A SUSTAINABLE AND EFFECTIVE LEADERSHIP MODEL FOR THE VANCOUVER POLICE DEPARTMENT

By

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In

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We accept this thesis as conforming
to the required standard

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ABSTRACT

This project explored and evaluated methods to design an effective leadership development model to enhance police leadership, based on the core competencies, for the Vancouver Police Department (VPD). The research evaluated how current leadership training meets the needs of the organization, and provided recommendations for a continuous and self-sustaining process. The project had three objectives: (1) compare the police leadership training available through the VPD Training Section, the Justice Institute of British Columbia (JIBC) Police Academy, and the Royal Canadian Mounted Police (RCMP); (2) evaluate in what ways current leadership training develops the core competencies; and (3) identify how the VPD Training Section, the JIBC Police Academy, and the RCMP might cooperate to provide a more effective leadership training system. The project identified several components required for an effective police leadership development model and clarified ways that the three stakeholders intend to cooperate in improving the delivery of leadership training.

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CHAPTER 1: FOCUS AND FRAMING

This project explored and evaluated methods to design an effective leadership development model to enhance police leadership, based on the core competencies, for the Vancouver Police Department (VPD). By considering my personal experience as a police inspector, I show what led me to consider this question.

As a relatively newly appointed police inspector, I observed a number of challenges to leadership in the VPD. When I was a young constable in the 1970s, when a superior officer gave an order, it was obeyed immediately. Today the paradigm has changed. Positional power is not sufficient to reach agreement on what the job should entail or on how to do it. One must have personal power, as reflected in leadership skills and abilities to influence others to agree to what needs to be done and how to achieve it. Yukl (2006) stated, "Leadership is the process of influencing others to understand and agree about what needs to be done and how to do it, and the process of facilitating individual and collective effort to accomplish shared objectives" (p. 8). Furthermore, one must use a method that generates the understanding and commitment of group members to accomplish the shared objectives.

According to Thibault, Lynch, and McBride (2004) and Oppal (1994), the historical police procedure was to respond reactively to calls from the public for service. It could be a family dispute or criminal activity having an effect on a neighbourhood. Police officers attended the scene and conducted a cursory investigation. Actions taken could range from quickly filing a report, to arresting and charging a suspect. Both Thibault et al. (2004) and Oppal (1994) identified these actions as reactive measures. As policing moved into the 1990s, community-based proactive policing became the way to solve the underlying problems that were causing crime. Problem Oriented Policing was encouraged, which meant rather than responding to

repeated calls for service at the same location, young officers were encouraged to take responsibility for resolving the ongoing problem. This strategy attempts to save time so that officers would not have to deal with the same situations repeatedly. Resolving the root problem provided time for officers to deal with other community issues.

The new strategy reflected Goldstein's (1990) definition of Problem Oriented Policing (POP):

> Problem oriented policing (POP) recognizes that police are expected to deal with a broad range of diverse community problems---not simply crime. It recognizes that the ultimate goal of the police is not simply to enforce the law, but to deal with the problems effectively – ideally by preventing them from occurring in the first place. (p. 170)

An example of POP is two constables noted that a Downtown Eastside hotel had requested approximately 100 calls for service in the previous month. They undertook research that revealed that the cause was poor management. The staff members were not controlling drug dealers on the premises. The constables initiated a multi-team approach that, with sufficient information, was able to close the hotel and prompted the City of Vancouver to ask for management changes before reissuing a business licence.

Former VPD Chief Constable Jamie Graham developed a new dimension that focused on accountability from senior management, as well as the rank and file (Vancouver Police Department [VPD], 2004). This requirement for accountability is also required by Chief Constable Jim Chu. Police officers are accountable and expected to fulfill the mission statement, "In fulfillment of its public trust, the VPD maintains public order upholds the rule of law, and prevents crime" (VPD, 2008, p. 4). Application of the mission statement required the inspectors in charge of districts and sections to account for what they as managers were doing to reduce crime in their areas of responsibility. These changes require leadership from all ranks to be effective.

The evolution has been that the VPD now use the New York City ComStat (Computer Statistics) model (Bratton, 1999, p. 15; Thibault et al., 2004, p. 416). VPD Chief Constable Jamie Graham implemented a bi-monthly review, requiring accountability and strategies based on the crime statistics in each district. All members of the senior management team, including district commanders and heads of specialty squads, are required to attend. The district commanders identify and explain crime trends in their areas and provide their plans to solve or reduce them. Senior management then asks for clarification, including how the commanders will resource the problems. I observed a range of responses from the commanders as they reacted to these demands. Besides facing a significant learning curve, the commanders faced challenges compounded by a lack of personnel or resources (VPD, 2004).

I have also observed that a significant challenge within all ranks is the reluctance to deal with confrontation with subordinates effectively. I believe that providing effective training to leaders in conflict resolution can have positive results. Stone, Patton, and Heen (2000) have developed strategies – for example, conflict resolution – to deal with difficult conversations. These strategies show "[a] way to deal creatively with tough problems while treating people with decency and integrity" (p. xx). Following courses at Royal Roads University (RRU), I started to reflect on the leadership issues I was observing and wondered how the training of leadership competencies could be evaluated and increased to enhance effectiveness. Yukl (2006) believed that evaluation is possible. "Leadership competencies can be developed in a number of ways, including (1) formal training, (2) developmental activities, and (3) self-help activities" (p. 191).

This project reviewed the main leadership courses and programs provided by the City of Vancouver, the Justice Institute of British Columbia (JIBC), the Royal Canadian Mounted Police (RCMP), the Federal Bureau of Investigation (FBI), the Los Angeles Police Department

(LAPD), and the UK's National Policing Improvement Agency (NPIA). The review gave me the background to evaluate which are the most effective courses and programs, and whether they address the core competencies. I was also able to recommend how to improve the leadership development model for the VPD. The recommendations from this research project can assist in preparing performance standards based on the core competencies required by the VPD for the rank of Sergeant, Staff Sergeant, and Inspector (see Appendix A).

Research question:

"How to design and implement an effective leadership development model for a metropolitan police department that is confronting an expanded role and challenges, and to ensure that the process is ongoing and sustainable?"

Sub-questions:

1. "How do the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police provide leadership development for police leaders?"
2. "How effective is the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police's leadership development models in developing the VPD's core competencies?"
3. "How could the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police cooperate to provide a more effective system?"

The Opportunity and its Significance

I identified the opportunity and its significance for this project in the *Vancouver Police Department Strategic Plan 2004-2008* (VPD, 2004), which provided a comprehensive plan for

all sections within the VPD, in combination with my personal experience. In this document, Chief Constable Jim Chu summarized the contribution of the Human Resources Section:

> In order for the VPD to become "Canada's Leader in Policing," we need to have our people performing to their full potential. We must remain cognizant that the decisions we make, from the hiring and training stages, to the ongoing performance management, transfer, and promotion practices, will all have a critical influence on our quality of service. (p. 33)

One of the actions identified in the strategic plan was "to encourage maximum leadership in and of our people" (VPD, 2004, p. 34), and this action was to be achieved by "structured leadership development activities implemented at all levels" (p. 34). Also identified was the requirement to provide a succession planning program (p. 34). Anderson, Gisbourne, and Holliday (2006) have identified such a program as important to a police organization (p. 307). Although succession planning is beyond the scope of this project, evaluation as to how leadership training interacts with career development and succession planning is possible.

I was able to assess the strategic plan as it relates to leadership training based on my own experience from being promoted through the ranks from Constable to Inspector. The VPD, in my opinion, does a very good job of providing operational training, assisted by a degree of cooperation with the JIBC and the RCMP. However, as an Inspector reflecting back on the leadership training I have received throughout my career, I concluded that leadership training was sporadic and not systematic. In addition, the training only emphasized some of the VPD's core competencies required in each rank (see Appendix A). Leadership was not integrated with career development and largely required self-selection. Training from the VPD Training Section, the JIBC, the RCMP, and various educational facilities was not available to all candidates, and selection was arbitrary.

Presently, there is a willingness to train with each other. Not pursuing the opportunity to train collectively may mean the VPD will not have members performing at full potential, which

is a key component of the strategic plan. This consequence is serious in that the strategic plan is a commitment to the citizens of Vancouver by the Vancouver Police Board and City Council to achieve this objective.

A longer-term consequence is that the vision to be "Canada's Leader in Policing" (Chu, as cited in VPD, 2004, p. 33) is also unlikely to be attained. More importantly, the leaders will not have had consistent, systematic training in leadership that has developed them throughout their career. Anderson et al. (2006) said this lack is critical at this time of changing paradigms in policing brought about by "the loss of thousands of highly experienced leaders" (p. x) and the question of "how to deal with the high expectations and demand of the 'nexus' group that is just entering the force" (p. x). Difficulty in meeting the vision is further spurred on by the "public having high expectations that public safety leaders must be accountable as positive factors in maintaining and enhancing safety in their communities" (Busson, as cited in Anderson et al., 2006, p. vii). An example of this change is the demand for more civilian oversight, even though there is an independent Police Complaint Commissioner who reviews all complaints against the police. This change in policy is reflected in the comment taken from a letter from Mollard (2006) to the Police Complaint Commissioner:

> The BCCLA recommends that the Office of the Police Complaint Commissioner (OPCC) should have the legal authority and sufficient resources to undertake its own investigations of police complaints. In the case of death or serious injury of a civilian in police custody or who is being pursued by police, we believe that there should always be an independent civilian-led investigation. (p. 2)

Development and implementation of this project's recommendations should provide several benefits to the VPD and to the stakeholders involved. The stakeholders include other police departments and the citizens of Vancouver, who expect outstanding service from their police department.

By recognizing the core competencies for Sergeant, Staff Sergeant, and Inspector, and then aligning them with appropriate systematic leadership training based on an individual's needs, the project could enhance the career development of the sworn members of the VPD. Providing individualized training to members based on their needs should ensure that in times of budget restraints, scarce resources are efficiently and effectively allocated. An additional benefit of individualized training is that leaders with well-rounded experience are effectively and efficiently trained. In addition, a workforce is created that has a clear idea of the direction that the department is taking, improving morale as a result.

With the implementation of the project, there is flexibility in that courses and training can be modified or changed in a timely manner to ensure members attain maximum benefits. The above recommendations, when combined to form an integrated police leadership development model, should better enable the VPD to train its members throughout their career in leadership. It should also provide a graduated move from the role of primarily managing to that of primarily leading.

Without this project, the Vancouver Police Department will continue to have success in developing the leadership it needs. However, this success will occur in a silo-type environment, where both formal and informal evaluation of training effectiveness in developing the core competencies required at each rank do not occur. The VPD will miss the opportunity to evaluate candidates for promotion based on their ability to meet the well-researched core competencies. Instead, the VPD must rely solely on senior managers' intuition.

Systematic training throughout a member's career should provide a pool of qualified leaders ready for promotion to the senior ranks. Anderson et al. (2006) found that "previous leadership training has provided foundations of knowledge but has not authentically equipped

leaders and verified their competence – and the impact they have in their organization" (p. 7). The VPD needs to create active learning environments where leaders assess their learning and the impact they will have on the culture of the VPD.

In order to help leaders assess their competence and impact, it would be useful to use a leadership development program that has a 360-degree feedback model like the one presented by The Center for Exceptional Leadership (2002b). Lepsinger and Lucia (1997) wrote, "When people perceive their feedback as fair, accurate and credible, they feel more motivated to participate in relevant training and development events." (p. 205). Identifying an individual's strengths and weaknesses enables the provision of training and coaching with feedback and reflection.

Opportunities for practice in either real situations or scenarios need to occur. This approach could be supported by a "Leadership Training Officer who mentors those gearing up for a promotion to the supervisory or managerial level" (Anderson et al., 2006, p. 7). Providing ongoing competency training and practice would benefit both the organization and the individual.

In implementing the changes identified in this study, the police leaders will be more effective in dealing with the shifting paradigm of policing. Constables will be encouraged to use their creative potential with proactive policing and problem solving, which will move them away from being primarily crime report takers (Anderson et al., 2006). RCMP Chief Superintendent Ward Clapham (2006) identified this paradigm shift as follows:

> Surrounded by constant change, new rules, and competing priorities, we decided to take the leap forward toward a futuristic service-delivery model. At the same time, we recognized that our leadership style would also have to change to support our new direction. One of our first moves was the departure from command and control – the top-down leadership style – to shared leadership. (p. 353)

Systems Analysis of the Opportunity

The opportunity I described in the previous section is how to establish the process to identify, select, train, and develop leaders in the police community. In my research, I examined whether existing methods are the most effective process and considered how training can affect positive change in leaders. I then applied a systems analysis to the opportunity from both a micro and a macro viewpoint. A micro viewpoint is contained within the VPD promotion policy itself.

The selection process for promoting members to Sergeant, Staff Sergeant, and Inspector comprises essentially the following: (a) candidate self-nominates; (b) candidate submits resume and current performance appraisal to address the competencies of his or her rank; (c) assessment panel reviews documentation – the candidate must meet or exceed each core competency; and (d) candidate is interviewed. Sergeants are required to have completed the supervisor's courses 1, 2, and 3. They must also receive a score of 3 or better at the JIBC Assessment Centre and pass a written examination. A list is prepared for successful candidates for promotion to Sergeant and Staff Sergeant, who are then promoted based on seniority. Thorough consideration is given to a successful candidate for promotion to Inspector by the Chief Constable. The Chief Constable then has the discretion to select the member for promotion.

It is interesting that assessment centres are no longer used by the VPD for assessing promotion to the rank of Staff Sergeant and Inspector. In contrast, Yukl (2006) said that police departments' use of assessment centres for developing managers has been increasing. Yukl further noted that studies have indicated that "assessment centers and similar feedback intensive programs suggest that they can enhance awareness, help to identify training needs, and facilitate development of leadership skills" (p. 205).

The lack of capitalizing on the value of assessment centers led me to consider whether members receive the appropriate training in the correct point in their careers to become effective leaders and managers. As the assessment center process also provides valuable feedback that can transfer into specific performance, Hovbrender's (2003) comment is apropos: "As a manager wanting to do the thing right, the core role in assessing how successful you are is in translating general feedback into specific performance measures" (p. 21).

A key challenge facing the VPD is the level of inexperience of its workforce. This situation results in the promotion of all ranks at a much younger age than in the decade previously. Although this demographic anomaly will create a bottleneck for promotions in the future, it is also an opportunity to spend more time providing leadership training for the three supervisory and management ranks (Johnson, Packham, Stronach, & Sissions, 2007, p. 62).

The macro viewpoint is how leadership development within the VPD compares with that of other police organizations in terms of best practices, and how it interacts with a variety of stakeholders, including the various municipal departments, the JIBC, and the RCMP. Key components include how leadership styles are changing over time and which civilian organizations influence and affect the police. The ongoing change in the Canadian legal system determines how police agencies interact with the various levels of governance and others. Changes occur when lengthy scrutiny of police actions is taken by the various levels of the courts, as well as the public and the media. The traditional leadership style associated with the Crime Control Model of command and control is no longer sufficient, as indicated by Hovbrender (2003). The modern concept of community involvement in policing requires the ability of police leaders to work with the communities it serves. As Anderson et al. (2006) stated,

> In policing, for example, effectively functioning leaders successfully initiate community and neighborhood policing initiatives, engage in problem-oriented and bias-free policing

> that uproots causes of crime, and build a policing organization that is successful in being responsive to community needs and problems. (p. 7)

There is a key need for the municipal police agencies that provide leadership training to be aware of newly developed provincial and national training initiatives. These challenges come from the RCMP's Pacific Regional Training Centre in Chilliwack and the Canadian Police College in Ottawa. Unless there is cooperation in training between the municipal police departments, the RCMP, and the JIBC, there will be a wasteful duplication of resources. The challenge will be the economies of scale that the national agencies will create and the influence from Ottawa. These advantages could also make the RCMP the principal provider of police leadership development in Canada; it is cheaper to follow than lead. Although the RCMP has a comprehensive leadership program, it could mean the unique needs of municipal policing will not be addressed. Fortunately, there is also an opportunity for the various organizations to cooperate and provide training in a systematic way. For example, the JIBC could take a much stronger role to develop leadership and management in municipal settings where there are higher crime rates (British Columbia, Police Services Division, 2006) and unique community needs.

Issues arise from the lack of a systematic approach to developmental learning. For example, a person who has never been a member of an Emergency Response Team will not have the experience to lead it. There are benefits associated with both the RCMP and the municipal training models. Both can benefit from cross-training, but it should be noted that specificity of training is important. For example, municipal policing and rural policing will have different deployment models that require specific training. Also, the cost benefit of local training is significant in such items as travel and accommodation.

What also needs addressing is the changing face of policing. Canadian culture includes a burgeoning drug problem in urban areas and the dramatic increase in organized crime, the

modern-day problem of terrorism and how to counter it, and Internet crimes (Criminal Intelligence Section Canada [CISC], 2005, 2006). Examples of these types of crime are the open drug market in downtown Vancouver, the international trade in marihuana, the arrest of terrorists in Project OSage in 2006, and the arrests regarding Internet-based exploitation of children.

The leadership skills needed for policing today have changed dramatically since Sir Robert Peel introduced and organized civilian policing in 1829 in England. A major change has been in the area of accountability, which never before has had such a heavy focus. Today, more watchdog groups such as the Pivot Legal Society (2006) and the Women's Information Safe Haven (2006) are vocal in demanding accountability. All action occurs against the legal backdrop of the Canadian Charter of Rights and Freedoms (Constitution Act, 1982). Ethical standards for police leaders are now higher than ever before, and are particularly important in terms of Canadian values and how they have changed concerning leadership and authority. Reflected in the research is the benefit of higher accountability. For example, Thibault et al. (2004) wrote, "Management guided by ethical principles with a reputation for integrity is more apt to have an organization with high morale" (p. 73).

Organizational Context

I am an Inspector with the Vancouver Police Department. The City of Vancouver is located in British Columbia (BC), which is the western province of Canada with its western boundary bordering the Pacific Ocean. Vancouver is located in the southwest corner of the province and is a major port. The city covers an area of 114 square kilometres, and has a population of approximately 600,000 people, which a police department of approximately 1,200 officers that typically can operate effectively. However, Vancouver is the hub of the hinterland known as the Lower Mainland, with a population of over 2 million. A majority of this greater

population works and plays in Vancouver. This means that up to a million people can be in the city during the workday and evenings. This presents significant challenges to a police department where the number of staff is based on the resident population and is also funded from that tax base (VPD, 2007a).

An Executive Team, comprising Chief Constable Jim Chu and four deputy chiefs who report to him, lead the Vancouver Police Department. The VPD is composed of four divisions, each led by a deputy chief: the Operations Division; the Investigation Division; the Operations Support Division, and the Support Services Division. The Operations Division is divided into four policing districts commanded by an inspector who has his/her own complement of patrol officers. The Operations Division also includes the Patrol Support Section, which conducts property crime investigations, and the Traffic Section, which deals with road safety. The Investigation Division has the mandate of investigating all serious crime, while the Operations Support Division provides specialized investigative support such as intelligence gathering and surveillance. The Support Services Division is responsible for several sections including communications, fleet, human resources, and finance.

The Executive is responsible for directing the standards for recruitment, and administers the promotion system. The Vancouver Police Board (2006) is a group of appointed citizens, chaired by the mayor, who guide the overall direction of the department. The board is responsible for employing the members of the department, setting policy, and overseeing the budget, and has the authority for policy and service complaints. The Vancouver City Council sets the budget, and the VPD Executive is responsible for its administration.

Best Practices

The purpose of this section is to examine the VPD's leadership development model and determine whether it meets the model of police best practices. Using Yukl's (2006) leadership development model as the theoretical basis, I compared and contrasted it with courses and models used by the VPD and other organizations. These organizations are the Federal Bureau of Investigation (FBI), the UK's National Policing Improvement Agency (NPIA), the Los Angeles Police Department (LAPD), and the Royal Canadian Mounted Police (RCMP). Both the City of Vancouver's Human Resource Service and Royal Roads University's (RRU) School of Leadership Studies offer programs. Although the Justice Institute of British Columbia (JIBC) is a stakeholder in providing leadership, owing to a shortage of funding it only offers a limited number of courses.

In his leadership development model, Yukl (2006) identified three areas as effective in developing leadership competencies: (1) formal training, (2) developmental activities, and (3) self-help.

1. Formal training includes workshops, seminars, and conferences, plus university courses. The use of core competency terms varies from comprehensive, as at Royal Roads University's (RRU) School of Leadership Studies (RRU, 2008), to none at all. At RRU, the core competencies for leadership are thoroughly detailed and applied in developing participants' use of the competencies for each course and then for candidate assessment. Other police agencies that provide leadership development, such as the UK National Policing Improvement Agency ([NPIA], 2007), do not specify core competencies but have skill sets identified for each module.

2. Developmental activities include assignments to other work areas in the organization or temporary secondment to other businesses. Stretch assignments to challenge the individual in new areas are also included.

3. Self-help activities include taking online courses and reading books on leadership development.

In addition, Yukl (2006) identified nine conditions for successful leadership development:

1. Multisource feedback
2. Developmental Assessment centers
3. Developmental assignments
4. Job rotation programs
5. Action learning
6. Mentoring
7. Executive coaching
8. Outdoor challenge programs
9. Personal growth programs. (p. 202)

Of the nine conditions, developmental assignments, job rotation programs, personal growth programs, and outdoor challenge programs are self-explanatory. Characteristics of the remaining conditions follow. First, multi-source feedback includes comments given by a person's manager, co-workers, and direct reports. An independent private company usually provides the service, collecting the feedback and arranging for follow-up discussion. This feedback enables a person to develop strengths and address weaknesses. Second, an assessment centre entails a process in which a person completes a series of tasks. These tasks can be completed individually and in groups. The assessors then rate the participants and provide

feedback. Third, action learning refers to the learning process used in a course and requires the participant to be actively involved in the learning process. Fourth, in mentoring/coaching, the coach/mentor may come from within the organization, or for higher ranks, the organization may hire a professional from an outside agency. Finally, executive coaching is the process whereby a professional coach works to help develop a leader. The coach is an experienced leader who can provide advice and guidance as employees progress through their career.

Yukl (2006) said that learning by experience is the most effective method to develop leadership skills. He identified developmental assignments and coaching/mentoring as conditions that embody this concept. Managers also learn what not to do from poor managers. The value of developmental assignments depends on the amount of challenge, the variety of tasks, and relevant feedback. The larger the number of these conditions that an organization uses, the greater is the likelihood of success. Yukl also said that an effective leadership development model needs to be continuous and ongoing.

Based on my experience as a Sergeant and an Inspector in the VPD, I am able to identify the conditions that exist for an effective leadership development model. The VPD's leadership development model provides most of Yukl's (2006) conditions for effectiveness, but does not do so in a systematic way. The VPD provided 360-degree, multi-source feedback until 2 years ago but has since discontinued it. The assessment centre tests competencies for Sergeant-level promotions, but is no longer used at the Inspector rank. There are developmental assignments in the VPD, and both section supervisors and the Human Resources Section are active in placing members for these purposes. Job rotation does occur; however, in most cases it depends on operational needs. Mentoring/coaching does occur and is very important, although the process is not systematic and generally depends on the individual supervisor. Personal growth programs are

strong in the VPD. The department actively sends members to leadership conferences and courses, and has a program that provides time and financial assistance to members wishing to take programs such as RRU's Master in Leadership program.

The VPD provides many opportunities for members to develop leadership skills, meeting a number of Yukl's (2006) conditions. Developing the model more systematically and reintroducing multi-source feedback, plus using an assessment centre for leadership development would make the VPD more effective. Best practices, based on Yukl's model requires alignment of leadership and management styles. The VPD is better able to align itself in a short period of time, because the size of the department and local control allow it to respond quickly.

The RCMP has an extensive leadership development model that progresses from recruit training through to executive management (Desrochers, Duquette, & Grégoire, 1998). When contrasted with Yukl's (2006) model, the RCMP model meets seven of his nine conditions. This close similarity would indicate that the RCMP model is a best practice. However, the RCMP's reputation of having a best practices model is in question owing to recent criticism that senior RCMP management is autocratic and inflexible. The criticism also says the organization is still command-and-control oriented (Brown, 2007), which is incongruent with the modern leadership model that is being taught and encouraged. One explanation might be that the RCMP learning continuum is relatively new and senior ranks' exposure to all aspects of the learning model may be limited. If the RCMP accepts the recommendations from the Brown report and the leadership becomes more democratic, it should be in an excellent position for developing leaders.

The United States offers examples of combined training with a variety of organizations. The FBI offers a leadership course that is 6 weeks long and which is available to all police agencies. There is also long-term leadership development for its members. During the FBI

course, candidates receive instruction and facilitation in the areas of leadership, strategic planning, legal issues, labour relations, media relations, social issues, and police programs (R. Usui, personal communication, November 20, 2007).

The Los Angeles Police Department used the Rodney King incident to focus on the need for improvement in its leadership program. The department worked with the United States Military Academy at West Point to develop a 4-week leadership program that combined the principles of military leadership with the needs of policing, designed to produce effective leaders. The first week increases the student's self-awareness as a leader, using a 360-degree self-assessment and teaching leadership theories. The second week's curriculum focuses on leadership, which it examines from the perspective of the followers. It covers various motivational theories and management principles. The third week covers situational leadership, the culture, and the environment. The final week integrates the learning with leadership styles and techniques. The candidates are required to pass exams on the course material (J. Ram, personal communication, November 21, 2007).

To calculate the effectiveness of these programs and their relevance to the VPD, further examination should be undertaken. The critical concern for stand-alone courses is whether the participants are able to integrate their knowledge into the parent organization when they return. According to Yukl's (2006) model, without direction and focus from the participant's organization, the effect of such courses appears to be limited.

The RCMP provides a comprehensive leadership development program from recruit to executive level (Desrochers et al., 1998). The RCMP leadership program is a continuum from recruit training through to senior management level. Recruit training has a leadership component within it, and is encouraged at the Constable level. Next, a member receives a leadership course

when he or she first becomes a supervisor. There is an advanced course for senior NCOs and newly commissioned officers. Members identified with high potential receive "stretch assignments," placing them in job areas designed to challenge their abilities. Additionally, there is an orientation course for new officers. At the Chief Superintendent level, the program uses public service agencies and includes other programs throughout Canada and the US. There is an agreement between the RCMP and the University of the Fraser Valley for degree programs, and includes allowing degree credits for 17 recruit courses.

The UK's National Policing Improvement Agency (2007) provides a core leadership development program. The program has 17 modules, with topics relevant to specific roles such as Sergeant and Inspector. They include leadership, performance management, and performance development. The program has an association with the Chartered Management Institute, providing opportunities for obtaining professional qualifications up to the diploma level. The modules are available in a booklet format and via e-learning. The development model provides leadership skills from Senior Constable through to Inspector and senior staff. The use of the performance appraisal is to identify and address individuals' learning needs. The advanced programs include courses like the Strategic Command Course for Inspectors and Superintendents who anticipate moving up to Deputy Chief Constable. There are also short follow-up workshops. Like the RCMP model, the National Policing Improvement Agency (2007) model has seven of the nine conditions that Yukl (2006) identified as necessary for an effective model. The model is also long-term and progressive.

The City of Vancouver (2008) has a Management Competency model that comprises 10 competencies. Through CityLearn, the competencies are applied in the design and delivery of

leadership training. This training is available at no charge to all city employees at appropriate stages of their career.

The Royal Roads University master's program in leadership provides the academic basis for leadership with strong links to a person's organization, so that he or she can act as a change agent. The program requires two years of study, combining two residences of up to one month, online courses, and a major project that identifies a key issue for the organization. The organization agrees to the project topic, which has the intention to bring about change to the organization. The learner is responsible for planning and identifying his or her learning outcomes and requires significant reflection to better understand and develop the learning processes. The learning is very much action based. Active learning is a key concept in Yukl's (2006) best practices. The RRU program is not a stand-alone solution. However, combining academic knowledge with a strong connection to problem solving for employers can provide an important component in a long-term development model.

All of the organizations examined use core competencies or variations of them to varying degrees. Most use them for promotion, recruiting, and career development. There seems little systematic use of the competencies to assess the training or programs, even though Anderson et al. (2006) identified and verified by research that police leadership demonstrates 60 core competencies. The VPD, the RCMP, and the City of Vancouver use competencies for one or more of the conditions identified by Yukl (2006), as do several others for performance appraisals and as developmental tools. A study by the Hay Group for the Canadian Policing Service (Johnson et al., 2007) surveyed 29 police departments in Canada and found that 80% use core competencies for human resources purposes, but only 17% use competency-based learning and development activities. Use of competencies seems too infrequent considering they are a

valuable tool for evaluating the effectiveness of courses, programs, and seminars in developing core competencies (p. 44). However, few departments use core competencies to assess the value of training courses, programs, or conferences.

The Johnson et al. (2007) survey also identified challenges facing policing in the next 5 years, including the retirement of 50% of the current police leadership. It addressed concerns regarding the inefficiencies of program delivery owing to the tendency of departments to operate in silos, without sharing resources (p. 143). The report recommended that agencies be encouraged to share courses, and provided the example of the Canadian Police College, which offers leadership programs to all organizations. The report also emphasized the potential for e-learning and recommended customized diploma and degree course with universities and colleges.

It is difficult to assess a course for learning objectives and content without examining an individual course. This difficulty also applies to the appropriate sequencing of content and mix of training methods. The opportunity for active practice can be encouraged by the sponsoring organization itself.

Yukl (2006) wrote that appropriate follow-up is required for a stand-alone course or program to be effective. A method to ensure that courses and conferences provide value to the department would be to ask the participants to provide a list of expected learning objectives for the course or program. In addition, an appropriate follow-up activity would be beneficial. The VPD already develops or approves the learning objectives for courses required for pay increments. This policy would be a useful tool for leadership courses and programs. Additionally, a member attending such a course could be required to provide a learning plan prior to attending the course, and then a document upon his or her return describing how he or

she intends to implement the learning. A follow-up evaluation after one year could provide data that would show whether the goals were reached. It would provide specific, relevant feedback as to how valuable a particular course was to the department.

Yukl (2006) asserted the necessity of follow-up as well. Therefore, a best practice model needs to reach beyond operating courses by offering ongoing support and accountability for applying the newly learned practice.

The City of Vancouver (2008) adopted a full leadership development model based on core competencies and considers them "a cornerstone to promoting the City's Mission, Values and Objectives" (p. 1). The city's definition of competencies is that they "comprise of [*sic*] personal excellence, working together, and getting things done" (City of Vancouver, 2008, p. 1). It uses the competencies to define behavioural expectations critical to successful performance. There is alignment with training, the competencies, and the training calendar. An interesting difference is that the city divides competencies between leadership and management.

The VPD's leadership development model provides most of Yukl's (2006) conditions that are required to be effective, but does not do so in a systematic way. Enhancing the VPD program is achievable by providing clear objectives and aligning the courses and programs to meet those goals. This achievement is important as it concerns the *Strategic Plan 2008-2012* (VPD, 2008), which identified the objectives the department intends to meet.

Conclusion

In this research project, I set out to design and implement an effective leadership model for the VPD. To begin the process, I identified the reasons that led me to ask the research question. I also used Yukl's (2006) model as the theoretical model by which to evaluate courses and programs provided by a number of organizations. The UK's National Policing Improvement

Agency has a continuous and ongoing leadership model that should be effective. The RCMP has continuous, lifelong learning that compared with Yukl's model seems to be a better leadership development model. However, it needs to modify its command-and-control structure to allow its training processes to be effective in developing leadership. All of the organizations considered need to ensure that for training to be most effective, learning is active, applied, and supported in the home organization once courses are finished. Learning needs to include follow-up for a minimum of one year. Cooperation among the agencies should provide the most effective use of expertise and resources. The VPD has a model based on core competencies that follows Yukl's (2006) best practices model.

CHAPTER 2: LITERATURE REVIEW

The foundation that the current literature reviews on the five topics of leadership, leadership competencies, policing models, police leadership, and leadership development models should provide the academic basis for the best practices of the police development model. The literature review should also help in understanding the leadership theory that underlies the research, and the contributions made by the key concepts. Understanding the theory and the concepts should help to answer the research question: "How to design and implement an effective leadership development model for a metropolitan police department that is confronting an expanded role and challenges, and to ensure that the process is ongoing and sustainable?" and also the sub-questions:

1. "How do the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police provide leadership development for police leaders?"
2. "How effective is the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police's leadership development models in developing the VPD's core competencies?"
3. "How could the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police cooperate to provide a more effective system?"

The development of an effective police leadership model requires combining specific characteristics from police competencies, policing models, and police leadership. Additionally, such a model provides a basis for evaluating the effectiveness of police leadership courses and training programs.

The topics were also chosen because there is a combination of leadership and management competencies in policing (Anderson et al., 2006, p. 109; Leonard & Moore, 1987, p. 19), making it important to understand the differences between the two. Following Kouzes and Posner (2007), the leader's philosophy directs the work (p. 89). Without a vision, there is no direction. It is also necessary to understand the connection between leadership and management, and the competencies required for each.

Researchers have identified leadership and management core competencies or skills over the past four decades. However, the policing philosophy determines the type of skills used, which in turn reflects the policing model currently in vogue. The current model is a mix of command-and-control and democratic styles. The leadership competencies required for a command-and-control model are very different to those required for a more democratic, problem-oriented policing model. All of the factors identified then impact the type of training and development required. In a command-and-control model, the chain of command is critical, whereas consultation and genuine involvement are required for Anderson et al.'s (2006) Continuous Improvement Team, which they described as follows: "A cross-functional team of credible, willing, caring and capable leaders is necessary to succeed in managing and innovating positive change on a continuous basis" (p. 308). An example of a successful CIT is the one used by the RCMP Richmond Detachment (p. 361).

Leadership

Several definitions of leadership are the result of each researcher looking at the concept from his or her perspective. Various researchers have examined leadership based on the characteristics of the leader, the followers, and the situation. Examining the characteristics of the leader and the influence of the followers identifies severable variables including traits, skills and

expertise, trust, and influence. The latter includes variables such as position and authority of the leader, and task structure and complexity (Stogdill, 1990). Leadership effectiveness has also evoked several definitions, which has resulted in a number of approaches for determining which is the most effective. The variety of approaches has in turn led some researchers to consider styles and how they are effected by the leader's position.

Leadership Defined

Leadership has existed since people first socialized. It was not until the early part of the 20th century that scientific research into leadership began (Holden, 1986), and it was World War I that forced the change. The 1970s and 1980s brought about the change in perceiving leadership. Conger (1992) stated that this change of attitude challenged the current teaching methods for leadership and led to an examination of the leadership process (p. 8). Drucker (2001) noted that in this period, the scientific management developed by Frederick W. Taylor between 1885 and 1910 started being applied, together with systematic training of the workforce (p. 6). Between the world wars, places such as the Harvard Business School started to examine how business was organized. Many business innovations from World War II developed from this examination (Drucker, 2001, p. 70). The result was the creation of numerous definitions of leadership as the interest in leadership increased (Bennis & Goldsmith, 2003, p. xii; Covey, 2004, p. 98; Yukl, 2006, p. 3).

Despite the increased research, there is still no common definition of leadership. Everyone who researches leadership develops his or her own definition based on the perspective or purpose of his or her research. For example, Kotter (1999) defined leadership as "the development of vision and strategies, the alignment of relevant people behind those strategies, and the empowerment of individuals to make the vision happen despite obstacles" (p. 10). Covey

(2004) stated, "Leadership is communicating to people their worth and potential so clearly that they come to see it in themselves" (p. 98). Kouzes and Posner (2007) believed that "leadership is a reciprocal process between those who aspire to lead and those who choose to follow" (p. 23). Drucker (2001) also supported this view:

> To be sure, the fundamental task of management remains the same: to make people capable of joint performance through common goals, common values, the right structure, and the training and development they need to perform and respond to change. He states that the nature of the task has changed where management has converted the workers from largely unskilled laborers to highly educated knowledge workers. (p. 4)

As Anderson et al. (2006) stated, "There is a definition of leadership for every person who ever tried to define it" (p. 303). The range of different perspectives is reflected by McNamara's (1999) definition: "A leader is interpreted as someone who sets direction in an effort and influences people to follow that direction. They set direction by developing a clear vision and mission ... they motivate by using a variety of methods" (p. 4). Bennis (as cited in Conger, 1992) was more cynical in stating that leadership is elusive and appears to have a chameleon quality by taking on different forms, commenting that "always, it seems the concept of leadership eludes us or turns up in another form to taunt us again with its slipperiness and complexity" (p. 15). Conger (1992) stated that "leaders are individuals who establish direction for a working group of individuals who gain commitment from these group members to this direction, and who then motivate these members to achieve the direction's outcomes" (p. 18).

Holden (1986) said that the trait approach was popular until the 1950s, based on the belief that leaders were born rather than being the product of learned competencies and skills. However, Stogdill (1990) found in his research that leadership is a combination of characteristics that relates to the followers and the leader's situation, demonstrating that no individual qualities ensured effective leadership (pp. 63-64). Some researchers began asking whether leadership competencies are learned and whether they are teachable. Parks' (2005) research showed that,

because it is possible to learn leadership skills, they must also be able to be taught. Others, including Bennis and Goldsmith (2003) and Kouzes and Posner (2007), supported this view. Holden (1986) stated the inherent weakness of the trait theory was that one cannot teach leadership, which led to the loss of much of its support (p. 38). Conger (1992) took a much broader view, believing that leadership is a complex process and involves a combination of heredity and life experience (p. 33).

However, Yukl (2006) found it useful to classify leadership theory and research based on the emphasis of the key main variables. He suggested three major groups based on key variables: "The characteristic of the leaders, characteristic of the followers and characteristic of the situation" (p. 12).. Yukl believed that because most leadership theories emphasize one category only, it is more useful to classify the categories into five approaches:

1. The trait approach
2. The behaviour approach
3. The power-influence approach
4. The situational approach
5. The integrative approach. (p. 12)

Leadership Effectiveness

Just as there are several definitions of leadership, there also several approaches evaluating leadership effectiveness (Holden, 1986; Yukl, 2006). One method of evaluating effectiveness is to base it on the outcomes of what the leader does for subordinates and the organization. Other measures have focused on the success of a leader's team. Also considered have been the attitudes of the subordinates to the leader. Evaluation of the effectiveness of a

leader is dependent on the person selecting the criteria for measurement. Selecting a variety of criteria usually resolves this diversity (Yukl, 2006, pp. 10-11).

Other research approaches have been to examine the behaviours or styles of leaders to attempt to explain effectiveness (Bennis, 1999, p. 2; Holden, 1986, p. 39). The following are examples of behaviours or styles based on two concepts. The first was that leadership effectiveness centres on organizational tasks such as planning, organizing, and defining tasks for one's employees. The second focused on the leader being concerned about interpersonal relations such as the employees' social and emotional needs. Research by Goleman, Boyatzis, and McKee (2004) led to the identification of three styles: *autocratic*, *democratic*, and *laissez-faire* (p. 40). They refined the concept of styles and expanded the number to six, although they omitted laissez-faire and added *affiliative* and *coaching* leaders. In Goleman et al.'s view, leaders who are the most effective used one or more of the following approaches:

> What are the six styles of leadership? None will shock workplace veterans. Indeed, each style, by name and brief description alone, will likely resonate with anyone who leads, is led, or as is the case with most of us, does both. *Coercive Leaders* demand immediate compliance. *Authoritative Leaders* mobilize people toward a vision. *Affiliative Leaders* create emotional bonds and harmony. *Democratic Leaders* build consensus through participation. *Pacesetting Leaders* expect excellence and self-direction. And *Coaching Leaders* develop people for the future. (p. 55)

Successful leaders also have the ability to switch between these styles depending on the situation (Goleman et al., 2004, p. 54). Anderson et al. (2006) also supported the concept and identified it as a skill: "People who are versatile in their approaches to others will consider the individual style preferences of others and tend therefore to be more versatile and effective than those who are not" (p. 215). This research led to situational theory, where leadership effectiveness depends upon the situation that the leader is in. Yukl (2006) believed that a critical situational factor in determining leadership effectiveness is the leader's ability to be flexible as he or she ascends through the managerial hierarchy (p. 77). An example would be applying skills

needed to be effective as a manager in human resources that may require a different approach than those used as an operational manager.

The research indicates that neither leadership nor leadership effectiveness has agreed-on definitions. The various approaches have considered traits and styles to give more understanding of the concept of leadership, with situational theory appearing to give more insight into leadership effectiveness. Some research also indicates that a person's position in an organization determines how effective a particular skill is.

Leadership and Management

As with leadership, many researchers have defined management. This variety of research also has resulted in numerous definitions of management, without universal acceptance of one in particular. The discussions have focused on whether there are differences between leadership and management, or whether they are the same concept. Bennis and Nanus (1985) clearly stated that the two concepts are different: "Managers are people who do things right and leaders are people who do the right thing" (p. 20). However, Senge (1994) believed that leadership and management are synonymous (p. 17). In order to decide if there is a distinction between the two concepts, more detail is required in the definitions.

Many researchers say that leadership and management are different, but that they are connected. Kotter (1999) supported this view and observed, "Leadership is a growing part of managerial work because the rate of change has been growing" (p. 11). From a policing perspective, Holden (1986) separated leadership and management by rank. The front-line officers are the led, while the officer ranks are the leaders. The Sergeant (supervisor) is a person with dual expertise and is a link between the Constable and Inspector ranks. Anderson et al. (2006) demonstrated that management and leadership are interrelated, and that unless they work

together, both will be inefficient (p. 30). Unless both leadership and management work together in a balanced manner, each will suffer and be less effective. Without leadership as the foundation of management, management is undermined and cannot function effectively owing to a lack of humanity, clarity, focus, adaptability, and creativity (p. 30). Kaplan(2005) said that while organizations need leaders who can establish direction they also need managers who can react to goals (p.52).

Conger (1992) believed a more useful concept is that as a manager progresses through his or her career and receives training, he or she can learn and develop the skills necessary to become an effective leader (p. 35). This occurs, according to Zenger and Folkman (2002), because a variety of differing skills are required at stages in a person's career (p. 5). One always needs to be a leader, but the percentage of time spent managing is inversely proportionate to the job position one has. In policing, this situation translates to a Sergeant spending more time managing and an Inspector spending more time leading (VPD, 2007b).

Value-Based Leadership

A current debate on leadership has focused on value-based leadership. For example, Kouzes and Posner (2007) identified five practices of exemplary leadership: (a) model the way, (b) inspire a shared vision, (c) challenge the process, (d) enable others to act, and (e) encourage the heart (p. 14). Conger (1992) said that that modeling is setting the example for followers and that the three leader qualities to model are to be honest, competent, and inspirational (p. 100). Essentially, these authors are saying that to be effective, the leader must walk the talk. The leader's actions must align with his or her values (p. 77). It is critical that the leader be credible for his or her followers to follow. Followers must believe in their leader, and the leader must show that he or she cares.

Kouzes and Posner (2007) emphasized that the leader must be honest (p. 32). This supports the concept of focusing the leadership debate in the context that followers' views of leaders need consideration. The four characteristics consistently listed by followers as critical to effective leadership are "honest, forward-looking, competent and inspiring" (p. 36). Kouzes and Posner also stated, "Without trust you cannot lead" (p. 224). This is a shift in the leadership paradigm to where it is not what the leader does but what the leader encourages and trusts his or her followers to do (p. 32). From this point, the task of the leader becomes that of a strategist who identifies problems for the followers to solve. Bennis (1999) stated that exemplary leaders will be those who demonstrate "people skills, taste, judgment, and, above all character" (p. 3).

The values that a leader must demonstrate are ethical actions. Anderson et al. (2006) described leadership as occurring on a continuum that moves from persuasion to direct commands in organizations such as law enforcement. Kouzes and Posner (2007) emphasized that values are important for a leader because they build trust and collaboration: "The most effective leadership situations are those in which each member of the team trusts each other" (p. 225).

Emotional Intelligence

The literature shows that leadership has several dimensions, which include learned skills or competencies. There has been a move away from the discussion of learned skills to emotional intelligence. Researchers believe that emotional intelligence is essential for good leadership, as it focuses on one's inner self. There is some criticism that emotional intelligence needs more research. The concern is that although research has identified the leadership competencies, it has not yet identified the skills required to use the competencies. However, several researchers believe that emotional intelligence is a key component of leadership because of the interaction between people.

Researchers have shown that leadership has a social component, and some indicate this component can be defined as emotional intelligence. Kouzes and Posner (2007) said that leaders need to be socially competent (p. 264). Goleman et al. (2004) described this ability when they moved the discussion away from specific learned skills and toward the consideration of emotional intelligence for effective leadership. They believed that more than a concrete skill set is required from a good leader. A defining ability in leadership is emotional intelligence. "This emotional task of the leader is primal – that is, first – in two senses: It is both the original and the most important act of leadership" (p. 50).

Evidence is also available that shows emotional intelligence is necessary for effective leadership. Yukl (2006) supported this idea, stating that emotional intelligence appears to be important for an effective leader. Yukl also stated that "emotional intelligence includes several interrelated component skills. Self awareness is an understanding of one's own moods and emotions, how they evolve and change over time, and their implications for task performance and interpersonal relationships" (p. 74). Goleman et al. (2004) identified four domains: (a) self-awareness, (b) self-management, (c) social awareness, and (d) relationship, which are consistent with Yukl's (2006) conditions. Goleman et al. (2004) went on to say that no leader demonstrates all of the characteristics of these domains, but they do have at least one characteristic from each.

There is discussion whether the concept of emotional intelligence should be included in developing leadership, as the concept does have some critics. For example, Matthews, Zeidner, and Roberts (2003) believed that emotional intelligence has not been researched enough to be a valid concept. As already said, research to date has identified the competencies but not the skills required to use the competencies.

Yukl (2006) stated that because emotions are strong feelings, they continue to give an effect long after the event; they can be either positive or negative in impact. Yukl also pointed out that emotional intelligence is the extent to how attuned a person is to his or her feelings and to those of others (p. 74). Yukl said emotional intelligence has a number of components of interrelated skills that are relevant for leadership effectiveness (pp. 74-75). Yukl further stated that the learning of emotional intelligence "requires intensive individual coaching, relevant feedback, and a strong desire for significant personal development" (p. 75). Emotional intelligence can contribute to whether a team is successful or not. Goleman et al. (2004) emphasized that it is the leader who "sets the tone," and who creates a friendly atmosphere where there is collaboration that can assist a team to be successful, whereas a leader who is not emotionally intelligent can destroy a team's ability to function (p. 174). Kouzes and Posner (2007) argued that emotional intelligence is valid, is "no passing fad," and is in use in companies such as EganZehnder International (p. 264).

Chernis (2000) presented an overview of the research that suggested "that a person's ability to perceive, identify, and manage emotion provides the basis for the kinds of social and emotional competencies that are important for success in almost any job" (para. 31). Chernis further said that as the rate of change accelerates and as workloads become heavier, the demands on employees' "cognitive, emotional, and physical resources" (para. 31), the abilities that emotional intelligence covers will increase in importance.

Emotional intelligence is an important component of leadership. How a leader affects subordinates can be positive or negative depending on the leader's impact. The leader sets the tone and dictates whether a team will be successful or not.

Leadership Competencies

As leadership is learnable and developable, the known skill sets or competencies are used to evaluate leadership performance. In the 1970s and 1980s, identification of leadership competencies occurred. Since then, some researchers have identified the key characteristics of competencies, while others have identified those required to develop a learning organization that strives for continued improvement.

Ascribing competencies as predictors of job performance was the result of the work of Dr. David McClelland in the 1970s and early 1980s (Egan, 2000, p. 14). There has been extensive research into competencies since, which has provided numerous definitions of competency, as the following examples demonstrate. Spencer and Spencer (1993) suggested, "A characteristic is not a competency unless it predicts something meaningful in the real world" (p. 15). They then provided the definition that "a competency is an underlying characteristic of an individual that is causally related to criterion-referenced effective and/or superior performance in a job or situation" (p. 16). Alternatively, Desrochers et al. (1998) provided the following definition:

> Competency is a cluster of skills, ability, knowledge, and attitudes that facilitates and determines whether an individual is performing according to identified professional standards or in such a way, that others (managers, peers, subordinates, clients, and stakeholders) would agree is exemplary. (p. 34)

Spencer and Spencer (1993) expanded the use of competencies by combining "Intent, Action and Outcome" (p. 13) to produce the Competency Casual Flow model, where intent refers to personal characteristics, action is behaviour, and outcome is job performance. Within this model, they have described five types of competency characteristics: (a) motives, (b) traits, (c) self-concept, (d) knowledge, and (e) skill. The first four characteristics of the model address the intent, and the latter addresses skill, which is the action (p. 13).

Anderson et al. (2006) identified the skills required for leadership and the transformational leadership skills needed to develop a learning organization (pp. 3-7). The transformational leadership skills that Anderson et al. identified are divided into groups of five sets called domains. The five skill-set domains they called "competency clusters" are:

1. Personal mastery
2. Interpersonal communication
3. Problem-management and counseling
4. Consultative skills (team and organizational development)
5. Style-shifting, role-shifting, and skill-shifting. (pp. 6-7)

Anderson et al. (2006) identified the content of these competency clusters, with four of them having 12 skills and the remaining cluster having 8 skills, giving a total of 56 observable skills. Anderson et al. referred to these skills as competencies (p. 39). These competencies are similar to those used by Anderson and Plecas in their studies of the San Diego Police Department in 1999 and the Vancouver Police Department in 2000. Anderson et al. (2006) then stated, "An organization that initiates and sustains development of these competencies is called a Leadership Organization, which will eventually lead into a Learning Organization" (p. 3). They went on to stress that those competencies can be developed (p. 5). Competencies are valuable tools to identify groups of skills that are important to leadership, as they are useful in evaluating a leader's effectiveness, creating training tools and providing development programs for leaders.

Policing Models

A review of the literature indicates that the policing model determines the predominant leadership style in use in a police department. This section provides an overview of policing

models, from the first police force in England in 1829 to the inception of today's proactive model. Also examined are the leadership styles that the models require.

Jiao (1997) defined a model as a mixture of theoretical assumptions, commonly accepted principles, and observed behaviour. He expands this definition to that of a policing model to include a commonly accepted policing theory or practice that "describes and explains essential aspects of a policing concept ... [and] offers the best way of understanding a policing approach" (p. 454). Following Jiao, Hovbrender (2003) described a policing model as a "representation of a commonly accepted policing theory or practice" (p. 11). Hovbrender also said common police practices provide the support and evidence for this. Therefore, a policing model is based on "theoretical assumptions, indicators of accepted police principles, and observable police practices" (p. 11).

Several writers have identified a number of policing models. Jiao (1997), for example, identified four police models: the professional, the community policing, the problem-oriented, and the security-oriented (p. 1). Ponsaers (2001) stated that three policing models are currently in use: the modern, the postmodern, and the globalizing (pp. 473-474). Ponsaers included two models within the modern model, which are the military bureaucratic and the lawful policing models. He also believed that community policing is the only concept within the postmodern model, with public-private policing in the globalizing model (pp. 473-474). Ponsaers did not accept problem-oriented policing, order maintenance policing, or technology-led policing as separate models, but included them with the community-policing model (p. 483).

Hovbrender (2003) identified four active models: crime control, community policing, order maintenance, and strategic policing. He also identified social justice as an emerging model. Hovbrender stated that the US has adapted the crime control model from the model created by

Sir Robert Peel with the establishment of London's Metropolitan Police Service in 1829 (p. 12). However, Braiden (1988) believed the community policing philosophy is also adapted from the British model:

> My position is that it is neither new, nor is it a "thing." I believe it is nothing more than a re-emergence of the founding philosophy on which Sir Robert Peel built his public police in 1829, not an add-on to the conventional model. (p. 1)

An examination of Peel's nine principles, which are listed in Table 1, shows how Braiden (1988) concluded that community policing is based on them, especially principle #7.

Table 1. *Sir Robert Peel's Nine Principles*

The basic mission for which the police exist is to prevent crime and disorder.
The ability of the police to perform their duties is dependent upon public approval of police actions.
Police must secure the willing co-operation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.
The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
Police seek and to preserve public favour, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustices of the substance of individual laws; by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing; by ready exercise of courtesy and friendly good humour; and by ready offering of individual sacrifice in protecting and preserving life.
Police use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure observance of law or to restore order; and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
Police must recognize always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals or the state, and of authoritatively judging guilt and punishing the guilty.
The test of police efficiency is the absence of crime and disorder, not the visible evidence of

police action in dealing with it.
(New Westminster Police Service, n.d., p. 1)

The evidence shows that Peel's police force was a command-and-control model. Sir Charles Rowan, a professional soldier, and Richard Mayne were the first leaders of the police. Rowan mainly devised a plan for six police divisions, divided into eight sections and then into eight beats. Fido and Skinner (1999) wrote, "The model was an army regiment divided into companies and platoons" (p. 227). The beat system was taken directly from the 1807-1814 Peninsular War, where Rowan, serving under Sir John Moore, learned of the use of roving skirmishers as opposed to "a solid phalanx" (p. 226). This concept was readily adapted to the fledgling police force (p. 226).

Although the command system was based directly on the military system, this fact had to be concealed from the public because of the English fear of police brought on by the negative French experience. The demilitarization of the new police required emphasizing the members' connection to the public and using non-military ranks and a blue uniform, as opposed to red (Fido & Skinner, 1999, p. 226; Leonard & Moore, 1987, p. 3). However, Rowan's military background was a major influence in organizing the Metropolitan Police, as Fido and Skinner (1999) reported:

> Rowan was a soldier. Disciplined men, for him meant drilled men. To the mingled amusement and alarm of the public, he had his recruits square-bashing in Old Palace Yard, even before their uniforms had arrived and they could march on the streets. (p. 227)

A main reason for the establishment of the police was to deal with public disorder, rather than using the army. Peel's formation of the police was to avoid using the military during civil unrest (Bloy, 2002). An incident that demonstrates what prompted this approach occured when cavalry were used to disperse a crowd in St. Peter's Fields, Manchester in 1819, killing 11

people and injuring 600. The event gained the name "the Peterloo Massacre" (Arkenberg, (1998).

Contrasting Peel's police as a command-and-control model with a community-based policing model indicates that Braiden's (1988) idea that the two concepts are similar is not clear. The 2003 report, *Philosophy and Principles of Community Based Policing*, by the South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) outlined the four components of community-based policing and defined the philosophy, the organizational structure, and the management policy that are required for the model to be successful. SEESAC (2003) defined community-based policing as

> Both a philosophy (a way of thinking) and an organizational strategy (a way to carry out the philosophy) that allows the police and the community to work together in new ways to solve problems of crime, disorder and safety issues to improve the quality of life for everyone in that community. (p. 3)

The community-based policing model has four components: (a) the philosophy, (b) the required organizational structure, (c) the management policy, and (d) the operational strategy for its implementation (SEESAC, 2003, p. 3). Peel's police organization was missing all four of these components, showing it was strictly a command-and-control model.

Hovbrender (2003) used the American professional model to illustrate the type of policing that influenced the Canadian system (p. 13). He based this on the work of Cordner and Sheehan (1999), and indicated how the centralized deployment model allowed for political interference in police appointments. Leonard and Moore (1987) identified a number of goals considered traditional for policing. Two of the main ones are "the reduction of crime… [and to] aid individuals who are in danger of physical harm" (p. 47). They also identified three strategies that were intended to achieve these goals: (a) patrolling city streets to deter and detect crime, (b)

conducting follow-up investigations after crimes had been committed, and (c) investigating ongoing criminal activity, such as vice and narcotics (p. 46).

Brodeur (1998) stated that several studies have challenged the concept that the police are efficient in crime control. He also stated "there can be little doubt that the job of controlling crime is considered the highest priority of police under the traditional model" (p. 8). Cordner and Sheehan (1999) acknowledged that prevention of crime and order maintenance are major functions of the police, and recognized how technological advances have provided additional roles for the police. Two key examples are criminal investigation and traffic control (pp. 26-27). Goldstein (1990) supported this view in commenting on the drive for increased control and efficiency, brought about by the new technologies, such as cars and communications. However, the patrol system was suited to this command structure, "which due to the large areas to be covered soon became predominantly car based and responding to calls – call driven" (p. 7). As Goldstein (1990) noted, "The police devote most of their resources to responding to calls from citizens" (p. 14). Holden (1986) explained that although autocratic command can be useful to achieve short-term goals, "its worst flaw is the inability to address anything but the symptoms of the conflict" (p. 78).

In the 1980s, rising crime rates, public dissatisfaction, and the apparent lack of resources, plus the knowledge that something needed to change, led to the concept of community-based policing. Braiden (1988) believed that problem-oriented policing is a part of community-based policing and stated,

> The problem oriented policing process is simple: (1) identify the problem, (2) examine it, (3) decide on the solution, and (4) monitor the solution and adjust accordingly. The main difference is that imagination and innovation greatly enhance the ability to get the job done. (p. 3)

This concept is supported by Ponsaers (2001, p. 483).

Several researchers – Brodeur (1998), Cordner and Sheehan (1999), and Goldstein (1990) – said the main contribution of community-based policing has been in identifying the need for a democratic model of policing and a partnership with the public. Community-based policing is proactive and requires a decentralized command system. In addition, an extension of this thinking is demonstrated in Anderson et al. (2006), who encouraged the use of *continuous improvement teams* within policing to build and sustain effectiveness. The teams comprise representatives from all work groups who are recognized as leaders. "These leaders then champion the processes of scanning, business case planning, implementing, and evaluating the organizational initiatives through a team-based approach. There is an emphasis on a consensus approach to planning and implementation ... and learning" (p. 306).

Policing models have evolved since the formation of the first police force, with each model reflecting the style of management prevalent in its age. This evolution is demonstrated by the move from a militaristic command system focusing on crime control, to a democratic partnership with the public, emphasizing a problem-solving approach. Just as each policing model has a leadership style that is associated with it, a modern, progressive police department relies on a hybrid leadership model. This model comprises autocratic and democratic styles based on the situational needs and nature of the work at hand.

Police Leadership

A fundamental issue is whether police leadership is different from leadership in any other organization. Some researchers have said that there is no difference, and this finding is confirmed when one examines the competencies specifically identified for police leaders and non-police leaders. However, there are differences in leadership styles according to the policing model and philosophy adopted by police departments. Additionally, other factors affect police

leadership, such as the range of services provided by police, the adoption of community-based policing, police culture, and externalities of the police universe.

In regard to police leadership skills being similar to non-police leadership skills, Thibault et al. (2004) noted that leadership is the same for police as any other organization (p. 37). Anderson et al. (2006) identified a list of 49 skills required by police leaders, and Goleman et al. (2004) provided a list of skills required by leaders generally (see Table 2).

The comparison of these skills (core competencies) in Table 2 demonstrates that they are essentially the same, although Goleman et al. (2004) did emphasize the emotional intelligence aspect of the skills. Since the competencies are essentially the same, there must be other factors that distinguish police leadership from leadership in non-police organizations. For example, the environment that police operate in has a number of unique characteristics. They include the police model that forms the particular police organization's structure, the police culture, and the nature and structure of the work done. The externalities of the police universe also affect police leadership styles.

The three policing models are traditional, professional, and community-based policing (Hovbrender, 2003). The traditional method, with its emphasis on command and control, requires a hierarchal leadership model that is pyramid shaped, with directives coming from the top down. Thibault et al. (2004) said that a traditional hierarchical police organization was an effective method for fulfilling the major purposes of the police function, which is control of crime and disorder (p. 83). The professional model also follows this structure.

Table 2. *Comparison of Skills Required by Leaders*

Goleman et al. (2004)	Anderson et al. (2006)
PERSONAL COMPETENCE	LEADERSHIP COMPETENCIES
Self-Awareness	
Understands one's emotions and their impact.	Shows sensitivity and compassion for people.
Knowing one's strengths and limits.	Actively seeks feedback on own performance.
Self-Management	
Controls disruptive emotions.	Addresses and prevents conflict.
Displays honesty, and integrity.	Displays high ethical standards.
Adapts to changing situations.	Responds to change.
Has drive to achieve.	Identifies and prepares to meet future challenges.
Uses initiative.	Addresses sources, not just symptoms, of problems.
Is positive.	Provides positive role model.
Social Competence	
Demonstrates social awareness.	
Is empathetic to others.	Shows sensitivity and compassion.
Is organizationally aware.	Encourages and maintains a positive working environment.
Recognizes client customer needs.	Establish trust with people at all levels.
Relationship Management	
Has a compelling vision.	Influences people to follow vision and values.
Is able to persuade others.	Communicates so others understand and cooperate.
Develops others.	Ensures that skill-specific coaching occurs.
Initiates and manages change in new directions.	Identifies and prepares to meet future challenges.
Manages conflict.	Addresses and prevents workplace conflict.
Develops relationships.	Establishes relationships.
Builds the team.	Enhances team morale and motivation.

The more recent development of community-based policing requires a more democratic inclusive style whereby decision-making is at lower levels in the organization. Under the pressure caused by community-based policing initiatives, departments that have been using a bureaucratized, authoritarian leadership style now need to flatten their decision-making and become more democratic. Egan (2000) stated that the traditional hierarchical and autocratic management style has communication going from top to bottom, with no feedback. This style contrasts with a democratic team approach that has two-way, ongoing communications. The model of policing followed determines the style of police leadership. It also flows from the police executives' philosophy and vision for the organization. The leadership style that each of these models uses does not provide criteria that define differences in individual identity of police leadership as opposed to non-police leadership.

Police Culture and the Nature and Structure of the Work

Police culture is an additional factor that complicates police leadership. Thibault et al. (2004) indicated that police culture has a major impact on the type of leadership provided and needed for effective departments. Both Goldstein (1990) and Grosman (1975) identified the resistance of the police culture to change. This resistance influences the leadership style and any attempts to change styles. Command and control is the historical leadership style of police. This historical style makes the shift toward the more democratic style needed for community-based policing difficult to achieve and stifles the contribution that rank-and-file members could make in a democratic model (Grosman, 1975, p. 28). The police form a distinct sub-culture. The culture includes secrecy, solidarity, social isolation, special language, cynicism, the need to deal with abnormal situations on a daily basis, and the threat of violence (Thibault et al., 2004, pp. 20-25). Effective changes in policing structures must incorporate these challenges.

To identify the unique policing environment, one needs to consider the nature of the work itself (Leonard & Moore, 1987, pp. 115-120) and be aware of the wide range of services that police provide. These services range from preventing crime to enforcing criminal and traffic laws. The police also provide services that are more akin to what a social service provider would do. These services include dealing with people in need of care, such as children, lost people, and people unable to be self-sufficient because of drug or alcohol abuse. This diffuse range of services helps one understand that a command-and-control style of leadership is not suitable for many of these situations. However, as previously noted, police leadership has tried to manage these situations with archaic, linear rules and procedures.

The paradigm shift in the past 20 years, where the police have moved away from the traditional professional policing model to encompass community-based policing, requires a change in police leadership philosophy and competencies. Community policing requires proactive policing and with the agenda set by the citizens rather than police administrators. Releasing police officers working in a community police office from taking 911 calls allows them to concentrate on improving the quality of life of the community. In order to understand the needs of the community, policing requires partnership with the community. Thibault et al. (2004) said the citizens must set the agenda for the police – not the administrators (p. 174). As a result, there must be a split force, separating those who answer 911 calls and those who work closely with the community (Bratton, 1999).

Current Issues

Modern-day issues have added to the complexity of traditional police patrol and the detection of crime. Goldstein (1990) said the issues include the increase in the drug trade and its domination by organized crime (p. 2). Anderson et al. (2006) stated that since the year 2000,

there has been an upsurge with more connectivity through technology that has created even greater global awareness. Anderson et al. also identified terrorism as a significant addition to police work since 9/11, which has implications for police leadership (p. 27). Police departments have to take a more global approach.

Some authors have stated that the uniqueness of police leadership lies in the situational factors. Holden (1986) identified the significant implications for police leadership of police work that in certain circumstances authorizes force, up to and including deadly force. This unique work culture is especially significant with a dispersed workforce throughout either an urban or a rural environment, where individual decision-making and initiative are critical. Additionally, the modern trend is for policing to contribute to the quality of life, although such contributions are not always recognized. Alpert and Moore (1993) noted this trend when they said that traditional measurement of police activity, such as crime rates and response times, "fail to capture many important contributions that police make to the quality of life" (p. 110). The expectation is for police to ensure free speech, resolve conflict, and create and maintain a sense of security. All of these factors require a combination of general and police-specific leadership skills. Egan (2000) identified several factors that have influenced police leadership, including the global aspects of policing and the rapid changes in many areas such as demographics, technology, and science (p. 11).

There are also greater expectations from the public. Furthermore, junior police officers have different expectations from those of older members. Double-income families insist on respect for their scheduled time off for family and personal pursuits (Thibault et al., 2004, p. 21). Thibault et al. (2004) emphasized the increase in external influences and demands, such as dealing with the judiciary and politics at all three levels of government. Although there is

recognition that the police should be free from political influence, it is clear it still exists because of changes in legislation and because either the provincial or local government determines the police budget unilaterally. A major impact comes from the courts, which require police actions to be justified. In addition, legal practice and legislation presently apply a greater emphasis on having police follow more stringent rules of law than in the past. Overall, the commitment of present-day police officers has changed, their requirements to follow strict laws have increased, and there is more influence exerted by a variety of non-policing organizations.

Police Leadership Today

Additionally, there is a new emphasis that police require specific skills and competencies in modern police organizations (Anderson et al., 2006). In particular, modern police leadership requires people skills and team building (Thibault et al., 2004, p. 91). Thibault et al. (2004) and Anderson et al. (2006) believed these requirements have resulted from all of the tasks and influences identified so far, plus the added challenges of recruiting, demographic diversity, and the increasing rate of cultural change. Thibault et al. (2004) said, "The ideal police structure is the synthesis of proactive traditional democratic and authoritarian styles, which provides the needs for the specific police leadership to support them" (p. 63). An example of this synthesis is the attempts to move away from traditional policing responses to calls for service (Baker, 2006, p. 3). As Bratton (1999) stated, "We also have significantly tightened our controls over police activities, empowering officers and commanders at the local level while holding them accountable for their crime fighting results" (p. 20). Bratton dealt with the changing paradigm by recommending a flatter police hierarchy, creating police focus groups, providing better information flow, and empowering decision-making.

The essential skills of police leadership are the same as for non-police leadership. However, the skills required depend upon the police model and philosophy that police departments are utilizing. With the move to community-based policing, there is a need for police leaders to be more democratic and use people skills that are in line with that policing model. As Thibault et al. (2004) said, the ideal structure today is a mix of the proactive, traditional, democratic, and authoritarian styles (p. 63). Anderson et al.'s (2006) Continuous Improvement Team (p. 297) is an example of this type of policing. Clapham (2006) stated, "Recognizing that 'command and control' was still necessary in certain police activities, we introduced the new principle of 'command and coordinate' as part of our blended leadership model" (p. 354) Effective police departments must consider all of these unique requirements when updating their police leadership models.

Leadership Development Models

Yukl (2006) identified three methods to acquire leadership competencies: (a) formal training, (b) developmental activities, and (c) self-help activities. Yukl further stated that all three methods overlap and are interrelated (pp. 216-217).

All three methods are of value in a leadership development model. Included in the methods are coaching, mentoring, action learning, special assignments, simulation, and 360-degree feedback. Groves (2007) identified these methods as best practices (p. 241). Organizational conditions are also crucial in facilitating leadership training and development, together with the leaders supporting and encouraging subordinates. An additional recommendation is to integrate leadership development with human resource management and strategic planning.

The subject of leadership development is timely for a number of reasons. One reason identified by Groves (2007) is the current challenges that organizations are facing resulting from the loss of middle management. The demographic changes with employees reaching retirement age are requiring current executives to consider how to provide the leadership training required (p. 240). Cacioppe (1998) stated that the development of training and a leadership program to build capacity is critical. Perry (2006), who recommended that the RCMP elevate leadership development to a strategic priority (p. 115), demonstrated an example of a real-life need.

However, in an era of cash-strapped government there is difficulty in committing resources when there are no measurable outcomes that indicate whether investing in leadership development contributes to the success of the organization. Cacioppe (1998) said that there is little evidence to show that leadership development is a vital contributor to the success of an organization (p. 194). Conger (1992) and Bennis and Nanus (1985) showed there is evidence that leadership is teachable and explained which methods do this effectively. However, the models must have value content and provide for evaluation. Bandura (1986) identified the difficulty is that only a few studies have measured behaviour change as the result of leadership development. Yukl (2006) emphasized that for "training programs, developmental experiences, and self help activities to be effective the parent organization must provide an environment that facilitates the skills learned and provide for practicing the skills" (p. 192).

Researchers have identified several effective strategies for developing leadership (Cacioppe, 1998; Kouzes & Posner, 2007). They include having the participants involved in strategic team projects, implementing job rotations to broaden perspectives, and using case studies and business game simulations. The skill sets recommended for this purpose are

leadership and team-building projects using problem-solving team exercises, role-playing, and the development of interpersonal skills.

A development assessment centre is effective for leadership development, as it includes feedback components. The Justice Institute of British Columbia has used an assessment centre process for over 25 years for recruit selection and promotion (Mancell, 2003, p. 7). Kaplan and Palus (1994) recommended using assessment centres to screen leadership candidates, and to identify those candidates who would benefit the most from the process and those who would be unable to deal with the stress. This does seem to go against the concept of inclusiveness recommended by Zenger and Folkman (2002), who believed that the organization should consider everyone as a potential candidate for leadership.

Cacioppe (1998) identified several approaches to leadership program design, including developing a conceptual awareness of leadership and emphasizing ongoing feedback. Developing a set of teachable skills for the program will make outcomes more measureable. In addition, the length of the program must be sufficient for introducing the skills and practising them (p. 197). To help ensure effectiveness, skill development requires coaching and mentorship to continue back in the workplace (p. 400).

When starting a leadership development program, candidates must be aware of leadership concepts. They also need to receive feedback, preferably from a 360-degree model. As most leaders are not good at giving or receiving feedback, Cacioppe (1998) recommended using the 360-degree instrument. He described it as "a powerful way to improve the quality of leadership and management" (p. 390). The literature consistently identifies 360-degree feedback instruments as critical to effective leadership development. Several researchers – Cacioppe, (1998), Conger (1992), Kouzes and Posner (2007), and Zenger and Folkman (2002) – said that

feedback has to be accurate. They also supported Yukl's (2006) contention that the feedback is more likely to be accurate when the questionnaire rating is of behaviours that are "meaningful and easy to observe" (p. 203). London, Wohler, and Gallagher (as cited in Yukl, 2006) have demonstrated that the accuracy of ratings is better if feedback is excluded from any performance appraisal process and is confined to leadership development (p. 203). Cacioppe and Albrecht (2000) made two critical points for 360-degree feedback to be effective: there has to be a follow-up mechanism when a candidate returns from a course to evaluate the transfer of skills to the work environment, and there must be a plan to apply the new competencies in the workplace (pp. 403-404).

Both Groves (2007) and Cacioppe (1998) identified participation by senior management in developing leaders as very effective. However, it has to be more than just a few words to open a course. The leader has to be actively involved in the program, even if it is only giving examples of his or her learning through storytelling.

Cacioppe (1998) stated that three characteristics identified in the design of an effective leadership model are formal training, developmental activities, and self-help. Formal training includes workshops and university training, while development training includes such activities as short-term operational assignments and internal or external coaching. Self-development includes reading videos and running computer programs. The model must contribute to improving business performance, in addition to enhancing leadership, team skills, self-development, and self-worth.

Yukl (2006) identified learning from experience as a crucial process for long-term change. His recommendation for developing and using this process to greatest effect is the use of "developmental assignments" (p. 200). The selection of assignments should be to develop and

refine the competencies identified for the individual. This process provides a variety of tasks that encourages adaptation and the opportunity to deal with new situations. Again, feedback is critical (Cacioppe, 1998; Kouzes & Posner, 2007; Yukl, 2006). Many researchers say the most effective teaching methods include action learning. Having participants learn by doing, as opposed to sitting through boring lectures, is the method that provides the best opportunity to retain the skills learned. In addition, holding storytelling sessions and engaging participants in the learning by having them plan and execute solutions to real-life situations greatly enhance the learning experience.

A systems approach needs consideration in designing an effective leadership development model. Yukl (2006) stated that a systems perspective could assist the process, since using a variety of approaches can facilitate or encourage the learning process. One example is a participant's use of a computer program for a self-help purpose can also prepare him or her for a developmental assignment or job rotation. On the macro level, there is a need to integrate the model with the organization's strategic plan.

Conger (1992) identified several training approaches that develop skill building (pp. 127-152) and should be included in a model. The model must have teachable skills, and the course must be long enough to permit participants to obtain the knowledge and practise the competencies. Additionally, there is a need for continued follow-up back in the work environment, together with mentoring and coaching. Bandura (1986) supported these concepts and added behaviour role modeling.

There is discussion around the selection of the recipients for leadership training. The traditional system of identifying a rising star to fast track for promotion is outmoded. That individual would be one of the chosen few provided with a series of training opportunities

(Vicere & Fulmer, 1997). However, Cacioppe (1998) believed that diversity, rather than exclusivity, is the most effective method of developing leadership capacity within an organization (p. 248).

Zenger and Folkman (2002) provided the example of the United States Marine Corps model, which incorporates all of the above characteristics (p. 207). The Marine Corps achieved this model using trial and error over its 300-year history. Selection is highly selective – for example, all officers are college graduates, and the other ranks must have graduated from high school. Once in the Marine Corps, this exclusivity formulates the belief that "every marine is a leader" (p. 207). The provision of leadership training occurs at each level of a marine's career (p. 207). The model requires first that the marine understands the leadership tasks. If a marine knows where he or she is going, the process to get there is easier to understand. The Marine Corps recognizes that everyone is part of the team, and there is a requirement to be able to adapt to rapid changes.

A significant point is that the United States Marine Corps model requires the participants to shift focus between working as part of a highly collaborative team and acting a single commander. Anderson et al. (2006) made this same point in terms of the RCMP Richmond Detachment, believing that this flexibility is what is required to deal with the circumstances of policing.

In addition, leadership training in the Marine Corps involves planning and performing under intense pressure; having participants execute the plan they have prepared ensures that they produce viable, practical solutions. The emphasis is also on reducing "complexity to manageable simplicity" (Zenger & Folkman, 2002, p. 211). The Marine Corps achieves this by applying the rule of three. The structure of the organization is three marines reporting to a corporal and three

units reporting to an officer. In addition, there is a reduction of all problems to the selection from three options.

Leadership training in the United States Marine Corps includes two components: (1) at each increase in command, the officer mentoring occurs, and (2) the officers receive rotations through several assignments to practise various skills. The training is extremely practical, involving simulations and practice. All officers receive sufficient feedback and evaluation, with the object of developing leadership and making the person successful. The senior officers are involved in the training process. They lead the programs and use storytelling about their experiences as a training method (Zenger & Folkman, 2002, p. 220). In regards to personal development, there is a required reading list of 100 books.

Egan (2000) identified a challenge for police departments, which is the promotion practice of members working their way up through the ranks. Each promotion requires demonstrated operational ability in a member's current rank. Egan stated that many would argue this requirement to demonstrate operational abilities might prevent some members from aquiring the administrative skills necessary for the complexity of modern executive management. Egan identified two reasons for this situation. First, few leadership training opportunities are provided to managers in many police departments. Second, as it takes about 20 years to reach management, the member only has a few years left in the officer rank before retirement. Egan commented this delay in promotion leaves insufficient time for a person to change. Thibault et al. (2004) commented that people promoted based on operational success may have learned nothing about leadership (pp. 82-83) and may have been promoted without training in management skills.

Police development models must play a role in preparing the next generation of police leaders. Any model involves significant planning and commitment for police organizations to ensure a future supply of well-trained leaders. The various components of an effective leadership development model cannot be effective as stand-alone components; formal training, development activities, and self-help activities need integration. A haphazard combination is not sufficient to ensure an effective model. There must be a systems approach whereby the training and courses integrate with the organization, and senior management becomes involved with the training and mentoring.

Conclusion

To answer the research question, the literature review examined the five topics of leadership, leadership competencies, policing models, police leadership, and leadership development models. The theoretical framework of leadership provides the basis to combine competencies, policing models, and police leadership in designing an effective leadership development mode for policing. I further examined effective leadership in terms of definitions of leadership and the effect of being value-based or centered on emotional intelligence.

The literature shows that core competencies are instrumental in evaluating leadership effectiveness. Also shown is the value of the work environment in the effective development of leadership competencies. A police department must identify the key competencies and link the training to develop them with a systems approach. Encouragement to use and practice the competencies within the work environment is essential. Organizations offering high-quality supervisor/subordinate relationships that emphasize teamwork and support will provide a long-term, sustainable leadership development model.

In reviewing the literature on police models, I found a direct correlation between the policing management style and the policing model. The command-and-control style of management is suited to a crime control model, whereas a more inclusive, democratic management style supports a community-based policing approach. It is important to emphasize competencies that are suited to the model. Thus, competencies such as maintaining beneficial relationships with community officials and appropriately and effectively delegating responsibilities will not be part of a command-and-control model, whereas, along with enhancing team morale and engaging in effective two-way communication, these competencies will be central to community-based policing (Anderson & Plecas, 1999). Designing an effective leadership model requires the integration of competency-based training and long-term, in-house mentoring and coaching, together with strong support from senior management to ensure that the competencies learned are developed and put into effect in the workplace. Additionally, police leadership needs to ensure that it takes into account the culture and nature of police work in its leadership style.

The literature shows that an effective leadership development model should include as many as possible of the following processes: multi-source feedback, assessment centres, developmental assignments, job rotation programs, action learning, mentoring and coaching, executive coaching, personal growth programs, and outdoor challenge programs. Not all organizations can or do provide all of these processes. However, the more processes that are provided, the greater the possibility that the organization will have an effective leadership model.

CHAPTER 3: CONDUCT OF ACTION RESEARCH PROJECT

Research Approach

I designed this project, using action research, to answer the research question: "How to design and implement an effective leadership development model for a metropolitan police department that is confronting an expanded role and challenges, and to ensure that the process is ongoing and sustainable?"

Sub-questions:

1. "How do the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police provide leadership development for police leaders?"
2. "How effective is the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police's leadership development models in developing the VPD's core competencies?"
3. "How could the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police cooperate to provide a more effective system?"

The methodology chosen was qualitative action research based on Stringer's (1999) multi-cyclical model. Although my action research project was relatively small, I believe that it is similar to the concept identified by Covey (2004) when he spoke of the "trim tab" as a catalyst of change in an organization. A trim tab is a small rudder that turns a ship's main rudder. This small project will bring about a significant planned response.

Action research occurs in several forms (Dick, 1998). Glesne (2006) defined action research in the following way:

> Information is first gathered through qualitative and, sometimes, quantitative means. During the reflection phase, the data are interpreted and the multiple viewpoints are communicated and discussed among those with a stake in the process. This is followed by the action phase that involves planning, implementation, and evaluation. (p. 17)

Action research was the underlying philosophy for this project, as it is an effective qualitative research methodology for effecting organizational change.

Stringer (1999) expanded the concept of action research by concentrating on a form known as Community Action Research. This is where the researcher provides collaborative assistance to participants and where both have the role of equal partners in the research process. The participants benefit from the joint venture also. Stringer further described action research as having three characteristics: "Look, think and act" (p. 19). These are the three stages of the action research process. Stringer did caution that the procedures of looking, thinking, and acting will be ineffective unless they are "enacted in ways that take into account the social, cultural, interactional, and emotional factors that affect all human activity" (p. 19).

The first stage, "look," entails collecting the data in a meaningful way, after which comes the next stage of "thinking" or "reflection." Reflection requires the researcher to analyze the data collected and provide the results to the stakeholders for the final stage of implementation – i.e., the "act" or "action." To qualify as action research, it also has to ensure that the stakeholders who are involved in the study are part of the process, and that the researcher acts mainly as a catalyst (Stringer, 1999). The research must also create some change. The interaction between "look, think and act" (p. 19) is cyclical and has a number of iterative cycles. Figure 1, which uses Glesne's (2006) terminology, illustrates Stringer's (1999) circular concept of action research.

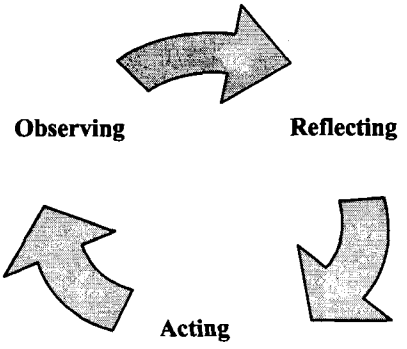

Figure 1. The circular concept of action research.

Stringer (1999) also emphasized that all of the stakeholders in a piece of action research should be included. "Community-based action research works on the assumption, therefore, that all stakeholders – those whose lives are affected by the problem under study – should be engaged in the process of investigation" (p. 10). These criteria are to help ensure both authenticity and trustworthiness. I provided authenticity by collecting the data from the participants and reflected trustworthiness with the reliability of the collection process and the ethical standards used in treating the information (Glesne, 2006, p. 37; Stringer, 1999, p. 10). Authenticity also requires the role of the researcher to be that of a facilitator or consultant (Stringer, 1999, p. 25). Glesne (2006) specified how to deal with the issue of the researcher's bias and resolve it within the research. She said that the researcher must continually be alert to his or her bias and tendencies toward a particular bias (p. 167). By doing this, the researcher also ensures the trustworthiness of the research. I have used Stringer's (1999) model to allow me to reflect on the research by asking the interviewees to review the information they provided, each time I summarized or drew conclusions from it.

There has been discussion over whether action research is restricted to a qualitative methodology or whether it can include both qualitative and quantitative methods. Stringer (1999) argued that the opponents of qualitative research appear to be unfamiliar with the methodology:

> When educators hear the term qualitative research, many are challenged by an unfamiliar paradigm. When doing qualitative research, researchers not only attempt to take on the perspective and attitude of those being studied, but also interpret interactions in the context being studied to reveal participant meanings and perceptions. This approach to research presents many problems for those who are familiar only with quantitative research methods because it seems to contradict many principles traditionally associated with rigorous inquiry. (p. 85)

Following Glesne (2006), I used a mixed methods approach that combines qualitative and quantitative methods in my research. I was mindful of her caution that the particular paradigm I am situated in matches my view of the world.

I based this action research, conducted for the VPD, on Stringer's (1999) multi-cyclical model of action research using both quantitative and qualitative methods, as shown in Figure 2.

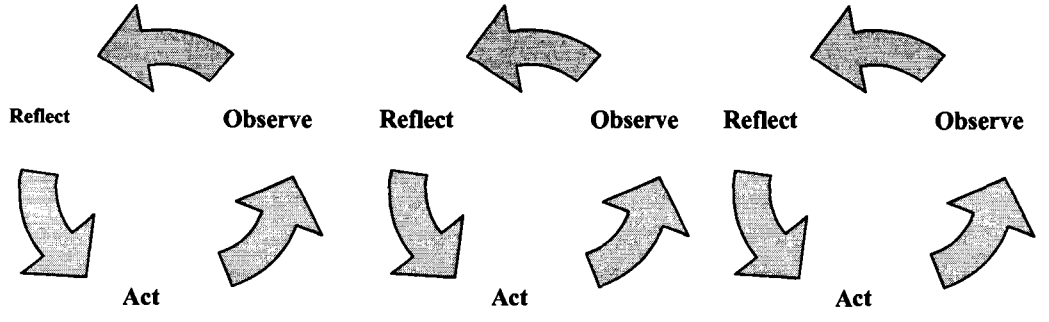

Figure 2. Adaptation of Stringer's (1999) multi-cyclical model of action research.

Note. From *Action Research* (p. 19), by E. T. Stringer, 1999, Thousand Oaks, CA: Sage. Copyright 1999 by Sage Publications. Adapted with permission.

Project Participants

The project participants and the action research team are all members of the VPD. The project participants comprised 26 inspectors, 12 staff sergeants, and 150 sergeants. For the purpose of the project, I combined results from the staff sergeants and sergeants under the designation Non Commissioned Officers (NCOs). The inspectors and NCOs are key stakeholders in the leadership development model. They are also the end users of the leadership programs and courses. This means that they based their input on experience, giving credibility to the research.

One-on-one interviews with the following ranking officers also provided data based on experience. Those interviewed were VPD Deputy Chief Constable (DCC) Rolls, RCMP Chief Superintendent Bill Dingwall, VPD Superintendent Hovbrender, and VPD Superintendent Schnitzer. All of the officers named have given permission that the information they provided is attributable to them. I asked DCC Rolls to participate, as he is in charge of the Support Services Division, which includes responsibility for training. He also has the authority to implement my recommendations. I asked Superintendent Schnitzer to participate, as previously he was the Training Officer and has just completed his MA in Leadership at Royal Roads University. I invited Chief Superintendent Bill Dingwall to participate, as he is the Director of the RCMP's Pacific Regional Training Centre, and I asked Superintendent Hovbrender, because he is the Director of the Police Academy at the JIBC. The research team included Vanessa Carpenter, and Arezo Zarrabian, who are both research assistants with VPD's Planning and Research (P&R) Section and me. The expertise that the research assistants provided was instrumental in preparing and distributing the survey, and in collating the data.

Table 3 shows the distribution of respondents by data-gathering tool, and the rate of participation. Palys (2003) said that impersonal mail-out questionnaires have response rates

between 10% and 40%. The use of a questionnaire distributed by e-mail falls in the same range. As Palys noted, the response rate is only significant if a representative sample is required, as opposed to a heterogeneous sample. I address the issue of validity in the "Research Methods and Tools" section, below.

Table 3. *Summary of Participants by Data-Gathering Tool*

Data-Gathering Tool	Participants	*N* value	*n* value	Rate of Participation
Online survey	Sergeants	150	11	7.5%
Online survey	Staff sergeants	12	1	1%
Online survey	Inspectors	26	9	35%
Not identified	Probably mainly sergeants		29	14%
Total Participants		188	50	26.5%
Interview group #1	VPD Superintendent	1	100	100%
	VPD Deputy Chief Constable	1		
Interview group #2	JIBC Police Academy Director	1	100	100%
	RCMP PRTC Director	1		

Research Methods and Tools

Research Tools

Palys (2003) divided data-collecting research tools into three categories: interviews, surveys, and oral history. Each of these categories can be subdivided. For this research project, I used a pilot survey, an online survey, and four interviews. I also researched academic books and literature, together with police documentation from the VPD and the RCMP. In addition, I conducted research on the Internet for related sites and non-academic articles. I also reviewed the procedures I used and provided evidence of the validity and reliability of my research.

Pilot Survey

I was aware that the research method used, together with the formulation of the questions, can potentially influence the survey results (Glesne, 2006, p. 83). To avoid researcher influence and personal bias, I obtained input for the survey from my faculty supervisor and my sponsor. I also consulted Vanessa Carpenter, a research methodology specialist with the VPD Planning and Research Section, who assisted me with the preparation of the pilot survey and the final survey, and compiled the results. I tested my questions and survey structure with a small group of sergeants whom I trusted to give me honest feedback. The feedback enabled me to reflect and reframe some of the survey questions that lacked clarity. I did this following Glesne's (2006) recommendations not only to use a pilot survey to test the questions, but also to use participants from my target group (p. 43). Palys (2003) also emphasized that a pilot study should be conducted (p. 187).

Survey

Palys (2003) identified three types of questionnaire: the self-administered, the group-administered, and the mail-out. The online survey is a modern version of the latter. Using a questionnaire to collect data is a valid method for qualitative research. Glesne (2006) said: "Qualitative researchers neither work (usually) with populations large enough to make random sampling meaningful, nor is their purpose that of producing generalizations (see Morse 1998). Rather qualitative researchers tend to select each of their cases purposely" (p. 34).

My research questionnaire comprised Likert-type questions, plus several open-ended statements to provide additional insight (see Appendix B). Providing two types of questions allowed for in-depth inquiry into the thoughts of individual sergeants, staff sergeants, and

inspectors regarding the relative importance of the core competency clusters and the quality of leadership training provided by the VPD through internal and external sources.

I obtained validation for the core competencies in the first part of the questionnaire. I asked the respondents to rate 56 core competencies divided into 10 domains. The domains were identical to those used by the VPD in its promotion and performance appraisal system. In this research, I used the term *core competencies*, which is identical to the term *skill* used in Anderson and Plecas's (1999, 2000) research. I also used Anderson and Plecas's research to validate my findings of the value of the core competencies. I used a Likert scale with ratings of "not important," "somewhat important," "important," and "extremely important," whereas Anderson and Plecas had in addition used "very important." I discussed this difference with Professor Anderson as to whether it significantly affected the results and concluded that it did not. The results of the surveys are similar. This comparison followed Glesne's (2006) recommendation that an external audit process is used to ensure the validity of the competencies (p. 38).

I selected an online electronic survey and arranged for distribution via the VPD Intranet by Vanessa Carpenter, and subsequent follow-up by Arezo Zarrabian, both VPD research assistants. Vanessa distributed the survey electronically on September 3, 2007, to 26 inspectors, 12 staff sergeants, and 150 sergeants via the VPD Intranet. Using a third party to distribute the questionnaire electronically enabled me to ensure the respondents had anonymity in completing the survey, and that no one felt pressured to complete the survey. Anonymity of the respondents is important and can affect the responses (Palys, 2003, p. 170). An additional benefit is that members of the VPD are accustomed to this method of inquiry. Arezo sent two follow-up reminders, and I extended the time the survey was available for completion by one week. This resulted in 54 responses, with 48 surveys completed out of the 188 distributed. However, some

of the 48 surveys were incomplete. As the amount of information was still substantial and had yielded valuable information, I decided to proceed with the analysis of the data, as my evaluation of their reliability and validity was that they were trustworthy.

The design of the questionnaire yielded data in nine areas, ranging from members' knowledge of the core competencies, to the amount of cooperation between the VPD, the RCMP, and the JIBC (see Table 4). Of particular value were the questions where the members provided their opinions on the various types of training and courses.

Table 4. *Data from Questionnaires*

The members' knowledge of the core competencies
The value of the core competencies to the members' rank
The leadership courses taken
The informal leadership training/processes
The courses that develop which core competencies
The recommendations to improve the courses
The core competencies relevance in identifying leadership skills
The way the current leadership model will meet future policing challenges
The degree of cooperation between the organizations that are providing the training/courses

Glesne (2006) suggested that informed consent "can contribute to the empowering of research participants" (p. 132). To achieve informed consent, the opening letter attached to the survey emphasized that completing the survey was voluntary and anonymous, and that respondents were able to terminate their responses at any time.

Interviews

I conducted the one-on-one interviews using a prepared set of questions (see Appendix C). I divided the data collection process into three phases. The first was to interview DCC Rolls.

This enabled me to get a global perspective on the research question from the VPD Executive's point of view. The additional value in interviewing DCC Rolls was that I was able to collect data regarding his vision of the VPD leadership program, and I was able to learn how he developed his leadership skills. The input of DDC Rolls made me realize that I needed to indicate how the leadership development model could be ongoing and sustainable.

I then interviewed the three officers responsible for providing police leadership training in BC. I interviewed Superintendent Schnitzer, who provided insight into the VPD's leadership model. Chief Superintendent Digwall provided information on the RCMP's Leadership Development Model and the future plans to cooperate with the JIBC and the municipalities. Superintendent Hovbrender gave an overview on the JIBC and his plans for the future. These one-on-one interviews provided insight regarding what type of leadership training is available, how the three organizations coordinate their efforts in providing leadership training, and how they might enhance these efforts. The data also show the extent and value of non-police training and education in leadership development. The information obtained provided greater insight into the types of leadership training available and the contribution of training to the development of core leadership competencies.

I commenced the one-on-one interviews on October 3, 2007, using an audiotape recorder and making notes of the answers. This approach was not successful for one interview, when the tape recorder failed to record. I was able to provide accurate notes, which the person interviewed later reviewed and certified. Transcripts were made of the recorded interviews and provided to the officers for review and corrections.

I then reviewed all of the data collected and reflected on them. The action that resulted is a series of recommendations to the VPD Training Section, the JIBC Police Academy, and the RCMP's PRTC, with recommendations for further research.

Triangulation, Validity, and Reliability

To ensure the trustworthiness of the research, I relied on two methods. One was the use of a coding scheme to theme and evaluate the data, and the other was triangulation. I adapted Glesne's (2006) coding suggestion, as I only had approximately six themes emerge from the questions requiring written responses. I also used two methods, to ensure that the research was reliable or consistent, and then valid. The initial input I obtained for the survey came from my faculty supervisor and my sponsor, and Vanessa Carpenter provided support for the research's trustworthiness.

The technique of using multiple research methods, referred to as triangulation, further supported the research data's trustworthiness. Berg (1995) described triangulation as combining multiple lines of sight so "researchers obtain a better, more substantive picture of reality; a richer, more complete array of symbols and theoretical concepts; and a means of verifying many of these elements" (p. 5). Moreover, Glesne (2006) promoted triangulation, because "the use of multiple data-collection methods contributes to the trustworthiness of the data" (p. 36). Glesne said that the use of a combination of techniques to collect data indicates that the results are more believable. Palys (2003) explained that reliability is synonymous with consistency; it is a prerequisite to validity. The research, in accomplishing its purpose, demonstrates its validity. In other words, this research is considered valid by proving that the competencies are relevant. The validity is further demonstrated by showing the competencies are a learning outcome from courses and training.

Research Procedures

My first action was to obtain the support of the VPD's DCC Rolls, who is in charge of the Support Service Division, which includes the Training Section. I did this to receive the authority to conduct the research, and because DCC Rolls has the authority to transform this research into action. I explained the research process and the benefits of having current research regarding the leadership training and courses available, together with an evaluation of the courses based on the core competencies used by the VPD. I emphasized how the research would benefit and support the organization. As Foucalt (as cited in Palys, 2003) noted, research "can either serve or challenge existing power structures" (p. 27). I believe the research will serve the organization by providing the model on which to develop leadership in the organization.

Data Analysis

I analyzed the information in a number of ways depending on the collection method. The survey questions that sought Likert-type answers required conversion to percentages for comparison purposes. The 10 questions that required a rating of the respondent, their peers, and their supervisor presented a challenge. The Likert-type scale was from "not competent" to "extremely competent." However, the computer summed the answers numerically. This required manual addition of the responses to obtain the percentage responses. The computer was able to calculate the percentage responses for the remaining Likert-type answers as rated competencies individually. I then recalculated the percentages based on the competency domains. I was then able to organize the data and demonstrate support for the several key study conclusions.

The written responses and the interview transcripts were both themed in the same way. I used a colour-coded system similar to that recommended by Glesne (2006, p. 152). I based the themes on the research question and the sub-questions. As the information provided dealt with

the VPD leadership model and also dealt with the training provided by the JIBC Police Academy and the RCMP's PRTC, I divided the members interviewed into two groups. The first group comprised DCC Rolls and Superintendent Schnitzer. They were able to identify components of the VPD Leadership model and the value of the types of training. Their responses provided insight into the same questions for which the survey respondents had provided written answers. DCC Rolls and Superintendent Schnitzer also identified how their careers had benefited from the leadership model. DCC Rolls also provided insight as to where to provide additional resources. The second group was Chief Superintendent Dingwall and Superintendent Hovbrender. They provided information on the programs available from their respective training academies and ton he success in improving cooperation.

Ethical Issues

In order to ensure the integrity and validity of the research in this project, I grounded it on an ethical base. Palys (2003) identified several ethical considerations that are essential to conducting a project on action research. They include confidentiality, informed consent, the use of deception, and procedural protections and care. I have followed these concepts despite a difficulty identified in Palys (p. 80). He said that although researchers agree on what the ethical principles are, there is disagreement on what they mean and how they apply to specific issues. However, I have followed the eight principles identified by the Tri-Council that guide action research ethically and are included in Royal Roads University's *Research Ethics Policy* (RRU, 2004). The eight principles are (a) Respect for Human Dignity, (b) Respect for Free and Informed Consent, (c) Respect for Vulnerable Persons, (d) Respect for Privacy and Confidentiality, (e) Respect for Justice and Inclusiveness, (f) Balancing Harms and Benefits, (g) Minimizing Harm, and (h) Maximizing Benefit.

In incorporating these principles into the research and evaluating actions taken, I ensured that I met all of the ethical obligations. I avoided ethical dilemmas in the first instance by heeding Zeni (2001), who stated, "Collaboration and communication are the best guides to preventing the ethical dilemmas of practitioner research" (p. 10).

I addressed some specific issues that were particularly relevant to this research. The first was to address the issue of respect for free and informed consent. I did this by following the advice of Smith (as cited in Zeni, 2001), who "stresses the need for dialogue, moving beyond 'contract' relationships to 'covenants' of trust" (p. 11).

I understood the concept of informed consent and took steps to do more than just explain the requirement for consent to complete the survey. I attached a letter to the participants explaining that completing the survey was voluntary, confidential, and anonymous. I had the survey distributed and collected by a research assistance employed by the VPD's Project and Research Section. "Informed consent should be based on honest and complete information regarding what their participation will involve" (Palys, 2003, p. 88). I introduced the survey with a cover letter identifying myself to the intended participants and explaining that they would be anonymous when completing the survey. It was also emphasized it was completely voluntary as to whether the survey was completed or not. Ensuring that respondents could choose to answer the survey anonymously also dealt with the inequity of my rank in relationship to the sergeants and staff sergeants. Providing a method to answer the survey anonymously, I believe, encouraged honesty and complete disclosure, and helped maintain trust in and support of the research.

Concerning privacy and confidentiality, I recognized that people have a right to keep their information private or to share it only with those whom they trust to safeguard it (Palys,

2003, p. 91). Therefore, when I interviewed the four participants, I advised them I would only use the information they provided for the project with their full consent, and I would only identify them by name if I obtained their written consent.

Either the initial interview was tape-recorded or I took detailed notes. From the recorded data, I produced transcripts and sent them to the participants for agreement or correction. Subsequently, any specific details that I intended to use I documented and forwarded to the participants for agreement or final correction. I also requested authorization to attribute quotes to them by name, following Stringer's (1999) multi-cycle model previously described.

A key objective of the project was to maximize benefit by identifying courses and programs based on the core competencies that are effective to develop leadership. This identification should help bring about best practices for developing leadership in the VPD. To ensure that benefits from the project are maximized, I asked the questions posed by Glesne (2006): "For whom is this study worthy and relevant? Who says so?" (p. 134). I will be looking for feedback from the VPD that the project is of benefit to the organization. The specific benefit will be in providing the Training Section, the Human Resources Section, and the participants with a copy of the final project report, with the recommendation that the conclusions are implemented to help develop future leaders. An additional benefit is identifying complementary topics for future research.

I recognized the need to avoid personal bias. "[Standpoint perspectives] should sensitize writers to the need to resist impulses to formulate objective generalized accounts claiming to include the perspectives of all people" (Stringer, 1999, p. 206). I took care not to communicate my preferences for any particular training program or course to the participants, to ensure that the research reflected what the participants said. Not communicating my preference is the best

way to identify to the VPD which training program or courses are the most effective. I was also careful to avoid reflecting personal bias in the summation of the raw data.

Conclusion

I conducted the research following accepted procedures, and I addressed the ethical considerations identified by Royal Roads University (2004). My approach is to focus on the action research question in this chapter. I have described the rationale for using action research and qualitative data. I selected the project participants predominately from the VPD, to obtain my data for the survey. I also interviewed four senior officers: three from the VPD and one from the RCMP. This approach provided me with input from the stakeholders who are the users of the competencies and the providers of the leadership models and associated programs. I used the following research methods: an electronic survey, one-on-one interviews, and a literature review. I also obtained information regarding best practices from other police organizations. I analyzed the data obtained by developing themes and addressing the research question and sub-questions.

CHAPTER 4: ACTION RESEARCH PROJECT RESULTS AND CONCLUSIONS

Study Findings

The purpose of this project is to answer the research question, "How to design and implement an effective leadership development model for a metropolitan police department that is confronting an expanded role and challenges, and to ensure that the process is ongoing and sustainable?" In order to provide an answer to specific elements of police training that support a leadership development model, I also examined the following sub-questions:

1. "How do the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police provide leadership development for police leaders?"
2. "How effective is the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police's leadership development models in developing the VPD's core competencies?"
3. "How could the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police cooperate to provide a more effective system?"

I conducted the research and collected the data regarding these questions in four ways. I conducted a survey and four one-on-one interviews. I also conducted a literature review and examined several VPD information and policy documents. In addition, I obtained information via the Internet, and I made direct requests to other agencies regarding their practices.

I themed the results of the data collection, and I have identified six major findings:

1. The VPD's competencies are valuable tools for the leadership development model and specifically for evaluation of leadership training and courses.

2. Respondents rated their knowledge of the competencies by domains, and the value of the competencies to their current position. These same competencies were identified as transferable leadership skills to be used in the promotion process.
3. Not all respondents have received leadership training, and only some of the courses provided by the VPD meet some of the competency domains necessary in an ongoing and sustainable leadership program.
4. Coaching, mentoring, and informal training are highly valued by the respondents as methods to develop leadership competency.
5. Respondents rated their competence at using the skills consistently higher than their assessment of their peers or supervisors.
6. There is a lack of coordination by the VPD, the JIBC, and the RCMP in providing leadership training, and the training available from the JIBC Police Academy has limited resources for a leadership development program.

The following is an integration of the data I obtained, and I have provided supporting research for each of the findings. The respondents to the survey were not identified except as NCOs or inspectors within the VPD. However, the four senior officers interviewed gave permission for their names to be published and the information they provided me to be attributed to them. The research question covers a wide range of topics, as did the respondents' answers. Therefore, the responses of the participants are included throughout the findings.

As some literature uses the term *competency*, and other literature uses the term *skill* (Anderson & Plecas, 1999, 2000; Ciaccia, 2001; Yukl, 2006), I considered the two terms to be synonyms and use the word competency to also mean skill.

Finding 1: The VPD's competencies are valuable tools for the leadership development model and specifically for evaluation of leadership training and courses.

The VPD uses six domains that it calls "core competencies" to evaluate members for promotion and for performance appraisal. Within each core competencies are several competencies/skills. The domains are Coaching, Communication, Community Focus, Resource Management, Leadership, and Problem Solving & Decision Making. The VPD also uses a number of position-specific domains. As these domains are the same for NCOs and inspectors, I included the key domains of Organizational Awareness, Financial Acumen, and Teamwork. I also added Ethics, as this is a critical competency identified in the literature (Yukl, 2006).

Level of Importance of Leadership Competencies

The respondents to the survey were asked to rate the level of importance of 53 leadership competencies divided among 10 domains (see Appendix D). The level of importance was determined using a Likert scale from "not important" to "extremely important." To demonstrate the domains that were "highly important," the percentage responses to "important" and "extremely important" were averaged (see Table 5). Table 5 shows that the respondents rated teamwork at 89% and ethics at 87% as the highest domains for police leaders to possess. The respondents rated the domains of coaching and communication next in importance, at 85%. The respondents ranked the leadership domain at 81%. The domain of community focus is the lowest-rated domain at 68%, followed by organizational awareness with a rating of 78%. The respondents ranked resource management in fifth place with 84%.

Table 5. *Competency Domains Selected in Order of Importance*

Domain	Percentage of Respondents Rating as "Highly Important"
Teamwork	89%
Ethics	87%
Coaching	85%
Communication	85%
Resource Management	84%
Leadership	81%
Problem Solving & Decision Making	81%
Financial Acumen	80%
Organizational Awareness	78%
Community Focus	68%

To obtain the top 15 competencies that were rated the highest in importance, I combined the percentage ratings of "important " or "extremely important" assigned to each of the 53 competencies contained in each of the 10 domains. The results are shown in Table 6.

It is of note that all 15 of the competencies received a rating as "highly important" by a minimum of 91% of the respondents, and "Building a positive culture at the VPD" and "Encouraging and maintaining a positive work environment" were rated the highest at 94%.

Table 6. *The Importance of Leadership Skills*

	Domain	Competency	Percentage of Respondents Rating as "Highly Important"
1	Leadership	Building a positive culture at the VPD	94%
2		Encouraging and maintaining a positive working environment	94%
3	Problem Solving & Decision Making	Addressing and preventing workplace conflicts	93%
4	Teamwork	Enhancing team morale and motivation	93%
5		Encouraging a team to work on difficult challenges	93%
6	Ethics	Ensuring that the promotional process is handled fairly and objectively	93%
7	Coaching	Appropriately and effectively delegating responsibilities	93%
8		Giving team members feedback about their performance	93%
9		Addressing below-standard performance so that improvement occurs	93%
10		Recognizing and appreciating individual skills and abilities	91%
11		Recognizing and rewarding positive performance	91%
12	Communication	Engaging in effective two-way communication	91%
13		Communicating so others understand and feel understood	91%
14		Communicating effectively in writing	91%
15	Resource Management	Doing goal setting and action planning	91%

As showing the top 15 competencies may create a misconception as to their relative importance, the rating of all the 53 competencies should be considered (see Appendix D). In considering all of the competencies, 98% of the respondents rated the leadership competencies as

"important" or "extremely important" with no rating less than 63%. Sixty-six percent of the respondents scored the competencies higher than 80%. The competencies rated in the 50% range all occurred in the leadership domain. They were "Leading environmental scanning and initiating proactive responses to future trends" and "Forming continuous improvement teams" (see Appendix E).

The four lowest responses were "Developing long-term mentoring plans" (coaching), "Making effective presentations before groups" (communication), "Working effectively with community groups" (community focus), and "Acting to implement the strategic plan" (leadership) (see Appendix D).

Finding 2: Respondents rated their knowledge of the competencies by domains, and the value of the competencies to their current position. These same competencies were identified as transferable leadership skills to be used in the promotion process.

The respondents were asked to rate, by domain, their knowledge of the competencies, the value of the competencies in their current position, and the relevance of transferable competencies to the promotion system. Comparing the ranking of the domains by knowledge, value, and relevance gives a strong indication of which ones are the most significant.

Rating of the Domains as to Value in Current Position

The respondents rated the value of the competencies by domain in their current position. The rating used a five-point Likert-type scale of "very valuable" to "very unvaluable." I added the percentage ratings for "valuable" and "very valuable" and called the combined percentage "highly valuable" (see Table 7).

Table 7. *Respondents' Rating of the Domains in Their Current Position as "Highly Valuable"*

Domain	Percentage Rating as "Highly Valuable"
Teamwork	89%
Ethics	87%
Coaching	85%
Communication	85%
Resource Management	84%
Problem Solving & Decision Making	81%
Financial Acumen	80%
Organizational Awareness	78%
Leadership	75%
Community Focus	68%

As shown in Table 7, the top four domains are teamwork, ethics, coaching, and communication. The respondents rated both teamwork and ethics as the highest valued and reported that they are knowledgeable with the two domains. The respondents rated community focus as less valuable and their knowledge of the domain as lower.

The respondents also rated how relevant each domain is in identifying transferable leadership competencies in the promotion process. I again used a Likert five-point scale of "not relevant" to "very relevant." I calculated the average percentage response, based on domains, of "relevant" and "very relevant" (see Table 8), calling it "highly relevant."

Table 8. *Respondents' Rating of Possession of the Domains as "Highly Relevant" in Identifying Transferable Leadership Competencies for Use in the Promotion Process*

Domain	Percentage Rating as "Highly Relevant"
Teamwork	100%
Coaching	100%
Communication	100%
Problem Solving & Decision Making	100%
Ethics	96%
Leadership	88%
Resource Management	83%
Organizational Awareness	78%
Financial Acumen	70%
Community Focus	52%

As shown in Table 8, the top five rated domains are teamwork, coaching, communication, problem solving & decision making, and ethics. Teamwork, coaching, communication, and problem solving & decision making received a rating of 100%, and ethics received a rating of 96%. Community focus ranked last, with only 52% of the respondents indicating it as highly relevant in identifying transferable leadership competencies for promotional process.

The survey shows that all of the competencies are important for leadership, with the domains of communication and teamwork rated the highest. The respondents were asked to rate their knowledge of the competencies by domain. Table 9 shows the relative rating of those responses. The rating of "familiar" and "very familiar" were combined to show the rating of "highly familiar."

Table 9. *Respondents' Rating of Themselves as "Highly Familiar" with the Competencies by Domain*

Domain	Percentage Rating as "Highly Familiar"
Communication	87%
Teamwork	87%
Resource Management	83%
Leadership	83%
Problem Solving & Decision Making	83%
Ethics	83%
Coaching	78%
Community Focus	74%
Organizational Awareness	74%
Financial Acumen	74%

As Table 9 indicates, the majority of the respondents rated their knowledge of the domains very highly. The top two ratings were communication and teamwork, at 87%. The next domains that the majority of the respondents rated themselves as knowledgeable were resource management, leadership, problem solving & decision making, and ethics at 83%. The respondents rated coaching lower (78%), while only 74% of the respondents rated themselves knowledgeable with community focus, organizational awareness, and financial acumen.

Finding 3: Not all respondents have received leadership training, and only some of the courses provided by the VPD meet some of the competency domains necessary in an ongoing and sustainable leadership program.

The current VPD leadership development model, although not systematic, contains many of the protocols identified by Yukl (2006). The VPD model provides a variety of leadership training to members, using a combination of internal and external courses, programs, and

conferences. The respondents identified the leadership courses they have taken; the courses are shown in Table 10.

Table 10. *Courses Taken by Respondents*

Course Name	Percentage of Respondents Who Have Taken Course
VPD Supervisors Course, Level 1	71%
VPD Supervisors Course, Level 2	71%
JIBC Police Academy Supervisors Course	58%
Any College Course	50%
VPD Internal Leadership Course	50%
Critical Incident Managers Course	38%
CityLearn Leadership Program	38%
360-Degree Feedback Instrument	33%
Major Case Management Course	13%
Chiefs of Police Leadership Conference	8%

Seventy-one percent of the respondents indicate they have completed the Supervisors Level 1 and 2 courses. A significant number of members (58%) have also taken the JIBC Police Academy Supervisors course. The Critical Incident Managers course and the Major Case Management course have a lower response rate at 38% and 13% respectively. Only a few respondents have attended a Chiefs of Police Leadership conference and one third have taken part in a 360-degree feedback process.

The Supervisors Level 1 and 2 courses replaced the VPD Internal Leadership course in 2000, which is probably why the number of respondents who took the course is low, at 50%. Only 38% of members have taken a leadership course from the City of Vancouver's CityLearn leadership program. The course's competencies are similar to those the VPD use (City of

Vancouver, 2008), and all City of Vancouver employees can take the course at no charge. The comment from one respondent does not seem to support the low rating: "It is the only leadership course open to most members and the only one that the VPD lets members take." The list of leadership courses and the number of attendees also seems to conflict with the latter part of the statement. The highest response was for the Supervisors Level 1 and 2 courses.

The Most Effective Courses Providing Leadership Competencies

The respondents identified which courses provided the most effective leadership competencies by domain (see Table 11). The top three courses that respondents identified as being most effective in developing leadership courses were also the most popular courses taken, as shown in Table 11. They were college/university courses and the VPD Supervisors Level 1 and 2 courses. Respondents reported that these courses focused on coaching, communication, and organizational awareness. Although only one third of respondents had participated in a 360-degree feedback instrument, it was rated fourth in effectiveness. It was reported to emphasize coaching, communication, organizational awareness, and ethics.

The Chiefs of Police Leadership conference had the fewest number of attendees, as shown in Table 11, but it developed leadership skills as its name indicates. The skill emphasis of the Major Case Management course also reflected its title. It was reported to emphasize problem solving & decision making, and resource management. The internal VPD leadership courses received a high rating and indicated an emphasis on ethics and organizational awareness. From the findings, the community focus and financial acumen are the only two domains that are not emphasized in available courses.

Table 11. *Courses Available to VPD and the Percentage of Members Who Identified Specific Competencies*

Courses	# of Respondents Who Identified Course as Effective in Developing Leadership Skills	Domain/s That Were Identified Most Often as Effective
Any College/University Leadership Course	17	Communication and organizational awareness
Vpd Supervisors Course, Level 2	14	Coaching
Vpd Supervisors Course, Level 1	11	Communication
360-Degree Feedback Instrument	10	Leadership, communication, and coaching
Any VPD Internal Leadership Course	10	Coaching, communication, organizational awareness, and ethics
Critical Incident Management Course (Canadian Police College)	7	Problem solving & decision making
JIBC Supervisors Course	7	Communication
Chiefs of Police Leadership Conference	7	Leadership
Other Courses – Not Specified	6	Leadership and teamwork
Major Case Management Course (Canadian Police College)	6	Resource management, problem solving & decision making, and organizational awareness
CityLearn Leadership Course	5	Leadership, and problem solving & decision making
RCMP Supervisors Course	0	

Although it is not one of the listed courses, two of the respondents identified the National Coaching Certification Program (NCCP) as a valuable leadership course. One respondent said, "NCCP coaching courses and conferences address leadership competencies and focus on implementation." The VPD requires members to take approved external courses toward pay and

promotion increments. The NCCP is an approved increment course, as it includes leadership competencies and has practical application. This course is presented in an adult learning environment with competency-based decision-making training, which includes reflection during group discussions. Topics that are covered include creating effective teams, setting goals, and managing people.

Another course identified by one sergeant was the British Columbia Institute of Technology (BCIT) Leadership course because of its practical learning environment. Another respondent identified Franklin Covey's course as valuable, also probably owing to it being a practical workshop. Many of the respondents made positive comments regarding courses that had a practical aspect and application. One comment in favour of course content was, "More practical – less theoretical in nature." Another example of a course not on the survey list and that the respondents' recommended is the Senior Police Administrators Course (SPAC) conducted by the Canadian Police College. This program develops organizational thinking and leadership competencies and uses business cases as models. Superintendent Hovbrender's comment on this course was that "SPAC focuses on managers rather than leadership issues."

The inspectors identified one course and two programs as valuable in developing the core competencies: the Critical Incident Managers course, the BCIT Business Management program, and the Royal Roads University Master of Arts in Leadership program. The JIBC Police Academy teaches the Critical Incident Managers course. Respondents rated this course as valuable, because the information offered is not too theoretical and the leadership competencies are applied. The BCIT Business Management program received positive comments to the question, "Which course contributed the most to your development as a leader and why?" The reasons giving for selecting this course included, "It is practical, and is led by people with

expertise related to the business world, and has applications to the VPD." Another respondent recommended the Royal Roads MA in Leadership program.

Only 40 to 50% of the respondents identified a course that met at least one competency. The response would seem reasonable, as many of the courses are sergeant-level courses, and the content contains a significant amount of administration in the curriculum. Support was provided by a written comment that said the courses identified did not provide leadership training; rather, they focused on supervisory competencies. The finding is also consistent with Yukl's (2006) comment that leadership training programs are "designed more for lower- and middle-level managers than for top management, and there is usually more emphasis on competencies needed by managers" (p. 192). In my study, the respondents rated the statement: "I feel that the training available has helped me be successful in my position" using a Likert scale from "very helpful" to "not helpful." Only 42% of the respondents thought that the training had helped them be successful in their current position. Again, this may be a reflection of emphasis on administration as opposed to leadership competencies. Of particular note were the findings that 89% of the respondents identified informal courses as the most valuable component of leadership training and that only 54% stated that formal training had been helpful.

Finding 4: Coaching, mentoring, and informal training are highly valued by the respondents as methods to develop leadership competency.

There was a significant number of responses to the question "What, if any, informal leadership training or development have you received (i.e., Mentoring, Personal Coaching, Self-Directed Learning, etc.)?" All 17 responses were supportive of coaching and mentoring, and several respondents identified informal training as highly valuable. Responses to the question "What, if any, informal leadership training or development have you received (i.e., Mentoring,

Personal Coaching, Self-Directed Learning, etc.)?" included the following. One NCO reported receiving "indirect mentorship at previous position – given the opportunity to be a supervisor and provided counseling during issues but not given suggestions for directions to take or [ways to] deal with problems." Other NCOs commented on how they assisted themselves with leadership development. One had taken courses, read on the subject, and conducted self-evaluation: "NCCP Coaching Courses and Coaching Conferences – addresses leadership skill, methods" and "self-directed reading on leadership, and self-evaluation of tendencies – strengths and weaknesses." One respondent who did not specify a rank made the following insightful comment:

> I believe that engaging in a mentoring role is a very important aspect of policing. A less experienced officer might easily be jaded if they are exposed to negative opinions of an unhappy officer. A successful mentor can easily persuade the junior officer to ignore or accept the source as being unhappy with his present position and it really is up to them to make themselves happy. I believe that attitude is everything. It is not what happens; it is the way you deal with it that makes you the person you are.

Another NCO commented that there are strong mentors and coaches in the VPD. The NCO's comment was " (there are) very strong mentor/personal coaches in VPD and positive relationships with strong supervisors." The NCO emphasized the relationship with strong supervisors. Learning from a supervisor with experience was emphasized several times. Coaching and mentoring were strongly endorsed as methods to improve leadership abilities. Most respondents commented on coaching and mentoring from a strong, experienced supervisor as extremely valuable, as reflected in the following comment:

> Opportunities to practise leadership are important, and the VPD encourages the experience. A missing step – there is a lack of feedback for those participating in work experience – e.g., should have identified and should utilize mentors in a district for each long-term actor. The same can be said for other acting positions.

Deputy Chief Constable Rolls reiterated the value of mentoring in his statement that in District One, mentoring from a strong, experienced inspector was instrumental. The opportunity to work in a challenging position that required creativity and innovation provided training that

Rolls used for later success. Yukl (2006) supported the experiences described: "Appropriate values and behaviors can be learned from competent superiors who provide positive role models to emulate" (p. 192).

Finding 5: respondents rated their competence at using the skills consistently higher than their assessment of their peers or supervisors.

The survey asked the respondents to rate the competence of themselves, their peers, and their supervisors in using the competencies within the domains. The scores for the competencies in each domain are listed in Appendix E. The percentages for the domains were obtained by adding the percentage assigned to each competency and dividing by the number of competencies. To show the rating of "highly competent," I averaged the percentage of the responses for the competencies for each domain by combining "very competent" and "extremely competent" as "highly competent" (see Table 12).

Respondents consistently rated themselves higher in all categories when reporting on their own competence in using the competencies as compared with the competence of their peers and supervisors. The exception was the domain of financial acumen, in which they rated their supervisors as significantly more competent. Respondents rated themselves most competent in organizational awareness and communication, and they considered themselves at least twice as competent as their peers in these domains, as well as in coaching and teamwork. Because the competencies in the domains of coaching, teamwork, and communication depend upon active listening and the exchange of ideas, the responses may indicate that respondents are less competent at applying these competencies with each other. In all domains, respondents rated their supervisors higher than they rated their peers.

Table 12. *Respondents' Average Ratings of Themselves, Their Peers, and Their Supervisors at Using the Domains at the "Highly Competent" Level*

Domain	Percentage of Respondents		
	Rating Themselves as "Highly Competent"	Rating Their Peers As "Highly Competent"	Rating Their Supervisors as "Highly Competent"
Organizational Awareness	88%	54%	78%
Teamwork	81%	43%	60%
Problem Solving & Decision Making	80%	39%	62%
Communication	76%	36%	53%
Community Focus	70%	43%	57%
Resource Management	64%	34%	55%
Coaching	63%	25%	37%
Leadership	63%	44%	57%
Ethics	43%	25%	36%
Financial Acumen	34%	33%	73%

The responses in my study show that the respondents believe that their supervisor is more competent than their peers are, but less competent than themselves (see Appendix E). This is consistent with Anderson and Plecas's (2000) comment regarding the tendency for respondents to rate themselves higher than their peers, subordinates, and supervisors: "Because like people in general, the (employees) tend to award higher ratings to themselves than fellow employees (peers, subordinates and/or supervisors) might give them" (p. 11). My results also reflect the results that Anderson and Plecas (2000) obtained. In my study, a majority of the respondents (50% to 59%) rated their supervisor as "very competent" or "extremely competent" with respect

to leadership. The anomaly is coaching, where in my study only 29% of the respondents rated their supervisor as "very competent" or "extremely competent" in ensuring that skill-specific coaching occurs, whereas Anderson and Plecas's responses were 39%.

The rating of competencies within the domains showed the respondents reporting that their strongest leadership skill is in the domain of organizational awareness (see Appendix E). This is the skill of establishing trusting relationships, which respondents scored themselves as 100% "very competent" or "extremely competent." Respondents considered themselves approximately 33% more competent than their peers or their supervisors at establishing trusting relationships. The survey respondents' answers seemed to reflect that they perceive that they work in a trusting environment; however, this is inconsistent with their lower responses for peers and supervisors, which indicates they do not fully value them as being competent in establishing trusting relationships.

Finding 6: There is a lack of coordination by the VPD, the JIBC, and the RCMP in providing leadership training, and the training available from the JIBC Police Academy has limited resources for a leadership program.

The three stakeholders in providing leadership training in this research are the VPD Training Section, the JIBC Police Academy, and the RCMP Pacific Regional Training Centre. All three organizations provide leadership courses.

The expanded availability of VPD courses is reflected by DCC Rolls' comment that "I'm looking at every educational opportunity that is available and looking at every funding opportunity to send our officers on courses." He identified courses that VPD officers are being sent on, such as the Canadian Association of Chiefs of Police's (CACP) research project, the Federal Bureau of Investigation's (FBI) course in Quantico, Virginia, and the Los Angeles Police

Department's (LAPD) West Point leadership training. DCC Rolls also believed that there are opportunities with universities and provided the example of the Royal Roads University program. DCC Rolls stated that leadership for the NCOs is well provided for in the Supervisors Level 1, 2, and 3 courses.

Chief Superintendent Dingwall stated that the RCMP leadership model begins in Depot and continues with field training once the member graduates. The leadership development then continues up to the executive levels in the RCMP. He identified leadership components in cadet training and leadership training at each of the promotion stages. He said for the officer rank, there are several courses involving national and international training. He also commented that there are opportunities for degree programs with the University College of the Fraser Valley and with Simon Fraser University. Neither the RCMP nor the VPD has any integrated leadership courses, although the RCMP reserves a few seats for municipal members.

The JIBC Police Academy has only one course that directs toward leadership: the Supervisors Level 1 course. The JIBC Police Academy does offer some executive courses through its Centre for Conflict Resolution. However, Superintendent Hovbrender, who recently became the Police Academy Director, is strongly committed to develop leadership programs at the Police Academy. He recognized that between 2000 and 2006, there was a lack of advanced programs, including those in leadership, owing to a lack of funding.

There is some collaboration between the JIBC Police Academy and the RCMP Pacific Regional Training Centre, but one of the current difficulties identified by Chief Superintendent Dingwall is the existence of two separate mandates. One mandate is with the provincial Justice Institute's Board of Directors and the other mandate is with the federal RCMP.

Study Conclusions

Drawing on the findings, I reached the following six conclusions:

Conclusion 1: The leadership competencies used by the VPD are valuable for developing leadership and assessing leadership courses and programs.

Conclusion 2: The respondents lack competence in teamwork and coaching, but value them and recognize them as important in the promotion process.

Conclusion 3: The respondents do not value community focus highly, although it is an important component for promotion and is a keystone for the VPD's (2008) *Strategic Plan 2008-2012.*

Conclusion 4: As a leadership tool, the Continuous Improvement Team is valuable and will help the VPD to gain greater commitment to the strategic plan.

Conclusion 5: The respondents' belief that their competence at using the competencies is greater than that of their peers and supervisors is reliable.

Conclusion 6: There is a lack of coordination by the JIBC, the RCMP, and the VPD in providing leadership training, as well as a lack of consensus on competencies.

I discuss each conclusion in turn.

Conclusion 1: The leadership competencies used by the VPD are valuable for developing leadership and assessing leadership courses and programs.

This research shows that the domains and their related competencies are effective for leadership development and for evaluating the value of leadership training and courses (see Appendix D). I reached this conclusion because of the supporting evidence that follows. First, the competencies' value is demonstrated by the positive comparison of the results from this survey on the level of the importance of the competencies with previous surveys. Second, the

respondents' rating of the importance of the competencies by domain matched those in previous surveys. Third, the respondents' knowledge of the competencies by domain is high. Fourth, the value of the competencies by domain to the respondents in their current position is also high. Finally, the rating of the relevance of the domains to transferable leadership competencies used in the promotion process is also valuable.

I conclude that the VPD results are consistent with previous research. I reached this conclusion because the results of the VPD respondents' ranking of the competencies, within the domains, are similar to those obtained by Anderson and Plecas's VPD survey in 2000. Additionally, Anderson and Plecas compared the VPD results with their earlier San Diego Police Department survey (Anderson & Plecas, 1999) and found that the results are consistent. Furthermore, in his Royal Roads University major project, Ciaccia (2001) of the New Westminster Police Department conducted a survey examining the same concepts and reported similar findings to those of Anderson and Plecas (p. 77).

The top 15 competencies from my research are similar when compared to the results from Anderson and Plecas (2000), and Ciaccia (2001), as shown in Table 13. Anderson and Plecas's (2000) competencies were organized by domains; however, their top 15 competencies were within my top 15 sequential competencies. In Ciaccia's (2001) research, 10 of his top competencies matched my top 15.

The main difference in formatting was that Anderson and Plecas (2000) used four domains divided into 49 skills, while Ciaccia (2001) used four domains with 60 skills. Their research designs contrasted with my survey with 53 competencies divided into 10 domains. In each of Anderson and Plecas's (2000) domains, the top three competencies in their four domains were equivalent to my top 18 competencies.

Table 13. *Top 15 Competencies from This Research Compared to the Competencies Used by Anderson and Plecas (2000) and Ciaccia (2001)*

Domain	Competency	Results: A = Laidler (2008) B = Anderson & Plecas (2000) C = Ciaccia (2001)		
		A	B	C
Leadership	Building a positive culture at the VPD	1	1	
	Encouraging and maintaining a positive working environment	2	1	12
	Identifying and preparing to meet future challenges		2	
Problem Solving & Decision Making	Addressing and preventing workplace conflicts	3	5	14
	Making difficult decisions in a timely fashion		1	4
	Addressing sources, not just symptoms of problems		2	5
Teamwork	Enhancing team morale and motivation	4	1	9
	Encouraging a team to work on difficult challenges	5	3	
Ethics	Ensuring that the promotional process is handled fairly and objectively	6	6	
	Actively expressing care or concern about the welfare of others			1
Coaching	Appropriately and effectively delegating responsibilities	7	7	
	Giving team members feedback about their performance	8	4	13
	Addressing below-standard performance so that improvement occurs	9	3	15
	Recognizing and appreciating individual skills and abilities	10	7	
	Recognizing and rewarding positive performance	11	2	10
Communication	Engaging in effective two-way communication	12	2	6
	Communicating so others understand and feel understood	13	3	8
	Communicating effectively in writing	14	8	
Resource Management	Doing goal setting and action planning	15	4	
	Organizing time and tasks efficiently		3	

Two competencies that rated in the 50% range were in the leadership domain: "Leading environmental scanning and initiating proactive responses to future trends" and "Forming continuous improvement teams." These competencies may have relatively low scores because these initiatives are not widely understood. Furthermore, the Continuous Improvement Team (CIT) that Vancouver had used was a short-lived one introduced to senior management under a previous chief constable.

Conclusion 2. The respondents lack competence in coaching and teamwork, but value them and recognize them as important in the promotion process.

Table 14 demonstrates the ratings for the leadership competencies that the respondents believed were important for leaders to possess. The table shows how they rated themselves in terms of competence in using the competencies, whether they view the competencies as relevant to the promotion process, and how familiar the respondents were with the competencies.

Coaching and teamwork are identified as competencies that are important for the promotion process, with both of them receiving a rating of 100%. Both competencies are rated high as competencies that leaders should possess, with scores in the 80% range. The respondents also said they were familiar with the competencies but gave both relatively low ratings, indicating they were not that competent in using them. Leadership is rated low by the respondents, with a measure of competency at 60%. Nevertheless, it is rated at 80%-plus in importance for leaders to possess and for the promotion process. The leadership domain is considered in more depth in conclusion 4.

Table 14. *Rating of Competencies in Terms of Importance to Possess Compared with Transferable Leadership Competencies Identified in the Promotion Process*

Domain	Percentage of Respondents			
	Rating Self on Core Competencies ("Highly Competent")	Identifying Importance of Core Competencies for Leaders ("Highly Important")	Rating Relevance of Core Competencies Identified in Promotion Process ("Highly Relevant")	Rating Self on Familiarity with Core Competencies ("Highly Familiar")
Organizational Awareness	93%	78%	78%	74%
Communication	80%	85%	100%	87%
Ethics	78%	87%	96%	83%
Problem Solving & Decision Making	77%	81%	100%	83%
Resource Management	77%	84%	83%	83%
Teamwork	72%	89%	100%	87%
Community Focus	67%	68%	52%	74%
Leadership	60%	81%	88%	83%
Coaching	58%	85%	100%	78%
Financial Acumen	26%	80%	70%	74%

The respondents' comments in the survey also supported the importance of coaching. One Sergeant said his informal training included "two very strong mentor/personal coaches in VPD" and he had "positive relationships with strong supervisors." An Inspector said there was value in receiving "mentoring from officers of a higher rank who have more experience." Another Inspector was most revealing in his comment that "having a mentor is the most

important tool one can have. (There is importance in) learning from the experience of others who have gone before you." Coaching is an important tool for effective leaders. This is supported by Desrochers et al.'s (1998) definition: "The leader coaches, mentors and guides others, in order to achieve the organizational goals, while at the same time helping others achieve their full potential" (p. 29).

It is also significant that teamwork is identified as an area where members recognize their need for training. Coaching and mentoring is closely linked to Teamwork. Desrochers et al. (1998) said, "The leader ensures that team members understand what is expected and outlines how they are to perform. He/she directs the energies and abilities of team members towards the accomplishment of goals and objectives" (p. 29). However, they further stated that "the leader involves team members in: the planning and establishing of objectives; as well as, setting goals" (p. 31).

Within the VPD, there seems to be limited training in the competencies of coaching and teamwork (see Table 11). In addition, only approximately 40% have received the training available. The VPD needs additional training for coaching and team building.

That coaching and teamwork can be taught is an idea that is supported by Spencer and Spencer (1993), who demonstrated that competencies could be taught. My conclusion is that these two competencies should be included in future training. This training is necessary because, as well as being important skills for a leader to possess, they are both included in the VPD list of "competencies" required for performance appraisal and promotion (see Appendix A). However, the VPD organization must formally support this training in order for it to be effective. This requirement has been researched by Bozionelos and Lusher (2002). They stated that for team leaders to develop technically and managerially, a company must have a structure to support

them. They believed that a supportive company structure would strengthen and provide unity to a team.

Coaching and teamwork are important competencies for leaders. The VPD NCOs and inspectors indicated in their responses that their competence in using the competencies is relatively low. The conclusion is the VPD should increase training for both coaching and teamwork.

Conclusion 3: The respondents do not value community focus highly, although it is an important component for promotion and is a keystone for the VPD's (2008) Strategic Plan 2008-2012.

Table 14 reveals that the domain of community focus received a low rating in all four categories of response. The respondents rated their competence with community focus at 67%; as important for a leader to possess at 68%; as important in the promotion process at 52%; and familiarity with at 74%. The two competencies "Working effectively with community groups" and "Planning and implementing community-based initiatives" within this domain were rated at 72% and 63% respectively. Anderson and Plecas found a similar finding in their 1999 survey of the San Diego Police Department. Ciaccia (2001) found that the New Westminster Police Service rated "plans and implements community based initiatives" (p. 79) as the second-least important competency (skill) in the "Planning and Organization" domain. Neither Anderson and Plecas nor Ciaccia could provide reasons for this result, and none are apparent in this study.

Community-based policing has an important role to play in modern policing and in future initiatives. A comment by Clarke (2006) reflects this: "More importantly, these examples suggest that community policing continues to be a central vehicle for the development of future operational and strategic policing initiatives" (p. 15). The importance of community-based

policing is demonstrated in Clarke's article, which described how the Edmonton Police Service is basing its proactive policing model to deal with problems such as street disorder and solutions such as intelligence-led targeting of repeat offenders. Community focus is a major component of the VPD's *Strategic Plan 2008-2012* (VPD, 2008), which identified similar initiatives to those of Clarke (2006).

In his report, Oppal (1994) emphasized the need for police departments to embrace community-based policing. The senior management of the VPD followed his suggestion, as indicated in the *Strategic Plan 2008-2012* (VPD, 2008). Additionally, the domain of community focus and its associated competencies were listed in the VPD competencies required for promotion at each rank (see Appendix A). This information illustrates a disconnection between the measure of importance that the results of the survey reflect and the high priority that the VPD as an organization places on community policing. Further research would be useful to determine whether additional training in this competency is required, whether the competency needs to be restated and emphasized by the department, or if alternative methods of prioritizing community policing must be developed.

Conclusion 4: As a leadership tool, the Continuous Improvement Team is valuable and will help the VPD to gain greater commitment to the strategic plan.

In his interview, Superintendent Hovbrender acknowledged that a forward-thinking initiative that the VPD instituted during a previous administration was the Continuous Improvement Team. He believed the CIT allowed for planned change that required all levels of the organization to commit to the change.

Table 14 shows that respondents rated themselves relatively low, at 60%, as being competent in the domain of leadership. However, in this domain, they gave a higher rating for

the competencies of importance for "a leader to possess" and for the promotion process. These ratings were 81% and 88% respectively. A closer examination of the underlying competencies shows that the respondents rated their competency concerning the formation and facilitation of a Continuous Improvement Team at 31%. In this area, they rated their peers at 31% and their superiors at 44%. A possible reason for the low rating of the CIT was the VPD discontinuing its use when the Chief Constable and Senior Executive changed in 2000; the present leadership culture reflects a different management style.

An examination of Table 15 shows the purposes of a CIT as described by Anderson et al. (2006). The purposes as described would assist members of the CIT in developing leadership skills.

Anderson et al. (2006) strongly supported CITs and believed that they allow for all work groups to contribute to the organization and receive feedback about their work unit:

> A leadership organization prepares leaders first. Eventually everyone in the organization learns to work on the organization to improve it, as well as to work in it. People begin to see their individual contributions in the context of the organization as a whole if they are given feedback about their work unit. (p. 9)

Chief Superintendent Ward Clapham, who is the commanding officer at Richmond RCMP Detachment, is a strong supporter of the CIT concept (Clapham, 2008). I also believe the CIT has value and the VPD should reinstitute the concept to improve input to decision making throughout all ranks of members, thus empowering the members of the organization and encouraging commitment to the strategic plan.

Table 15. *The Purposes of a Continuous Improvement Team*

To act as a representative advisory body to the Management Team.
To collect information and opinions regarding community and employee needs and concerns, and report these to other CIT members for their consideration.
To participate in the strategic planning and change management process that considers and targets to meet the needs of citizens and all those who work at [name].
To represent issues and/or recommend strategic changes and communicate these to all those who work at [name], bringing their feedback and concerns back to the planning table for consideration and possible improvement.
To assist in the design and monthly review of the strategic plan and implementation plan with the Management Team.
To help integrate the strategic plan with the Service Delivery Plan, providing input into a clear vision for [name]'s future.
To help communicate and lead the execution of the approved plan to all those who work at here and assist and support other leaders to understand and effectively play their parts in the implementation process.
To monitor progress toward measurable goals and support unit leaders.
To monthly report progress to management regarding the achievement of strategy.
To act as leading agents of change, promoting the agreed upon mission, vision, values and strategies of the [name] Department.

Note. From *The Mandate and Purpose of a Continuous Improvement Team*, by T. Anderson, K. Gisbourne, and P. Holliday, 2006. From the Every Officer Is a Leader Web site: http://www.everyofficerisaleader.com/docs/Mandate_Purpose_and_Roles_for_CIT.doc. Reprinted with permission.

Conclusion 5: The respondents' belief that their competence at using the competencies is greater than that of their peers and supervisors is reliable.

The respondents were asked in the survey to rate the competence of themselves, their peers and supervisor in using the 53 competencies within the 10 domains. The respondents rated themselves higher in all categories except financial acumen when reporting on their competence in using the competencies as compared with their peers and supervisors (see Table 12).

In all of the 10 domains, the respondents rated their supervisors as having a higher competence level than the competence level of their peers. These responses show that the respondents believe that their supervisors are more competent than their peers are, but less competent than themselves. This finding is consistent with Anderson and Plecas's (2000) results in the survey that they conducted with the VPD. They also commented that they have found that respondents generally give themselves a higher rating than they give to peers, subordinates, and supervisors.

Regarding all competencies, my experience is that feedback is critical to understanding one's own strengths and weaknesses. I believe that the survey is correct in that the respondents perceive that they are more competent than their peers or supervisors. Several authors, such as Cacioppe (1998), Conger (1992), and Kouzes and Posner (2007), have said how important feedback is for leadership development. Further discussion occurs on this issue in the Study Recommendations section in the next chapter.

Additional support for the conclusion is found in examining the competencies within some of the domains (see Appendix D). For example, within the domain of coaching, 63% of the respondents rated themselves as competent, while only 25% of the respondents rated their peers at being competent, and 37% rated their supervisors at being competent. However, the respondents' ratings for the competencies within the domain are more mixed (see Table 16). Within the coaching domain, they rated themselves lowest in the following four competencies:

1. Encouraging long-term mentoring relationships: 43%
2. Appropriately and effectively delegating responsibilities: 39%
3. Coaching other leaders to become more effective leaders: 52%
4. Assessing other leaders' skills to help them plan for their development: 33%.

Table 16. *Respondents' Rating of Themselves, Their Peers, and Their Supervisors for the Coaching Competencies*

Coaching Competence	Percentage of Respondents		
	Rating Self as "Highly Competent"	Rating Peers as "Highly Competent"	Rating Supervisors as "Highly Competent"
Encouraging long-term mentoring relationships	43%	22%	25%
Ensuring that skill-specific coaching occurs	67%	31%	21%
Appropriately and effectively delegating responsibilities	39%	37%	43%
Giving team members feedback about their performance	89%	35%	33%
Recognizing and rewarding positive performance	76%	43%	37%
Addressing below-standard performance so that improvement occurs	64%	12%	23%
Recognizing and appreciating individual skills and abilities	64%	35%	37%
Coaching other leaders to become more effective leaders	52%	6%	28%
Assessing other leaders' skills to help them plan for their development	33%	6%	19%

When respondents rated themselves as "familiar" or "very familiar" with the coaching domain, they did so at 78% (See Table 9). This would indicate that they are familiar with the skill but do not consider themselves competent at using it.

The domain of financial acumen again shows the respondents' honesty in that 26% of them rated themselves as competent, whereas 33% rated their peers as competent and 65% rated their supervisors as competent.

It is interesting to note the skill with the highest rating occurs within the domain of organizational awareness, which is equal as one of the lowest ones in terms of the respondents' familiarity of domains, at 74% (see Table 9). The rating of competencies within the domains shows the respondents reporting that their strongest leadership skill is in the domain of organizational awareness (see Appendix E). This includes the skill of establishing trusting relationships, on which 100% respondents scored themselves as "very competent" or "extremely competent."

The respondents reported, of all skills, they are highly competent at establishing trusting relationships in their work environments. Inherent in establishing a trusting working relationship is the belief that all members of a team are working toward the same goal. Dirks (1999) stated that

> When the level of trust is increased, a group is expected to experience superior group processes (e.g., higher levels of cooperation) and higher performance; when trust is decreased, a group is expected to experience inferior group processes and lower performance. (p. 3)

However, respondents indicated that fewer of their peers and supervisors are as competent as they are at this skill. This may indicate that the respondents may not fully understand the dynamics of creating trust in the workplace.

The type of work environment that exists within the VPD culture may have skewed the reported findings in this leadership skill. The VPD predominately work in a team environment in Patrol and specialty units, so the results may have been affected by the closeness and ongoing relationships. Greguras, Robie, Koenigs, and Born (2004), who raised the concern of whether

any recommendations can be based on study findings, asked a related question: whether findings are distorted by the "proximity and frequency of interaction" (p. 3) of team members.

The conclusion is that the respondents' belief that their competence at using the competencies is greater than that of their peers and supervisors is reliable, because the finding is consistent with previous research. A closer examination of the domain of coaching shows that on some competencies, they have given themselves a lower rating, rather than inflating it. The results are also consistent with the relatively lower rating they gave coaching when asked about their familiarity with the competency, and the 26% rating they gave for financial acumen.

Conclusion 6: There is a lack of coordination by the JIBC, the RCMP, and the VPD in providing leadership training, as well as a lack of consensus on competencies.

Based on my interviews with the senior officers from each of the three organizations, I discovered that there is a lack of coordination among the three agencies and a lack of agreement on leadership competencies. I conclude that the opportunity for greater cooperation is possible. One can also be optimistic in that all three organizations understand that cooperation is important and have indicated they have plans to improve this in the future. Differences in competencies can be resolved by their understanding of the value in cooperation.

The VPD and the RCMP both have good leadership development models. The VPD model can be described as a flexible menu of options for development, while the RCMP model is an organized continuum. The philosophy of the VPD model is captured by DCC Rolls stating that he looks at all educational opportunities and funding sources in order to send VPD officers on courses. The VPD sends members on courses and training locally and nationally, as well as to the USA. The RCMP's leadership model is described by Desrochers et al. (1998). Chief Superintendent Dingwall summarized the model when he said, "The RCMP is running a learning

continuum that runs right from Depot to field training right on up through the executive levels in the RCMP."

The JIBC Police Academy needs to provide a leadership role in coordinating the three organizations. This is supported by DCC Rolls, who said: "I would really like to see the JIBC Police Academy take more of a leadership role." Chief Superintendent Dingwall is optimistic that with the cooperation of Superintendent Hovbrender at the JIBC Police Academy, cooperation will increase. In support of this optimism, he reported that he and Superintendent Hovbrender are co-chairs of the BC Association of the Chiefs of Police (BCCP) Joint Training Committee.

In response to my query to Superintendant Hovbrender regarding any upcoming plans for the JIBC Police Academy to change how it cooperates with the VPD, other municipal departments, and the RCMP, he stated that it is a major goal. He also believes he has the knowledge to harmonize training, because of his experience with the VPD, plus his knowledge of urban policing and of the RCMP. Also, as co-chairs of the BCCP Joint Training Committee, Superintendent Hovbrender commented that sharing this position "will help formalize the relationship" of the stakeholders. Superintendent Hovbrender recognizes that the JIBC leadership programs are limited, but said they will increase in scope with new funding initiatives. He provided examples of executive programs such as the planned one- or 2-day Strategic Planning and Communication workshops. Superintendent Hovbrender illustrated the change he is introducing with the example of a recent first-line Supervisors course that successfully ran at the Police Academy. The course is intended for NCOs with 6 to 10 years' service and will include risk management and human resources issues. Senior supervisors shared their experiences and expectations with these NCOs. Another component that was included was the leadership skill of

giving and receiving feedback, which falls within the domain of coaching. A Level 2 course is planned to follow up this successful initiative.

Superintendent Hovbrender identified a key component for leadership training as the use of the provincial government's Police Records Management Environment (PRIME). In his interview with me, Superintendent Hovbrender stated, "This software provides all BC police departments with a basic commonality with new language and developing a harmony of training." He believes that PRIME holds leaders and managers accountable in terms of leadership, and therefore leaders need to have knowledge of PRIME. Superintendent Hovbrender also stated that leaders "need to know how to get information on crime and thus be able to focus on crime reduction and be able to apply analytical tools." This opinion is supported by Read and Tilley (as cited by Clarke, 2006): "Making use of data to establish the existence and extent of a problem to analyse its nature and source, to plan intervention measures to reduce it, and to monitor and evaluate the effectiveness of the selected responses" (p. 4).

Superintendent Hovbrender recognizes the gaps in leadership training and the lack of funding. Despite the lack of funding for leadership at the Police Academy, Superintendent Hovbrender is directing the advanced training forward toward increased leadership courses.

A key to improved cooperation is obtaining agreement on leadership competencies. Chief Superintendent Dingwall identified the need to develop common standards for training, and DCC Rolls also identified that "different people have different ideas of what the most important competencies are." An examination of the competencies used by the VPD and the RCMP show significant similarities (see Appendices A and B). The JIBC Police Academy already uses the same competencies as the VPD (Mancell, 2003). A discussion around this issue based on the

work by Anderson and Plecas (1999, 2000), and Anderson et al. (2006) should be able to identify commonalities and provide a unified list of competencies.

Scope and Limitations of the Research

The scope of the study was wide. The study covered not only the competencies and how they can be used, but also the VPD leadership model, and contrasted the RCMP model and evaluated the JIBC Police Academy's contributions. It may have been more beneficial to have focused on the courses and training available to the VPD and limited my information gathering to the inspectors.

I conducted only four interviews, but due to the positions of the persons interviewed in the organizations, the information collected was very valuable. What may be a significant limitation to the research was that there were 48 respondents to the 188 surveys that were distributed. This is not as high a response rate as I would have liked; however, it is significant that 9 out of 26 inspectors responded. Although the inspector response rate was approximately 35%, the total response rate was approximately 26%, which is a little low. An additional limitation was the time frame for the study in relation to the amount of material I collected and could have collected. I believe I should have limited the research to one topic.

In conclusion, I believe that this study overcame the limitations by confirming the value of the competencies used by the VPD and indicating their use as a tool to evaluate leadership training. The study also provided information that can be used to evaluate the existing police leadership model and improving on it. My recommendations in chapter 5 answer my research question and provide practical recommendations to improve the VPD police leadership development model. The recommendations should also assist in evaluating leadership programs and courses.

Conclusion

The research question and sub-questions have been answered by the findings and conclusions developed in this research project. The overall conclusion is that the VPD has a flexible leadership development model. The findings and conclusions also demonstrate that the VPD model, with some adaptations and additions, can enhance the leadership development program. Furthermore, these modifications will provide the next generation of NCOs and inspectors with the leadership competencies they require in meeting the complex challenges of policing a vibrant and growing Vancouver.

The findings and conclusions have also led me to the conclusion that there is a significant will on the part of the JIBC Police Academy and the RCMP Pacific Regional Training Centre to improve cooperation with the VPD, and with each other, in providing leadership training. However, I believe the JIBC Police Academy has a significant role to play in improving leadership development with an emphasis on urban policing. It seems clear that additional funding from the provincial government is required to assist this type of cooperation. I discuss specific recommendations in the next chapter of this research report.

CHAPTER 5: RESEARCH IMPLICATIONS

Chapter 5 presents the study presents seven recommendations in order to answer the research question. The organizational and leadership implications of the recommendations are then considered, including the effects of not implementing them. Following the recommendations, I discuss the organizational opportunities and the implications of the project processes and results for future research.

The following recommendations are intended to demonstrate how to implement my research question: "How to design and implement an effective leadership development model for a metropolitan police department that is confronting an expanded role and challenges, and to ensure that the process is ongoing and sustainable?"

The recommendations also answer the sub-questions:

1. "How do the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police provide leadership development for police leaders?"
2. "How effective is the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police's leadership development model in developing the VPD's core competencies?"
3. "How could the VPD Training Section, the Justice Institute of British Columbia Police Academy, and the Royal Canadian Mounted Police cooperate to provide a more effective system?"

Study Recommendations

Yukl (2006) identified nine conditions for a successful leadership development model:

1. Multisource feedback
2. Developmental Assessment centers

3. Developmental assignments
4. Job rotation programs
5. Action learning
6. Mentoring
7. Executive coaching
8. Outdoor challenge programs.
9. Personal growth programs (p. 202)

As an organization employs more of the aforementioned conditions the training model will be increasingly more successful. The VPD has a leadership development model that uses or has used several of these conditions to some degree. They include personal growth programs, assessment centres, multi-source feedback, and mentoring and coaching. The greatest asset of the VPD model is that it is flexible, which allows for highly individualized training. As DCC Rolls said when interviewed, within leadership courses, programs, or conferences, he looks at every available educational opportunity. However, an unintended negative consequence of this flexibility is NCOs and inspectors not having a firm structure to follow in developing leadership skills. Therefore, the effect is that the VPD program can lack focus.

The model that I am proposing builds on the VPD model's strengths by structuring it with a systematic process. To achieve this, I have made seven recommendations based on my research findings, the literature review, and the best practices of four organizations: the RCMP Pacific Regional Training Centre, the FBI Academy, the Los Angeles Police Department`s West Point leadership program, and the British National Police Improvement Agency (NPIA). The seven recommendations are:

Recommendation 1. That the VPD plan and implement a systematic enhancement of its leadership development model.

Recommendation 2. That the VPD include a formal mentoring and coaching program in its leadership development model.

Recommendation 3. That the VPD integrate its increment course scheme with its continued support for college and university programs.

Recommendation 4. That the VPD implement leadership secondments to outside agencies and job rotations as part of its leadership development program.

Recommendations 5. That the VPD use a 360-degree multi-source feedback instrument in its leadership development program.

Recommendation 6. That the VPD implement a Continuous Improvement Team (CIT).

Recommendation 7. That the VPD enhance cooperation with the JIBC Police Academy and the RCMP for the purpose of providing fiscally responsible, cooperative leadership training.

I discuss each of the recommendations in turn.

Recommendation 1. That the VPD plan and implement a systematic enhancement of its leadership development model.

This recommendation is the immediate development of a plan to enhance the VPD leadership development model. Enhancing the VPD leadership model does not require a significant increase in resources as it already has a number of the conditions identified by Yukl (2006). Reorganizing the conditions and using the VPD's competencies to enhance and evaluate sections of the model will increase the model's effectiveness. The systematic enhancement of the plan should be based on the VPD's competencies. These competencies are identified in this study as valuable for leadership development. They are supported by the comparison with the studies by Anderson and Plecas (1999, 2000) and Ciaccia (2001).

The leadership development model should start at the constable level and incrementally progress to the chief constable's level. Developing the model systematically will also help meet key objectives of the *Strategic Plan 2008-2012* (VDP, 2008). The plan should include the development of planning tools, which would comprise a learning plan instrument and an evaluation sheet centered on the core competencies/domains and the specific competencies/skills. The planning instrument and evaluation sheet would measure whether a specific course, program, or conference develops the competencies. Members attending the training, program, or conference would forward the completed planning instrument or evaluation form to the training officer. He or she can use this information to evaluate requests and develop criteria on the value of the course, program, or conference. The result would mean that assessments can be made regarding whether developing competencies is a focus of the training, and if funding for the course should continue.

This evaluation tool would also allow for the development of a pre-assessment of a course or program by the training officer, whereby learning objectives are specified based on the competencies. Additionally, the training officer could request a plan that identifies how the learning will be applied in the workplace once the member completes the course or program. This follow-up would also help to alleviate one of DCC Rolls' concerns that he has not seen "lessons learned" applied to the workplace when the member returns from the course or program.

Recommendation 2. That the VPD include a formal mentoring and coaching program in its leadership development model.

The surveys and the interviews clearly support the value of mentoring and coaching in the VPD. DCC Rolls viewed the opportunity of working with a strong, experienced leader in

District 1 as significant to his success. The value of mentoring and coaching is further supported by the literature. Anderson et al. (2006) stated:

> Perhaps one of the best learning experiences people can have is when, at the right time times in their lives, a mentor appears and helps them learn exactly what they need to know to succeed. This may happen by providence or by chance or by an individual seeking out a mentor. (p. 113)

Currently, informal arrangements have been the primary instruments to provide significant benefits in leadership training. Prior to a recent change in rank structure, the pairing of newly promoted inspectors with more experienced officers provided a close working environment that allowed for mentoring and coaching. The new rank structure that has reintroduced the staff sergeant rank will also allow for similar mentoring to continue, providing that the inspector has sufficient experience. To formalize the process, a booklet could be produced that lists the competencies linked to specific learning outcomes that a newly promoted member could follow. This instrument would allow for regular, ongoing feedback in addition to the annual performance appraisal. Such a system could also be linked to internal job rotations, to develop the required competencies.

Mentoring is critical to becoming competent as a leader, as Barnett (2008) stated:

> The development of competence is one of the major goals of all aspiring professionals. It enables them to provide services in a manner consistent with the highest ideals of their profession. As role models, guides, and teachers, mentors may play a vital role in helping their protégés become competent professionals. (p. 4)

The creating of a formal mentoring and coaching program within the VPD will assist newly promoted NCOs and inspectors to develop knowledge of the competencies required for their new role, based on the experience of their mentor.

Recommendation 3. That the VPD integrate its increment course scheme with its continued support for college and university programs.

I recommend that the VPD continue to support and fund university degree programs. Several members of the VPD have completed masters programs at Royal Roads University and Simon Fraser University and have found these programs to be beneficial to their job performance. VDP Superintendent Schnitzer commented in his interview:

> One of the core competencies that I think greatly improved my skill level was in communication, both written and oral. And I got that through the Royal Roads University master's program. I believe that really raised the bar for me.

The VPD could also endorse specific programs to endorse competency domains. The value of this type of program is that it requires the candidate to develop a learning plan that is related to the needs of the department. The plan is refined and developed over the period required to obtain the qualification. Additionally, competencies are acquired that are useful on a day-to-day basis, such as developing teamwork and resolving conflict.

This type of professional development is important for leadership competencies and is demonstrated by the number of members who have acquired BCIT certificates and various degrees while a member of the VPD. Many of the certificates and degrees include an emphasis on leadership and should continue to be encouraged. Acquiring these qualifications demonstrates the commitment to lifelong learning, and the value of the courses is enhanced by linking them to a specific course of study. The VPD already provides significant funding to its members to obtain courses by linking successful completion of them to pay increments.

I recommend that the VPD review all courses and link them to the University College of the Fraser Valley (UCFV) degree programs, or develop similar arrangements with other learning institutions. The UCFV already gives recognition of recruit training at the JIBC Police Academy for academic course credits in its criminology degree program. Integration of VPD funding with university and colleges courses would also allow for career planning. For example, BCIT has a forensics degree program that is useful for members wanting to pursue investigations; other

educational institutes provide training in finance and business. The City of Vancouver's City Learn program also has courses that are recognized for degree programs.

To achieve this integration will require consultation with a number of organizations, including the universities and colleges and the RCMP. During these discussions, an ancillary advantage occurs, because senior management may be able to be given equivalency for work experience to apply as academic credit toward a degree or diploma program.

Recommendation 4. That the VPD implement leadership secondments to outside agencies and job rotations as part of its leadership development program.

Yukl (2006) identified learning from experience as a crucial process for leadership development and long-term change. Bandura (1986) supported this concept and added the concept of behaviour role modeling. Yukl (2006) recommended "developmental assignments" (p. 200) as an important process in learning by experience. In this process, a selected candidate is placed in a position designed to help him or her learn and to stretch his or her abilities. Within the VPD, such opportunities are limited, as there are only enough inspectors to fill the designated positions. Additionally, the selection of assignments should be to develop and refine the competencies identified for the individual. This process requires a variety of tasks that encourage adaptation and the opportunity to deal with new situations.

To provide for this development and allow for behaviour role modeling, I recommend seconding members of the VPD to other police agencies and private businesses for periods of one month to a year, to develop leadership skills. As I have noted, seconding members will present challenges to the VPD owing to current personnel shortages and the increased demands that the 2010 Winter Olympics will create. Exacerbating the personnel shortages is the challenge in obtaining a sufficient number of new recruits in the next few years. However, the department

regularly seconds members to serve on task forces and to attend training programs that last from as short as a week to several weeks. The existing policy provides a precedent for sending members on short development assignments with other organizations. Development assignments also alleviate the costs involved with expensive courses whose value is limited or unknown at this time.

There has been discussion that internal promotion within police departments promulgates the same type of leaders. Egan (2000) summarized this discussion and pointed out that fresh ideas and approaches can come from external promotions. Current members of police departments oppose promotions from outside their own department. However, one should recognize that most of what has been learned in police administration has been external. "Much of what has been learned in police administration in the past twenty-five years, in fact, has come from advancements outside of the police world" (Ciaccia, 2001, p. 41). Methods to develop ideas from outside the organization are important. Theyare recommended by the Society of Human Resource Management (as cited in Police Sector Council, 2006).

A solution that could resolve both of these concerns is to implement a job exchange program. Such a program would allow for members of other police departments to work in the VPD while VPD members work in theirs. A job exchange program could be considered an expansion of an existing policy whereby VPD inspectors have been assigned to integrated police units such as the Integrated Provincial Auto Crime Team (IMPACT). This exchange program can be considered a best practice for police leadership. Secondments for lengthy periods do occur in other organizations such as the RCMP and British police departments. In the RCMP at the Chief Superintendent level, secondments occur with public service agencies and include programs throughout Canada and the US. This recommendation is not new, as Egan (2000) of

the Saanich Police Department made a similar recommendation in his Royal Roads University leadership project. The limited number of administrative positions in the department available for personal development, as discussed above, could be mitigated by short duration or project-based assignments to other departments within the Municipal Public Service (Egan, 2000, p. 106).

There are also potential cost savings from the evaluation of all courses, programs and conferences with the leadership competencies. Evaluating and identifying which courses are most effective will result in some courses being cancelled. The cost savings will then allow more time and funding for secondments. Additional discussion is required to select appropriate secondments and match them with candidates.

Recommendations 5. That the VPD use a 360-degree multi-source feedback instrument in its leadership development program.

Multi-source feedback is a more effective development tool than personal assessment with its single source of feedback. The use of a multi-source feedback instrument is supported by respondents in the survey rating their competence in using the competencies in the 70% to 93% range, while rating their peers' ability below 50% and in the case of coaching 24%. Supervisors received a little higher rating at 59% for problem solving, with a low of 29% for coaching. Organizational awareness received the highest rating at 80% (see Appendix E). These ratings indicate that respondents see themselves as more competent than their peers or supervisors. Anderson and Plecas (2000) also reflected this result in their research.

The use of multi-source feedback would help leaders in identifying their strengths and weaknesses and enable them to improve their competencies. They may not be aware of this perception of other members, because supervisors are reluctant to provide negative feedback in

direct reports and in meetings. The process needs to be anonymous, as Superintendent Hovbrender indicated in his interview. He said there is a lack of trust in the organization for this type of instrument. The lack of trust could be overcome if the process was developed so the feedback was only used for leadership development and could only be accessed by the recipient via the Intranet. However, a better method is for an external professional group to control the data collection process and provide feedback in a non-threatening way. Again, to ensure anonymity the feedback instrument could be distributed and submitted by e-mail without identifying the respondent.

The information provided to the recipient provides 360-degree feedback as to how his or her leadership skills are perceived by direct reports, peers, and supervisors. To ensure that the 360-degree feedback process fits with the VPD leadership development model, the feedback should be based on the competency requirements of each rank. An additional benefit is that specific training can be based on the feedback. If, for example, a member is identified as having difficulty giving feedback, the member could attend a course that deals with that specific issue. Many courses that address performance issues and assist in this area are available from the City Learn program at no cost to the VPD.

Recommendation 6. That the VPD implement a Continuous Improvement Team (CIT).

A number of points support my recommendation that a CIT is valuable and that it should be reintroduced into the VPD. My fourth conclusion was that the Continuous Improvement Team (CIT) is a valuable leadership tool that could assist in gaining support for the strategic plan. I came to this conclusion despite only 31% of the respondents rating themselves as competent in forming and facilitating a CIT (see Appendix D).

Originally, the VPD Executive in office implemented a CIT in 1999 at that time. However, the respondents in the survey that I conducted said that they were not competent in the use of a CIT, most likely because most of the original team members have retired from the department. This point is confirmed when the original VPD CIT membership list as shown on the Anderson and Plecas (1999) survey is examined.

Ige and Kleiner (1997) identified self-managed teams in the US; they are identical to Anderson et al.'s (2006) definition of a CIT. The definition of a self-managed team or CIT is a small group of employees with the authority to make management decisions. These teams are designed to build morale through worker empowerment. Ige and Kleiner noted that such an approach is successful; however, patience is required, because the process is not always easy and difficulties do have to be overcome.

Clapham (2006) stated that the CIT implemented at the RCMP Richmond Detachment is successful and the value in such a team is that a diverse number of views can be brought to focus on a particular problem. The value of such a team approach is also seen in comments by Lane (2006) in that team leadership is shared, and depends upon the specific tasks. Lane gave examples whereby a person who is creative might lead a brainstorming session, or a member with strong organizational skills might take the lead in putting together an action plan.

Apart from staff time and commitment, there is minimal cost for a CIT program. However, as Ige and Kleiner (1997) noted, "Within these teams, the manager's new role is that of a guide or coach" (p. 40). The value to the VPD in enhancing democratic decision-making is that this policy is consistent with a community-based policing philosophy. The construction and use of a CIT will provide input to assist in guiding the direction of the VPD and provide effective

communication between all ranks. To avoid linear thinking or "group think," each team or section should elect its representative.

The Continuous Improvement Team (CIT) is an informed source of information for organizations choosing to use it. This cross-functional team is established in each organization to review data from all sources before decisions are made about setting strategy regarding problems, concerns, opportunities, and threats revealed from the organizational reviews (Anderson et al., 2006, p. 302).

The use of a CIT will provide feedback from all sections of the department. This initiative will give members a voice of their own and is a valuable source of information for management.

Recommendation 7. That the VPD enhance cooperation with the JIBC Police Academy and the RCMP for the purpose of providing fiscally responsible, cooperative leadership training.

Based on the findings of this project, I have concluded that the VPD and the RCMP both have good leadership development models. The VPD model is a flexible menu of options for leadership development, while the RCMP model is an organized continuum. DCC Rolls, who is responsible for all training within the VPD, said he constantly examines educational opportunities and looks for funding to send officers on courses that provide value. DCC Rolls has also stated his belief in aligning with local universities to provide training. The RCMP also has a good leadership development program; however, their mandate is federal. The organization that links training in BC is the JIBC Police Academy. DCC Rolls also identified the key role that the JIBC Police Academy needs to take.

There is great value in the leadership courses and training provided by the VPD Training Section and the RCMP being coordinated by the JIBC Police Academy. The JIBC Police

Academy can facilitate courses that can be offered to both the municipal forces and the RCMP. This coordinating body would maximize the use of scarce resources and provide a complete, ongoing, leadership-training program.

In the past, budget cuts created a significant challenge. However, the provincial government has to be made aware of the problem and the need for additional funding in order to deal with increasingly problematic future challenges in leadership training. A key area that may afford the method to address this problem is the use of the Police Records Management System (PRIME). All police department in BC are required by the provincial government to use PRIME. As Superintendent Hovbrender noted in his interview, police leaders have to be able to use PRIME. This may be the vehicle to bring the stakeholders together.

E-learning is the other avenue that could help resolve some of the shortcomings and funding shortages of providing leadership training and the normal requirements of policing learning. The Society of Human Resource Management (as cited in Police Sector Council, 2006) stated that e-learning offerings are becoming more sophisticated and providing simulation tools. It made additional comments that police department are blending other types of training with e-learning. The society also made an important statement that only 50% to 60% of Canadian police officers have access to e-learning. This number means there is a large, untapped resource base. Although not all police departments and their officers have access to e-learning, they do have computer access. As costs savings from e-learning are large, expanding this area should be examined further.

This method of learning is growing in popularity with the widespread use of the Internet. E-learning provides information, practice, and feedback without the drawback of travelling long distances and being away from home for extended periods. There is an opportunity to try the

system through the Level I Incident Command systems that are available at no or minimal cost. Several universities and colleges are using e-learning for a variety of their courses – this can be linked to the increment course system. Sufficient time during the workday would have to be allocated for training to ensure success of e-learning.

My conclusion is that there is a lack of coordination among the VPD, the JIBC Police Academy, and the RCMP, and a lack of agreement on leadership competencies. The opportunity for greater cooperation is possible. The comments from DCC Rolls, Superintendent Hovbrender, and Chief Superintendent Dingwall provided optimism in that all three organizations understand that cooperation is important. Both Superintendent Hovbrender and Chief Superintendent Dingwall indicated they have plans to improve future cooperation. I believe that discussion will resolve the differences in the list of organizations' competencies. Again, the stakeholders recognize the issues and are prepared to discuss common standards for training. I strongly recommend enhancing cooperation among the VPD, the JIBC Police Academy, and the RCMP. It should assist in providing fiscally responsible, cooperative leadership training.

Organizational Implications

The research has confirmed the importance of the leadership competencies for leadership development. DCC Rolls described two challenges in this area. One is getting people in different organization to agree on one set of competencies. The second is ensuring that when members return from courses, they implement lessons that they have learned. Linked to these challenges is the need to align the appropriate training and courses with the skill set required by each individual.

At least part of the solution to reaching agreement on the leadership competencies lies with the JIBC Police Academy. The competencies that it uses for recruit training and the

assessment centre are based on those used by the VPD (Mancell, 2003). That Superintendent Hovbrender and Chief Superintendent Dingwall are working together on the same committee may assist in rationalizing the competencies. There may also be the need for the involvement of senior management, as the RCMP does have a national mandate. Consultation and discussion among the stakeholders are key to future changes, even if rationalizing competencies cannot be done at the local level. I believe these organizations can agree to reach closely aligned leadership competencies.

A possible solution to the apparent lack of implementation of learning in the department when members return from a course is as follows. Before a member attends a course, he or she is required to prepare a learning plan based on the competencies. The learning plan should include an implementation plan and be agreed to by the member's supervisor. A supplement to this process is an evaluation form that members would complete after attending a course, to identify the competencies covered. Additionally, a rating of the value of the course based on the competencies could be included. This type of feedback to the department would help determine the value of courses and programs, and assist in the selecting of courses for members to attend. The department's intranet contains an electronic library that could include a section to evaluate courses, programs, and conferences.

Obtaining work experience within the VPD and even the City of Vancouver may be possible. Stakeholders may support it since it is cost neutral except for time commitment. The difficulty lies in providing the time to fulfill these functions. There would need to be agreement on the value of such a program, and specific mentors and coaches identified for the program. Following Yukl's (2006) research, work experience with other police departments and non-police organizations for short-, medium-, or long-term secondments is a possibility. The

difficulty is in finding the time to allow these to occur. Adding to the difficulty are the upcoming Olympic and Paralympic games in Vancouver.

If implementation of the recommendations does not occur, the VPD model will continue to produce some very capable leaders. However, the current model does not draw on all of the talent in the VPD and requires self-direction, or in the case of mentoring, serendipity in the pairing with someone who is able and willing to mentor. Where effective feedback is lacking, the consequence is that a member does not know all of his or her strengths and weaknesses, and therefore cannot build on the strengths or correct the weaknesses.

A key issue for VPD is the core competence of building trusting relationships, because the survey reflected that respondents do not perceive their co-workers are adept at it. Without trust, it is extremely difficult to build effective teams. The department hierarchy and working groups are built on teamwork. Developing and training the teamwork competency can improve the effectiveness of the department.

The long-term implications are that other police organizations are implementing best practices and using resources that are available in a systematic manner. The VPD has the opportunity to rationalize its leadership training and programs and benefit from economies of scale by collaborating in an integrated way with the JIBC Police Academy, the RCMP Pacific Regional Training Centre, and universities and colleges.

To ensure cooperation and commitment, the key stakeholders – which include the Vancouver Police Union (VPU), the Vancouver Police Officers' Association (VPOA), and the Vancouver Police Board – must be consulted. My project supervisor is DCC Bob Rolls, who is in charge of the Support Services Division. The VPD Training Section and the Human Resources Section are under his command. In addition, he has responsibility for the Support Service

Division budget. DCC Rolls is a critical stakeholder who can ensure that the first six recommendations will be implemented, as he is also the Chair of the Training Board, which approves training courses and course content. The last recommendation is more difficult in that it requires agreement from all three stakeholders to create effective change. A significant advantage to the VPD is that it can accomplish most of the recommendations within its current practices.

Three-Step Implementation Process

I recommend implementing the study recommendations in a three-step process. The process will include presenting the recommendations to the stakeholders, and explaining how the recommendations will influence and improve their organizations.

Step 1: April 2008 – December 2008

The first step entails planning the entire implementation of the project recommendations. Four of the recommendations will commence in this period:

Recommendation 1. That the VPD plan and implement a systematic enhancement of its leadership development model.

Recommendation 2. That the VPD include a formal mentoring and coaching program in its leadership development model.

Recommendation 5. That the VPD use a 360-degree multi-source feedback instrument in its leadership development program.

Recommendation 6. That the VPD implement a Continuous Improvement Team (CIT).

The initial stage requires communicating the findings, conclusions, and recommendations of the project to representatives of the stakeholders. These representatives are DCC Bob Rolls and the VPD Training Section, and Superintendent Hovbrender, Director of the JIBC Police

Academy. Furthermore, Chief Superintendent Bill Dingwall of the RCMP will be briefed. Presenting this information to these representatives will demonstrate the value of the project to the stakeholders and put into motion the implementation of the project recommendations.

Due to the police culture and the work demands, the method of communicating this information will be primarily one-on-one meetings with the representatives.

I will host a small group information session if it is feasible. However, a one-on-one meeting will have the advantage of my being able to receive feedback on the project, using an extension of Stringer's (1999) model of look, reflect, and act on an individual basis. Feedback on the completed project will enable me to individualize recommendations, thus ensuring that the three organizations (the VPD, the JIBC Police Academy, and the RCMP) have their needs met. Within the VPD, as an initial first step, the courses, programs, and conferences that management approves for pay increments should be scored against VPD competencies. This will help start a database to allow valuations to be made of future programs.

Costs of step 1: The four recommendations selected for step 1 have no cost implications; therefore, the VPD has authority to enact them.

Step 2. January 2009 – December 2009

Consensus and agreement from a number of groups will be required in steps 2 and 3. However, preliminary discussions in step 1 could include the following groups: the VPU, the VPOA, the Vancouver Police Board, and the BC provincial government. Step 2 will include an evaluation of the actions taken in step 1. I will meet with DCC Rolls and Superintendent Schitzer to review how the first recommendations have been implemented and whether any adjustments are needed.

Step 2 will also include recommendation 3, which is to integrate the VPD increment course scheme with its continued support for college and university programs. An initial discussion needs to occur with the British Columbia Institute of Technology (BCIT) and University College of the Fraser Valley (UCFV), to determine what increment and in-service training courses can be given equivalency undergraduate degree credits. The discussion will include deciding if curriculum changes could bring some courses up to degree equivalency. Such a process requires additional planning and discussion to obtain agreement.

Costs of step 2: There should be no increase in costs.

Step 3. January 2010 – 2013

An evaluation will determine the progress made in implementing steps 1 and 2. Recommendation 4, on implementing leadership secondments and job rotations, will be part of step 3, as it will require a longer planning phase and agreement from a variety of groups and organizations. Arranging exchange programs will also take time.

The final recommendation, on enhancing VPD cooperation with the JIBC Police Academy and the RCMP for providing fiscally responsible cooperative leadership training, will also be a lengthy process. It will involve assisting the JIBC Police Academy to obtain sufficient funding to provide leadership courses, which will require applying ongoing pressure on the Police Services Division to ensure that adequate funding. Linked to this pressure will be discussions on developing wording for national police leadership competencies. Both of these initiatives will require discussions at the BC Chiefs of Police and Canadian Chiefs of Police meetings, to develop and agree on basic policing domains and the competencies contained within them.

Costs of step 3: The costs of implementation are difficult to estimate at this time. Cost estimates will be developed on a case-by-case basis.

Implications for Future Research

Further studies would be valuable to determine what training and courses develop which specific competencies. This is necessary, as the research showed that the courses and training currently provided by the VPD only addresses a few of the competencies, if any. In addition, an area worthy of study is that of identifying members with high potential for promotion and selecting them for courses to prepare them for executive positions. Valuable data are held by the JIBC Police Academy, which has conducted assessment centres on all police offices for selection and promotion for more than 30 years (Mancell, 2003). If these data were compared with data on specific members who have been promoted to the ranks of Deputy Chief and Chief, the information could be valuable to identify key competencies required for success.

Further investigation is needed regarding the low rating for community-based policing in the survey in this research study. Community-based policing is a main component of the VDP's strategic plan and underlies the VPD philosophy of service to the public. It may be necessary to reintroduce community-based courses for NCOs and inspectors, to encourage understanding of the value of this type of policing and to jump-start initiatives in this area.

Chapter Summary

The implementation of the seven recommendations will provide the basis for designing and implementing an effective, long-term leadership development model for the VPD. This will ensure that the VPD continues to provide good leadership and is using best practices to align training and programs with the *Strategic Plan 2008-2012* (VPD, 2008).

The current VPD leadership development model should become more effective in confronting its expanded role and challenges if the VDP adopts the seven recommendations in this project. The recommendations should make the model more systematic and enhance it by including best practices. The best practices are mentoring and coaching, 360-degree feedback, and adoption of a Continuous Improvement Team. An additional measure to increase effectiveness is to integrate the increment course scheme with formal education courses.

The recommendation to improve the cooperation between the VPD Training Section, the JIBC Police Academy, and the RCMP through discussion and consultation is critical.

CHAPTER 6: LESSONS LEARNED

This chapter reviews the conduct and management of the research project and identifies the lessons learned. I based the conduct and management of the research on Stringer's (1999) integration of cycles: examining the problem, followed by reflecting, and finally acting on my reflection. In reviewing the conduct of this project, I repeatedly learned the value of integrating steps of reflection, followed by acting on my reflection as the work progressed. It led me to the realization that I received invaluable mentoring from researchers who have studied policing leadership in the past. I also appreciate the necessity of a thorough literature review that included past action research projects.

The lessons learned are based on the following topics:

Preparing to research

Development of the project

Survey design

Systems learning

Leadership – my most valuable lesson.

Preparing to Research

Regarding the reflection process, I used Stringer's (1999) circular concept of action research as the theoretical framework for the research. This framework requires the researcher first to identify the problem, which Stringer termed as "Look." Next, the problem is examined, termed as "Reflect." Finally, this leads to the "Act." I used Stringer's model to evaluate the project at each stage of its progression.

At the macro-level for complex issues – for example, deciding on a police leadership development model – completing the action requires several cycles. As discussed in chapter 1,

multiple cycles are required. I developed a three-part system to allow for continual reevaluation of the data received after each cycle. After the first cycle, there were a number of mini-cycles within the process to deal with the micro issues as they occurred. The mini-cycles required some realigning of the process as identification of the areas needing change occurred. As the research was a living, ongoing project, the value of Stringer's (1999) look, reflect, and act concept was that I was able to focus the project question and sub-questions, which helped provide extensive insight into the research.

It was necessary to adapt the research question as I progressed. The change to the question provided greater clarity to the issues and provided new information or insight. Using Stringer's model as a road map, I was able to narrow down exactly what I was looking for as a topic. Additionally, the research was valuable in clarifying the issue of terminology. My research showed that many definitions were not homogenous – for example, there were several definitions of the term *competency*.

Development of the Project

I appreciate the value of Royal Roads University's step-by-step approach to managing action research and believe that this process enabled me to develop and complete the project successfully. I also consider that with this report, the VPD has a usable tool to assist it in planning for the future of its leaders. The Royal Roads University approach provided a key learning as the writing and organizing of the project developed.

Writing the project would have been easier if I had expanded the scope of the research earlier. Reviewing other major projects and research as my project developed was very valuable. I have to acknowledge the assistance of Professor Terry Anderson, who provided excellent direction and information on previous research. My research showed the value of knowing which

policing model a particular police department is using. It became clear on reflection that the leadership style prevalent in a police department is a reflection of the policing model used. From the literature, this has a significant impact on how successful a police department will be (Anderson et al., 2006). For example, a more democratic of style of leadership will assist a department that fully supports community-based policing.

As the project developed, a significant learning component came from looking for quotes. Initially, I had written out quotes without including the page numbers in the references. I learned the value of writing down quotes with page references from the beginning of the project, to avoid repeated searches for both. This was very important to my understanding of academic research. I also learned the value of organizing and saving edits and copies of drafts on the computer by heading and dates. An additional learning opportunity came from developing a systematic note-taking method and using the organizers provided with the computer software for tables and graphs.

Survey Design

My initial hope was to obtain a 40% response rate for my survey. This would have been consistent with the rate in Hovbrender (2003). The response rate I received was approximately 26.5%. I initially intended to include inspectors only in the survey, which would have produced a higher percentage return for the survey of 35%. I did reflect on this selection, but concluded that there was value in including sergeants and staff sergeants, as they would provide ratings and opinion of members currently in the promotion process. I thought this wider scope would provide additional authenticity to the project.

I learned from the process and the literature that an alternative method of delivering the survey to the respondents may have provided a higher response rate. The response rate from the

sergeants and staff sergeants would have been higher if the survey had been conducted using Palys' (2003) face-to face recommendation (p. 51). Palys also said that for mail-out questionnaires, the response rate is between 10% and 20%. My survey, which was conducted via the VPD Web site, fell within this return rate. However, it was important that the respondents were confident that they could answer the survey anonymously.

My rank may have caused some NCOs to believe they had to answer the survey, which may have created bias. However, I am confident that the responses I received were unbiased. Upon reflection, I may have been able to elicit a higher response rate if I had used peers within each of the ranks to conduct face-to-face interviews. This would have had the disadvantage of being time consuming, though, and the ability to ensure anonymity would have been lost. The response rate for the inspectors was higher; this was probably a result of the time constraints they are under, since the modern trend is to rely on the computer. The response by sergeants was much lower and is attributable to them having more duties that take them out of the office and limit their time for computer responses. However, by ensuring anonymity, I avoided the ethical issues surrounding the respondents feeling pressure to conform and complete the survey (Palys, 2003, p. 151).

An additional issue that I reflected on during the survey period and subsequent to it was the method of distribution. My original intention was to prepare a paper survey and ask members with high credibility in each of the rank divisions to distribute and collect the surveys. However, as I had the full support of the VPD, I was able to use the resources of the VPD's Planning and Research Section. I obtained permission to use the VPD's internal electronic survey and for it to be distributed, collected, and analyzed by a research assistant. As this approach met all of the criteria for anonymity as required by the Royal Roads University Research Ethics Board, I

decided to use the survey. I also reflected on the use of this method of survey distribution, as I was aware that the VPD had received a large number of surveys over the past 2 to 3 years and also that the sergeants and inspectors were extremely busy as a result of the flattening of the rank structure. I was also mindful of Hovbrender's (2003) comment that electronic surveys receive a lower response rate than hand-delivered paper surveys, and traditionally police are more reluctant to complete surveys and so response rates suffer.

Systems Learning

I dealt with changing issues as the project progressed. The issues included the appointment of a new Chief Constable, and the reintroduction of the ranks of Superintendent and Staff Sergeant. I included staff sergeants in the survey, but the survey was complete before the reintroduction of the Superintendent rank.

I examined other police departments' leadership training models. However, the scope and the depth made it impossible to determine whether these models were adaptable to the VPD. Further investigation would be valuable in this area. A systems aspect that came into play was the constant change that was occurring in the VPD. During the 18 months that I was on the Master of Arts in Leadership program, the VPD appointed a new Chief Constable and two new deputy chief constables, and reintroduced the Superintendent and Staff Sergeant ranks. The ranks of Superintendent and Staff Sergeant had been eliminated in 2001.

Leadership – My Most Valuable Lesson

"Leadership is communicating to people their worth and potential so clearly [that] they come to see it in themselves" (Covey, 2004, p. 98). Covey's comment captures my concept of leadership. Prior to starting the Royal Roads University leadership course, I thought it was important to help subordinates complete tasks by showing them the way and making sure they

had the tools to complete the task. I have come to realize that unless subordinates are inspired from within; they will not follow best practices or work to their full potential. As Covey said, the leader's role "is to set in the process of seeing, doing, becoming" (p. 98).

The second lesson that I have learned is a corollary to Covey's (2004) statement, which is that feedback is essential to both the leader and the follower. As Goleman et al. (2004) said:

> Without a doubt, a leader's self-awareness and ability to perceive his performance is as important as the feedback he receives from others. Yet therein lies perhaps the most pernicious strain of the illness: While most people tend to overestimate their own abilities to some extent, it's the poorest performers who exaggerate their abilities the most. (p. 94)

By actively seeking feedback and providing honest feedback in a sensitive manner, not only will I improve my leadership abilities, but also I will help others improve theirs. I conclude that leadership is a creative art where one must perpetually adapt and practise skills in a variety of work environments.

In conclusion, I learned a great deal from this project. I have learned that to be a great leader, one must continually practise what one has learned. The lessons included the multiple cycles of "look, reflect, and act," which I used as a concept repeatedly. Specific learning occurred around conducting qualitative research and knowing how to define the area one wants to research. Additionally, learning to be systematic in recording and survey methodology was invaluable.

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APPENDIX A: CORE COMPETENCIES FOR NCOS AND INSPECTORS

VANCOUVER POLICE DEPARTMENT

INSPECTOR POSITION PROFILE

Rank: **Inspector** *Last Updated: 2003-06-24*

Section/Unit: **General Patrol – District Administrator/Manager**

Summary: Responsible for the day-to-day Management of the Patrol District, and in particular the administrative and Human Resource functions. Provides vision, direction, guidance and leadership to their direct reports and others.

Function	Description
Committee Work	Actively involves self and others in committee work that furthers departmental and community interests.
Planning	**Goal Setting**: Facilitates the establishment of goals and objectives for the Section/District and assists in devising strategies for achievement of these goals. Sets and communicates standards. **Budget Maintenance**: Ensures operating budgets are maintained, using established practices and existing information systems.
Organizing	**Human Resources**: Deploys members in accordance with Section/District objectives, safety considerations, labour relations guidelines, personnel compatibility and crime analysis projections. **Non Human Resources**: Ensures mandates, finances, organizational structures, facilities and other resources are organized in accordance with the above considerations.
Leading & Directing	**Performance Development:** Ensures performance development systems and accountability mechanisms are in place within their District/Section and ensure performance reviews are done. Identifies performance standards for Sergeants, monitors individual performance, provides and solicits feedback and assists Sergeants in eliminating gaps in performance. Completes formal reports on member's performance. **Motivation**: Creates an environment that is positive and encouraging and assists members to reconcile their personal goals with organizational goals.
Problem Oriented Policing	Participates in the community based policing model by acting as community team leader in identifying problems that damage the quality of life, then works through the community as a whole to find and apply solutions to those problems. Utilizes the formal problem solving process.
Generalist Duties	Acts with full authority of the Deputy Chief Constable in his or her absence. Assists the Deputy Chief Constable on a variety of administrative matters; represents the Deputy Chief Constable and/or Chief Constable at meetings of public officials and citizen groups and performs related work as required.

Function	Description
Controlling	**Discipline**: Ensures discipline is maintained at the Sergeant level for dress and deportment, departmental regulations and legal requirements. Is the overall disciplinary authority for their District/Section (and others when assigned) in matters pertaining to labour relations issues. Ensures Departmental protocol is followed when dealing with labour process. Ensures performance problems and issues are dealt with proactively using a progressive discipline approach. **Administrative Controls**: Ensures administrative controls are in place to evaluate numerous functions including, budgets, operational deployment, authorized leaves, performance reviews and reconciliation accounting to ensure they fall within Departmental and divisional policies and guidelines. Ensures periodic audits are conducted to ensure objectives are met.

Competency	Description
Coaching	Providing instruction, guidance, advice and encouragement to help employees improve their job performance. **Performance Planning & Review**: (Seeks improved individual and organizational performance and results.) Ensures regular employee based performance plans and reviews are conducted. **Mentoring**: Shows supervisors how to identify and meet developmental goals.
Communication	Clearly communicates orally and in writing. **Oral Communication**: Communicates clearly and concisely in group settings, in public forums and during organizational presentations. **Written Communication**: Prepares formal reports including budget submissions, clearly, concisely and in a manner consistent with better business practices.
Community Focus	Commitment to a community-based policing model that looks beyond immediate issues and searches for realistic longer term answers to complex community issues. **Public Participation** (Incorporates public input and feedback) Designs organizational processes to include public input. **Community Policing**: (Identifying and solving underlying community problems)Organizes meetings and consultation with local community groups. **Customer Focus:** (Develops organizational actions, values & services that focus on customer needs.) Develops policies and expectations based on customer centred organizational goals.
Resource Management	Works effectively and efficiently within financial, human and physical resources. **Work Management (**Manages multiple tasks and priorities for maximum personal and organizational success.) Prepares organizational plans and budgets, assigns duties, and measures outcomes to make optimum use of human, financial and physical resources. **Financial Planning** (Plans for the financial well being of the organization) Prepares and implements organizational budgets.
Leadership	Influencing, with integrity, others toward a desired direction to achieve the organization's mission goals, and fostering organizational values. **Goal Achievement** (Motivates and influences people toward the achievement of goals.) Effectively influences behaviours of individuals and teams to support organizational goals. **Fostering Values** (Demonstrates and promotes organizational values of the department) Communicates a positive future for

Competency	Description
	the organization in ways that gain the support of others. **Planned Change** (Facilitates planned organizational change) Conducts, implements and evaluates planned change.
Problem Solving & Decision Making	Analyzing and developing appropriate solutions to problems evaluating a course of actions reaching logical decisions. **Problem Solving**: Resolves problems using consultation and consensus when appropriate. **Decision Making**: Thinks creatively and strategically when making complex decisions, the results of which may represent a radical break with the past.

Competency	Description
Position Specific Knowledge	Demonstrates practical knowledge of Federal and Provincial Legislation and Municipal Bylaws. Demonstrates working knowledge of use of force legislation and practices, including powers of arrest and search. Demonstrates understanding of departmental regulations. Applies knowledge of the essential elements of various offences in day-to-day situations/investigations.
Organizational Awareness	Demonstrates the ability to understand and manage relationships within the VPD and other groups, agencies or organizations. Recognizes who the key decision-makers are and predicts how new events or situations will affect all stakeholders. Operates effectively within the VPD's or other organization's informal structure.
Financial Acumen	Provides input into strategic financial planning as it relates to the City of Vancouver and the Vancouver Police Department. Ensures that their District/Section keeps within its budget and provides sound rationale when it exceeds its budget. Uses the SAP information system to guide financial decision-making.
Team Work	Contributes to team activities, shares ideas/information and experience with team members, and demonstrates commitment to team decisions and goals. Participates effectively in group discussions and activities and encourages others to do the same. Provides direction, vision, support, and encouragement to teams, groups, and/or individuals

Required	Preferred
Experience: Type and Length	Experience: Type and Length
Substantive Inspector	Broad range of experiences as a Sergeant; often a new Inspector's first assignment. Previous experience as an Inspector in Investigative or Administrative functions.
Education:	Education:

Some Post Secondary	University Degree
Training:	Training:
	Microsoft Office COV – CMP SAP
Qualifications (Licences, Certificates, etc.):	Qualifications (Licences, Certificates, etc.):
Use of Force	
Other:	Other:

VANCOUVER POLICE DEPARTMENT

STAFF SERGEANT POSITION PROFILE

Rank: **Staff Sergeant** *Last Updated: 2007-01-22*

Section/Unit: **General**

Summary: Responsible for the day-to-day management of designated Sections or Units and provides direct supervision of District, Section or Unit Sergeants/Constables. Provides vision, direction, guidance and leadership.

Function	Description
Planning	**Goal Setting**: Facilitates the establishment of goals and objectives for the Section and assists the Sergeants in devising strategies for achievement of these goals. Communicates standards. **Budget Maintenance**: Ensures operating budgets are maintained, using established practices and existing information systems.
Organizing	**Human Resources**: Ensures that Section members are deployed in accordance with Section objectives, safety considerations, labour relations guidelines, personnel compatibility and crime analysis projections. Manages staffing requirements and ensures that minimum staffing requirements are met. **Non Human Resources**: Ensures facilities and other resources are organized in accordance with the above considerations. Ensures effective file management.
Leading & Directing	**Performance Development:** Ensures performance reviews are done for all members in the Section and conducts performance reviews on the Sergeants. Identifies performance standards for Sergeants, monitors individual performance, provides and solicits feedback and assists

Function	Description
	Sergeants in eliminating gaps in performance. Completes and documents formal reports on Sergeants' performance through SAP. **Motivation**: Creates an environment that is positive and encouraging and assists members to reconcile their personal goals with organizational goals.
Generalist Duties	Acts with full authority of the Inspector in his or her absence. Assists the Inspector on a variety of administrative matters; represents the Inspector at meetings and performs related work as required. Involves self in committee work as required.
Controlling	**Discipline**: Provides supervision and ensures discipline is maintained at the Section level for dress and deportment, departmental regulations and legal requirements. Ensures Departmental protocol is followed when dealing with labour process. Ensures performance problems and issues at the Sergeant rank are dealt with proactively using a progressive discipline approach. **Administrative Controls**: Ensures administrative controls are in place and conducts audits to evaluate numerous functions including, operational deployment, authorized leaves, performance reviews and reconciliation accounting to ensure they fall within Departmental and divisional policies and guidelines. Utilizes computerized systems to monitor and control administrative and operational systems.
Training	Provides initial and ongoing training. Identify issues and trends within the VPD and then communicates the training requirements to the Training Section and/or the Justice Institue.
Resource and Research	Provides advice and insight to unit or program leaders on practical, political and professional issues. Duties include conduction section meetings and preparing position papers. Conducts, directs and supervises research in all units under his/her responsibility.

Competency	Description
Coaching	Providing instruction, guidance, advice and encouragement to help Sergeants improve their job performance. **Performance Planning & Review**: (Seeks improved individual and organizational performance and results.) Ensures regular employee based performance plans and reviews are conducted by the Sergeants. **Mentoring**: Shows Sergeants how to identify and meet developmental goals.
Communication	Clearly communicates orally and in writing. **Oral Communication**: Communicates clearly and concisely in group settings, in public forums and during organizational presentations. **Written Communication**: Prepares formal reports clearly, concisely and in a manner consistent with better business practices.
Community Focus	Commitment to a community-based policing model that looks beyond immediate issues and searches for realistic longer term answers to complex community issues. **Public Participation** (Incorporates public input and feedback). Designs organizational processes to include public input. **Community Policing**: (Identifying and solving underlying community

Competency	Description
	problems) Organizes meetings and consultation with local community groups. **Customer Focus:** (Develops organizational actions, values & services that focus on customer needs.) Develops policies and expectations based on customer centred organizational goals.
Resource Management	Works effectively and efficiently within financial, human and physical resources. **Work Management** (Manages multiple tasks and priorities for maximum personal and organizational success.) Prepares organizational plans and budgets, assigns duties, and measures outcomes to make optimum use of human, financial and physical resources. **Financial Planning** (Plans for the financial well being of the organization) Prepares and implements organizational budgets.
Leadership	Influencing, with integrity, others toward a desired direction to achieve the organization's mission goals, and fostering organizational values. **Goal Achievement** (Motivates and influences people toward the achievement of goals.) Effectively influences behaviours of individuals and teams to support organizational goals. **Fostering Values** (Demonstrates and promotes organizational values of the department). Communicates a positive future for the organization in ways that gain the support of others. **Planned Change** (Facilitates planned organizational change) Conducts, implements and evaluates planned change.
Problem Solving & Decision Making	Analyzing and developing appropriate solutions to problems evaluating a course of actions reaching logical decisions. **Problem Solving**: Resolves problems using consultation and consensus when appropriate. **Decision Making**: Thinks creatively and strategically when making complex decisions, the results of which may represent a radical break with the past.

Competency	Description
Position Specific Knowledge	Demonstrates understanding of departmental rules and regulations as articulated in the R&P Manual. Demonstrates a practical understanding of all collective agreements relating to the unit or teams under his/her Span of Control. Utilizes the various operational or information systems relevant to the Section or Unit allowing monitoring and control of various operational and/or administrative processes. Demonstrates a practical understanding of Human Resources practices including labour relations, attendance management, employee services and selection and promotional processes.
Organizational Awareness	Demonstrates the ability to understand and manage relationships within the VPD and other groups, agencies or organizations. Recognizes who the key decision-makers are and predicts how new events or situations will affect all stakeholders. Operates effectively within the VPD's or other organization's informal structure.
Team Work	Contributes to Section activities, shares ideas/information and experience with team members, and demonstrates commitment to team decisions and goals. Participates effectively in group discussions and activities and encourages others to do the same. Provides direction, vision, support, and encouragement to teams, groups, and/or individuals.

COMPETENCY	DESCRIPTION
Interpersonal Skills	Maintains composure and effectively deals with others. Is patient and shows interest in others. Is easy to be around and is approachable. Makes people feel appreciated and in touch with the person. Others turn to this individual for advice and support.

REQUIRED	REQUIRED
Experience: Type and Length	Experience: Type and Length
Substantive Sergeant	Broad range of experiences as a Sergeant; Previous experience in Investigation Division or Professional Standards Section; Previous VPU experience
Education:	Education:
Some Post Secondary	University Degree
Training:	Training:
	Microsoft Office Major Case Management Versadex SAP
Qualifications (Licences, Certificates, etc.):	Qualifications (Licences, Certificates, etc.):
Other:	Other:

VANCOUVER POLICE DEPARTMENT

SERGEANT POSITION PROFILE

Rank: **Sergeant** *Last Updated: 2003-06-24*

Section/Unit: **General Patrol**

Summary: Responsible for the supervision and co-ordination of all activities relating to the General Patrol Team, including call load management, major incident supervision, deployment of personnel, coaching, evaluation, administration, planning and Problem-Oriented Policing initiatives.

FUNCTION	DESCRIPTION

Planning	Facilitates the establishment of goals and objectives for the Team or Section and assists in devising strategies for achievement of these goals. Plans crime reduction and crime prevention strategies and includes team members in this process. Gathers and uses appropriate intelligence to guide planning process. Sets and communicates standards for individual members and team performance. Communicates plan in both written and verbal format.
Organizing	Deploys members in accordance with Division, District, Team, or Section objectives, safety considerations, labour relations guidelines, personnel compatibility and crime analysis projections. Prepares projected duty rosters and partnerships in accordance with the above considerations.
Leading & Directing – Operational	**Performance Development**: Identifies Performance standards for Team members, monitors individual Performance, provides and solicits feedback and assists members in eliminating gaps in performance, assists members in career Planning by facilitating in-service training and job rotation within the Department. Completes formal reports on subordinates' performance. **Work Load Management**: Monitors the work demands (i.e. incoming calls/cases) for the Section or Team and assigns workload based on priority. Ensures adequate and safe levels of deployment to facilitate the successful resolution of incidents and apprehension of suspects. Makes contact with complainants and/or victims, advising them of delays and/or case status. When necessary ensures that crime scenes are preserved for Forensic applications and evidence is processed correctly. **Motivation**: Creates an environment that is positive and encouraging and assists members to reconcile their personal goals with organizational goals. **Major incident supervision:** Controls the deployment of personnel during major incidents by ensuring that there are sufficient units to provide safety to members, and to contain and apprehend suspects. Ensures that the crime scene is preserved for forensic applications and that evidence is processed correctly.
Controlling - Operational	**Discipline**: Maintains discipline at a Team/Squad level as per departmental regulations and legal requirements (Police Act, Criminal Code). Investigates citizen complaints against members when assigned by management or Internal Investigations Squad. Deals with performance problems and issues using the departments approved labour process. **Administrative Duties**: Provides Administrative controls on numerous Functions including, reconciliation accounting, time entry, current and projected duty sheets, annual leaves and other miscellaneous leaves. Generates reports on the above as well as other activities relating to squad/team/section functions and responsibilities. **Report Review and Approval**: Reads and monitors members' reports for structure, content and thoroughness. Reviews and approves various reports including GO reports, external and internal communications.
Problem Oriented Policing	Participates in the community based policing model by acting as community team leader in identifying problems that damage the quality of life, then works through the community as a whole to find and apply solutions to those problems. Utilizes the formal problem solving process.
Practitioner	Performs the duties of a primary response unit/direct report when circumstance or deployment dictates.