacity and employee retention strategy (Morris, 2003, p. 1). Clearly, the strategies have evolved considerably. This project actually began before the 2003 version of the North District plan was written and therefore was intended to determine the impact of the earlier proposals.

The *supervisor training* consisted of a workshop developed by the District management team to address areas of concern identified through managerial reviews (Morris, 2002). The workshops are ongoing and are intended for “all supervisors in [the] North District” (p. 3). It is safe to say that these workshops concentrate more closely on the ‘technical skills’ referred to in the original plan. The *leadership training* consisted of the Franklyn Covey Four Roles of Leadership course and was (and still is) provided to all detachment/unit commanders and office managers (p. 4). This was intended to build on and complement other Franklyn Covey leadership training going on throughout the District. *Management reviews and operations model/strategic framework training* involved presentations by the Advisory NCO’s to detachment commanders and other employees (Morris 2001, 2002). The strategy for *integration of the MVV* was also done through detachment/unit commanders and the North District management team, as was the *business plan* strategy (Morris 2001, 2002). Finally, the *performance management and accountability* device is

being implemented through performance management agreements developed by the Advisory NCO's in consultation with detachment/unit commanders (Morris 2002). Though this research is not intended to dissect each and every strategy, it is important to note that each one was intended to utilize mid-level managers as integrators of the knowledge expected to increase the leadership capacity of the District.

Performance Measurement

The "Performance Measurement" segment of this priority proposed to measure the success of this initiative through the following:

1. During routine Management Review interviews, all members would be fully conversant with the MVV.
2. Public complaints and code of conduct investigations would be reduced.
3. The number of letters of appreciation from the public and the contract partners of the RCMP would increase. (Morris, 2001, p. 6)

Though this study did focus on these performance measures to a certain degree, other methods of measuring leadership capacity, based on the review of the literature, were also used. These are examined in detail in the literature review section of this paper.

MVV of the RCMP

The challenge facing the RCMP is to transform the mission statement from a platitude on the wall to a working document in the hearts and minds of all employees. The mission statement should be a barometer upon which all decisions are made and behaviours are modeled. (Community Contract and Aboriginal Policing Service, 1998, Section Three)

The first “strategic objective” for the “enhance leadership and modern management practices” strategic priority in the 2002 document is, “Provide quality service to the public and our contract partners in concert with our [MVV]” (Morris, 2002, p. 2). In the 2001 strategic priorities, Superintendent Mike Morris listed the “[integration] of the [MVV] into all aspects work” as a management strategy for enhancing leadership (p. 6). Under “Strategic Objectives” or “Key Results Expected,” he states: “all members in the North District will become completely conversant with the [MVV] and base their work and decision-making upon this document” (Morris, 2001, p. 6).

The mission.

“The RCMP is Canada's national police service. Proud of our traditions and confident in meeting future challenges, we commit to preserve the peace, uphold the law and provide quality service in partnership with our communities” (RCMP, 1996, para. 3).

The vision.

We will:

1. Be a progressive, proactive and innovative organization
2. Provide the highest quality service through dynamic leadership, education and technology in partnership with the diverse communities we serve
3. Be accountable and efficient through shared decision-making
4. Ensure a healthy work environment that encourages team building, open communication and mutual respect
5. Promote safe communities

6. Demonstrate leadership in the pursuit of excellence (RCMP, 1996, para. 4).
7. The Core Values of the RCMP are accountability, respect, professionalism, honesty, compassion and integrity (RCMP, 1996, Core Values of the RCMP section, para. 6-11).

The MVV were introduced after a lengthy process in 1996 and, though widely accepted as the “philosophy” of the RCMP, there remains a “gap between values and behaviours [which] continues to be a source of cynicism” (Gibson, 2000, p. 16). This is partially a result of the fact “that the behaviours set out in the MVV instantly became the standard against which employees judged their leaders – and leaders, predictably, fell short” (Gibson, 2000, p. 17). Consequently, the RCMP has seen a “loss of trust in senior leadership – management has over-promised and under-delivered” (Gibson, 2000, p. 8). This mistrust in upper management results in employees relying more heavily on their immediate supervisors for information.

In survey after survey, employees report that they look to their immediate supervisors as their primary source of information, that that is the message they trust, and that if there is a gap between what the CEO says and what they hear in the office, it is the message from their manager they will believe. (Gibson, 2000, p. 33-34)

It was clear from the review of the organizational documents that the MVV of the RCMP had to become further engrained into the culture of the organization and this was key to the North District’s priority of improving leadership capacity. It was also evident that middle managers and front line supervisors are considered the leveraging point for this integration. They are well placed to restore the trust in upper management

The Ops Model and Strategic Focus

“The Ops Model is our generic tool, an RCMP behavioural approach to making decisions and strategically managing resources – whether it’s time, money or people” (Zaccardelli, 2002, p. 2). According to Commissioner Zaccardelli (2002), the MVV of the RCMP, along with what he defines as the “four pillars – intelligence, values, bridge-building, and accountability,” are the very foundation of the RCMP’s existence (p. 3). “They define who we are, why we exist, what we believe in, where we want to be and how we want to get there” (p. 3). The Ops Model, on the other hand, is what the RCMP *does* to achieve its goals. Zaccardelli (2002) goes on to list ten “Underlying Principles of the Ops Model,” the first of which is: “strong, integrated leadership – establishing priorities and allocating resources to focus international, national and local priorities” (p. 4). The Ops Model is basically the ‘operationalization’ of the MVV and it requires strong leadership at all levels of the organization.

The RCMP, through implementation of the Ops Model, is attempting to become a strategy-focused organization. This concept is based on the work of Kaplan and Norton (2001) who suggest, “Strategy-Focused Organizations require that all employees understand the strategy and conduct their day-to-day business in a way that contributes to the success of that strategy. This is not top-down direction. This is top-down communication” (p. 12). Through the use of a Balanced Scorecard (Kaplan & Norton, 1996), new ideas and knowledge are produced from all levels of the organization on a continual basis, allowing for the strategies to be updated constantly (Kaplan & Norton, 2001, p. 15). This is in sharp contrast to the typical, once per year planning sessions of the past. “Strategy requires change from virtually every part of the organization. Strategy requires teamwork to coordinate these changes (Kaplan & Norton, 2001, p. 15). As the

next section confirms, leadership capacity will be a critical component in the RCMP's effort to become more strategy-focused.

Review of Supporting Literature

Leadership Development

Leadership and leadership development have been the topic of much discussion for centuries, dating back to the times of Lao Tzu, Machiavelli, Plato and beyond. Much of the current theory has its basis in these ancient works, and none more so than the work of Stephen Covey. Covey's (1990) theory of leadership is based on principles, which he defines as:

...Self-evident, self-validating natural laws...Principle-centered leadership is based on the reality that we cannot violate these natural laws without impunity...To value oneself and, at the same time, subordinate oneself to higher purposes and principles is the paradoxical essence of highest humanity and the foundation of effective leadership. (Covey, 1990, p. 19)

The training portion of the leadership enhancement initiative in the North District focuses on the work of Covey from 1989 to present. The management practices training centers on *The Strategy-Focused Organization* (Kaplan & Norton, 2001). This review, then, will concentrate on the more recent scholarship around this ancient discussion.

According to Covey (1990), "Principles...surface in the form of values" (p. 19). The dialogue on a values-based leadership approach is picked up by O'Toole (1995), who contends, "...The only way one can be a leader is to be true to oneself" (p. 47). The basis for his theory is a relationship of trust, created by "the leader's manifest respect for followers" (O'Toole, 1995, p. 9). Much like

Covey's (1989) description of "effective leadership," O'Toole (1995) suggests that, "Values-based leadership provides for internal [organizational], strategic unity while at the same time encouraging independent entrepreneurial initiative" (p. 71). Kouzes and Posner (1995) count "clarity of personal values" as "the first milestone on the journey to leadership credibility" (p. 212). In each case, the idea of a bigger purpose based in one's own beliefs is espoused.

Kouzes and Posner (1995) are two of the many supporters of Covey's 'inside-out' philosophy of leadership, asserting the idea that leadership begins with the individual. Amongst other current scholars who substantiate this theory are Drucker (1999), McCauley, Moxley & VanVelsor (1998), Quinn (1996) and Vaill (1996). Further to this thesis, Vaill (1996) states that a leader must go through the process of first teaching themselves what their response will be to a certain problem or situation before communicating it to someone else (p. 61). This is not a visible process that other potential leaders can use as a learning opportunity. He concludes that "...learning for leadership must be self-directed learning" (p. 61). Conger (1992) supports this notion, stating, "A...critical factor in the equation is the individual's level of motivation" (p. 32). The message that resonates is clear; those who wish to be leaders must be responsible for their own learning.

Most current theorists agree leadership can be learned (Covey, 1989 & 1990; Kouzes & Posner, 1995; McCauley et al., 1998; O'Toole, 1995; Vaill, 1996) and many support the idea of leadership training. Kouzes and Posner (1995) stress, "leadership is, after all, a set of skills" (p. 323). Conger (1992) is another supporter of the "leadership can be learned" school and states:

The majority of leadership researchers believe that the origins of leadership go beyond genes and family to other sources. Work experiences, hardship, opportunity, education, role models, and mentors all go together to craft a leader. Within their argument also lies the assumption that the potential to lead is not uncommon; the scarcity of actual leaders is a reflection of neglected development rather than a dearth of abilities. (p. 29)

Leadership development then, does not begin and end with the individual. Research by Kouzes and Posner (1995) resulted in the identification of the three most effective methods for improving leadership skills: learning from experience, learning from others and formal training (p. 326-332). McCauley et al. (1998), “define *leadership development* as the expansion of a person's capacity to be effective in leadership roles and processes. Leadership roles and processes are those that enable groups of people to work together in productive and meaningful ways” (p. 4). Senge and his colleagues (Senge et al., 1999) propose “a healthy ‘leadership ecology,’ an interdependent human community commensurate in diversity and robustness to the challenges of profound change” (p. 565). They advocate the need for communities of leaders, or no leaders at all and conclude, “organizations will enter a new domain of leadership development when we stop thinking about preparing a few people for ‘the top’ and start nurturing the potential leaders at all levels...” (p. 565-568). A common theme in all of these theories is the fact that leadership development requires interaction with others – productive relationships.

The problem, as Covey (1989) puts it, is that “most people are deeply scripted in...the Scarcity Mentality...they see life as having only so much” (p. 219). The resulting competitiveness does not lend itself to developing a sense of community or interdependence. The responsibility for

creating a culture that supports continuous learning lies with upper management. According to London (2002), “Organizations are responsible for providing the enabling resources and ensuring that sufficient leaders are taking advantage of developmental opportunities” (p. 101). “More leadership development is likely when individual learning is regarded as highly important for organizational effectiveness” (Yukl, 2002, p. 394). An organization, after all, is simply a collection of individuals and organizational learning can only occur if individuals are learning. Conger (1992) contends, “The leadership-is-learned school operates on the assumption that many possess the potential to lead. The many dwindle down to a few only because most of us do not have the right opportunities or experiences” (p. 31). The opposite of “the Scarcity Mentality” is the “Abundance Mentality...[which,] recognizes the unlimited possibilities for positive interactive growth and development” (Covey, 1989, p. 221). Organizations able to foster a culture where the ‘abundance mentality’ thrives - where leaders at all levels provide opportunities to learn and grow, will benefit from increased trust and individual and organizational growth.

Yukl (2002) is another who emphasizes the need for a “strong learning culture”. This builds on the work of Senge and his colleagues (Senge et al., 1999), who underscore the need for “creating organizational environments that inspire, support, and leverage the imagination and initiative that exists at all levels” (p. 566). Bartlett and Ghoshal (1998) assert, “Only when [an organization] develops the ability to transfer, share, and leverage...fragmented knowledge and expertise will [they] be able to exploit the benefits of organizational learning” (Developing Horizontal Knowledge Flows section, para. 1).

This would seem to suggest that an organization couldn’t expect to enhance leadership by simply

filling a classroom and talking about it. It can, however, “play a vital role in leadership development,” according to Conger (1992, p. 34). Kouzes and Posner’s (1995) aforementioned assertion that formal leadership training can be effective further supports this notion (p. 332). Yukl (2002) is another proponent of “formal training” as a method of leadership development along with “developmental activities, self-help activities, coaching, mentoring” (p. 370). He emphasizes the need for a “higher level of skill and some new competencies” given the fast-changing environment leaders face today (p. 370). London (2002) suggests a variety of methods available to organizations wishing to develop leaders: “executive coaches, training classes, workshops focusing on actual business problems, challenging developmental projects, and job rotations” (p. 101). Yukl (2002) also emphasizes the need for putting the newly acquired knowledge into practice in an effort to anchor the learning (p. 373). There are a multitude of suggestions for various exercises available for leadership development, and most can be used in any number of combinations, however, we will not explore them further in this review.

A systems approach to leadership – Building social capital.

Yukl (2002), London (2002) and McCauley et al. (1998) take leadership development a step further, stressing a systems approach. “Any leadership development process is embedded in a particular organizational context: the organization's business strategy, its culture, and the various systems and processes within the organization” (McCauley et al., 1998, p. 8). Yukl (2002) stresses the need for “leadership development to be consistent with an organization’s strategic objectives” (p. 398). London (2002) provides the following:

From an organizational perspective, leadership development begins by assessing skills in the organization and comparing them to skill needs anticipated in the future. From an

individual perspective, leadership development begins by assessing a current or prospective leader's talent and determining areas for development...but the system is one and the same. Overall, the goal is to instill in the organization and its people a developmental mind-set. That is, leadership development, and indeed the development of all employees, is an important performance strategy for future success. (p. 100)

This approach is supported by the work of Day (2001), who draws heavily on the work of Tsai and Ghoshal (1998) in distinguishing between the concepts of "human capital" and "social capital". Day (2001) asserts, organizations wishing to build "the leadership capacity necessary to continually reinvent themselves [must] attend to both individual leader and collective leadership development" (p. 583). 'Leader development,' Day (2001) maintains, "is primarily based on enhancing human capital" while 'leadership development,' "emphasizes the creation of social capital" (p. 581). Day (2001), paraphrasing Bouty (2000), Tsai & Ghoshal (1998) states:

Unlike human capital, in which the focus is on developing individual knowledge, skills, and abilities, the emphasis with social capital is on building networked relationships among individuals that enhance cooperation and resource exchange in creating organizational value. (p. 585)

Day (2001) refers to social capital as the "shared and relational approach" to leadership development (p. 586). Social capital is synonymous with "mutual trust, respect, and commitments" (p. 595). Nahapiet and Ghoshal (1998), drawing on the scholarship of Bourdieu (1986, 1993) and Putnam (1995), "...define social capital as the sum of the actual and potential resources embedded within, available through, and derived from the network of relationships

possessed by an individual or social unit” (p. 243). Day continues:

Leadership development can be thought of as an *integration* strategy by helping people understand how to relate to others, coordinate their efforts, build commitments, and develop extended social networks by applying self-understanding to social and organizational imperatives. (p. 586)

James Kouzes (2000) states:

The new currency won't be intellectual capital. It will be social capital – the collective value of whom we know and what we'll do for each other. When social connections are strong and numerous, there is more trust, reciprocity, information flow, collective action, happiness, and, by the way, greater wealth. (para. 13)

The value of ‘networking’ and the significance of relationships in building leadership capacity in organizations are unmistakable. In fact, these theorists seem to support the notion that an organization experiencing an increase in social capital would see a parallel increase in leadership capacity.

Trust.

A common and critical theme running through all of these theories is the significance of *trust*.

According to Covey (1989, 1990), Kouzes and Posner (1995), O'Toole (1995), Yukl (2001), and a host of others, the relationship between leader and follower is based on trust. In their discussion of “authentic trust,” Solomon and Flores (2001) state, “True leadership, whatever else it may be, can be based on nothing less” (p. 15). However, most of these theorists describe, not simply the relationship between a leader and a follower, but a culture or climate within organizations

predicated on trust (Covey, 1989; Day, 2001; Kouzes, 2000; London, 2002; Senge et al., 1999). Solomon and Flores (2001) assert, “The giant corporation, depends on trust...to function in the business world.... High trust societies...are outstanding in their potential for forming wide-reaching and successful cooperative partnerships” (p. 11). Solomon and Flores argue that trust is a skill. They maintain:

It is particularly important to emphasize that trust, like most skills, is not learned or cultivated on the basis of *rules*. We are not computers. Trust is a skill to be learned – but by doing, by interrelating, not by following a recipe. (p. 119)

This is a valuable lesson for public service organizations such as the RCMP. “Until very recently, the approach to the enhancement of responsible public service...has been to create new policies, rules and, occasionally, laws...” (Kernaghan & Langford, 1990, p. 184). In other words, they attempted to write down recipes. This is clearly not supported by the literature. Attempts at cultivating trust through rules are doomed to failure. Consider the following: “Although trust is not power, it is through trust that we can acquire the greatest power: not power over others, but something far more important – the possibility for each and all of us to realize our full potential *together*” (Solomon & Flores, 2001, p. 29). Rules and policy, it could be argued, are attempts at asserting power over others. If we accept the argument of Solomon & Flores, trust is unlikely to result from such tactics.

Organizational Culture and Organizational Change

This section will look at the concept of organizational culture and the impact of leadership capacity on an organization’s ability to adapt to change.

It would be almost impossible to conduct a review of the literature on organizational culture without coming across the name of Edgar H. Schein, whose work in this field dates back decades. Not unlike the recent theory which espouses the notion that leadership begins with the individual, Schein (1992) asserts, “Culture can be analyzed as a phenomenon that surrounds us at all times, being constantly enacted and created by *our interactions* with others...[emphasis added]” (p. 1). Peter Senge and his associates (Senge et al., 1999) call the organization “a human community,” stating, “It is a living system, like the plant or the teenager. There is no one driving it. But there are many tending the garden” (p. 21). The significance of relationships in organizational culture is unmistakable. Short (1998) confirms this in the following reference:

Relationships are the very heart and soul of an organization’s ability to get any job done. Whether good or bad, effective or ineffective, relationships and their interactions are the organization’s DNA – they create and define organizations. Without them there is no organization. (p. 16)

At the organizational or group level, Schein (1992) contends, “one can see more clearly how [culture] is created, embedded, developed, and ultimately manipulated, managed, and changed” (p. 1). He professes the notion of “shared basic assumptions [which are] deeper levels of learning that get us to the essence of culture” (p. 11). He describes the evolution as follows:

[The] learning process for the group starts with one or more members taking a leadership role in proposing courses of action and as these continue to be successful in solving the group’s internal and external problems, they come to be taken for granted and the assumptions underlying them cease to be questioned or debated. A group has a culture

when it has had enough of a shared history to have formed such a set of *shared* assumptions. (p. 12)

He concludes this line of thought with a formal definition of culture:

A pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems. (p. 12)

Schein (1992) identifies three levels of culture. On the surface are “artifacts” or “visible organizational structures and processes”. Next are the “espoused values” of the organization. These are the “strategies, goals and philosophies” of the organization. Finally, the “underlying assumptions” are the “unconscious, taken-for-granted beliefs, perceptions, thoughts, and feelings” of an organization. “Underlying assumptions,” Schein maintains, are the true source of an organization’s values and actions (p. 17).

Schein (1992) points to “two major sets of problems that all groups, no matter what their size, must deal with: (1) survival, growth and adaptation in their environment and (2) internal integration that permits daily functioning and the ability to adapt” (p. 11). These clearly require change. Quinn (1996) describes the organization as “...a coalition of coalitions...the entire system is constantly evolving and changing” (p. 91). Yet, as Quinn contends, the whole idea of organizational change is paradoxical. Change is a disorganizing process. He states, “Organization and change are not complementary concepts. To organize is to systemize, to make behavior predictable” (1996, p. 5). He later insists, “It is natural for organizations to discourage

transformation. Organizational structures and processes encourage equilibrium, not change” (p. 133). Conner (1993), on the other hand, suggests the following:

We do not resist the intrusion of something new in our lives as much as we resist the resulting loss of control. In fact, the phrase *resistance to change* can be somewhat misleading. People don't resist change as much as its implications - the ambiguity that results when the familiarity ceases to be relevant. (p. 126)

The learning organization.

The concept of a 'learning organization' has garnered much attention since Peter Senge (1990) wrote *The Fifth Discipline: the art and practice of the learning organization* in 1990. Senge (1990) refers to the need for individuals “to rigorously develop their own personal mastery” (p. 8). ‘Personal mastery,’ he claims, is the “discipline of personal growth and learning [and] the spirit of the learning organization” (p. 141). He continues: “Organizations learn only through individuals who learn. Individual learning does not guarantee organizational learning. But without it no organizational learning occurs” (p. 139). Fulmer (2000) picks up the discussion, suggesting, “The challenge for organizational leaders is to help create a *learning culture*” [emphasis added] (p. 154). He underscores the need for a “learning system” and proposes three stages to becoming a learning organization: (a) encourage individual learning, (b) share individual learning, and (c) leveraging the learning (pp. 154-159).

Culture and leadership.

Schein (1992) makes the connection between culture and leadership, stating, “These dynamic processes of culture creation and management are the essence of leadership and make one realize

that leadership and culture are the same sides of one coin” (p. 1). He stresses the need for “cultural understanding” which he states is “essential for leaders if they are to lead “ (p. 15). Senge and his colleagues (Senge et al., 1999) pick up on this concept, pointing out a “fundamental flaw” in the change strategies of leaders – “they focus on their innovation, on what they are trying to do – rather than understanding how the larger culture, structures, and norms will react to their efforts” (p. 26). Schein (1992) further cautions: “If leaders are not aware of the cultural underpinnings of what they are doing or the assumptions of the group on which they are imposing new solutions, they are likely to fail” (p. 373). Senge et al. (1999) stress the need for leaders, whom they refer to as “innovators,” to determine why the culture is resistant and how the leader, as an individual, may have contributed to this resistance (p. 26). Again, the focus returns to the individual. In this case, it is the individual leader’s ability to understand the culture of the organization they wish to change and their own contribution to the success or failure of change.

Quinn (1996) explores further the notion of the individual as the root of organizational change asserting demands for “deep change” in organizations call for “deep personal change” on the part of the individual (p. 6). He highlights the need for leaders “to reinvent themselves” (p. 11) and emphasizes:

[Those who] know how to learn their way into the new and emerging world...are master change agents capable of making deep change *in themselves*, in their relationships, and in their organization. They are *internally driven* leaders who understand the process of deep change [emphasis added]. (1996, p. 12)

This is comparable to Senge’s (1990) principle of ‘personal mastery’. “Personal mastery is the

discipline of continually clarifying and deepening our personal vision, of focusing our energies, or developing patience, and of seeing reality objectively” (Senge, 1990, p. 7). The theory of ‘personal mastery’ is reminiscent of the ‘inside out’ approach to leadership discussed in the previous section. There appears to be a distinct connection between ‘personal mastery’, individual learning and growth, and individual leadership capacity. Further corroboration can be found in the work of Day (2001) who, as previously mentioned, asserts the need to apply ‘self-understanding’ to the development of social capital. This would seem to suggest that ‘personal mastery’ could be considered the root to increased social capital in organizations. We begin to see similarities in how personal mastery (or leadership of self), personal change, and individual learning influence their organizational counterparts – organizational leadership capacity, organizational change and organizational learning.

If we accept this argument, and we accept the notion from the previous section that leadership capacity surfaces in the form of social capital, then we must accept that social capital might also represent the manifestation of an organization’s ability to learn or change. This change, as previously indicated in the citation from Schein (1992), occurs with ‘internal integration’ and ‘external adaptation’ - two key elements in the definition of organizational culture. It would seem as though change, and particularly cultural change, within an organization, is heavily reliant on the leadership capacity of, or the amount of social capital in, the organization. Looking back at Schein’s (1992) description of the evolution of an organization’s culture, we also see the significance of the role of leadership and trust. Schein (1992) states “[The] learning process for the group starts with one or more members taking a leadership role in proposing courses of action” (p. 12). It stands to reason that trust in these leaders is essential if their proposed ‘courses

of action' are to be followed.

Consider the following from Schein (1992):

Neither culture nor leadership, when one examines each closely, can really be understood by itself. In fact, one could argue that the only thing of real importance that leaders do is create and manage culture and that the unique talent of leaders is their ability to understand and work with culture. If one wishes to distinguish leadership from management or administration, one can argue that leaders create and change cultures, while managers and administrators live within them. (p. 5)

Leadership capacity is clearly a major influencing factor on organizational culture. In fact, Schein would seem to suggest that leadership capacity *defines* organizational culture. It seems evident then, that social capital might have an equally significant influence on organizational culture.

Theorists do, however, provide a couple of cautions for leaders. The very essence of organizational culture, with its emphasis on 'shared basic assumptions' could, in fact, prohibit change. Olson and Eoyang (2001) maintain, "Traditional organizational interventions, which focus on building common ground, undervalue the power of diversity to disrupt (if ignored) or generate (if integrated) organization change" (p. 94). Schein (1992) addresses the need for divergent thinking in the following:

The key issue for leaders is that they must become marginal in their own culture to a sufficient degree to recognize what may be its maladaptive assumptions and to learn some new ways of thinking themselves as a prelude to unfreezing and changing their organization. (p. 312)

Senge and his co-writers (Senge et al., 1999) supplement this line stressing the need for individual

reflection.

Additional vigilance must be emphasized for mature organizations such as the RCMP. “As the organization matures and remains successful for a period of time...culture defines leadership more than leadership creates culture” (Schein, 1992, p. 255). Yukl (2002) builds on Schein’s (1992) work discussing the varied influence leaders have on the culture of an organization depending on where the organization is in terms of its development. The leader of a new organization would have a profound influence on its culture, while a leader in a well-established culture would have considerably less impact. He stresses, “...cultural values influence the selection of leaders and the role expectations for them. In a mature, relatively prosperous organization, culture influences leaders more than leaders influence culture” (Schein, 1992, p. 283).

Integration of Knowledge Across Organizational Boundaries

The North District has targeted mid-level managers as the leveraging point for integrating knowledge into its culture in an effort to develop leadership capacity at all levels. A review of the literature on the integration of knowledge across organizational boundaries, with an added focus on the role of mid-level managers in a hierarchical organization, will provide a better understanding of the influence of mid-level managers on organizational learning and organizational leadership capacity. In addition, this section will provide a brief illustration of the concepts of networking, mentoring and storytelling as methods of knowledge transfer.

Hierarchies and subcultures.

A closer look at the concept of organizational culture shows many scholars distinguish between

the various levels in the organization (Oshry, 1996; Schein, 1992; Senge et al., 1999; Yukl, 2002). Schein (1992) points to the development of subcultures, which are inevitable in mature organizations. These subcultures, he contends, are often divided in terms of hierarchical structure. Oshry (1996) divides organizations into three distinct levels: 'tops' (executives), 'middles' (middle managers), and 'bottoms' (workers). Similarly, Senge et al. (1999) categorize three groups of *leaders* – 'executive leaders,' 'network leaders' and 'local line leaders'. Yukl (2002) makes a comparable distinction, using the terms 'top executives,' 'middles managers' and 'low-level managers'.

Most theorists agree the essential role for top leaders in creating positive change in an organization's culture lies in their ability to create a powerful vision, model appropriate behavior and supply resources (Kouzes & Posner, 1995; Quinn, 1996; Senge et al., 1999; Yukl, 2002).

Yukl (2002) adds:

Top management creates and sustains processes to nurture ideas and support changes initiated by people at lower levels in the organization. Knowledge is diffused or made easily available to anyone who needs it, and people are encouraged to apply it to their work. (p. 295)

Senge and his colleagues (Senge et al., 1999) stress, "Espousing ideals and values turns out to be unimportant; fostering a structure that supports them is critical" (p. 390). They continue, "The real role of executive leadership is not in 'driving people to change,' but in creating organizational environments that inspire, support, and leverage the imagination that exists at all levels" (p. 566).

Senge's (1990) earlier work supports this contention, stating, "No one can be forced to develop

his or her personal mastery” (p. 172). He goes on to suggest that top leaders:

Can...foster a climate in which the principles of personal mastery are practiced in daily life. That means building an organization where it is safe for people to create visions, where inquiry and commitment to the truth are the norm, and where challenging the status quo is expected. (1990, p. 172)

It is top management that defines the rules and thus, the culture or climate in an organization. In *The Dance of Change* (Senge et al., 1999), Senge and his co-authors suggest that, despite the “different labels” assigned to change initiatives from one organization to another, the goals are the same: “They are trying to respond quickly to external changes and think more imaginatively about the future. They want better relationships, with less games-playing and more trust and openness. They want to unleash employees’ natural talents and enthusiasm” (p. 5). In the final assessment, this is the true function of top leaders in an organization - ‘unleashing talent’. They do so by creating a culture that allows talent to thrive.

So we see that the role of top leaders in creating positive change and diffusing knowledge is critical - but what about the rest of the organization? Many theorists agree that leadership at all levels is essential if organizations are to adapt quickly to today’s fast-changing environment (Anderson, Gisborne, Hamilton, Holliday, LeDoux, Stephens & Welter, 2000; Day, 2001; Kouzes & Posner, 1995; Senge et al., 1999). How does an organization, as Fulmer (2000) counsels, ‘leverage the learning’ for leadership? How do we develop greater leadership capacity at all levels of an organization? How do we increase social capital? And how does an organization accomplish this across hierarchical boundaries?

Networking.

Day (2001) suggests, “fostering broader individual networks” (p. 596). He continues:

An important goal of networking initiatives is to develop leaders beyond merely knowing what and knowing how, to knowing who in terms of problem-solving resources.

Networking is also about expanding one’s definition of what and how through exposure to others’ thinking, which can challenge basic assumptions about what we think we know. It is also a means of encouraging organization members to form commitments with others outside of their immediate work group. In this way, networking is about investing in and developing social capital with a primary developmental emphasis on building support. (p. 596)

Schein (1992) maintains, “The leader must therefore be sensitive to different subcultures and must develop the skills of working across cultural boundaries” (p. 275). He states: “Building an effective organization is ultimately a matter of meshing the different subcultures by encouraging the evolution of common goals, common language, and common procedures for solving problems” (p. 275). Kilduff and Corley (2000) emphasize the need for top management to play a role in furthering the development of social capital in an unselfish organization through networking amongst all levels. They state:

The altruistic organization is likely to be one in which social relationships are consistently maintained and repaired, where top management is active in promoting social links between and across hierarchical levels. In other words, the altruistic organization is one in which social capital...is high. (Kilduff & Corley, 2000, p. 213)

Networking, Day (2001) adds, “When used in conjunction with other developmental practices...links individual leader development with collective leadership development” (p. 598). In addition, “Networking opportunities build peer relationships across functional areas, leading to the creation of additional social capital” (Day 2001, p. 597).

Fulmer (2000), in his aforementioned three-stage process for learning organizations, promotes the need to “share individual learning” as stage two of his formula (p. 156). Building on de Geus (1999), he asserts the key to this stage is the concept of “flocking,” or bringing people together so that learning can be disseminated among them (p. 156). “It is through large scale shared learning that the power of the individual is maximized” (Fulmer, 2000, p. 158). Tsai (2001) suggests, “Through the development of interunit network links, horizontal transfer of knowledge broadens organizational learning.... By linking different units together, a network arrangement provides a flexible learning structure that replaces old hierarchical structures” (p. 997). In other words, units will no longer have to count on knowledge coming only from the top down. Tsai (2001) continues, “Organizational units differ in their internal knowledge, practices, and capabilities. Networks...allow organizational units to access new knowledge from each other...through dissemination of ‘best practices’ within organizations” (p. 997).

Kouzes and Posner (1995) stress the need to celebrate successes and, by doing so, “leaders create social support networks; they bring together people who share the same goals...[reinforcing] the common stake that people have in reaching the destination” (p. 301). In addition to the opportunity to bolster the vision, Kouzes and Posner (1995) point out, “When celebrations cut across functional and hierarchical boundaries, as they frequently do, people get a chance to

exchange ideas with and be stimulated by people outside their own specialties” (p. 304). Each of these researchers is ultimately talking about the significance of relationships in the process of diffusing knowledge throughout an organization: an *esprit de corps* of sorts.

Mentoring and storytelling.

“The recognition of mentoring as an important transfer mechanism for knowledge within organizations has grown significantly in the past couple of decades” (Swap, Leonard, Shields & Abrams, 2001, p. 99). Yukl (2002) defines mentoring as, “a relationship in which a more experienced manager helps a less experienced protégé; the mentor is usually at a higher managerial level and is not the protégé’s immediate boss” (p. 388). Mentors, according to Yukl, can assist in the learning process of the protégé while benefiting from the experience themselves by improving “their own leadership skills” (p. 388).

The research of Swap and his associates (Swap et al., 2001) suggests, “Mentors also teach *norms* of behavior and convey knowledge about the *values* of an organization” (100). They conclude, “mentoring...[plays] a role in building up the core capabilities of an organization...the transfer of skills, managerial systems, and values” (p. 100). The requirement for proper modeling of organizational values by the mentor is evident. Day (2001) contends:

The opportunity to observe and interact with members of senior management is an especially critical part of mentoring because it helps develop a more sophisticated and strategic perspective on the organization.... As such, mentoring might be partially effective due to its influences on the cognitive dimension of social capital. (p. 591)

Schein (1992) endorses “stories and myths” as an effective method of reiterating an organization’s mission and goals (p. 90-91). Swap et al. (2001) are quick to point out that storytelling is not the method of choice for “concrete forms of knowledge’ (p. 104-105). They maintain, however, that it is an excellent method of illustrating, amongst other things, organizational values (p. 105).

Furthermore:

Stories that dramatize or illustrate managerial systems, values, and norms are more likely to be believed and acted upon than mere statements of policies and norms. Therefore, managers should mine organizational lore for stories that support the goals and mission of the organization. (Swap et al., 2001, p. 110)

Yukl (2002) is another proponent of storytelling, in this case, as a method of communicating the vision of the organization. He states: “The ideological aspects of a vision can be communicated more clearly and persuasively with colorful, emotional language that includes vivid imagery, metaphors, anecdotes, stories, symbols and slogans” (p. 264). Mentoring and storytelling, it appears, are two additional roles for top management in the knowledge integration process. As will be discussed below, mid-level managers are also very well placed for such a role.

Some scholars do caution, however, that storytelling can be unreliable or misleading (Schein, 1992; Senge et al., 1999). Schein warns that leaders cannot always control the content of stories. Others (Senge et al., 1999) stress the need for “organizational research” (p. 432). Despite the warnings, storytelling appears to be an effective method for disseminating the type of knowledge the North District is attempting to integrate, particularly the MVV of the RCMP.

Middle managers as integrators.

Middle managers are individuals in the middle of the organizational hierarchy – people who are typically thought of as having responsibility for implementing strategy. They are agents for both executives and workers – bringing the organization’s mission, vision and objectives to the workers and the worker’s mission, vision, and objectives to the executives. As intermediaries and go-betweens, they serve both the executive ranks and the worker ranks. (Stumpf & Mullen, 1992, p. 12)

As Senge (1990) suggests, “The bottom line of systems thinking is leverage – seeing where actions and changes in structures can lead to significant, enduring improvements” (p. 114). The description of middle managers presented by Stumpf and Mullen implies they would be a key leveraging point for an organization wishing to integrate its mission, vision and values into its culture and build leadership capacity. Oshry (1996) is another who supports “middles” as integrators of the various systems throughout an organization (p. 160). Stumpf and Mullen (1992) point out that middle manager’s “day-to-day activities involve coordination and collaboration across functions and hierarchical levels” (p. 179). By the very nature of their positions, middle managers are well placed for making an immediate impact on leadership capacity throughout an organization.

This discussion is picked up by Farquhar (1998), who states, “Middle managers...act as a bridge between the strategies developed by senior management and the day-to-day activities at the front lines” (p. 1). She points to the changing work environment in suggesting, “Middle managers will increasingly be focused on connecting systems, processes and people in the organization” (p. 4). In discussing the broader responsibilities of middle managers, Farquhar (1998) points to several

new functions, including “acting as change agent...facilitating innovation and collaboration... [And] ensuring the exchange of information across the organization” (p. 1).

According to Oshry (1996), integration of systems by middle managers can only be performed collectively. He goes on to suggest the need for middles to create “...regular mechanisms for sharing information, supporting one another, coaching one another” (p. 46). Farquhar (1998) stresses, “middle managers are also integral to the development of relationships within the organization” (p. 11). She stresses they need to “[create] opportunities for learning and growth” (p. 18). She continues, “One of the most valuable resources for learning is peers. The opportunity to share experience and build relationships is extremely important.... Providing mechanisms for middles managers...to network can help people see the possibilities for changing their own behaviour” (p. 18). It is also important to note that middle managers, in most organizations, were once front line employees (Farquhar, 1998). As a result, their experiences are varied. As Stumpf and Mullen (1992) assert, they “are also information nodes – they are focal points of more information than is made available to either executives or workers” (p. 179).

These scholars point to middle managers both as integrators of information or knowledge and as facilitators of networking or relations building. Their “unique organizational position” (Farquhar, 1998, p. 21) makes them the obvious choice as the leveraging point for integrating knowledge through mentoring, storytelling and networking. Farquhar (1998) adds: “Middle managers play an essential role in translating and directing information to the right parts of the organization. Importantly, in this role they must add value to the information, moving beyond the simple relay of information” (p. 11). Farquhar (1998) calls this “leveraging knowledge and information” (p.

12).

Yukl (2002) supports this notion, but goes a step further: “Instead of specifying detailed guidelines for change at all levels...it is much better to encourage middle and lower-level managers to transform their own units...” (p. 288). Yukl (2002) is suggesting managers be allowed to make changes without the burden of ‘detailed guidelines’ – fewer rules. Middle managers ‘leveraging knowledge’ or ‘thinking’ in accordance with the mission, vision and values of an organization and requiring fewer rules, are an invaluable resource. As Farquhar (1998) underscores, “middle managers are the primary resource for the next generation of executives [and] play a vital role in developing and nurturing the next generation of leaders” (p. 2).

Chapter Three – Research Methodology

Research Methods

This research was intended to uncover the impact of the North District priority aimed at improving leadership capacity throughout the District. Leadership capacity, as demonstrated in the literature review, manifests itself in any number of ways. Most deal specifically with relationships and trust (Covey, 1989, 1990; Day, 2001; Kouzes and Posner, 1995). It was felt the best way to determine the impact of this initiative was through a deep understanding of the personal experiences of those who had participated in the initiative, those who were affected by it, and those who were in a position to observe its impact. In addition, the researcher wanted to observe the participants to see if there was any visible evidence of enthusiasm or energy created by the initiative.

The best way to capture this type of data was through a qualitative, participatory action research approach utilizing individual interviews of RCMP officers at all levels of the North District and a few from outside. As Dick (1993) explains, “To achieve action, action research is responsive. It has to be able to respond to the merging needs of the situation. It must be flexible in a way that some research methods cannot be” (Introduction section, para. 5). This departure from the rigid, traditional approach to research allowed the examiner to change directions as necessary to obtain the best understanding of the impact of the North District plan. Additionally, “active participation is the key to feelings of ownership that motivate people to invest their time and energy” (Stringer, 1996, p. 35). By involving people in the search for solutions to their own problems, this project encourages commitment to the research and trust in the outcome.

To complement the interviews, the researcher conducted an analysis of existing statistical and qualitative data in an effort to uncover patterns that could be attributed to the efforts toward increasing leadership capacity.

Data Gathering Tools

The investigator conducted twenty-five face-to-face interviews of RCMP officers. The vast majority work within the District and a few were from outside the District. The qualitative data collected from the interviews was compared to existing statistical data on internal investigations and public complaints. All of this data was compared to the internal and external literature reviewed in chapter two.

Study Conduct

Literature Review

The literature review was the first portion of the study to be drafted. This was completed after an extensive review of internal and external documents. The literature review continued to mature as the study progressed and several extensive rewrites were completed. This allowed the researcher to obtain a clearer picture of the scope of the issue of leadership in the North District and the RCMP as a whole.

Interviews

With input from the faculty supervisor and an advisory committee made up of three members of the North District Management team, several generative questions were developed to guide the interviews (see samples in Appendix 'A'). The semi-structured interviews most often took the

form of a free-flowing conversation between the researcher and the interviewee where various observations and experiences were explored more deeply. Most interviews lasted approximately twenty minutes with several extending beyond an hour.

Every effort was made to include interviewees from as many different units as possible within the North District (though it was not within the scope of this project to include all units). In addition, the researcher included RCMP officers ranking from constable to inspector and from units of varying size and geographical location.

While preparing to conduct the interview portion of the research, a significant window of opportunity occurred that minimized travel and maximized randomness of participant selection. A managerial review being conducted in one larger center, along with training courses being offered in two centers allowed the researcher to conduct interviews with participants from a variety of units without having to travel to each individual unit. Some potential interviewees were contacted by e-mail requesting their participation. An e-mailed response confirmed their willingness to participate. Other participants were contacted by telephone and yet others in person. Verbal approval to conduct the interview was obtained from all participants after they reviewed a letter of informed consent (See Appendix 'B').

Supporting Statistical Data

Statistics on the number of public complaints against the RCMP in the North District over the past three years were gathered from the Police Information Retrieval System. The North District Management team had hoped to see a decrease in the number of public complaints as a result of

the initiative to develop leadership. The connection here is that increased leadership capacity *within* the RCMP is expected to translate into increased *trust* in the RCMP by external clients. Basically, it is anticipated the members of the RCMP will be more '*trustworthy*' as a result of an increased leadership capacity. This is clearly supported by the literature review and particularly by the work of Covey (1989, 1990). Increased trust in the RCMP by the general public, it is anticipated, should lead to a decrease in the number of complaints.

In addition, the initiative to develop leadership capacity included the integration of the MVV of the RCMP into everyday decision-making. They go hand-in-hand. The MVV are the very basis for building leadership capacity. If more members in the North District are acting in accordance with the MVV of the RCMP, it is expected public complaints would be reduced.

Other Options Considered

The researcher first considered focus groups as an option, however travel and scheduling did not allow for such an undertaking.

The next option contemplated was a telephone survey. Considerable research was conducted into this method and a questionnaire was developed with the input of the advisory committee and the faculty supervisor. It was felt, however, that too much qualitative data would be lost with such a method. In addition, in an effort to capture this data, the survey instrument became far too complicated for such a small study.

The researcher had originally hoped to include all classifications of employees in the District. It

became very clear, however, that this was well beyond the scope of this project.

Chapter Four – Research Study Results

Study Findings

In general, there was a level of energy and excitement that was palpable during the majority of the interviews. Top management was very encouraged by the results they were witnessing. Most mid-level managers provided examples of how they had benefited personally from the leadership initiative and provided even *more* examples of the leadership initiatives they had undertaken themselves to develop their employees. “If there’s a clear and distinguishing feature about the process of leading, it’s in the distinction between mobilizing others to do and mobilizing others to *want to do*” (Kouzes & Posner, 1995, p. 31). The researcher is confident that employees at all levels in the North District ‘*want to do*’.

Commitment at the Top and Trust in the Top

Top management creates and sustains processes to nurture ideas and support changes initiated by people at lower levels in the organization. Knowledge is diffused or made easily available to anyone who needs it, and people are encouraged to apply it to their work. (Yukl, 2002, p. 295)

It was very clear from the interviews of those at or near the top of the North District that they were completely committed to the idea of building leadership capacity. By providing the various training initiatives aimed at enhancing leadership, they have demonstrated their commitment to developing employees and diffusing knowledge. The entire management team is, in fact, directly involved in the delivery of this training. In addition, there was ample evidence from the interviews, which suggested the management team was actively involved, during their everyday duties, in further integrating and diffusing the knowledge around leadership and strategic thinking.

This study found abundant evidence of top management's efforts to create the 'learning culture' discussed in Chapter two and endorsed by Bartlett and Ghoshal (1998), Senge et al. (1999), Fulmer (2000), Yukl (2002) and London (2002).

Advisory NCO's were cited as an excellent resource for continuing this educational process. This sentiment was most evident at the middle manager level. It was very evident that the Advisory NCO role is critical in terms of support for building leadership capacity. This level of management was seen as the critical point for, in Fulmer's (2000) words, "leveraging the learning" – stage three in the creation of what he calls a "learning system" (p. 154-159). The North District management team seems to have identified what the literature review clearly supports – the participation of middle managers in developing organizational leadership capacity is vital.

Many interviewees singled out the members of the management team, and in particular, the District Officer, as models of excellence in terms of leadership. Several mid-level managers indicated top management supported their decision to fund the training associated to the initiative despite the fact that they would go over budget. This was seen as a key indicator that top management was committed to developing leaders. This is completely consistent with the role of top management as outlined in the literature review.

In terms of the impact witnessed by top management, it was quite positive. Here are some of the comments from the management team and observations from all levels about the commitment of the management team:

We really feel that we've seen an improved quality in the work and the service that has been presented overall. Remember that was our ultimate goal, I mean we weren't going to do anything that wasn't going to improve the service or the quality of work that we were doing because that's why we are here, I mean that's the first line in our Mission statement.

We touched every community...it really instills support for the RCMP. I think there's more of a comfort level...the police are there, they are doing something.

When we do the interviews in our communities – talk to the people that we serve...I just don't remember here in that last while where we've had a negative response to any of our detachments. Our members and our detachments are very well received through the North District...My sense is our people are more trustworthy....

I think we met a lot of objectives in the last year. I think there is a greater understanding of strategic priorities and when we all focus all our energy on our priorities we get results.

...I would trust the commanders, any one of those commanders to do the right thing the first time...the bigger picture is that I know they are going to give their best and do their best to provide the service in the community.

I believe we really increased the amount of involvement from North District to our detachments. I think the Managerial Review aspect, the training – we bring in people a lot

more for training now. There is a lot more interaction – detachment commanders – employees to District, both ways.

...There's been an improvement in the quality of work that we are seeing. [Members] are following policy and the law better than they were four or five years ago, we sincerely believe that.

I think I have grown as a leader, the courses I've had, the courses I've been involved in putting on and the sharing of information, I think has really had a positive impact for the District, for the leadership of the District, I really do....

I think [senior managers have] become a little more trustworthy. I think there's a fair amount of respect for our senior managers in the District and I think that has a lot to do with [the efforts to build leadership capacity].

I would say [trust in the District] is quite high... How many people have you heard say "I hate [North District Management].... You just don't hear that. I haven't heard it since I've been here.... So there's the trust level there.

I have had the Advisory NCO facilitate a discussion on the Ops Model [at my detachment].

You know one thing that was interesting...[and] I think it's the result of good leadership...was at the [Regimental] Dinner. Different people got up there to speak...but the biggest applause was for [the District Officer] Mike Morris, and he got a standing ovation.... I think that speaks volumes for the respect people have for him.

It shows me that the force and the District...care about the development of each individual employee and that the ability to advance in the organization and be productive is available for every member. I think that it's pretty clear that the opportunities are there if you want to grab them.

Excitement and Widespread Participation in the Middle

Without question, this initiative has increased the dialogue around the importance of leadership in the North District and the RCMP as a whole. It was very clear during the interviews that mid-level managers are, for the most part, genuinely excited about this initiative. The energy and conviction with which they presented some of their experiences was inspiring. Most middle managers were so adept at articulating the Mission, Vision and Values, strategic priorities, the Ops Model, and the various concepts around leadership, that there was almost no need to ask whether or not the initiative was working. This, alone, was unmistakable evidence that the initiative is having an impact.

Moreover, there seems to be a genuine trust amongst middle managers in that the leadership of the District is committed to improving leadership capacity. In particular, they appreciate the efforts of the management team to develop them as individuals. Detachment commanders are

equally pleased with the training being provided to front line supervisors. Top management was also praised for the clear expectations they have communicated to mid-level managers. Most middle managers considered this a key role of top management. Evidence the comments from middle managers:

In the last couple of years, I just have a real sense that...the rudder is back on the ship...and I didn't feel that before.

I see more involvement from the management team, in the leadership perspective, than before.

It appears to me that...the Advisory NCO's, which was very apparent at the supervisor's workshops...have captured [the leadership development] concept and definitely want to teach that [to] the detachment commander....

I think the big thing is outlining the expectations.

Examples of mid-level managers integrating knowledge on leadership were almost too numerous to count. There was a very clear effort to pass on learning and leadership opportunities to the front line. Many mid-level managers cited examples where they challenged employees to step up. It was obvious to the researcher that middle managers in the North District recognized the significance of developing their employees the same way the management team was developing them.

Almost every single mid-level manager interviewed had participated in at least one of the training initiatives. This is confirmation of the dedication of top management and detachment commanders to develop leadership capacity and is, itself, a demonstration of leadership. It also illustrates the individual desire to develop in that so many are taking advantage of these learning opportunities. Moreover, every single interviewee who had participated in a training initiative stated that they had obtained at least something from the training. Whether they learned a little or they learned a lot, they at least learned. The literature review clearly supports the notion that leadership *is* learning (Kouzes & Posner, 1995; Vaill, 1996). Most interviewees, in fact, stated they believed they were better leaders as a result of the leadership development initiative and, in particular, the training. The following comments from interviewees provide some evidence:

There's things...I can recall myself doing two years ago, I would have done different, and I see myself changing.

It's actually helped me integrate their focus into what I'm trying to do [personally].

It's given me some tools that I can go to.

The first course...was kind of an epiphany for me personally...right then and there, I decided it was time to challenge myself...to step up to the plate.

Increased Personal Interest in Leadership

Kouzes and Posner (1995) assert that leaders, by taking action, by going first, are in a constant state of learning (p. 10). They quote Warren Bennis (1988) as saying, "leaders learn by leading"

and they conclude, “leaders are learners” (p. 10). Covey (1990) lists continuous learning as the first characteristic of a principle-centered leader (p. 33-34). In other words, if we increase our ability to learn and create new knowledge, we will increase our leadership capacity. A number of interviewees have taken a personal interest in leadership as a result of their participation in the North District initiative. The following are excerpts from separate individuals:

I really feel the leadership component and what we’re doing in the North District is of extreme value...and it’s motivated me to take continuing education outside through the Dalhousie University program and the Police Leadership and Management Program.

...All the books I’ve been reading are books on leadership.... I’m taken by it.

This priority has certainly increased the awareness and discussion around leadership and the need to improve ourselves as leaders.

I had the Seven Habits [training] and then I did a little bit more...reading on the concept and how much it was evolving...so, I guess you could say that was kind of a spark [to my furthering my education on leadership].

The Seven Habits I had...in 1999. That training, it was probably one of the most significant courses I’ve ever had.... It’s one of the ones that I’ve taken the most from – internalized – referred to frequently, on a weekly basis and I share it with other people.... It was almost a life-changing experience.

This finding is consistent with Yukl's (2002) theory that supports the creation of a "learning climate" in an organization (p. 394). Yukl suggests:

More leadership development is likely when individual learning is regarded as highly important.... In such an organization, more resources will be devoted to training, and more effort will be made to...reward learning. More members of the organization will be encouraged to seek opportunities for professional growth and skill acquisition. (p. 394)

In other words, the North District, by fostering an environment where learning and development are valued, more employees, as has been the case in the North District, will seek out opportunities to learn. Top management has fostered the environment, middle managers have supported it and leaders at all levels are taking advantage of it.

There were other examples of members who had had a personal interest in leadership prior to this initiative. In these cases, the members cited a renewed energy in their personal development and a deeper commitment to sustain the momentum of the North District plan. Yet others sought out transfers to the North District as a result of a personal interest in leadership and the desire to increase individual leadership capacity through the North District initiative.

Though the examples of this renewed level of energy were fewer at the constable level, this cannot necessarily be viewed as a failure. There was plenty of evidence the strategies were having an impact on the front line. It simply was not as intense. Once again, this plan is still in its early stages. Another factor that may be inhibiting growth at the constable level is that some frontline interviewees indicated they were not ready and/or not interested in taking on the leadership role. There was certainly a sentiment in the interviews that leadership is inextricably linked to rank.

Some constables were content to continue perfecting their skills in other areas before taking on a leadership role (read promotion). It was encouraging to know they are, at least, interested in developing themselves. It has been noted that learning is a form of leadership (Kouzes & Posner, 1995). The researcher would suggest that these members, by recognizing they are not ready for promotion, have, in fact, displayed leadership.

However one looks at it, there remains some work to do in terms of demonstrating to all members, and particularly frontline constables, that leadership is critical at all levels and has nothing to do with rank. The literature is clear on this – leadership can come from any rank (Anderson et al., 2000; Yukl, 2002).

Magnification of the Need for Leaders in the North District

As discussed in Chapter two, the North District is an area that sees more than its share of transfers every year. The result is a revolving door of newly promoted supervisors and detachment commanders. This was raised over and over during interviews of members at all levels. The result, according to the interviewees, is a greater need for the North District to be involved in developing leaders. This finding obviously results from the direct connection most members see between leadership and rank. Many frontline supervisors in the North District are newly promoted into the role. The same is true for detachment and unit commanders who find themselves in charge of a unit for the first time. One interviewee indicated their detachment had seen three commanders in two years. Similar accounts were common from middle managers, one of which stated, "...A lot of our commanders are turned over, they turn over constantly".

The timing of the training was raised consistently as well. Most felt the North District was doing an excellent job at providing the required training in a timely fashion. One mid-level manager stated, "First time supervisors, detachment commanders and corporals, sergeants...go on the course hopefully within a couple of months, or some of them almost immediately."

Employee Retention

Several members stated they have chosen to stay in the North District despite opportunities to transfer to what are traditionally considered to be more desirable locations. They attribute this to the developmental opportunities they have participated in and/or witnessed in the North District. This trend has also been witnessed by other interviewees who have either spoken to members taking this route or who are in positions to witness such activity. One manager noted, "I think we have a large number of members in the...North District that want to stay in the North District". Another mid-level manager stated, "That's one of the reasons I came back to the North District...the leaders were there...it's just a very positive thing." One detachment commander stated, "I've taken two moves since this initiative started and I stayed in the North despite a chance to move south. I know my development will continue here".

Yet another mid-level manager stated, "People return. People want to remain because it's a good place to be. They have confidence in the leadership." This manager pointed out an example of a young member new to the District who, in just a few months, has gone from considering another career to staying with the RCMP and the North District because the member feels they are part of a team. The member feels as though the strategic plans of the North District demonstrate the concern for employee development. Top management confirms this was one of their original

goals – improve employee retention in the North District. It appears as though it is also having an impact on people staying with the RCMP. This is consistent with the literature review (Butteriss, 1998; Drucker, 2002) which points to developing talent as a key to employee retention.

Reaching the Frontline

The researcher encountered several very encouraging examples of frontline members who had been given an opportunity to develop themselves as leaders. In each case, the members appeared very enthusiastic and seized the chance to learn something new. Most frontline members had also participated in the strategic planning process to varying degrees within their respective units. It was interesting to note that the majority of the constables eventually got around to talking about their role in improving relationships with our external partners and clients. This was not the focus of this study; however, these members are constantly referred to as the “pointy end of the stick” or “where the rubber meets the road” and it is refreshing to see that they take that role very seriously. Indeed, this could be related to the leadership initiative.

The researcher noted the level of understanding of the strategic priorities and how they impact the frontline dropped off somewhat below the middle manager level. The findings on this were actually quite varied. One detachment commander stated, “[Front line employees] have a much greater consciousness of kind of a corporate entity and the overall picture, seeing the larger scope of things...they’re seeing the big picture.” Another commander, when asked if he felt the members at his detachment were aware of how their everyday duties impacted the strategic priorities of the District, the Division and the entire organization, stated “Unequivocally”. One mid-level manager, however, stated, “You know, I’m not sure that they do”. Yet another mid-

level manager noted, “When you try and involve [frontline constables] in the [strategic planning] process, they’ll tell you ‘we just want to put bad guys in jail’.... They really don’t care about the Balanced Scorecard.” These comments illustrate the need for continued effort to decrease the polarity in the beliefs at various levels of the organization as observed in the Duxbury and Higgins (2001) study.

Pockets of Resistance

Despite the excitement amongst middle managers, the interviews uncovered some concerns at the frontline in terms of the leadership they were experiencing. Some interviewees were still experiencing a command and control leadership style. This was by far the minority of interviewees, and in each instance, it appeared to be an issue of character, rather than competence. This may be evidence of a gap between personal growth and the level of skill for the manager. Covey (1990) states, “Character is what a person is: skills are what a person can do” (p. 196). This may simply be evidence that it is easier to develop the *skills* required to be a competent leader, whereas development of the *character* for the role is more difficult. One member in this situation indicated they had witnessed small changes which, when measured against a strict command and control style, could be viewed as a minor success.

It was also interesting to note that the members in this situation were from detachments/units that had sent relatively few people to the supervisor and leadership courses. This is unmistakable evidence of resistance to change. It must be stressed, as well, that the initiative to build leadership capacity is still in its early stages. This is an example of the baby steps expected when undergoing significant change. Clearly, it cannot be expected that every manager would grasp this or any

initiative with the same level of enthusiasm as demonstrated by the majority in this study.

Despite the foregoing, the majority of frontline members indicated a supportive relationship with their supervisors. This is an improvement from the results of the Duxbury and Higgins (2001) study referred to in Chapter one, where less than half indicated such a relationship.

Training Costs

Several middle managers raised training costs as a concern. As it stands, the District and the individual unit, with the unit picking up the bulk of the tab, share the costs of the supervisor's workshop and the leadership training. This was cited as the reason fewer frontline members are being sent to these courses. Many middle managers and frontline members have argued that the North District has a unique need given the high turnover of supervisors. They feel, as a result, the North District should have its own training budget to address this issue. The fact that they have continued to spend the money on this initiative, in lieu of other services, is evidence of their commitment to leadership development. However, they feel they are losing out in other areas as a result. Some detachments have requested increases in their unit budget to offset these training costs.

Expectations and Accountability

One theme that ran throughout many of the interviews was the level of accountability members experienced in the North District. At the top, management was making every effort to inform mid-level managers of the expectations attached to their position. Mid-level managers, on the other hand, consistently stated that they were far more aware of what was expected of them than

ever before. This was also evident at the constable level. Top management felt members at all levels *wanted* to be held accountable and it was obvious from the interviews of the members at other levels that this was, in fact, the case. Some interviewees highlighted their trust in the managerial review process as a preferred method of ensuring accountability.

There were those who equated leadership to the level of understanding they were given as to the expectations of their post. In other words, members who knew what was expected of them felt that this was a direct result of good leadership. As one commander expressed, “There is an increase [in leadership] because...I know the expectations of the North District.”

The following quotes from interviewees substantiate this finding:

I think that giving some of these workshops to them makes the expectation very clear right from the get go, so they know what's required of them....

[The supervisor's course] is instructed by the advisory NCO's, so these are all of our kind of bosses...so they're telling us what the standards are...what they see and what direction we're going.

I really think it gives them a comfort level. It's a real boost, a shot in the arm, for them to know what we expect from them as detachment commanders.

I just think our people are becoming more aware of their duties and responsibilities and the initiatives have supported that...I think the goal was to hold people accountable. ...I think good leaders do that...we make our expectations known....

When you educate people and make them more accountable, then they have a better understanding of where...the top...is going.

Comparisons and Impact Outside the North District

The intention of the research was not to compare the North District with other districts. However, nearly every one of our respondents who had recently spent time in another district brought up that comparison. The consensus view was that the North District is well ahead of other districts in terms of its demonstrated interest in developing leaders. We cannot ignore the earlier finding, however, which suggests that the North District has a greater need to develop leaders – and develop them quickly. It could also be argued, as one interviewee suggested, that the other districts are less focused on developing leaders because they benefit from so many transfers from the North. This is further evidence of the requirement for a new funding model for North District training. Many respondents pointed to the Covey training and the supervisor's workshops as evidence that the North is doing more to develop leaders. They had not seen that type of training as frequently in the other districts. Several interviewees also suggested that managerial reviews are more frequent in the North, and that, consequently, there are more opportunities for development for members at all levels.

Here is a sampling of the dialogue on this issue:

I don't see it in some of the other places, and I've talked to lots of other senior NCO's and it's not the focus in a lot of other areas in the Division as much as it is here.

I think there's a lot more accountability in the North.

You know, based on what I've seen in [another] District...it seems like there's more...consistency, a little more accountability up here...from the Advisory NCO's and through the Officers...and the [middle managers] seem to be responding to that message.

For the North District, they are leaps and bounds ahead of some of the other Districts.

During the conduct of this study, the researcher received an unsolicited call from a former mid-level manager from the North District who had transferred to another division. This individual had heard about this research and wanted his story told. After a few months in his new division, it was apparent that no strategy existed to develop leaders. He took it upon himself to initiate a plan. He brought eight members together and developed a curriculum designed to develop individual leaders. All of the participants were volunteers and the curriculum was subsequently delivered to twenty additional volunteers. These twenty, plus the original group, were then challenged with the task of teaching others in their respective units. This initiative has resulted in a wave of knowledge being passed throughout the division. The member stated unequivocally that the strategy and the curriculum were based entirely on the North District plan and were a direct result of the training and mentoring he got here in the North District. He had carried his enthusiasm for leadership development to another division and wanted to give back some of what

he had learned.

Leadership and Rank

As discussed above, it was clear from the interviews that most members of the RCMP equate leadership with rank. The researcher noted that many interviewees, when discussing leadership, repeatedly referred to the promotion system as the RCMP's method for choosing leaders. Many are motivated to participate in order to improve their chances of promotion as opposed to a desire to create positive change. As one commander noted, "You get the keeners that want to participate in the promotion system...but most of the front line workers...they want to just get out there and...kick butt." Another mid-level manager stated, "Leadership...within our organization, is attached to rank unfortunately...as soon as you mention leadership, you're mentioning rank for most people...."

Mission Vision and Values Taking Hold

This project originally intended to look specifically at the integration of the MVV of the RCMP. However, it has become abundantly clear that the MVV are viewed more as a way of staying sharp or of reminding oneself of the RCMP's purpose. It is widely viewed in the North District that they are past the need to integrate the MVV into the culture – it's already complete. This may sound somewhat arrogant in a sense, but it was not presented in this way. Most interviewees simply felt that the MVV are the basis for everything they do and they were very comfortable with that. As one member put it, "I feel we're very fortunate as an organization because we have a clear Mission Statement with the visions and the values of the employees". Clearly, the early goal of the leadership enhancement initiative to integrate the MVV into the culture of the North

District has succeeded.

Workshops/Training/Meetings = Networking = Mentoring = Relationships = Trust

It was abundantly clear from the interviews that the members who had attended the supervisor's workshops, the leadership training courses and meetings with management were just as enthusiastic about getting the opportunity to network with management as they were about obtaining new information and knowledge from the content of the presentations. Members from all levels of the organization saw the benefit of building relationships during these sessions. It was interesting to note that many detachment commanders stated they wanted to see more of management, during managerial reviews, detachment visits or formal meetings. This is undoubtedly testament to the trust they have in District management. There is no shortage of evidence in Chapter two pointing to the value of networking and mentoring when it comes to building leadership capacity. The results of this study are further proof.

Here are a few excerpts from the interviews on the subjects of meetings, relationships, trust and networking:

You know there's only three priorities I should have and number one is relationships, number two is relationships and number three is relationships.

[The course was positive] for a number of reasons. It was the people that I was on the course with and the leaders that were interested in what I had to say, and that I had some good ideas.

[The training] embodies wonderful trust because [employees] feel part of a bigger team....

I think I personally have been able to develop a good support network.

We don't have to reinvent the wheel...there's such a limited amount of time...and resources...I think there's a lot more sharing of information [through the meetings and training].

I think without relationships you're not going to have any influence over people.

Leadership has everything to do with relationships. I strongly believe that.

I would say [trust] is quite high. You know, I actually have a great network myself....

I found it very helpful...to have had the help of the Regimental Dinner. I got to know some of the different people in the area...some people that I could phone for questions.

In a nutshell, I think that it's a very positive initiative and it's doing things. The only thing I would [change...] is to have more meetings for sharing of information and practices...or to set something up on the internet.

Information Flow Mostly Downward

Though there did not appear to be a *problem* with information flow from the frontline to the top, there was certainly a disparity in the *amount* of information originating from the bottom or the

middle. The process of completing environmental scans and strategic priorities have certainly increased the flow upwards in recent years; however, there is room for improvement.

Reduction in Complaints Against Members

Statistics indicate a substantial reduction in the number of public complaints against the RCMP in the North District since 1999. The total number of public complaints in 1999 was 240. This number dropped off significantly in 2000 when there were just 172 complaints. The numbers have remained lower in subsequent years with 185 in 2001, 160 in 2002 and only sixty-six to date this year.

There are a number of factors that could explain the decrease in public complaints. Though the North District approach to leadership development was formally introduced as a strategic plan in early 2001, the core of the present management team had already been in place for a couple of years. The attitude of these leaders and their focus on integrating the MVV could account for some of the decline. It must also be stressed that these statistics represent the number of *reported* public complaints. The possibility exists that detachment commanders are failing to report all of the public complaints they encounter.

Several interviewees indicated they had noted a reduction in the number of complaints against members. In particular, the minor complaints resulting from perceived attitude problems amongst members have dropped off. A couple of mid-level managers directly attributed this to an increased acceptance of the MVV of the RCMP as the measuring stick for a member's behaviour. More members, they suggest, are conducting themselves in accordance with the MVV. This was

consistent with the researcher's observations during interviews. In fact, as discussed earlier, it was simply not open for debate – members have taken ownership of the MVV. The very few who still struggle in aligning themselves with the MVV were the exception to the rule.

The drop in complaints against the RCMP in the District cannot be attributed entirely to the leadership development initiative; however, the researcher is comfortable in suggesting the reduction is related to the program.

Study Conclusion

This study clearly shows the leadership enhancement initiative in the North District has had a positive impact to date. There is little question leadership capacity has improved. In fact, the level of excitement witnessed and the volume of examples of leadership in action suggests the initiative is extremely successful, particularly at the mid-manager level and at the top.

The data indicates members of the RCMP in the North District are generally very pleased with management's focus on leadership and their strategies for building leadership capacity. It would appear this priority is very much aligned with the personal priorities of many members.

That being said, one consistent message was that the work of developing leaders is never complete and the initiative needs to be more inclusive of the front line constable. There is ample evidence pointing to an improved leadership capacity at the constable level, but it is not occurring at the same rate as other levels. This cannot be considered a failure given the relatively short time

since this initiative began. In fact, the literature is very clear in that it takes a long time to build leadership capacity at all levels in a mature organization (Yukl, 2002). The fact that the MVV are so ingrained into the culture of the North District, and the fact that the other strategies are trickling to the frontline, is evidence the initiative has been a success.

The scholarship on leadership development clearly supports the need for top management to foster an environment like that promoted by the North District management team (Kouzes & Posner, 1995; Yukl, 2002). Studies both inside the RCMP (Gibson, 2000) and outside (Farquhar, 1998; Oshry, 1996; Stumpf and Mullen, 1992) point to mid-level managers as a critical area in an organization wishing to build leadership capacity. The data shows, unmistakably, that this was accomplished in the North District and that middle managers are meeting the challenge.

Training was the clear winner in terms of its ability to impact on leadership capacity. It provided the skills required to be a leader, assisted the individual in developing the character and courage required to be a leader, and provided opportunities for networking, mentoring and storytelling that are so critical in building trust and ultimately leadership capacity. More specifically, the Seven Habits training was singled out as the course that had the most impact on the individual participant. Covey (1989, 1990), Kouzes and Posner (1995), Senge (1990) and a host of others agree – leadership begins with the individual. This course would appear to be the most crucial one in terms of developing leadership capacity.

Operationally, complaints against the RCMP in the North District have reduced, morale is improved, networking is better than it was a few years ago and service to clients is superior. The

MVV have been accepted as the way to do business in the North District and most members are very well versed in their significance to everyday duties.

It was clear that, with very few exceptions, members trust their leaders in the North District. All members of the North District Management team were commended for their dedication to the development of others.

There is plenty of evidence to suggest that the leadership crunch the North District has been experiencing for several years, and which prompted this initiative to build leadership capacity will be repeated in the entire organization as it loses more and more leaders to retirement. There has been a clear improvement in the North District's ability to develop leaders and an increased awareness at the individual level of the need to improve as leaders.

Summary of Findings

The findings from this research basically fall into four categories:

Social capital in the District – This category represents the findings that identified the trust at all levels of the District. Middle managers and front line members trust the top. Middle managers trust each other and show their trust in the front line by providing them with leadership challenges. Top management trusts the other levels to do the right thing. Social capital is also strengthened through workshops, training, meetings, management reviews, networking and visits from the management team. In particular, middle managers play a key role in enhancing social capital.

Individual and organizational leadership development – This category represents the efforts by top management to make expectations known; to foster a culture where learning is encouraged, where the MVV are entrenched, where members are accountable for their actions and where, as a result, public confidence is improved. In addition, it stands for the individual efforts of members at all levels to grow as leaders. This category also encompasses the excitement amongst mid-level managers who have taken on their responsibility as integrators with enthusiasm.

The continuing process within the District – This category represents the work yet to be done in a District where the need to develop leaders never stops. The knowledge gap between the front line and the rest of the organization is closing, but it must continue. Some of the ‘old school’ managers still exist. The District must continue to improve the knowledge flow in both directions to be sure employees are reaching their full potential. Funding for training is a major issue in this category. Increased employee retention is the reward for management’s efforts.

The impact outside the District – This final category still contains some unknowns. It is clear that members have noticed a difference from other Districts. Yet others have carried their learning forward to impact elsewhere. In addition, the leadership versus rank argument is something that impacts the entire organization.

Study Recommendations

Recommendation One

The findings showed that one of the major stumbling blocks to continued success of the North

District initiative is the funding required to get the training to the front line. "E" Division, in consultation with the North District, should consider developing a new funding model for training in the Division in an effort to meet the needs of the North District. Clearly, the North District finds itself in a unique situation given the high turnover of employees. One might even suggest, as some interviewees did, that the North District is a "Training District" or a "Learning District". Funding should be made available to alleviate the pressure currently experienced by detachment commanders who must choose between leadership training and other services. This could be done in one of three ways:

Transfer a portion of the Division training budget to the North District to be used in accordance with their needs. This would allow teams of trainers from the District to go out to the various larger centers in the North to bring the training to the members or would provide funding to bring the trainees to Prince George.

Increase funding for leadership and supervisor training at Pacific Region Training Center. It is important to note that the timing of the training is also critical to meeting the needs of the North District. Newly promoted supervisors and detachment commanders must be trained before taking over their new roles or shortly after.

Increase the budgets of the individual units/detachments to reflect the training needs. Some detachments/units have included this in their respective business plans already.

An important point here is that this training will benefit the entire organization. As mentioned, the

high turnover of members in the North means these leaders will one day transfer to other Districts, Divisions and even international posts.

Recommendation Two

The findings showed the knowledge gap is narrowing between the front line and management levels, but the flow is a mere trickle. Equivalent leadership and supervisor training should be provided to the frontline constable. The Seven Habits training is particularly fundamental in continuing to build leadership capacity. It is recognized that the North District is trying to get this training to all levels, but the funding issue is a major obstacle. By the time detachment commanders and supervisors have had the training, funding is depleted. When a new fiscal year begins, so too, does the need to train commanders and supervisors newly transferred to the District. Clearly, recommendation number one must be met before number two can be adequately addressed.

It is also imperative that the training initiatives continue to be delivered by the management team if at all possible. At the very least, two or three members of the management team should be involved in each course. These are tremendous opportunities to break down some of the hierarchical boundaries that are impeding knowledge flow from the top down. Moreover, these courses provide valuable networking time, which contributes to the overall trust level in the District.

Recommendation Three

Each Advisory NCO area should hold a minimum of four meetings per year for detachment/unit

commanders and other detachment personnel in that area. Attendees should include detachment/unit commanders and at least one other employee from each unit. These meetings should be used as opportunities to update detachment commanders and supervisors on the strategic priorities of the District and the RCMP as a whole, discuss issues and best practices impacting the region and present new material on the topics of leadership and learning. One of the themes of these meetings should involve celebrating successes. Presentations could include success stories from within the area involving exceptional examples of leadership and/or learning.

The larger commander's meeting held annually in Prince George should also continue. Though generally accepted as good, most interviewees, and particularly mid-level managers, felt that an increase in networking would be beneficial for building leadership capacity. This is consistent with the literature review around networking and its use as a tool for overcoming hierarchical boundaries. These meetings will facilitate mentoring and coaching opportunities, additional training, improved social capital and better esprit-de-corps.

Recommendation Four

The North District should create an online tool to allow detachment commanders and supervisors the opportunity to discuss issues and concerns affecting their respective units. This online 'community' should be exclusive to North District commanders and supervisors. It is in this community that information from the top can be debated and absorbed. Senge et al. (1999) support this notion and emphasize the need to collectively interpret information and knowledge (p. 435-444). In a forum such as this, "Ideas are subjected to multiple perspectives; they are challenged and assessed, no matter what their origin" (Senge et al., 1999, p. 444). This would

allow the opportunity to further develop established relationships with mentors and peers. In addition, it makes good use of available technology to overcome the difficulties of networking in such a huge geographical area.

It would be advantageous for these discussions to be compiled, from time to time, into a paper for submission to the upper levels of RCMP management. The purpose of this exercise would be to increase the flow of knowledge from the middle upwards in the organization. In addition to increasing organizational knowledge, these papers would provide opportunities for individuals to demonstrate and sharpen their leadership skills. This is one way the North District could 'leverage the learning' as suggested by Fulmer (2000), and ultimately, increase organizational learning.

Recommendation Five

In an effort to ensure the dialogue on leadership continues and to sustain the momentum of this initiative, the North District should develop and circulate a list of learning resources on the topic of leadership and modern management practices. These could include articles, both online and print, as well as books, theses, discussion papers, available training etc., from within and outside the organization. It would be useful to facilitate discussions of some of the readings at meetings or online. For example, a particular article could be circulated with the idea of making it the topic of discussion in the online community for a couple of weeks or more.

Recommendation Six

The RCMP should consider developing a workshop or presentation that ties together the various

concepts and strategies around leadership. This should include an explanation of how the MVV, environmental scans, strategic planning, the Ops Model, leadership, supervision and everyday duties all relate. This would be an overall perspective of how it all fits together. This training would be most appropriate for front line employees and middle managers. The purpose of this workshop would be to increase the level of understanding of all members with regard to how their everyday duties impact on each of the noted concepts and strategies. Members attending this training should leave with a clearer impression of their part in the overall success of the RCMP as an organization of excellence in the global society.

Recommendation Seven

The RCMP should consider developing a course designed to teach supervisors how to mentor others. Ultimately, the goal of this initiative would be to mentor potential supervisors in the competencies required at the next rank. The benefits would be twofold: first, supervisors would gain mentoring skills that they would, in turn, use in their everyday duties; second, employees of these supervisors would be taken on as 'apprentices' to prepare them for promotion to the next rank.

Recommendation Eight

North District detachments/units should include a copy of the strategic priorities of the detachment and the District in orientation packages for members new to the District and/or unit. In addition, supervisors should discuss the strategic priorities of the unit and the District with each new member. This provides an excellent opportunity for the new member to familiarize him/herself with the priorities of their new detachment and District. Members transferring within

the District would be reminded of the importance of the strategic priorities and their role in achieving them.

Recommendation Nine

The Senior Executive Committee of the RCMP should consider the formulation of a national strategy aimed at building leadership capacity at all levels of the organization. The North District experience could serve as a starting point for discussion of such a plan. The objectives of this strategy would include: (a) strengthening internal relationships, (b) building trust, (c) fostering a learning culture within the RCMP, (d) unleashing talent at all levels of the RCMP, and (e) increasing employee retention and morale.

Chapter Five – Research Implications

Organizational Implementation

This study makes recommendations that require action at various levels of the RCMP. At the District level, the North District management team, lead by the District Officer would be responsible for continuing to foster a learning climate by contributing to the implementation of all of the recommendations except the last. At the detachment/unit level, commanders would be responsible for contributing to the implementation of recommendations one, two, four and eight. In addition, they must continue their support of this initiative by sending as many members as possible for the training. Recommendation number nine would have to be championed by someone at the senior executive level of the Division. The two courses or workshops suggested in recommendations six and seven could be initiated from any level of the organization.

The recommendations are designed to improve leadership capacity in the North District, first and foremost. However, improved leadership capacity in the North District means improved leadership capacity in the RCMP as a whole. The reverse is also true. If the RCMP, at the national level, implements a strategy aimed at building leadership capacity, the North District will benefit. In fact, the amplified *need* in the North District might be significantly reduced if a national strategy existed. One might suggest that this *need* is a result of either a flaw in the competencies against which members are measured for promotion, or a flaw in the process. If this is the case, national participation in building leadership capacity is a must.

The potential impact on employee retention across the organization is further reason to implement these recommendations. The early signs of increased employee retention in the North District are

evidence that a similar trend could occur nationally. With the turnover anticipated in the next few years due to retirements, focus on employee retention becomes all the more essential.

Failure to implement the recommendations of this study would result in the loss of a significant opportunity to improve an already successful program. These recommendations are completely consistent with the literature review on proven methods for building leadership capacity and build on the strengths of the North District plan. In addition, a strategic focus on leadership is completely aligned with the MVV of the RCMP and its goal to become an organization of excellence.

Future Research

This research has raised several questions worthy of further study:

The North District has been experiencing considerable turnover every year as a result of rotational transfers. Consequently, there are many newly promoted corporals transferred to the North District every year. In addition, there are many first time detachment commanders transferred in every year. The North District management team has found it necessary to provide as much training as possible and as soon as possible in order to ensure these members have the competencies and the character to carry out their new duties effectively. This raises a significant question: if these newly promoted members are worthy of that promotion, shouldn't they already have developed the competencies for that role? This is not to suggest the newly promoted member must possess *all* of the skills and knowledge required for the position, but this research suggests the gap between the skills and knowledge required, and those possessed by the newly

promoted member is wide enough to warrant a closer look at the selection process for promotions. In other words, are the competencies against which RCMP members are being measured for promotion serving their purpose? Is it perhaps the process that is failing? Regardless of what slant one takes, the bottom line is, members are being promoted to carry out the duties of the next rank, and they are found to be lacking in the basic skills and knowledge to do so. One would expect a certain learning curve with the new role, but the very basic competencies and skills should already have been attained. Research into these issues would be timely.

It was evident from this study that the job of building leadership capacity is never done. It would be interesting to conduct a similar study in the North District in a year or two to determine the progress of the leadership enhancement initiative. This would be particularly beneficial once (if) the recommendations of this study are implemented. It would serve as an opportunity to build further on the successes of the plan.

Many of the postings in the North District are of limited duration, resulting in frequent transfers to other districts, divisions and international postings. Though this initiative hopes to slow the turnover, it is quite conceivable that the North District will always have a higher turnover than other districts. By increasing leadership capacity in the North District, it is plausible that a wave of knowledge is being transferred to other areas of the organization. Several interviewees mentioned hearing very favourable comments from detachment commanders from other districts about the quality of the members transferring in from the North District. One example from another division was presented in the findings, however, the impact of the North District initiative

on the leadership capacity of other districts within BC and other divisions or the RCMP as a whole would be worthy of further study.

The middle managers that have participated in the North District initiative to develop leadership capacity are the same managers who are selecting members for promotion. It is reasonable to assume that increased leadership capacity amongst these managers would lead to an improvement in their ability to identify better leaders from amongst the candidates competing for promotion. It would be interesting to confirm this through a comprehensive study of the influence of increased individual leadership capacity on one's aptitude at selecting leaders through the promotion process.

The relationship between leadership and rank is an interesting one in the RCMP culture. It would be beneficial to conduct some research into this relationship to determine whether there is a better way to identify the right person for the right job.

Chapter Six – Lessons Learned

Research Project Lessons Learned

The experience of this study has been very much a roller coaster. Fortunately, the highs have exceedingly outnumbered the lows. To future researchers, there are several lessons in terms of what worked well:

Choosing a research question that brings out your passion is key. In my case, my question changed several times, but I knew what my passion was and I stuck with it through all the changes. I knew I wanted this study to be centered on the role of middle managers as integrators. As a middle manager in the North District, I was passionate about the initiative to build leadership capacity and I wanted to see if my peers were experiencing it in the same way. This passion was critical in helping me overcome some very rough spots over the past two years.

Having an advisory committee was also vital to the research. Though I could have called upon them more often, when I did, the feedback was exceptional.

Using a hand held tape recorder saved me from having to put too much trust in my brain. Travel time turned into very productive hours of reflection by having a tape recorder at hand to capture my thoughts. I carried it with me everywhere. Casual conversations would sometimes result in great thoughts that I would record right away. I slept with it beside my bed for those late night ideas that rarely return in the morning.

It is important to recognize when you need to step away from the research and re-energize. I

actually stopped working on this project for over a month, only to return with a renewed enthusiasm that carried me through to the end.

The following are a few of the things that could have worked better:

Knowing when enough was enough. On many occasions, I found myself chasing new and very fascinating information that had absolutely no value to this study. I would get very excited and immediately try to integrate the newfound theories into this thesis, only to be set back on track by my faculty supervisor.

Living in an isolated area meant I did not have the luxury of a study group to consult on a regular basis. I should have called upon the knowledge and expertise of my faculty supervisor more often. The same can be said for my advisory committee. It is difficult at times to admit you need help, but it is an important quality for a leader.

I struggled with my research methodology. My early feeling was that I wanted to conduct a qualitative, participatory action research study. This was complicated by my geographical isolation, so I tried to develop a survey instrument that would capture the data. The survey became far too complicated and I knew I wasn't being true to my personality and my feelings with this method. In the end, with the help of my faculty advisor and the advisory committee, I returned to my passion and overcame the other roadblocks rather than trying to force a methodology on myself that just did not fit.

References

- Anderson, T.D., Gisborne, K.D., Hamilton, M., Holliday, P., LeDoux, J.C., Stephens, G., & Welter, J. (2000). *Every officer is a leader: Transforming leadership in police, justice and public safety*. Boca Raton, FL: St. Lucie Press.
- Bartlett, C. & Ghoshal. S. (1998, January/February) Beyond strategic planning to organizational learning: Lifeblood of the individualized corporation. *Strategy & Leadership*, 26(1), 34-39. Retrieved July 26, 2003, from <http://search.epnet.com/direct.asp?an=157516&db=buh&tg=AN>.
- Butteriss, M. (1998) The changing role of the human resources function. In *Re-inventing HR: Changing roles to create the high performance organization* (pp. 43-57). Toronto, ON: John Wiley & Sons.
- Community Contract and Aboriginal Policing Service (1998). Quality service through community policing: Facilitator's guide to the RCMP learning maps. Retrieved March 30, 2002, from <http://www.rcmp-ccaps.com/ccaps.htm>.
- Conger, J.A. (1992). *Learning to lead*. San Francisco: Jossey-Bass.
- Conner, D.R. (1993). *Managing at the speed of change*. New York: Villard Books.

Covey, S.R. (1989). *The seven habits of highly effective people*. New York: Simon & Schuster.

Covey, S.R. (1990). *Principle-centered leadership*. New York: Simon & Schuster.

Day, D.V. (2001, Winter). Leadership development: A review in context. *Leadership Quarterly*, 11(4), 581-613.

Dick, B. (1993, May). A beginner's guide to action research. (Modified from Arcs) Newsletter, 1(1), 5-9. Retrieved July 26, 2003, from http://www.scu.edu.au/schools/gcm/ar/arp/guide.html#a_g_intro.

Drucker, P. (1999, March-April). Managing oneself. *Harvard Business Review*, 77(2), 65-74.

Drucker, P. (2002, February). They're not employees, they're people. *Harvard Business Review*, 80(2), 70-77.

Duxbury, L. & Higgins, C. (2001). The 2001 work-life balance study: Key findings for the regular members of the RCMP executive summary. Retrieved July 27, 2002, from Royal Canadian Mounted Police internal infoweb site: infoweb.rcmp-grc.gc.ca/English/central/hq/programs/hr/wellness/pubs_e.htm.

Farquhar, C. (1998). *Middle managers are back: How companies have come to value their middle managers*. (240-98). Ottawa, ON: The Conference Board of Canada.

Farquhar, C. & Longair, J. (1996). *Creating high-performance organizations with people*. (164-96). Ottawa, ON: The Conference Board of Canada.

Fulmer, W.E. (2000). *Shaping the adaptive organization*. New York: American Management Association.

Gibson, J. (2000). *Repositioning for the future: Case study of the RCMP change experience 1989–2000*. Ottawa, ON: The Conference Board of Canada.

Kaplan, R., & Norton, D. (1996). *The balanced scorecard*. Boston: Harvard Business School Press.

Kaplan, R., & Norton, D. (2001). *The strategy-focused organization*. Boston: Harvard Business School Press.

Kernaghan, K. & Langford, J. (1990). Preserving and promoting responsible behaviour. In *The responsible public servant*. (pp. 183-202). Halifax, NS: Institute for Research on Public Policy, Institute of Public Administration of Canada.

Kilduff, M. & Corley, K. (2000). Organizational culture from a network perspective. In N.M. Ashkanasy, C.P.M. Wilderom & M.F. Peterson (Eds.), *Handbook of organizational culture & climate* (pp. 211-221). Thousand Oaks, CA: Sage Publications.

Kouzes, J. (2000, October 10). Link me to your leader. *Business 2.0*, 5(19), 292-293. Retrieved July 26, 2003, from <http://search.epnet.com/direct.asp?an=3648171&db=buh&tg=AN>.

Kouzes, J. & Posner, B. Z. (1995). *The leadership challenge*. San Francisco: Jossey-Bass.

London, M. (2002). *Leadership development: paths to self-insight and professional growth*. London, ON: Lawrence Erlbaum Associates.

McCauley, C.D., Moxley, R.S. and VanVelsor, E. (Eds.) (1998). *The Center for Creative Leadership Handbook Of Leadership Development*, San Francisco: Jossey-Bass.
Retrieved March 30, 2002, from http://80-www.netlibrary.com.ezproxy.royalroads.ca/ebook_info.asp?product_id=26044&piclist=19799,20215,20216,20218,25274.

Morris, M. (2001). *North District strategic priorities – 2001*. Unpublished manuscript, Royal Canadian Mounted Police at Prince George, BC.

Morris, M. (2002). *North District strategic priorities – 2002-2007*. Unpublished manuscript, Royal Canadian Mounted Police at Prince George, BC.

Morris, M. (2003). *North District strategic priorities – 2003-2008*. Unpublished manuscript, Royal Canadian Mounted Police at Prince George, BC.

Murray, T. (2002, Spring). Training more important than ever [Electronic version]. *Canadian Police College Newsletter*. Retrieved April 12, 2002, from http://www.cpc.gc.ca/cpc/newsle_e.htm.

Nahapiet, J. & Ghoshal, S. (1998, April). Social capital, intellectual capital, and the organizational advantage [Electronic version]. *Academy of Management Review*. 23(2), 242-266.
Retrieved July 26, 2003, from <http://search.epnet.com/direct.asp?an=533225&db=buh&tg=AN>.

Olson, E.E. & Eoyang, G.H. (2001). Amplify difference (not build consensus). In *Facilitating organization change: Lessons from complexity science* (pp. 85-99). San Francisco: Jossey-Bass Pfeiffer.

Oshry, B. (1996). *Seeing Systems: Unlocking the Mysteries of Organizational Life*. San Francisco, CA: Berrett-Koehler.

O'Toole, J. (1995). *Leading change*. New York: Ballantine Books.

Preskill, H. & Torres, R.T. (1999). Learning in organizations. In *Evaluative inquiry for learning in organizations* (pp. 17-50). Thousand Oaks, CA: Sage Publications.

Quinn, R. E. (1996). *Deep change*. San Francisco: Jossey-Bass.

Royal Canadian Mounted Police British Columbia (2001). List of detachments. Retrieved March 30, 2002 from http://www.rcmp-grc.gc.ca/telephone/generalcont_bc_e.htm.

Royal Canadian Mounted Police mission, vision and values (1996). Retrieved March 30, 2002, from <http://www.rcmp-grc.gc.ca/html/vision.htm#MISSION>.

Royal Canadian Mounted Police (2003). About the RCMP. Retrieved July 26, 2003, from http://www.rcmp.ca/about/index_e.htm.

Schein, E. (1992). *Organizational culture and leadership*. San Francisco: Jossey-Bass.

Senge, P. (1990). *The fifth discipline: The art & practice of the learning organization*. New York: Doubleday.

Senge, P., Kleiner, A., Roberts, C., Ross, R., Roth, G. & Smith, B. (1999). *The dance of change*. New York: Doubleday.

Short, R. (1998). *Learning in relationship*. Bellevue, WA: Learning in Action Technologies.

Solomon, R.C. & Flores, F. (2001). *Building trust in business, politics, relationships and life*. New York: Oxford University Press.

- Stringer, E. T. (1996). Principle of community-based action research. In *Action research: A handbook for practitioners* (pp. 15-38). Thousand Oaks, CA, Sage Publications.
- Stumpf, S. & Mullen, T. (1992) *Taking charge: Strategic leadership in the middle game*. Englewood Cliffs, NJ: Prentice Hall.
- Swap, W., Leonard, D., Shields, M., & Abrams, L. (2001, Summer). Using mentoring and storytelling to transfer knowledge in the workplace. *Journal of Management Information Systems*. 18(1), 95-114.
- Topf, M. (2000, November). Generation next? [Electronic version]. *Occupational hazards*, 62(11), 49-50. Retrieved July 26, 2003, from http://gateway.proquest.com/openurl?ctx_ver=Z39.88-2003&res_id=xri:PQD&rft_val_fmt=ori:fmt:kev:mtx:journal&genre=article&rft_id=xri:PQD:DID=000000063919596&svc_dat=xri:pqil:fmt=text.
- Tsai, W. (2001). Knowledge transfer in intraorganizational networks: Effects of network position and absorptive capacity on business unit and performance. *Academy of Management Journal*. (44)5, 996-1004.
- Tsai, W. & Ghoshal, S. (1998, August). Social capital and value creation: The role of intrafirm networks [Electronic version]. *Academy of Management Journal*. 41(4), 464-476.

Retrieved July 26, 2003, from

<http://search.epnet.com/direct.asp?an=1088593&db=buh&tg=AN>.

Vaill, P. V. (1996). *Learning as a way of being*. San Francisco: Jossey-Bass.

Wheadon, R. (2002). *Presentation to Pay Council on Isolated Posts and Government Housing*.

Unpublished manuscript. Royal Canadian Mounted Police at Prince George, BC.

Yukl, G. (2002). *Leadership in organizations*. Upper Saddle River, NJ: Prentice Hall.

Zaccardelli, G. (2001). Balance change and stability. *Gazette*, 63(5), 4.

Zaccardelli, G. (2002). *Ops model: Message from the Commissioner*. Ottawa, ON: Royal Canadian Mounted Police.

Appendix A – Interview Questions

Eight things the researcher will attempt to learn from this research:

1. Has there been an impact as a result of this initiative? What was the impact – positives and/or negatives?
2. Whom did it impact – all levels? Just the middle? Just the top? Did the changes reach the bottom? (Are all levels aware of the emphasis on leadership?)
3. What are some of the specific, positive things people have witnessed? More trust? Better networking? Were there negatives?
4. What have been the operational benefits to the North District? Better morale? Better service to clients? Reduced workload? Increased integration of the MVV? Increased employee retention?
5. What strengths have been witnessed in this initiative and how can we build on them? Which strategies worked the best? Was it training? Was it quality assurance?
6. Is this what we expected? Are we seeing the kind of change we had hoped for?
7. What can we do better? Where can we improve?
8. What is our next step?

The North District has identified the need to improve leadership in the District and have outlined several strategies for doing so. (additional preamble outlining the various strategies)

Questions for senior management:

1. What difference has the Leadership Enhancement Initiative made in the North District?

2. Good leadership is reflected in the organization. Do you feel the leadership in your organization has changed in the past two years?
3. How has it changed? How do you know it is a result of leadership? How do you know it was a result of this initiative?
4. Was it important for you that the North District put this emphasis on leadership? Why or why not?
5. (For those who have attended training initiatives.) Do you think the training has made a difference for you? How? What do you do differently?
6. Are you a better leader? What has caused you to be a better leader? Are you more aware of the importance of leadership? Have you seen other examples of good leadership resulting from the training?
7. The leadership initiative is very much aimed at using middle managers to bring new concepts to the front line. Do you feel this initiative has helped middle managers become better at bringing concerns of top management to the bottom? I.e: are members more aware of the priorities and goals of the RCMP as a whole and, if so, is it because of the work of middle managers? Are middle managers doing a better job of bringing concerns from the front line to the top of the organization?
8. How are you putting the Mission, Vision and Values of the RCMP into practice?
9. What have you done, personally, to contribute to the leadership capacity of the North District? Were you influenced by the leadership enhancement initiative?
10. What examples of good leadership have you witnessed recently? Do you think the leadership strategy had anything to do with it?

Questions for middle managers – detachment commanders:

1. Are you aware of this strategic priority? How have you participated in it – if at all?
2. How has the integration of the Mission, Vision and Values of the RCMP into your everyday duties made a difference, if at all?
3. Good leadership is reflected in the organization. Do you feel the leadership in your detachment/unit has changed in the past two years?
4. How has it changed? How do you know it is a result of leadership?
5. Was it important for you that the North District put this emphasis on leadership? Why or why not?
6. (For those who have attended training initiatives.) Do you think the training has made a difference for you? How? What do you do differently? Are you a better leader? Have you seen other examples of good leadership resulting from the training?
7. The leadership initiative is very much aimed at using middle managers to bring new concepts to the front line. Do you feel this initiative has helped middle managers become better at bringing concerns of top management to the bottom? Ie: are members more aware of the priorities and goals of the RCMP as a whole and, if so, is it because of the work of middle managers? Are middle managers doing a better job of bringing concerns from the front line to the top of the organization?
8. If you were in charge of the North District, what would you do to encourage employees to consider the Mission, Vision and Values in their daily decisions and/or activities? How would you develop leaders?
9. How are you putting the Mission, Vision and Values of the RCMP into practice?

10. What have you done, personally, to contribute to the leadership capacity of the North District? Were you influenced by the leadership enhancement initiative?
11. What examples of good leadership have you witnessed recently? Do you think the leadership strategy had anything to do with it?

Questions for front line members (Constables):

1. Good leadership is reflected in the organization. Do you feel the leadership in your organization has changed in the past two years?
2. How has it changed? How do you know it is a result of leadership?
3. Was it important for you that the North District put this emphasis on leadership? Why or why not?
4. (For those who have attended training initiatives.) Do you think the training has made a difference for you? How? What do you do differently? Are you a better leader? Have you seen other examples of good leadership resulting from the training?
5. The leadership initiative is very much aimed at using middle managers to bring new concepts to the front line. Do you feel this initiative has helped middle managers become better at bringing concerns of top management to the bottom? I.e: are members more aware of the priorities and goals of the RCMP as a whole and, if so, is it because of the work of middle managers? Are middle managers doing a better job of bringing concerns from the front line to the top of the organization?
6. If you were in charge of the North District, what would you do to encourage employees to consider the Mission, Vision and Values in their daily decisions and/or activities? How would you develop leaders?

7. How are you putting the Mission, Vision and Values of the RCMP into practice?
8. What have you done, personally, to contribute to the leadership capacity of the North District? Were you influenced by the leadership enhancement initiative?
9. What examples of good leadership have you witnessed recently? Do you think the leadership strategy had anything to do with it?

Appendix B – Letter to Participants

Dear Potential Research Participant,

You are invited to participate in a one on one interview for a research project, which investigates the impact of the North District Strategic Priority aimed at enhancing leadership in the District. The study is tentatively titled “Mid-level Managers as Integrators of Leadership Capacity.” I am the NCO i/c Masset Detachment and am conducting this study in partial fulfillment of the requirements for a MALT degree from Royal Roads University (RRU). The information gathered from this questionnaire will be used in combination with other data to identify what, if any, impact the North District strategy has had on the overall leadership capacity in the District. The knowledge gleaned from this study will be provided to the North District Management Team and the Deputy Commissioner Pacific region for their evaluation and assessment.

Your name has been selected at random from a list of members attending (name of training course) at the North District Headquarters from (dates of course). Participation in this study is completely voluntary and you need only answer those questions you feel comfortable addressing. The interview is expected to take approximately 15-20 minutes and can be scheduled at your convenience. The questions are designed to determine the impact of using mid-level Managers as integrators of knowledge throughout the District. You will be asked to provide your views on leadership in your workplace and the impact you’ve witnessed from the District initiative. Here are some sample questions: 1. What examples of good leadership have you witnessed recently? 2. Do you feel the leadership in your organization has changed in the past two years? If so, how

has it changed?

Regardless of your position in the organization, or your level of knowledge on these subjects, your opinions are very important for this study. The interview is an opportunity for participants to provide feedback to North District Management. All responses will be completely anonymous and strictly confidential. Only the researcher will know the identity of the participants. Interviews will be audio taped for accuracy and transcripts and tapes will be destroyed at the completion of this project. Your name will not be associated to any of the data collected. Yvon Dandurand, Ph.D. from RRU and the University College of the Fraser Valley is my academic advisor and I can provide details if you wish to contact him regarding this study. Once the study is complete, if you wish information on the findings, I will gladly make them available to you. In addition, a copy of the final report will be housed at Royal Roads University.

If you wish to participate in this study, please reply to this e-mail advising such and I will contact you in the near future to set up an interview. If you have any questions please contact me at (250) 626-5588 (H) or (250) 626-3991 (W) or by replying to this e-mail.

Your support for this research initiative is greatly appreciated and I thank you for your time, input and effort in this endeavour.

Sincerely,

Sgt. Rick Shaw

Alternate version for those contacted in person:

Dear Potential Research Participant,

You are invited to participate in a one on one interview for a research project, which investigates the impact of the North District Strategic Priority aimed at enhancing leadership in the District. The study is tentatively titled “Mid-level Managers as Integrators of Leadership Capacity.” I am the NCO i/c Masset Detachment and am conducting this study in partial fulfillment of the requirements for a MALT degree from Royal Roads University (RRU). The information gathered from this questionnaire will be used in combination with other data to identify what, if any, impact the North District strategy has had on the overall leadership capacity in the District. The knowledge gleaned from this study will be provided to the North District Management Team and the Deputy Commissioner Pacific region for their evaluation and assessment.

Participation in this study is completely voluntary and you need only answer those questions you feel comfortable addressing. The interview is expected to take approximately 15-20 minutes and can be scheduled at your convenience. The questions are designed to determine the impact of using mid-level Managers as integrators of knowledge throughout the District. You will be asked to provide your views on leadership in your workplace and the impact you’ve witnessed from the District initiative. Here are some sample questions: 1. What examples of good leadership have you witnessed recently? 2. Do you feel the leadership in your organization has changed in the past two years? If so, how has it changed?

Regardless of your position in the organization, or your level of knowledge on these subjects, your opinions are very important for this study. The interview is an opportunity for participants

to provide feedback to North District Management. All responses will be completely anonymous and strictly confidential. Only the researcher will know the identity of the participants. Interviews will be audio taped for accuracy and transcripts and tapes will be destroyed at the completion of this project. Your name will not be associated to any of the data collected. Yvon Dandurand, Ph.D. from RRU and the University College of the Fraser Valley is my academic advisor and I can provide details if you wish to contact him regarding this study. Once the study is complete, if you wish information on the findings, I will gladly make them available to you. In addition, a copy of the final report will be housed at Royal Roads University.

If you wish to participate in this study, please reply to this e-mail advising such and I will contact you in the near future to set up an interview. If you have any questions please contact me at (250) 626-5588 (H) or (250) 626-3991 (W) or by replying to this e-mail.

Your support for this research initiative is greatly appreciated and I thank you for your time, input and effort in this endeavour.

Sincerely,

Sgt. Rick Shaw