A STUDY OF

THE RELATIONSHIP BETWEEN

STRATEGIC HUMAN RESOURCE MANAGEMENT

IN CANADIAN POLICE SERVICES

AND

THE EVOLUTION OF CONTEMPORARY POLICING

A Project

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ABSTRACT

Contemporary policing has slowly evolved since the 1960s and the change may be incomplete. While the reasons for the slow change of culture are several, literature suggests strategic human resource management will facilitate culture change. Therefore, the study first identified the fundamentals of contemporary policing and its relationship with the strategic human resource management necessary for successful quality-focused organizations, and the behavioral competencies necessary for a quality and client/customer focused organization. Subsequently, through a self-administered survey, the study sought to test the hypothesis that the application of strategic human resource management subsequent to the organizational strategy of contemporary policing has facilitated a culture change from traditional to contemporary policing. This was achieved by determining to what extent strategic human resource management had been applied to Canadian policing, the degree to which the fundamentals of contemporary policing had been implemented, and to assess whether there was a relationship.

The results, from 64 police leaders representing 48 police services, indicated that although the police services represented were at various points on the continuum of change, many police services did not use strategically managed human resources and the indications were that the evolution of contemporary policing, overall, was probably incomplete. Although further research is necessary, when these findings are considered in conjunction with strategic human resource management literature they suggest, notwithstanding other variables, that strategic human resource management could enable the desired culture change in Canadian policing. Of particular interest was the finding that many police leaders did not seem to understand the fundamentals of contemporary policing, the concept of organizational strategy nor the concept of linked human resource strategies.

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1. INTRODUCTION

"Community policing" has been a touted strategy of Canadian police services since the mid-1970s. However, the experience of the author suggests that the culture change to "community policing" is generally incomplete. A survey of the literature confirms that policing continues to cling to practices consistent with the traditional policing model despite claims of police services to have changed to the contemporary strategy of "community policing." A significant factor in the failure of "community policing" to fully materialize in Canada may be the failure of police leaders to establish an organizational strategy of contemporary policing and to recognize the necessity of aligning human resource practices with the organizational strategy. If this is so, Canadian policing will continue to operate partly in the traditional model and partly in the "community-policing" model until changes are made to the management of human resources in police services.

Consequently, the primary objective of this study was to investigate the hypothesis that the application of strategic human resource management subsequent to the organizational strategy of "community policing" has facilitated a culture change from traditional policing to contemporary policing. A secondary objective was to stimulate the interest of Canadian police leaders in the importance and relevance of human resource issues in Canadian policing and to make recommendations to Canadian police leaders with respect to strategic human resource management. The study, therefore, first examined strategic human resource management and the traditional and contemporary models of policing in order to determine the elements of each and thus be able to identify and establish indicators of the application of strategic human resource management and the extent to which change has been made to contemporary policing. Subsequently, these indicators were incorporated in a survey of Canadian police services, police boards, and police associations **(Appendix A)**.

2. LITERATURE REVIEW

2.1.Strategic human resource management

Because a major challenge in any organization is the creation of a culture where everyone is moving in the direction dictated by the organizational strategy, a strategic approach to human resource management whereby human resource practices are linked to the organizational strategy and aligned with the organization's goals and values is key to the effective implementation and management of culture change (Caruth & Handlogten 1997; Green 2000; Nutley 2000; Souque 1998). Although the organizational strategy provides purpose and shape to the direction and destiny of the organization, ultimately organizational goals are achieved through people. The necessary alignment of employees with the organizational strategy and organizational goals can be achieved through human resource strategies such as staffing strategies, relevant compensation strategies, and a succession management strategy linked to the organizational strategy (Caruth & Handlogten 1997; Heneman, Judge & Heneman 2000).

Because the human resource systems of an organization are important design factors to support the business strategy (Cummings & Worley 1997), such a strategic approach will enable an organization to have human resource systems in place that hire, place, and subsequently develop employees who match the demands of the job as well as the leadership and style of the organization (Lawler 1992: 54). The challenge, therefore, of human resource management in an organization is to be in strategic and tactical partnership with the overall organizational strategy (Zwell 2000). Two means of establishing human resource practices that are congruent with the organizational strategy are, first by personal alignment, whereby through discussion with, and participation of,

employees they understand how their personal goals and values fit with the organizational goals and values. Secondly, through structural alignment of employees, "by using behavioural language to link [human resource] systems to an organization's identity, including [its] core competencies … values, and priorities" (Green 1999: 52).

When an organization is committed to quality, then the human resource systems, including recruiting, selecting, hiring, placement, promotion processes, rewards/awards, employee development, and the performance appraisal of teams must be aligned with organizational values consistent with quality. Staffing decisions based on behavioral competencies congruent with quality will reinforce the quality culture (Kinlaw 1992; Morgan & Smith 1996). When the focus of hiring, placement, or promotion is on persons who already have the behavioural competencies that enable them to contribute to a quality strategy then the training and development necessary for a quality work place will be much more effective (Morgan & Smith 1996). It is the opinion of Lawler and Ledford (1997) that, "[a] competency-based human resource management system … represents nothing short of a re-invention of the practice of human resource management" (245-246).

2.1.1. Competency-based human resource management

Competency-based human resource management is a strategic approach to human resource management that has numerous advantages (Zwell 2000):

- ❖ The effectiveness of the competency-based approach to human resource management is due to the ease with which organizational strategy and values are translated into behaviors and actions that are easily understood and performed by employees (Green 1999).

❖ Subsequent to identifying behavioral competencies for each job and assessing these in an existing employee or job applicant, it is possible to hire, develop, assess, and/or place people in the organization who will manifest the behaviors required for the desired culture. The probability of successful organizational change is, therefore, increased.

❖ Competency-based human resource management is beneficial in a stable and mature organization. However, it appears to be even more effective in an organization (such as a police organization) that is undergoing organizational and cultural change.

❖ "Behavioral competencies, the traits and characteristics that differentiate superior from average performers, have been shown to be significantly more predictive of performance than aptitude, skills, or experience" (3). Consequently they have the potential for major impact on all facets of an organization, including the strategies and tactics necessary for cultural and organizational change.

❖ Competency-based human resource management enables recruiting, selecting, hiring, vertical mobility, horizontal mobility, performance measurement and feedback, learning and development, succession management, and compensation to be linked by the relevant and validated behavioral competencies for each job.

❖ By using objectively developed and validated behavioral competencies, competency-based human resource management is "founded on the most non-discriminatory of concepts" (182), because the emphasis is on assessing persons against competencies rather than against qualifications, education and experience. Thus the processes for hiring, development/learning, performance assessment, lateral transfer and promotion using a competency-based approach can withstand

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scrutiny with respect to whether some groups, or sub-groups, are at a

disadvantage or an advantage when being hired, moved laterally, or promoted

(Cornelius 1999).

❖ Behavioral competencies, aligned with rating anchors, provide the foundation for

structured staffing interviews and the structured appraisal of employee

performance and development (Green 1999). Competency-based performance

appraisals focused on the degree to which the employees contribute to the

organizational strategy and help to focus the organization on results. A study of

best practice organizations shows these organizations use the employee

performance appraisal process as a primary driver of culture change (Grote

2000).

Depending on the source, the definition of a competency differs slightly, but can

be considered as, "a cluster of related knowledge, skills, and attitudes … that affect a

major part of one's job (a role or responsibility) that correlates with performance on the

job, that can be measured against well-accepted standards, and that can be improved

through training and development" (Parry 1996). Alternatively, but similarly,

McClelland (1973) defines a competency as a personal trait or set of habits that leads to a

more effective or superior job performance.

Competencies can be broken down into "threshold competencies," which are

those minimal skills necessary to get the job done, and "distinguishing competencies,"

which are those at the level necessary to perform "superbly" (Goleman 1998: 319).

Zwell (2000) groups competencies into categories of task achievement, relationship,

personal attributes, managerial, and leadership (25). Yukl (1989) breaks competencies

into three groups:

❖ <u>interpersonal skills</u>, which are those relative to human behavior and interpersonal interaction such as cooperation, communication, sensitivity, and empathy

❖ <u>conceptual skills</u>, which include problem-solving/analytical skills, creativity, and critical thinking

❖ <u>technical skills</u>, which are knowledge of the methods, processes, and techniques required for the job and how they can be applied (191).

Notwithstanding the importance of technical expertise/functional competencies (Morgan & Smith 1996), there is debate about whether these are competencies, per se, because technical skills are less predictive of performance than behavioral competencies (Zwell 2000). For example, a technical exam may only reflect how well a candidate has studied (Goleman 1998). In a national survey of employers, technical skills for entry-level persons were viewed as less important than the ability to learn the job (Goleman 1998).

Competencies are best determined by using a consultative and inclusive process such as an employee focus group(s) facilitated by a human resource professional that should include, but not be limited to, incumbents in the position/job in question. A focus group could also include internal and/or external clients/customers, depending on the job in question. In such a process, the group collectively analyzes the parts of the job and discusses and decides, in the context of the organizational strategy, which behaviors, characteristics, traits, skills, and abilities are necessary for the job to be completed well (Dubois 1993; Green 1999).

Behavioral competencies increase in relevance and effectiveness when they are derived from behavior-based mission statements, vision statements, and value statements (Green 1999). A survey of 134 persons across diverse organizations revealed that the

primary reason for using a competency-based system was to provide a linkage, through the selection, appraisal, and learning of the persons in the organization, with the mission, vision, values, and culture of the organization (Green 1999).

Competencies, once identified, are clustered to form a competency model relative to a specific job or job group. Although each job usually has a unique competency model that reflects the uniqueness of the organization and its jobs, some competencies are integral to the organizational philosophy and critical to organizational success to the extent that they are common to each model (Green 1999; Zwell 2000).

The competency level of employees can be determined through a combination of competency-based self-assessments/application forms, psychometric testing, assessment centers, and competency-based interviews (Bakker 2001; Fulmer, Gibbs & Goldsmith 2000). Although psychometric testing can be used to identify aptitude and personality-based competencies, in the absence of other selection and testing tools it is a weak indicator of performance. However, it is a useful means of confirming assessments determined by other means (Bakker 2001; Zwell 2000). Cognitive ability tests have some degree of validity for all types of jobs; in particular, for medium complexity jobs such as a police officer, and for high complexity jobs. There is, however, a concern regarding adverse impact with respect to cognitive ability tests (Heneman, Judge & Heneman 2000). Because IQ is a poor predictor of future performance (Goleman 1998), McLelland (1973) advocates the replacement of intelligence testing with competency-based testing.

Assessment centers, although potentially resource intensive, meet this need. The use of an assessment center is one of the most objective, defensible, and valid ways to determine competency levels, and to identify competencies requiring development

because the testing of behavioral competencies is job related (Bakker 2001; Green 2000; Swanson, Territo & Taylor 1998). Structured behavioral competency interviews also meet the need for competency-based testing. They are founded on the premise, supported by substantial research with respect to human behavior, that past performance is a predictor of future performance (Morgan & Smith 1996). Behavioral competency-based interviews ensure that the suitability of the applicant is systematically and objectively evaluated through a structured and standardized interview by seeking events from the applicant's past experiences to compare to the relevant job-related competencies for the sought-after position. Due to the high validity of behavioral interviews, bias and adverse impact are greatly reduced (Coutts 1990; Green 1999; Heneman, Judge & Heneman 2000; Morgan & Smith 1996). This structured process will enable staffing of the organization with persons who will improve organizational performance (Morgan & Smith 1996).

2.1.2.   Staffing

To maximize the value of human resources, it is essential that staffing strategies and processes are developed and implemented that will strengthen and support the organizational strategy (Coutts 1990). Staffing is a key component of strategic human resource management that "establishes and governs the flow of applicants into the organization (external staffing) and within the organization (internal staffing)" (Heneman, Judge & Heneman 2000: 5). Research in "private sector" manufacturing and service organizations indicates a strong relationship between effective staffing and the performance of the organizations, in that organizational goals are successfully achieved when staffing activities are undertaken to select and deliver the required number of employees with the right skills for the jobs in question, at the right time (Caruth &

Handlogten 1997; Heneman, Judge & Heneman 2000; Morgan & Smith 1996). To

consider staffing and its implications, it is necessary to discuss the interrelated activities

of job analysis, selection, hiring, placement, performance appraisal, training and

development, succession management, as well as rewards and compensation (Caruth &

Handlogten 1997).

Organizations have historically perpetuated the status quo by selecting,

promoting, and rewarding employees who conform to the organization's present

standards as opposed to the desired standards (Argyris 1999). When an organization is

seeking to change to, or to maintain, a quality-focused corporate strategy then quality

should be a focus of selection processes to ensure employees fit with the desired

organizational culture (Deming 1986; Lawler 1992; Miner & Crane 1995; Morgan &

Smith 1996). For example, if policing is to move into the "community-policing" era, the

criteria for recruitment, evaluation, and development of human resources should

correspond with the organizational strategy of "community policing" (Carter 1996).

A study by ASQC[1] indicated organizations were more likely to seek "quality

attributes" (Morgan & Smith 1996: 6) of candidates in the staffing process when they

had a Total Quality (TQ) strategy. Such organizations identify, select, and promote

employees who are able and willing to learn and implement the philosophy and practices

of quality (Morgan & Smith 1996: 7). The overall competency of an organization is

improved by seeking new employees with the necessary competencies, by improving the

competency of existing employees, and by changing the culture to enable increased

frequency and impact of competent behavior (Zwell 2000).

Because of the closed personnel system found in police services, a discussion

about staffing would be incomplete without looking at the virtues of external hiring as

well as internal hiring. External hiring brings new ideas and different perspectives in terms of evaluating a police service and instituting change (Byham 2000; Wiersema 1992). A longitudinal study of a sample of Fortune 1000 diversified companies found that when leaders were selected externally, there was a greater likelihood of significant changes in organizational strategy. The reverse was found when leaders were selected internally (Wiersema 1992).

2.1.3.   Competency reinforcement, development, training, and learning

Traditionally in the Canadian public sector, little attention has been paid to training needs and the necessity to link human resource strategies to longer term corporate objectives (Bernier & Potter 2001). However, sustainable systems built on competencies must include the means to develop existing competencies and to acquire newer competencies. Contemporary police organizations must do more to link training with the strategic direction of the organization and to embrace organizational learning (HRDC 2001).

Organizations that are committed to sustainable quality and valued service invest substantially, on an ongoing basis, in formal and informal learning for employees (Lawler 1992). Consequently, a key responsibility of leaders is to ensure that the necessary learning objectives are derived from, and linked to, the organizational strategy through the relative behavioral competencies for the position and that all employees have the competencies and level of competency development necessary to enable continuous improvement necessary to maximize performance of the organization and to support the desired culture (Green 1999; Zwell 2000). Roberts and Corcoran-Nantes (1995) found training that enables employees to continuously improve, and thus satisfy clients, is critical if an organization is to achieve a quality culture. They also found that not only

does such training ensure that structural changes in the organization are reinforced by cultural change, but successful quality-focused businesses use human resource management specialists as change agents.

The orientation of employees to the values and culture of the organization and the linkage with customers/clients and service policies is important to ensure successful work performance (Caruth & Handlogten 1997; Green 1999). The orientation and socialization of new police officers has far-reaching effects on their development and future performance and how they accept and practice the principles of "community policing" (Brown 1993; McCampbell 1997; Nowicki, Sykes & Eisenberg 1991). However, historically, the processes for the selection of field training officers have often been inadequate in that they have been based on seniority. In addition, field-training officers consequently assigned have usually had little or no training in preparation for the role (Oppal 1996). According to the Strategic Human Resources Report 2001on human resource issues in Canadian policing, some police officers interviewed during the study said officer coaches were not very effective and that some became field-training officers to enhance their own promotability or to earn more money (HRDC 2001).

Because orientation and socialization of new police officers is a vital component of the competency development and reinforcement necessary to ensure socialization to the desired culture (Nancoo 1993; Peak & Glensor 1999; US-DOJ 1997), the selection criteria for, and subsequent selection of, field training officers is critical (Nowicki, Sykes & Eisenberg 1991; Trojanowicz & Bucqueroux 1994). The Oppal Report recommended mandatory provincial standards for the selection and qualification of field training officers (1996).

Training, development, and performance measurement based on the competencies congruent with "community policing" are essential for successful implementation of "community policing" (Trojanowicz & Bucqueroux 1994). The design of recruit training, field training, and ongoing in-service training that is aligned with organizational values, strategy, goals, and programs will subsequently advance the culture change to contemporary policing (Nowicki, Sykes & Eisenberg 1991; Peak & Glensor 1999).

2.1.4. Total compensation, rewards, and recognition[2]

Although, "police agencies have long been notorious for urging rank-and-file officers to do one thing while rewarding them for doing something else" (Goldstein 1990: 163), contemporary policing requires a reward system that clearly links excellent performance with rewards (Oppal 1996). Reward systems, which have a major impact on the types of employees in an organization and their motivation, must fit the organizational strategy (Lawler 1992). When the organizational strategy is focused on quality and teamwork, then it is essential that employees receive the appropriate recognition and rewards for their involvement so that teamwork, continuous improvement, and quality is encouraged (Bank 1992; Martin 1993; Lawler III, Mohrman & Ledford 1995).

Job-based pay is inconsistent with the concept of quality and may even impede necessary culture change (Lawler 1990). However, competency-based pay is an attractive and relevant strategy for the contemporary workplace (Maggio 1998) and a skill-based/knowledge-based pay system is effective for rewarding the continuous learning of employees (Lawler 1992).

Although reward systems are important, performance evaluations are also tools to influence the desired performance. For example, when working in teams effectively is

necessary to achieve organizational goals, then the traditional performance evaluations that are focused only on the individual are not appropriate (Denhardt, Denhardt & Aristigueta 2002). When the organizational strategy is "community policing," then job descriptions and individual and collective performance assessments must reflect the principles and goals of "community policing" and subsequent evaluation and rewards must be congruent with the strategy of "community policing" (Nancoo 1993). That is, performance assessments must recognize a police officer's application of the principles of "community policing" (Peak & Glensor 1999).

2.1.5.   Succession management

Succession management, which enables the identification of the necessary pools of potential leaders through a focus on the behavioral competencies, experience, and attitude for the job, is a strategic responsibility that is necessary to meet the organization's strategic needs (Jones 2000; Schall 1997). Contemporary organizations place an emphasis on decentralization of power, total involvement, and teamwork. Therefore in the corporate environment of the 21st century, where teamwork is emphasized and leadership responsibilities tend to be shared, the key to effective succession management is to develop strong leadership teams that can lead the organization as opposed to developing individuals to be "all things to all people" (Evans 1998; Leibman, Bruer & Maki 1996).

The demographics of Canadian police services are such that the large numbers of police officers hired in the 1970s and 1980s are now retiring. This high retirement rate affects all levels of a police service that essentially has only one entry point, i.e., at the recruit level. It also creates an urgent need[3] to find, develop, select, and retain competent police leaders[4] (Murray & Alvaro 2001). However, literature suggests Canadian police

organizations are not focusing on human resource planning and succession planning, and that career planning has often been informal (HRDC 2001). Reinforcing the need for a succession-management strategy is the finding that in the private sector the average length of time an employee stays with one organization is decreasing (Green 2000).

Taking responsibility for one's own learning and development is critical to effective succession management. If succession management is to meet strategic needs, however, the active participation of senior management and the commitment of the chief of police, the police executive and the police board are also necessary (Byham 1999; Evans 1998; Leibman, Bruer & Maki 1996; Souque 1998). The career plans of employees and access to information and intelligence relative to employees must be readily accessible to these decision makers (Jones 2000).

2.1.6. Expertise

An organization committed to quality must be dedicated to continuous improvement of all processes including human resource management processes (Morgan & Smith 1996). Human resource professionals can be effective change agents (Roberts & Corcoran-Nantes 1995) and have a key role in providing the organization with human resources with the competencies to meet the objectives and goals of the organization (Zwell 2000). However, police officers have traditionally maintained that only a police officer, regardless of expertise, can understand human resource issues in a police service (HRDC 2001; Oppal 1996). This may be due to the failure of police leaders to appreciate the value of human resource specialists who could ensure that the necessary resources, support, and direction for human resource management are in place. Nevertheless, a police organization does require a specialized human resources department (Swanson, Territo & Taylor 1998) since it has the potential to provide

knowledge of human resource management that a police officer may have difficulty

acquiring (HRDC 2001).

2.2.Policing models

2.2.1. Traditional (reform) model

Since the establishment of modern policing in the mid-19th century, police

organizations have been paramilitary, bureaucratic structures where police officers have

been socially isolated from the community (Trojanowicz & Bucqueroux 1990). The

reform model was a bureaucratic response (Dantzker 1999) characterized by rigid and

centralized organizational controls; a tendency toward a functional structure with high

degrees of specialization, isolationism, and conservatism; a failure to be innovative;

limited discretion afforded to employees; organizational inflexibility; and clearly defined

lines of authority, responsibility, and communication (Carter 1996; Kelling & Moore

1988). It was a defensive strategy typified by ignoring developments outside its domain,

lacking responsiveness to the external environment, and making promotions from within

(Kelling & Moore 1988). Police departments[5] operating subsequent to traditional

strategies were closed systems that have been described as a "paternalistic hierarchies"

(Trojanowicz & Bucqueroux 1990: 24).

The consequent culture of traditional policing was rooted in scientific

management and "the traditions of military command" (Moore & Stephens 1991: 1),

which valued and emphasized efficiency more than effectiveness and stressed quantity

rather than quality (Peak & Glensor 1999; Trojanowicz & Bucqueroux 1990). The

"focus [was] almost entirely on *routines and outputs* rather than *outcomes*" (Kennedy &

Moore 1997: 478) through rigid adherence to bureaucratic processes and the finite

measurement of easily determined performance indicators such as arrests made, crimes

solved/cleared, traffic enforcement, and charges laid (Dantzker 1999). Consequently, because the primary performance measurement was the number of arrests made and cases cleared, staffing practices often rewarded skill in the perceived primary business of successfully investigating serious crime (Fleras 2000; Oppal 1996).

Traditional police culture, as it affects strategic human resource management and organizational change, manifests itself as "inertial pressures" that make it difficult for organizations to adapt their strategies and structures in response to environmental changes and, thus, be able to affect change (White, Smith & Barnett 1999). In addition, a rational framework such as the framework inherent in traditional policing, i.e., it is quasi military, bureaucratic, and hierarchical, is not conducive to change and inhibits and discourages participation and the creative potential of employees (Dantzker 1999; Kennedy & Moore 1997). Police organizations operating traditionally tend towards McGregor's Theory X organizations that perpetuate a hierarchical, inflexible organizational culture through a leadership management style that is predominantly non-participative and where the contribution of employees is not valued (Dantzker 1999).

Resulting from a realization in the 1960s to the 1980s that traditional policing was not effective and concurrent with a movement of public sector reform, the more open system of "community policing" (contemporary policing) began to evolve (Corriera 2000; Zhao 1996; Dantzker 1999). Even though "community policing" initially emerged in Canada in the 1970s[6], the reform strategy still has an impact on policing in Canada (Oppal 1996).

2.2.2. Contemporary (community) model

Contemporary policing is command decentralized, is more flexible than the reform model of policing (Friedmann 1992) and requires transformation of a police

organization from a bureaucratic organization to an adaptive, participative, and innovative organization (Kennedy & Moore 1997; Zhao, Thurman & Simon 1999). It is just one aspect of public sector reform that emphasizes a client/customer focus (Peak & Glensor 1999; Worral & Gutierrez 1999). The resulting strategy of "community policing" is "the first major reform since police departments embraced scientific management principles more than a half-century ago" (Trojanowicz & Bucqueroux 1990: 3).

Community policing is an open system founded on the principles of accountability and responsiveness through collaboration and consultation with the consumer (the community) in order to deliver valued-quality service. As such, it is the antithesis of the traditional model of policing **(Figure 1)**. Whereas traditional policing insists on rigid adherence to rules and leaves virtually no room for deviation from those rules, the organizational strategy of "community policing" provides the scope for innovation and is, therefore, flexible and adaptable to circumstances (Trojanowicz & Bucqueroux 1990).

Traditional policing	Contemporary policing
Bureaucratic: rigid, formalized, paper based, rule oriented, "by the book policing," standardized	**Non-bureaucratic:** corporate flexible, rules to fit situation, paper where necessary, collegial atmosphere
Centralized: centralization of all management, support, operational, and authority functions	**Decentralized:** decentralization of authority and management function to optimize client/customer interaction and fulfillment of community needs
Hierarchical management: pyramid with multiple rank levels	**Flatter management (rank) structure:** additional responsibility and accountability at the operational level
Specialization: various police functions are specialized to increase efficiency (criminal investigation functions, crime prevention, etc.)	**Generalization:** specialization is limited, support for generalist officer, patrol based
Closed organization: distinct from the environment, resistant to environmental influence, internally defined agenda, means over ends	**Open organization:** interacts with the environment, open to change, sensitive to the environment, results oriented
Adapted from C. Murphy, Contemporary Models of Urban Policing Shaping the Future. (Ontario: Ministry of the Solicitor General, 1991: 2)	

Figure 1   Characteristics of traditional policing and contemporary policing

Because "community policing" is an open and participatory system that breaks down the isolation and alienation inherent with traditional policing (Greene & Pelfrey 1997; Swanson, Territo & Taylor 1998; Trojanowicz & Bucqueroux 1990), the goals of "community policing" and the means of attaining these goals tend to reflect the values and practices of the community(s) (Corriera 2000). It involves a relationship with the community (customers/clients), based on normative sponsorship theory and critical social theory that is founded on mutual respect and trust and recognizes that the community(s) is a stakeholder in community safety (HRDC 2001; Trojanowicz & Bucqueroux 1994).

"Community policing," stresses face-to-face contact, consultation, and collaboration with the community and an emphasis on using innovation and creativity to derive solutions to problems. It changes the role of police managers to that of facilitators (Trojanowicz & Bucqueroux 1994; Trojanowicz & Bucqueroux 1990). Overall, it broadens the mission of the police from merely responding to calls for service to actively engaging people in communities to learn about and seek solutions to community problems (Nancoo 1993). Therefore, to be effective in a contemporary-policing environment, police services must have the capacity to be a community catalyst in order to resolve community(s) problems (Peak & Glensor 1999). Consequently, achieving the goals of contemporary policing is dependent on innovative management and innovative programs to facilitate improvement and to meet community needs and demands (Zhao 1996). This requires the organization to be responsive to employees because organizational goals and goal achievement are joint employee and employer efforts (Dantzker 1999).

"Community policing is not an add-on, deploying a handful of [community policing officers]" (Trojanowicz & Bucqueroux 1990: 6). It is an organizational strategy

that must be part of all the activities of all police officers and not that of a separate entity within the police service (Trojanowicz & Bucqueroux 1994). The creation of "community policing" specialists is an indication that "community policing" is not pervasive through the police organization (Peak & Glensor 1999). This, in turn, indicates that the organizational strategy of the police service is probably not that of "community policing" (Swanson, Territo & Taylor 1998).

Traditionally, performance measurement in policing has focused on quantitative measurement that determined outputs of the individual and the organization but gave little information on outcomes. Although a blend of qualitative and quantitative measurement is ultimately necessary to measure individual and organizational performance in a contemporary policing organization, "community policing" requires a refocus that includes qualitative measurement to determine the degree of success with respect to outcomes (Trojanowicz & Bucqueroux 1990).

From a human resource management perspective, police services effectively using a contemporary policing strategy tend to be Theory Y organizations, i.e., the leadership/management style is predominantly participative and the contribution of employees is valued (Dantzker 1999; Swanson, Territo & Taylor 1998). Contemporary policing can also be considered a manifestation of Behavioral Theory as variously articulated by Lewin, Homans, and Argyris and cited by Dantzker (1999), which concludes that successful organizations (including successful police organizations) should be democratic and participative and recognize, value, and incorporate employee's needs and values. Herman Goldstein, a recognized authority on "community policing" and problem solving, advocates "community policing" on the basis that, in the

furtherance of delivering a valued public service, cross level communication is emphasized and employees are empowered (Goldstein 1990).

  The broad fundamentals of the still emerging organizational strategy of contemporary policing **(Figure 2)**, which are comparable to those of post-bureaucratic organizations as articulated by Kernaghan, Marson & Borins (2000), are similar to the fundamentals of Total Quality (TQ)[7] **(Figure 3)**.

Fundamentals of contemporary policing
➢ a customer/client focus ➢ consultation and collaboration with the community ➢ quality and valued customer service ➢ continuous improvement and change ➢ teamwork ➢ decentralisation of authority and decision making ➢ total involvement ➢ participative leadership ➢ increased communication ➢ continuous evaluation ➢ outcome focused ➢ internal and external alignment
(Dantzker 1999; Hoover 1996; Swanson, Territo &Taylor 1998)

Figure 2   Contemporary policing

Fundamentals of TQ
➤ a customer focus through consultation and collaboration
➤ a culture of quality product/service
➤ continuous improvement
➤ teams and teamwork
➤ training
➤ organizational alignment
➤ total involvement
➤ leadership commitment
➤ employee empowerment
➤ a long-term perspective
➤ assessment and measurement
➤ fact-based decisions to achieve customer/client satisfaction
➤ internal and external alignment
(Adebanjo & Kehoe 1998; Daley 1992; Gunther & Hawkins 1996; Kinlaw 1992; Martin 1993; Peak & Glensor 1999)

Figure 3   Total quality (TQ)

Both "community policing" and TQ models are driven by demands of the client/customer[8] and both are concerned with total involvement and continuous improvement through a structured approach to problem solving and thus providing the best service possible (Carter 1996; Gunther & Hawkins 1996; MacDonald 1994; Martin 1993; Peak & Glensor 1999; Swanson, Territo & Taylor 1998). Carter (1996) agrees that "community policing seems to be most compatible with contemporary management philosophies such as total quality management (TQM), valued added management, and corporate re-engineering …. We may consider viewing community policing simply as the application of quality management to police organizations" (79). He (1995) further considers that the private sector environment, with respect to TQ, is influencing the evolution of "community policing."

Peak & Glensor (1999) view TQ as a means for police organizations to meet the demands for effectiveness, efficiency, and accountability that began in the private sector and are now placed on public sector agencies, including police services. Goldstein (1993) observes that the use of "total quality management (TQM) in policing has demonstrated very positive results … holds much promise [and can teach us important lessons]" (12). However, (as with contemporary policing) there exists a lack of understanding that TQ is a total organizational culture and not simply a program to be added (Atkinson 1997). Because of the similarities between "community policing" and TQ, a discussion of contemporary policing would be incomplete without further examining TQ.

A major assumption relative to TQ is that when quality is emphasized over productivity, the latter will ultimately be enhanced (Gunther & Hawkins 1996). It is a strategic approach to providing, through continuing innovation and improvement, the best

possible service that is subsequently valued by the client/customer (Atkinson 1997). A

quality-focused organization must, therefore, pay attention to customer service,

continuous improvement, teamwork, problem solving, and employee involvement

(Morgan & Smith 1996). High-involvement management takes the total quality

approach one step further by placing increased focus on the direct involvement of

employees in all aspects of the organization (Lawler 1992: 326).

An important factor in the success of TQ is the creation of an environment

conducive to continuous improvement and problem solving, and thus improved

efficiency by ensuring employee freedom, empowerment, and a high degree of employee

trust (Garrity 1993). Whereas traditional organizations tend to inhibit divergent thinking

and to limit inquiry, "continuous improvement is … a function of inquiry" (Kinlaw

1991: 178). Therefore, employees in a TQ organization must feel free to take risks in

asking questions and making suggestions (Kinlaw 1991).

Empowerment, communication, collaboration, and learning are all essential to

achieve an outcome that is valued (Gunther & Hawkins 1996; Martin 1993; Morgan &

Murgatroyd 1994). So that employees are empowered, and thus qualified to make

decisions and to be accountable for those decisions (Atkinson 1997; Martin 1993),

ongoing learning through "[t]raining, development, and education are probably the most

critical aspect of any TQ drive" (Atkinson 1997: 269). "By committing to improving

skills … we automatically improve [employee] self esteem" and thus improve

performance (Atkinson 1997: 95).

A key concept of TQ is the use of teams to achieve continuous improvement. The

teams, as appropriate, should include both external and internal customers/clients as well

as members of the work group (Kinlaw 1991; Martin 1993). Research has established a

positive relationship between superior operating teams and improved performance. Therefore, continuing improvement is dependent upon team development and effective leadership of teams is focused upon developing the team and team players (Kinlaw 1991). The synergy resulting from effective teams is an important element of a high involvement and quality-focused workplace that enables the necessary collaboration, consensus, creative conflict, and improvement (Bank 1992; Lawler 1992). Whether the teams are established work teams within the organizational structure or teams created for a specific purpose or project (Kinlaw 1991), the focus on teams, as opposed to individuals, facilitates the integration of "differently-abled" employees into the organization (Martin 1993: 68).

TQ relies on facts and data to monitor the degree of success and to improve productivity or service (Daley 1992; Morgan & Murgatroyd 1994; Peak & Glensor 1999). The most important source of data, when striving for quality, is the customer (Swanson, Territo & Taylor 1998). This measurement of customer/client satisfaction through customer/client feedback is critical to the success of TQ (Keehley 1993). Depending on the results of feedback, service delivery can be adjusted as necessary (Peak & Glensor 1999). In a TQ organization continuous improvement achieved through the participation, contribution, and innovation of every employee is gauged by measurement to the point that continuous improvement and performance measurement are a unified concept (Kinlaw 1992; Nyhan & Marlowe 1995).

Although TQ and high involvement organizations originated in the private sector manufacturing environment, when management philosophies and practices change in the private sector, they influence the public sector (Moore & Stephens 1991). It is, therefore, useful to review how the quality focus has been applied to the public sector.

The public expects and demands client/customer-focused services as opposed to the previous rigid bureaucratic-based systems and services (Scharitzer & Korunka 2000). TQ is well suited to " helping a [public sector] department decentralize control and identify with its customer … [by getting] people from different areas of expertise working on the same problem" (Posner & Rothstein 1994). Although the public sector has different customer expectations, leadership, strategies, and organization cultures than the private sector, both private and public sector agencies have objectives to reach (Garrity 1993). There are, however, some unique challenges when applying TQ to the public sector. These challenges include how performance is measured and customer feedback is gathered and applied. Bottom-line performance criteria in the public sector is difficult to determine and gives rise to difficulty in collecting performance data (Garrity 1993). Rather than focusing on the bottom line, "[r]egular monitoring of service quality and program results is a key component of informed public management and the identification of improving public sector performance" (Wholey & Hatry 1992: 604). In a human service environment (such as policing) this feedback is essential (Martin 1993). Of relevance to meeting the objectives of contemporary policing, TQ is appropriate in the public sector in that clients and customers who receive quality and value will not only provide support, but also will cooperate, collaborate, and even volunteer their time to the organization (Martin 1993). The issue relative to TQ in the public sector is not why it should be implemented, but when it should be implemented. However, it is a long-term process requiring careful implementation with significant impact on human resource practices including compensation, training and development, labor relations and the level of participative management (Hyde 1992).

2.2.2.1.   Program, philosophy, vision or organizational strategy?

Research in the United States concluded that police agencies were struggling with making the organizational change from traditional policing to "community policing" (Zhao, Thurman & Lovrich 1995). This is because over the past twenty years, attention to "community policing" has frequently focused on *programs* rather than on the process of implementing and integrating "community policing" throughout the police organization to achieve organizational change (Zhao, Thurman & Lovrich 1995). The primary weakness in the implementation of "community policing" has been the absence of structural and administrative changes to police organizations (Zhao, Thurman & Simon 1999). Consequently, internally-focused change has taken second place to externally-focused change, i.e., police organizations have not paid particular attention to changing strategies and processes necessary for successful change (Zhao, Thurman & Lovrich 1995). As a result, although some North American police agencies have used the "community policing" terminology, or have implemented a few "community policing" programs, they have often not embraced and implemented the necessary organizational and cultural change (Trojanowicz & Bucqueroux 1994).

The Oppal Report (1996), relative to policing in British Columbia, noted that although "community policing" had become the policing style of choice in Canada and, although some Canadian police services had made progress and taken specific steps to change structures and processes accordingly, its total implementation and integration in Canada was less than complete. The Report found that police services in British Columbia had not significantly changed organizational structures to accommodate "community policing," because either police management did not have the ability to

implement a culture change or did not understand what was necessary for successful organizational change.

Police services may have been slow in making the required substantive structural changes (Trojanowicz & Bucqueroux 1990) because "community policing" is a major change from traditional policing in that it "challenges long-standing, fundamental assumptions about the business of policing" (Trojanowicz & Bucqueroux 1990: 366). It is also possible that a major reason is that the chief of police may not understand that "community policing" is more than the addition of programs from a recommended list (Trojanowicz & Bucqueroux 1990). "Community policing" is not a specific program, tactic, or technique, but should be the dominant philosophy through the police service that is operationalized through an organizational strategy promoting a new partnership between the community and the police service (Brown 1993; Kennedy & Moore 1997; Trojanowicz & Bucqueroux 1990), i.e., a strategic approach is necessary to implement and sustain the philosophical change (Trojanowicz & Bucqueroux 1994).

Shifting a police organization to a TQ culture, and thus to contemporary policing, requires a substantial culture change (Peak & Glensor 1999). The organization must change work structures, reward systems, information systems, decision-making processes, and human resource management practices for such change to take place (Lawler 1992). Police services that are truly committed to a culture change to contemporary policing, "must [therefore] not only change the way they think, but the way they act" (Trojanowicz & Bucqueroux 1990: 7). The necessary understanding and proficiency in the fundamentals of "community policing" and the necessary management and leadership skills can be attained in part through improved recruiting, promoting,

training, and career development strategies that are compatible with the desired

organizational style (Oppal 1996).

2.2.2.2.   Staffing

Whereas traditional police recruiting and selection procedures tended to eliminate

poor candidates and those considered a liability to the community and the police service

(Coutts 1990), "community policing" requires the development and implementation of

"more positively oriented selection criteria and procedures" whereby the right people are

screened in rather than the wrong people screened out (Peak & Glensor 1999: 162). The

commitment to contemporary policing can be gauged by the policies and practices

relative to recruiting, selection, training, performance, evaluations and rewards

(Trojanowicz & Bucqueroux 1994). For example, the culture change to the client-based

approach of contemporary policing requires "a change in (internal and external) selection

processes with respect to personality and psychological needs" (Dantzker 1999: 151).

Because "[g]ood police management is essentially good personnel management"

(Nowicki, Sykes & Eisenberg 1991: 272), the effectiveness of a police organization and

the quality of service delivery is dependant upon the quality of the staffing processes and

the quality of employees (Carter 2001; Lawler 1992; Nowicki, Sykes & Eisenberg

1991; Oppal 1996; Swanson, Territo & Taylor 1998). From a human resource

management perspective, it is likely that some police officers who were successful as

traditional police officers may not be effective police officers in a contemporary policing

environment (Trojanowicz & Bucqueroux 1994). Therefore, it is essential that staffing

practices for contemporary policing can identify, select, and hire qualified persons who

already have the desired competencies and attitudes to work successfully in a quality

environment, or who can acquire or develop them in a reasonable time through training and development (Morgan & Smith 1996; Nowicki, Sykes & Eisenberg 1991).

Carter (1996), in supporting the TQ/community policing relationship, suggests police services should cease the practice of hiring and placing employees to fill vacant positions. Rather, there must be a plan to recruit, select, and place on the basis of getting the best possible employees to fit with the organizational strategy and vision of the police service, i.e., TQ/community policing. Dr. Lee Brown, Professor of Sociology at Rice University, and previously chief of police in Houston, Texas, concurred when he stated, "[s]election and training [for community policing] must be conducted in the spirit of service, not adventure, if we are to ensure [that we select, hire, and place] police officers who are motivated to serve the public" (US-DOJ 1997: 26).

Although recruiting and hiring are critical functions, the responsibility of recruiting and hiring has typically been assigned to a police officer regardless of qualifications rather than to a person skilled in recruiting and hiring. The result is that police services may hire police officers to meet the minimum criteria and fill vacant positions, rather than systematically seeking out and selecting the best person (Carter & Sapp 1991). Carter (2001) recommends that recruiters be selected on the basis they are effective and be given status and the necessary tools. Persons interviewing, processing, and selecting police officers must be trained in and be comfortable with selection practices that are congruent with the organizational strategy (Oppal 1996).

To be effective, and to establish the necessary relationships with the community(s), a police service must reflect the diverse environment in which it functions (Oppal 1996). However a study by Jain, Singh & Agocs (2000) identified problems in the selection procedures of Canadian police services with respect to adverse impact and

the lack of validation of interviews. They found that only 6 of the 14 police services that reportedly used structured interviews scored the responses. The Oppal Report (1996) also identified the use of unstructured interviews as a substantial problem and recommended the use of structured interviews, i.e., competency-based interviews, based on the needs of the respective job. Similarly, Coutts (1990) found that while almost all promotional boards of Canadian police services used interviews as a mechanism to determine who was to be promoted, very few used structured interviews based on competencies and behavior-specific questions. Because unstructured interviews have low validity, and thus substantial potential for bias and adverse impact, they are difficult to defend in the event of a challenge (Coutts 1990; Swanson, Territo & Taylor 1998).

In the conservative culture of policing, where promotion has been seen as the only reward (Oppal 1996), seniority has been a dominant factor relative to suitability for promotion (Fleras 2000). This was supported to some degree by Jain, Singh & Agocs (2000), who found that only 3 of the 14 police services they studied used merit as a factor in promotion decisions. Police organizations must recognize and accommodate the changing workplace environment in which many, if not most, organizations are striving to be "meritocracies" in order to deliver valued service to clients/customers (Oppal 1996).

The criteria for promotion should include an evaluation of an applicant's knowledge of "community policing" and should include tests of the applicant's ability with respect to community problem solving (Peak & Glensor 1999). The Oppal Report (1996) noted that the rigidity of the sacrosanct promotion policies and procedures failed to make the optimal use of employees' potential and was critical of the failure by police

services to develop and use the talents and competencies of employees without artificial organizational constraints such as seniority.

The ability of a police officer to seek promotion by moving between police services, or for a police service to fill a promoted position with, potentially, the best candidate, is limited by the closed personnel system of Canadian police services. That is, with the exception of the chief of police and sometimes other executive positions, police services have a single point of entry into the organization for police officers, i.e., as a recruit constable. All other police officer positions, horizontal or vertical, are usually filled internally (HRDC 2001; Jain, Singh & Agocs 2000). In police services operating under collective agreements, the promotion processes to supervisory and management levels are often subject to the provisions of the collective agreement that prohibit lateral entry (Jain, Singh & Agocs 2000).

The practice of selecting persons exclusively from within suggests police services are not taking advantage of potentially available human resources when staffing management and executive positions (Stenning 1999). The Oppal Report (1996) strongly supported the concept of senior police management experience in more than one agency. The absence of lateral entry prevents circulation and mobility at a national or provincial level that "stunts the development of policing" and leads to police organizations that tend to be "insular and parochial" (Moore & Stephens 1991: 94). Because of the closed personnel system, human resource strategies are necessary in police organizations to ensure highly qualified persons are selected, placed and developed, and rewarded to allow them to progress through the organization (HRDC 2001).

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Because "community policing" organizations are open systems, it is important that police officers are knowledgeable about broader issues than policing and are able to seek out information, synthesize it, and apply it (Trojanowicz & Bucqueroux 1990). Research suggests that this can be enabled by post-secondary education of police officers (Carter, Sapp & Stephens 1989). A discussion of the qualifications for a police officer must, therefore, include a discussion about the appropriate level of formal education.

2.2.2.3.   Education

Education, intellect, and people skills of police officers, rather than physical skills, must be emphasized in order for a change to "community policing" (Dantzker 1999). It was the opinion of Oppal (1996) that "the need for advanced education [is] obvious in a career that demands skills ranging from social work, to problem analysis, to an understanding of Canadian law" (E26). Many organizations are finding that sponsoring executive education is no longer optional but must be part of their strategy for renewal (Ready 1995). However historically, police organizations have developed people to command operations but have failed to develop skilled managers who can manage complex organizations (Bayley 1994). The Oppal Report (1996) recommended that a university degree for chiefs of police be mandatory. The Ontario Strategic Planning Committee on Police Training and Education strongly recommended that chiefs and deputy chiefs of police have an undergraduate degree or equivalent (Ministry of Solicitor General 1992).

A 1965 study in Los Angeles by B.E. Sanderson, cited by Delattre (1996), found college graduates "did significantly better in police academy, … were less likely to be disciplined, and were much more likely to be promoted" (121). Research since the 1970s, has identified further benefits of college-educated police officers to a "community policing" organization. These are outlined in **Figure 4**.

Benefits of college education[9]
➢ provides the police officer with a broader base of information upon which to make decisions
➢ improves their communication skills
➢ enables increased creativity and innovation
➢ improves their problem-solving capacity
➢ enables increased sensitivity and empathy to minorities
➢ reduces their rigidity when making decisions
➢ enables police officers to accept and adapt to organizational change more readily
➢ tends to make them less authoritarian and cynical
➢ equips them to better perform tasks and to make continuous policing decisions with little or no supervision
➢ helps them to develop overall community relation skills, including gaining the respect and confidence of the community
➢ facilitates their research and reasoning abilities
➢ makes them more innovative and flexible when dealing with complex policing programs and strategies such as community policing
➢ provides tangible evidence of their ability and willingness to learn
(Carter 2001; Carter & Sapp 1991; Oppal 1996)

Figure 4   College education of police officers

Of interest to this study is that, based on research by Zhao, Thurman & Lovrich (1995), more highly educated and trained police officers will facilitate successful organizational change in a police service. A PERF[10] study, The State of Police Education, strongly suggests that college-educated police officers are generally better communicators, more flexible, better able to adapt to organizational change, better able to view the bigger picture rather than have a narrow police focus, and have a greater sensitivity to the community (Trojanowicz & Bucqueroux 1990). Police managers, quoted in the PERF study, suggested effective "community policing" officers should have a broad education that includes the social sciences, economics, and business administration to give them a better appreciation of the world outside of the police service (Carter, Sapp & Stephens 1989).

Although a ten-year longitudinal study by Truxillo, Bennett and Collins (1998) of college education and performance in a police service found a positive correlation with respect to college education and job knowledge in general, the correlation was not strong. Truxillo et al concluded "law enforcement jurisdictions may be justified in requiring educational qualifications or giving additional credit or compensation for them" but "caution should be used in assuming a relationship between education and all aspects of police work" (Truxillo, Bennett & Collins 1998).

Despite a substantial interest regarding a positive correlation between higher education and police performance, there has been no conclusive evidence of a strong relationship. Conversely, there is no evidence that there is a negative relationship (Hart, Scane, Burnaby & Thomas 1992). However, a concern remains that because not everyone has equal access to post secondary education, the requirement of a college or university education is discriminatory (Carter & Sapp 1991). The issue then becomes a

question of whether a college or university education is a legitimate requirement that is significantly related to employment notwithstanding any adverse impact (Carter & Sapp 1991). Court decisions in the United States support college education as a legitimate requirement for a police officer due to the unique position of police officers with respect to public risk, responsibility, accountability, and the necessity to exercise good judgment (Carter & Sapp 1991).

The relevant level of education is one of several criteria to consider when selecting and/or placing a police officer. The identification and application of the appropriate competencies, subsequent to the strategic approach of competency-based human resource management, are essential for the attainment of contemporary policing goals.

2.2.2.4. Behavioral competencies

Due to the similarities between "community policing" and TQ organizations, the competencies that are relevant to a competency-based human resource management in quality-focused organizations should also be relevant to "community policing." Therefore, following a literature review of quality-focused management and "community policing," behavioral competencies were identified that are applicable to organizational success in general and to "community policing" in particular. Following are identified competencies and an explanation of the relevance of these competencies to quality-focused organizations and, thus, to contemporary policing.

The competencies identified for organizational success by Carnevale (1991), Goleman (1998), Lawler (1992), Morgan & Smith (1996), and Zwell (2000) are found in **Figures 5 to 9**.

Behavioral competencies	
➢ learning to learn	➢ group effectiveness
➢ communication	➢ interpersonal
➢ adaptability	➢ negotiation
➢ problem solving/creativity	➢ teamwork
➢ development	➢ influencing
➢ self esteem	➢ organizational effectiveness
➢ motivation and goal setting	➢ leadership
➢ personal and career development	
(Carnevale 1991: 165-182)	

Figure 5   Carnevale's behavioral competencies for organizational success

Emotional intelligence area	Emotional competencies
➢ **self awareness**	emotional awareness, accurate self assessment, self confidence
➢ **self regulation**	self control, trustworthiness, conscientiousness, adaptability, innovation
➢ **motivation**	achievement drive, commitment, initiative, optimism
➢ **empathy**	understanding others, developing others, service orientation, leveraging diversity, political awareness
➢ **social skills**	influence, communication, conflict management, change catalyst, building bonds, collaboration and cooperation, team capabilities
(Goleman 1998: 25-27)	

Figure 6   **Goleman's emotional competencies for organizational success**

Employees in a high involvement organization must:
➢ have a high need for intrinsic satisfaction
➢ value internal rewards
➢ have strong social needs
➢ be able to self manage themselves
➢ have a reasonably high level of self discipline
➢ derive satisfaction from challenging work
➢ be flexible and adaptable
(Lawler 1992: 53/107)
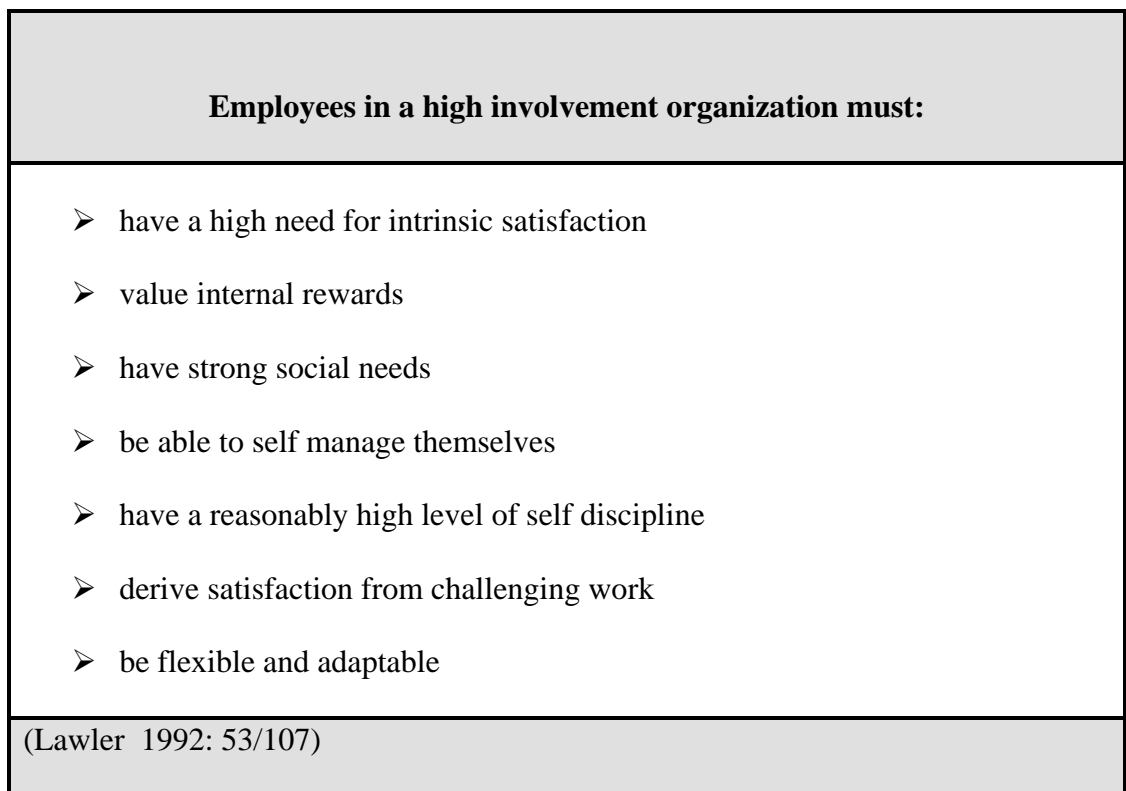
Figure 7   Lawler's behavioral competencies for organizational success

Dimensions (competencies) for quality-focused organizations	
Competency	**Behaviour**
➢ **flexibility/adaptability**	openness to change
➢ **openness to learning, development, and retraining**	
➢ **teamwork orientation**	group identification, involvement
➢ **customer orientation**	friendliness, agreeableness, empathy
➢ **creativity**	imaginative, broad-minded, innovative
➢ **conscientiousness**	thorough, responsible, hardworking
(Morgan & Smith 1996: 56)	

Figure 8   **Morgan & Smith's behavioral competencies for organizational success**

Behavioral competencies for organizational success	
➤ **Task achievement competencies:** Results orientation Managing performance Influence Initiative Production efficiency Flexibility Innovation Concern for quality Continuous improvement Technical expertise	➤ **Relationship competencies:** Teamwork Service orientation Interpersonal awareness Organizational savvy Relationship building Conflict resolution Attention to communication Cross cultural sensitivity
➤ **Leadership competencies:** Visionary leadership Strategic thinking Entrepreneurial orientation Change management Building organizational commitment Establishing focus Purpose, principles and values	➤ **Managerial competencies:** Motivating others Empowering others Developing others
➤ **Personal attribute competencies:** Integrity and truth Self development Decisiveness Decision quality Stress management Analytical thinking Conceptual thinking	
(Zwell 2000)	

Figure 9 **Zwell's behavioral competencies for organizational success**

Some competencies, because they are integral to the organizational philosophy, are critical to organizational success and are common to many competency models. For example, through research, the top quartile of performers in successful organizations have been found to have the competencies of influence, results orientation, initiative, teamwork, service orientation, and concern for quality (Zwell 2000). According to Goleman (1998) outstanding performance is dependant on having strengths in at least six emotional competencies spaced across five emotional-intelligence areas (25-27) (Figure 6). He argues that emotional competencies, such as interpersonal and conceptual skills, are key to organizational success and quality and are essential for excellence in the new work environment that requires a focus on teams, flexibility, and a customer/client focus. Studies, cited by Goleman (1998), identified the emotional competencies of initiative, achievement drive, adaptability, influence, team leadership, political awareness, empathy, self confidence and attention to developing others as those that most often led to success (38). One study of 300 top-level private sector executives showed that the competencies of influence, team leadership, organizational awareness, self confidence, the drive to achieve, and leadership distinguished high performers from average performers (Hay/McBer, cited by Goleman 1998: 321). Subsequent to a review by Morgan & Smith (1996) of the results of a survey of members of ASQC, they considered that customer orientation, interpersonal skills, creative thinking, openness to learning, development and retraining, conscientiousness, skill in relating to others, and flexibility/adaptability were the critical personality and motivational attributes of an employee (293).

Although extensive research has not been completed with respect to the predictability of "psychological traits or constructs" **(Figure 10)**, some research does support their potential relevance to the achievement of quality, such that they are worthwhile testing when selecting persons for a quality-focused organization (Morgan & Smith 1996: 296-297).

Psychological traits or constructs	
➢ **extraversion/introversion**	sociable, gregarious, assertive
➢ **emotional stability**	anxious, depressed, emotional
➢ **agreeableness or likeability**	courteous, good natured, cooperative
➢ **conscientiousness**	hardworking, achievement oriented, persevering
➢ **intellect**	open to experience, curious, intelligent
(Morgan & Smith 1996: 296-297)	

Figure 10   Psychological traits or constructs

The following elaborates on, and adds to, the competencies and psychological traits or constructs identified in **Figures 5 to 10**, particularly with respect to those identified in literature as being relevant to "community policing."

A fundamental concept of the involvement-oriented, or participative approach, to management is that involved and committed employees will add value to the quality of services delivered through having the freedom to make decisions and problem solve (Lawler 1992). Improving the problem-solving capacity of the organization and the development of employees are key elements of TQ organizations and quality-focused public sector organizations such as "community policing" organizations (Hoover 1996; Polzin 1997; Swanson, Territo & Taylor 1998).

An important role of contemporary police officers is to mobilize communities and community groups to jointly determine problems and identify solutions and encourage persons to be active within their communities (Trojanowicz & Bucqueroux 1994). To achieve this, officers must be capable of conceptual understanding. They must be willing to listen, to solve problems creatively, to identify the causes of problems, and to implement solutions and evaluate results (Carter 2001; Geller & Swanger 1995; Peak & Glensor 1999). In addition, for success in the quality-focused environment of contemporary policing, police officers must have the initiative to successfully apply problem-solving skills, as well as have the ability to collect and interpret data, and continuously learn and develop (Morgan & Smith 1996).

A change to a culture of business excellence requires a creative and learning organization (Cummings & Worley 1997; Evans & Lindsay 1999). Organizational success is dependant on creative employees because creativity facilitates the response to challenges and opportunities for change and improvement (Denhardt, Denhardt &

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Aristigueta 2002). Creativity is essential for continuous improvement through problem solving and the creation of a "change-oriented environment" so that the business or service delivery excellence is achieved (de Bono 1996; Eskildsen, Dahlgaard & Norgaard 1999). Creativity and innovation are also necessary to enable employees and the organization to adjust to complex and changing societal issues (Denhardt, Denhardt & Aristigueta 2002). The creativity of employees must be, "nurtured, developed, and sustained through education and training, involvement, and teamwork" (de Bono 1996; Eskildsen, Dahlgaard & Norgaard 1999).

Organizational learning, dependant on individual and team learning, provides the necessary organizational capacity to adapt and change in a competitive and/or demanding environment (Senge 1990). Because ongoing learning is essential for a quality-focused workplace, employees should be selected based on their ability to learn, develop, and grow (Lawler 1992).

An adaptable and flexible employee is better able to overcome the fear, anxiety, and discomfort with change, and to understand and synthesize multiple perspectives (Goleman 1998: 98). The degree of an employee's adaptability, flexibility, and success is affected in a change environment by their locus of control and tolerance for ambiguity. Persons with a tolerance for ambiguity are better able to cope with conflicting information, and ambiguous or unpredictable conditions (Whetten & Cameron 1998: 52-63/64).

Research cited by Whetten and Cameron (1998) and Denhardt, Denhardt & Aristigueta (2002) suggested that, in general, those with an internal locus of control will pay attention and gather information for future use, undertake improvement initiatives, seek achievement, develop their own skills, be more inquisitive, and have better retention

of information than those with an external locus of control. Although the appropriate locus of control is situational and dependant on the environment, those with an internal locus of control generally function better when the management style is participative and are often the more successful managers and leaders.

Strategic thinking is essential for effective strategic planning and for enabling the continuous improvement of organizations (Tan 2000). A culture of continuous improvement and problem solving is an integral requirement of contemporary policing. Therefore, police services must hire and promote persons who can think for themselves, be creative, innovative, flexible, and take risks with respect to finding solutions while being able to work independently, professionally, and ethically (Atkinson 1997; Peak & Glensor 1999; Trojanowicz & Bucqueroux 1994; Trojanowicz & Bucqueroux 1990).

Historically, the emphasis in hiring police officers has been on the ability to perform job-related tasks as opposed to character (US-DOJ 1997). However, contemporary policing provides for a culture of increased authority, freedom, and autonomy to explore new ways to conduct business (Trojanowicz & Bucqueroux 1990). This places more responsibility and accountability on police officers by emphasizing "shared values, participatory decision making and a collegial atmosphere" (Swanson, Territo & Taylor 1998: 179). Consequently, a major challenge in policing is to create and maintain an ethical and values-based police service. The design and implementation of selection processes to make hiring and placement decisions based on the ethics and values of the police officer is, therefore, important (Gilmartin 2001).

The success of "community policing" relies on values developed through internal and external consultation, outcomes as opposed to process, accountability, decentralization of authority and the sharing of power internally and externally (Brown

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1993). Because of the considerable power that police have and their position of trust (HRDC 2001), police officers must be responsible and accountable professionals who exercise good judgment and who behave ethically and consistently with the values and goals of the organization (Carter 2001; Trojanowicz & Bucqueroux 1990).

When employees' values are congruent with the organizational values and culture, employees will be more productive and satisfied (Whetten & Cameron 1998: 53). A customer/client focus, continuous improvement, and teamwork will affect or even radically change the corporate culture and necessitate a change in values and behaviors (Zwell 2000). Organizational values provide the context for employee discretion, and thus good judgment, and are essential for the flexibility necessary for "community policing" (Carter 2001; Coulton & Feild 1995; Moore & Stephens 1991; Waddington 2001).

Communication, participation, commitment, and leadership are critical requirements for quality (Gunther & Hawkins 1996). Interpersonal communication and interaction to facilitate networking and effectively bring together all facets of the community(s), numerous agencies within the community(s), and the police service account for the majority of a contemporary police officer's duties (Corriera 2000; Brown 1993; Trojanowicz & Bucqueroux 1994). The cooperation, consultation, and collaboration necessary for the client/customer focus of contemporary policing, therefore, requires police officers with superior written and oral communications skills who are able to establish relationships with diverse groups, resolve problems and disputes, behave ethically and responsibly, exercise good judgment, have negotiation (conflict management) skills, and deal with the complexities of human behavior (Brown 1993;

Carter 2001; Geller & Swanger 1995; Peak & Glensor 1999; Trojanowicz & Bucqueroux 1994; Trojanowicz & Bucqueroux 1990).

Team building and adapting to change, both of which were considered of little consequence in the 1970s, are now considered essential for success in a quality-focused organization (Goleman 1998). High involvement and quality-focused organizations require employees who are responsive to change and have the ability to be effective team members (Lawler 1992). An employee in a quality-focused organization must, therefore, have social skills and enjoy social interaction to work and contribute productively in a team-based environment (Lawler 1992; Morgan & Smith 1996). Team members will require problem-solving skills, interpersonal skills, and skills in planning and organizing, as well as quantitative and analytical skills in order to solve problems (Beer, Eisenstat & Spector 1990).

Effective leadership is essential in order to sustain the move to a quality organization. Therefore, in an organization truly committed to quality, only persons who have shown competence and commitment to quality should be selected for formal hip roles (Morgan & Smith 1996). Successful leaders and drivers of TQ change must understand the behavioral sciences and have a firm understanding of human resource development and organization development in addition to having technical knowledge and expertise (Atkinson 1997). They must be able to encourage, receive, and act upon feedback, lead employees to continuous improvement through continuous learning, and be skilled at managing change (Anderson 2000; Lawler 1992; Zwell 2000).

The development of a relevant and effective corporate philosophy is dependant on visionary leaders with change management competencies (Zwell 2000). The leader must establish the direction, provide the linkage and alignment with the organizational strategy

and motivate and inspire employees. In a successful high involvement organization, it is critical that the formal leaders are people who focus on doing, "the right things and not necessarily [on doing] things right" (Lawler 1992: 255). "Leaders are designers, stewards, and teachers … responsible for *building organizations* where people continually expand their capabilities to understand complexity, clarify vision, and improve shared mental models" (Senge 1990: 340). Transformational leaders, who motivate employees by appealing to their "sense of meaning and value," enable change (Goleman 1998: 196).

Effective leaders must be effective team members and, as such, they must have problem-solving, interpersonal, planning and organizing, quantitative and analytical skills. In a leadership role, these qualities are essential to enable productive participation in decision making (Lawler 1992). They must also be effective communicators to facilitate the flow of necessary information, knowledge, and rewards in concert with the organizational strategy so that employees know the direction of the organization (Lawler 1992).

Leaders who recognize that work design has a substantial impact on job satisfaction and the motivation of employees and who use authoritative, democratic, affiliative, and coaching styles effectively and appropriately, create the best motivational climate and achieve the greatest employee performance (Goleman 2000; Hackman & Oldham 1980). Research cited by, and conducted by, Hallowell, Schlesinger & Zornitsky suggests that employee satisfaction tends to have a positive affect on customer satisfaction (Hallowell, Schlesinger & Zornitsky 1996).

2.3.Summary

An examination of strategic human resource management, in particular, competency-based human resource management, indicates that human resource management aligned with the organizational strategy will facilitate culture change. On that basis, if the strategic human resource management of a police service is linked to the organizational strategy of "community policing" then, other factors notwithstanding, a change of culture to contemporary policing should occur. Because competency-based human resource management provides the strategic linkage between employee performance and the organizational strategy and because it is effective in organizations undergoing cultural change, it is particularly suited to facilitating the culture change of a police organization.

Contemporary policing is substantially different in many respects to traditional policing in that the organizational strategy of "community policing" focuses on quality client/customer service. The emphasis is on results through continuous improvement, consultation, collaboration and total involvement. However, the culture change from traditional policing to contemporary policing may be incomplete. Although the reasons might be various; however, a significant reason has been cited as the failure to consider that "community policing" is not the implementation of a program, or a series of programs, but rather a transformation of culture that requires a strategic approach if it is to be successful. "Community policing" literature suggests that for a culture change to occur, changes are required to human resource management to ensure that staffing practices are supportive of contemporary policing.

The fundamentals of "community policing" are similar to those of TQ to the extent that "community policing" is considered to be TQ in a police environment. If

contemporary policing is a public-sector manifestation of TQ and high involvement

organizations, then strategic human resource management that has successfully changed

the culture of non-police organizations to that of a quality and client/customer focused

culture might also facilitate and expedite a culture change to contemporary policing.

3. METHODOLOGY

To test the hypothesis that the application of strategic human resource management subsequent to the organizational strategy of "community policing" has facilitated the culture change from traditional policing to contemporary policing, a self-administered mail-in survey **(Appendix A)** was used to conduct exploratory research. Although more in-depth data may have been obtained by using interviews (either in person or by telephone), a self-administered questionnaire was mailed to 147 police leaders because of the impracticality of conducting 147 potentially lengthy interviews across Canada and to minimize the inconvenience to the respondents with respect to scheduling the time necessary for an interview.

Responses to the survey, conducted in mid-2001, were received from all provinces except Newfoundland, and represented police services ranging in size from 12 police officers to more than 3,000 **(Table 1)**. The 64 responses [N=64], from 34 police services, 20 police associations, and 10 police boards, in total represent 48 different police services [N=48] (63% of the police services surveyed) and 66% (37,059) of Canadian police officers.

The survey, which was approved by the Research Ethics Board, University of Regina **(Appendix B)**, was constructed based on the literature review of strategic human resource management, competency-based human resource management and the human resource practices necessary for TQ and "community policing" organizations. The nine-part survey was designed to gather data about the extent to which strategic human resource management was present in Canadian police organizations and to identify the extent of change to a contemporary policing culture.

Part I - Strategic Management

To establish a foundation for the exploration of strategic human resource management, it was necessary to identify the organizational strategy of the police services and the respondents' understanding of "community policing". The analyses of responses in subsequent parts of the survey were predicated on responses to Part I. It was anticipated that responses to Part I would determine, to a large extent, the reliability of subsequent responses. For example, if a police service did not have an organizational strategy or the respondent did not understand "community policing" to be an organizational strategy, it was necessary to consider their subsequent responses on that basis.

Because organizational learning is integral to the fundamentals of "community policing" and because "generalization" (versus "specialization") is also an important characteristic of "community policing," these issues were also targeted in Part I

Part II - Human Resource Practices

Part II was designed to identify the current human resource practices of each police service and to compare them with practices congruent with strategic human resource management. By comparing current practices with practices necessary for strategic human resource management, it was anticipated that an assessment could be made about the prevalence of strategic human resource management in police services. Part II also sought to determine the opinion of respondents about how appropriate these practices were to "community policing" and how satisfied they were with staffing processes. Responses relative to opinions were to be analyzed in the context of responses to Part I.

Part III - Competency-Based Human Resource Management

Part III focused on determining the extent that competency-based human resource management was in place in police services, in particular, whether a police service used behavioral competencies, how they were determined, how long they had been established, and how they were tested. Because competency-based human resource management is a strategic approach to human resource management, it was hypothesized that responses to Part III would provide a means to assess the application of strategic human resource management in police services. Part III also sought to determine whether competencies were used as a criteria in the selection of persons responsible for recruiting, selecting, hiring, and placing police officers and if they were used for the selection of persons to be field training officers or to be promoted. It was hypothesized that the extent to which competencies were used would provide a means to assess the integration of strategic human resource management in a police service.

Part IV - Competency Model for "Community Policing"

Part IV expanded upon Part III in that it focused on seeking the respondents' opinion regarding which twenty "competencies, skills, and abilities" were critical when selecting police officers in a "community policing" organization. The respondents were asked to select the twenty competencies, skills, and abilities considered critical from a competency model (**Appendix C**) of fifty competencies. The competency model for "community policing" was derived from the literature and was constructed such it that embodied the fundamentals of contemporary policing and the behavioral competencies considered as appropriate for quality-focused organizations and "community policing." That is, all fifty competencies were considered potentially appropriate for "community policing."

The top twenty competencies selected were to be compared with the competencies identified by Carnevale (1991), Goleman (1998), Lawler (1992), Morgan & Smith (1996) and Zwell (2000) as being relevant to high performers and successful organizations. It was expected that the extent to which respondents identified the critical competencies that were common to those cited by Carnevale et al would suggest a level of understanding of the fundamentals of "community policing" and the principles of competency-based human resource management. The study was particularly interested in a comparison between the competencies selected by respondents and those identified through research cited by Goleman (1998), Morgan & Smith (1996) and Zwell (2000) as being common or critical to high performance and organizational success. For that purpose, the comparison was to be made to the top ten selections, instead of the top twenty, as the competencies cited by Goleman et al only included up to nine competencies.

If consideration, and subsequent selection, of the critical competencies in the model was cognitively linked by the respondents to the fundamentals of "community policing," i.e., the organizational strategy of contemporary policing, as opposed to the respondents' understanding of "community policing," it was anticipated that their identification of the ten critical competencies for "community policing" would be similar to research cited by Goleman (1998), Morgan & Smith (1996) and Zwell (2000).

While acknowledging the critical nature of technical expertise in policing, this study focused on what Goleman (1998) refers to as "distinguishing emotional competencies" (23) rather than technical skills. Therefore, notwithstanding that competency models for entry-level police officers, subsequent development, and promotion should reflect the technical skills necessary for contemporary policing (HRDC

2001), the competency model constructed for the study did not include specific technical skills/expertise.

Part V - Education Levels

The relevance of education levels of police officers is the subject of ongoing debate. However, because previous research is generally supportive of the benefits of post secondary education; in particular, in that it may facilitate culture change to "community policing," Part V sought data on the current minimum levels of education by position and the opinions of police leaders on what the minimum level, by position should be. Of particular interest to the study was what the respondents considered necessary relative to business-related education.

Part VI - Organization Renewal and Sustainability

Because organizational renewal is fundamental to a strategic approach to human resource management, Part VI specifically sought data on the existence of succession management and coaching/mentoring programs. In addition, since a human resource information system (HRIS) enables the tracking of competencies and competency levels, and thus competency development needs necessary for effective organizational renewal, Part VI also sought data on information management systems in place and their effectiveness. Notwithstanding the ability to afford such systems, having an effective HRIS in place is one indicator of a commitment to strategic human resource management.

Part VII - Total Compensation & Rewards

The success of a strategic approach to human resource management is contingent upon compensation and reward programs in place that are linked to and support the organizational strategy. Part VII thus sought data on current compensation systems and

whether reward programs were in place to reward/recognize and encourage behavior consistent with the organizational strategy. The absence of all, or part of, appropriate total compensation and rewards would indicate a less then strategic approach to human resource management.

Part VIII - Performance Measurement

A fundamental of TQ (and thus "community policing") is the use of data to make fact-based decisions, and the measurement of individual and organizational performance. Part VIII sought data on systems in place to assess individual and organizational performance and to identify the uses of organizational data.

If systems in a police service are not in place to assess organizational outcomes and if data is not used to make decisions relative to organizational goals, then the police service may not be totally committed to "community policing." If employee performance is not assessed in the context of organizational goals, the police service may not be strategically managing human resources.

Part IX - Demographics of Respondents

The purpose of Part IX was to determine the characteristics of respondents for the purpose of correlating them with responses. The targeted police organizations, which ranged across ten provinces and consisted of organizations of eight police officers to more than 5,000 were identified and selected through reference to the CPIC National Directory[11]. All police services with fifty or more police officers were selected. Police services of less than fifty police officers were selected at random. Only one police service in Quebec was surveyed due to major reorganization and regionalisation taking place in Quebec police services, and the lack of capacity of the researcher to translate the survey into French.

Most Canadian police services operate under the authority of a board and most have a bargaining body, such as an association or a union, for police officers. Although all police executives, police boards, and police association/unions, where they exist, should have a reasonably similar perspective, it is possible that opinions on some issues such as the level of understanding of "community policing" and the appropriateness and satisfaction with some human resource practices would vary between police service executives, police boards, and police associations. Therefore, the survey was distributed to the leaders of 60 police associations and 49 police boards, as well as to the leaders of 76 police services. In practice, although some relatively minor differences in opinion were observed, the distribution to all three groups led to responses representative of more police services than would have resulted from just including responses from leaders of police services.

Responses to the survey, were received from all provinces except Newfoundland, and represented police services ranging in size from 12 police officers to more than 3,000 (**Table 1**). The 64 responses [N=64], from 34 police services, 20 police associations, and 10 police boards, in total represent 48 different police services [N=48] (63% of the police services surveyed) and 66% (37,059) of Canadian police officers. Statistically, the number of responses was insufficient to determine statistical significance(s).

Assessing the extent to which police services have moved to a contemporary policing strategy and the extent that a police service strategically manages human resources is imprecise within the parameters of this study. However, the degree to which characteristics of strategic management, quality-focused organizations, and contemporary policing are evident will provide some indicators to enable an assessment of status. The findings are, therefore, discussed in this context. Relevant data tables are located in **Appendix D**.

4. FINDINGS

Historically, although police services have been generally accountable for their use of power and the trust placed in them, in large part they have escaped close attention and accountability for the effective use of resources. However, subsequent to the advent of public sector reform, police services have increasingly been held accountable for resource management and performance measurement. Considering that 80 to 85% of the operating budget of a police service is relative to the costs of human resources, attention to the effective and efficient deployment of human resources to satisfy this accountability is essential. The study's major goals were, therefore, first, to examine strategic human resource management; second, to explore the fundamentals of contemporary policing and its relationship with TQ and high involvement quality-focused organizations; and third to assess the extent to which Canadian police services have applied strategic human resource management and changed to a contemporary policing strategy.

Although most respondents completed the survey in total, some respondents only completed parts. However, all responses were included in the analysis. The analysis used data from the 48 police services [N=48] represented, except in situations where opinions were sought. In these situations, all 64 responses [N=64] were considered. Responses were weighed against the respondents' level of understanding of "community policing" where possible and applicable. This was particularly relevant when evaluating responses where *opinions* were sought as opposed to information on processes and policies. The responses from some leaders of police services, police boards, and police associations were sometimes inconsistent with a response(s) that the same respondent provided elsewhere in the survey. A review of inconsistent responses suggests that some police leaders might not have understood the concept of strategic human resource

management. These inconsistencies were particularly noticeable relative to the issues of organizational strategies and behavioral competencies. In general, the size of a police service was not an apparent factor with respect to the strategies and practices that were, or were not, in place.

The findings of the study have been organized in two parts: a discussion and analysis of responses relative to the status of contemporary policing and a discussion and analysis of responses relative to the status of strategic human resource management.

4.1. Status of contemporary policing

An evaluation of the degree to which a police service exhibits the following characteristics of TQ and "community policing" **(Figure 2: 23 & Figure 3: 24)** will assist in assessing the status of contemporary policing in the police services that were studied:

- ❖ a long-term perspective
- ❖ a focus on outcomes including a customer/client focus through consultation and collaboration, a culture of quality and valued customer service, continuous improvement and change, continuous evaluation, assessment and measurement
- ❖ decentralization of authority and decision making; employee empowerment, organizational alignment
- ❖ teams and teamwork
- ❖ relevant training/learning opportunities
- ❖ fact-based/data-based decisions to achieve customer/client satisfaction.

4.1.1. A long-term perspective

This study examined the extent to which strategic management, in particular strategic human resource management, is applied in Canadian police services in the

furtherance of contemporary policing. Considering that effective strategic human resource management is contingent on an identified organizational strategy, respondents were surveyed with respect to whether their police service had an organizational strategy, what that strategy was, and whether their human resource strategy and staffing strategies were derived from that organizational strategy. If an organization(s) has a clearly articulated organizational strategy and linked human resource strategies, the organization probably satisfies the criteria of having a long-term perspective.

Because strategic human resource management is dependent on the corporate strategy of an organization, a discussion of strategic human resource management in policing is not possible without first reviewing the organizational strategy of the police service(s). On the basis that approximately 90% of the responses of the police leaders who were surveyed considered their respective police services to be "community policing" organizations **(Table 2)**, it is reasonable to assume respondents meant, despite the variety of responses, that the philosophy guiding their organizations was that of "community policing." However, if that assumption is correct, many police leaders did not seem to understand that, for this philosophy to be successfully applied to achieve organizational goals, it must be operationalized through an organizational strategy that provides the framework to achieve these organizational goals through subsequent linked strategies and structures.

Of the 58 respondents [N=64] who indicated their respective police service was a "community policing organization," only 12 considered "community policing" to be an organizational strategy. Nine considered "community policing" to be a "proactive program," 1 considered it to be a "vision," 2 considered it to be a "policing program," and 19 considered it to be a "philosophy" **(Table 2)**. In addition, of the 37 respondents

[N=64] who indicated that their respective police service *did have* an organizational strategy, only 7 (19%) of these identified "community policing" as an organizational strategy **(Table 3)**. Of the 14 respondents [N=64] who reported they *did not have* an organizational strategy, 11 considered their police service to be a "community policing" organization and 3 of these 11 considered "community policing" to be an organizational strategy **(Table 3)**. The variety of responses and apparent inconsistencies suggests that some leaders may have difficulty connecting the concept of organizational strategy to that of "community policing." It is encouraging that a total of 21 police leaders [N=64] **(Table 3)** considered "community policing" to be at least a philosophy. However, responses overall suggest that these respondents did not appreciate that a philosophy must be operationalized through an organizational strategy for organizational change to occur.

Respondents [N=64] were not only asked if their police service had an organizational strategy but were provided with the opportunity to identify and describe that strategy. Some respondents, when explaining their respective organizational strategy, included some of the fundamentals of "community policing" but often failed to connect "community policing" to the concept of a corporate strategy. Overall, these free-text responses also suggested that police leaders, albeit with some exceptions, did not understand the concept of organizational strategy. This does not bode well for the organization having a long-term perspective.

Of the 28 police services [N=48] that reportedly operated through an organizational strategy, 16 (33%) had a formal human resource strategy and a formal staffing strategy. However, 11 reported that their police service *did not have* an organizational strategy, but 4 of the 11 reported that they had a formal human resource strategy, and 3 of these 4 reported having a formal staffing strategy **(Table 4)**. Although

the nature of the linkage of human resource strategies with the organizational strategy was not explored in the study, 15 of the 28 police services [N=48] with an organizational strategy reported that the human resource strategy and the staffing strategy were linked to each other and to the organizational strategy **(Table 5)**. The study also did not explore what respondents considered to be a formal human resource strategy. However, some respondents considered they had formal strategies in place when an identified organizational strategy was not in place. This further suggests that these respondents did not understand the concept of a strategic approach to police human resource management.

Given that organizational strategy is the foundation for achieving organizational goals and that in a police service these goals are primarily achieved through human effort and interaction, the linkage between the measurement of performance and corporate strategy is important. Ten of the 28 (35.7%) respondents [N=48] who reported that their police service had an organizational strategy also reported that employee performance measurement was *linked* to that strategy. The study did not explore how the linkage is made. Twelve (42.8%) of the respondents who reported the existence of an organizational strategy reported that employee performance was *not linked* to that strategy **(Table 6)**. Notwithstanding that approximately 36% of the police services with an organizational strategy reported that performance was linked to the organizational strategy, responses suggested that the concept of linking performance to strategic direction was far from universal. In addition, in the context of this study, if the organizational strategy that is reportedly in place is not that of "community policing," then, even if performance measurement is linked, the culture change to contemporary policing is compromised.

The results of the study suggest that at the time the survey information was gathered, the understanding and application of strategic management human resource was not universal across Canadian police services and in some of the more progressive police services it may have been incomplete. Based on the varied responses to whether "community policing" is "a program," "a vision," "a philosophy," or "an organizational strategy" and the free-text responses relative to the understanding of "community policing," it appears that some police leaders had limited exposure to the areas of strategic management and "community policing."

Overall, many police leaders [N=64] who responded did not appear to understand and appreciate the significance of an organizational strategy of "community policing" and the necessary linkage to subsequent strategies such as human resource management. For example, of the 37 police leaders [N=48] who believed their police service had an organizational strategy in place, only 7 (19%) seemed to understand that if their organization was to be a "community policing" organization, then "community policing" must be the organizational strategy **(Table 2)**.

The analysis indicates that many police leaders in the police services, police associations, and police boards surveyed may not have understood that "community policing" is more than a philosophy, a program, or set of tactics but is a contemporary policing organizational strategy. The absence in many police services of a clearly articulated and guiding organizational strategy that embraces, at a minimum, the fundamentals of a customer/client focused and quality/valued service and provides the foundation for linked human resource strategies suggests that, overall, *many of the police service(s) surveyed did not have a long-term perspective.*

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4.1.2. A focus on outcomes

A customer/client focus through consultation and collaboration, a culture of quality and valued customer service through continuous improvement and change, continuous evaluation, assessment and measurement, and a focus on outcomes are essential elements of TQ and "community policing." In the policing context, outcome(s) relates to the degree of community safety and community wellness subsequent to policing interventions and service delivery. The extent, to which police services may still be output focused as opposed to outcome focused, was not addressed in this study.

Although client/customer consultation and collaboration was not explored in depth in this study, it is notable that of the police services reportedly with behavioral competencies in place, only 4 police services consulted with the community when establishing the competencies **(Table 7)**. While interaction with the client/customer relative to determining competencies is only one opportunity to consult and collaborate, it is an opportunity to demonstrate the organization's focus on outcomes. The "focus on outcomes" of the police services was also gauged by the means with which police services seek to determine the extent of customer/client satisfaction, by the efforts made by the services to determine the level of employee satisfaction, by the systems in place to encourage continuous improvement, and by the linkages of performance measurement to corporate strategy.

Because of the nature of the services provided by police organizations in the furtherance of community safety and community wellness, one of the effective means of determining how that service is valued and to establish improvement benchmarks is to survey the community. Even though 26 police services [N=48] reportedly used client/customer satisfaction surveys **(Table 8)**, only 6 regularly (i.e., yearly or less,)

(Table 9) surveyed the community(s) to determine the level of satisfaction and/or to establish benchmarks. *This suggests that the idea of focusing on the ultimate outcomes of policing (i.e., community safety and wellness) by measuring client/customer satisfaction, and thus determining the quality and value of the service delivered and/or establishing outcome benchmarks, was not common among Canadian police services.*

Although this study did not explore any relationship between client/customer satisfaction and employee satisfaction in police services, previous research suggests that there might be a positive correlation. If that is correct, an organization that is concerned about improving employee satisfaction, will be also focused on client/customer satisfaction and, thus, will be outcome focused. Twenty-seven (56.3%) of the services [N=48] reported that they do not survey employees relative to employee satisfaction. Of the 6 police services that did use employee satisfaction surveys, 5 did so once a year and one did so every two years **(Table 10)**. This study did not examine the nature of these surveys.

Only 3 (10.7%) of the 28 police services [N=48] with a reported organizational strategy used client/customer **and** employee satisfaction surveys. *The absence in many police services of two important measurement systems (client/customer feedback and employee satisfaction), that are key factors in the quality of outcomes in policing, is indicative that these police services may not be focused on the outcomes of community safety and community wellness.*

The systems used by a police service to encourage creativity and innovation, and thus continuous improvement, to achieve valued outcomes was assessed in two ways: first by exploring the reward systems that were in place to recognize and value employee efforts at improving service in concert with the corporate strategy; and second, by

exploring the systems that were in place to encourage new ideas. Only 15 police services [N=48] reportedly had an employee suggestion program in place to encourage new ideas and only 11 police services [N=48] with a formal reward/recognition program formally recognized quality performance, and/or innovation and creativity in achieving organizational goals. Notwithstanding that organizational goals in some of the police services surveyed may not have been clear, *the absence of systems in many police services to encourage and reward innovation and creativity suggests that continuous improvement and thus a focus on quality outcomes were not a priority in these police services.*

Although employee performance measurement is discussed in additional detail in **Section 4.2.7**, the measurement systems in some police services were such that performance was not measured against organizational goals **(Table 6)**. This also suggests that the organization(s) is not outcome focused. *Based on the absence of important measurement and reward/recognition tools, it seems some police services have yet to become outcome focused.*

4.1.3. Decentralization of authority and decision making/total involvement

One measure of organizational alignment, decentralization of authority and decision making, and employee empowerment is whether "community policing" is the purview of all police officers or whether it is assigned to "specialists." That is, the degree to which police officers are "generalists" is one indicator of total involvement and organizational commitment to "community policing." *Most police services surveyed reported the use of "generalists" for "community policing."* This, on its own, would indicate that structures might have been changed to at least this degree to facilitate a culture change. However, further study is necessary with respect to the exact roles and

functions of the "generalists" to determine if authority and decision making have been truly decentralized.

4.1.4. Teams and teamwork

The use of teams, and thus the ability to work in and when necessary to lead teams, is a key element of quality-focused and high involvement organizations. The extent to which this important aspect of quality was present in Canadian police services was explored through an assessment of whether the reward systems in place recognized and rewarded the work of teams as opposed to rewarding the individual police officer. Only 14 police services [N=48] reported that they had a formal reward/recognition program and none of the 14 focused on recognizing and rewarding teamwork **(Table 11)**.

This suggests teamwork did not have organizational support in these police services. This indication is further reinforced when considering that only 10 respondents [N=64] agreed that their "police organization measures and rewards performance of teams/workgroups rather than individuals in the teams/workgroups" **(Table 12)**. *The indications are that teamwork, although rewarded and recognized by some progressive police services, was not recognized, rewarded and supported sufficiently consistent with it being an important element of quality and valued service delivery.*

Given that teamwork along with the necessary cooperation and collaboration is a fundamental of quality and client/customer focused organizations, it seems many police services have yet to revise their reward/recognition programs accordingly. The failure to recognize and reward teamwork does not bode well for the necessary cooperation and collaboration that is required for the successful operation of teams. Further, the failure to ensure that effective teamwork is an integral part internally and externally of an

organization compromises a culture change to a client/customer focused organization committed to quality and value.

4.1.5. Relevant training/learning opportunities

Organizational learning and the application of the appropriate expertise are key to maintaining and adjusting organizational capacity in organizations committed to quality and valued service. Although expertise can be acquired by developing existing employees or by hiring persons with the necessary expertise, police services still have an essentially closed personnel system for police officers **(Table 13)**. Consequently, it is important to develop the competencies and expertise of existing employees.

This study did not examine the extent to which training and learning in total is satisfied, but the study did measure indicators relative to organizational attitude to organizational learning. Training and learning can be achieved formally through training programs and education or informally through workplace learning. Although a definition, or an understanding, of organizational learning was not sought from respondents, organizational learning was reported to be "the stated and practiced strategy" of 27 of the police services [N=48] **(Table 14)**. In 14 police services [N=48] organizational learning is either not a strategy or not a practiced strategy.

Because behavioral competencies linked to the organizational strategy are critical to organizational performance, the acquisition and development of those competencies must be through systems that are congruent with organizational goals. It is not clear whether many of the police services surveyed had an organizational strategy of contemporary policing. However, only 25% of those with competencies in place for recruits had linked their training and learning programs through these behavioral competencies to the respective organizational strategy **(Table 15)**. This situation for

recruits was similar to the positions of supervisors, managers, executives, and chiefs of police. It suggests that in many police organizations if training and learning was relevant to organizational goals, it was not by design.

This study did not examine workplace learning in-depth, other than to explore the extent to which organizational learning is reportedly in place. However, the learning environment can be further gauged by the systems in place to facilitate competency development. In that regard, the study found that only 10 [N=48] services used the feedback of periodic employee assessments/appraisals for the primary purpose of identifying and developing behavioral competencies of police officers **(Table 16)**.

Formal education and learning is also an important part of total learning. The extent to which a police service provides, or encourages and supports, formal learning opportunities is indicative of the degree to which an organization values learning. Whether it was an indication of a low value placed on education, or perhaps because the provision of paid education leave was not possible for some police services due to the cost of an absent resource, only 12 of the services [N=48] provided opportunity for paid education leave and/or study leave. The size of the police service was not apparently a factor in whether or not the leave was provided. However, 36 (75%) police services [N=48] did reimburse police officers for tuition and/or textbooks for education completed on their own time. This suggests these police services encourage ongoing learning. The study did not examine how the ongoing learning of employees was recognized, or applied, in the workplace.

Overall, while many police services reported that they subsidize formal education of employees, the results from the police services surveyed suggest that building organizational capacity through strategic and structured learning opportunities linked to

an organizational strategy was not common. This is problematic considering the ramifications of a closed personnel system. Because a learning environment is so important to successful quality-focused organizations, the extent and nature of organizational learning in police services is worthy of further research.

4.1.6. Fact-based/data-based decisions

Making decisions based on facts and reliable data is an integral part of a TQ strategy. In determining to what extent a police service has integrated the fundamentals of total quality and high performance organizations, respondents were asked how organizational data in their police service was used. Only 17 police services [N=48] reportedly used organizational data to make decisions relative to the success of a program, to assist in determining new programs/services to implement, and to assist in determining programs/services to discontinue **(Table 17)**. Twenty police services (41.7%) reportedly did not use the data for any of these purposes and 6 (12.5%) only used it to determine the degree of program success.

Considering that intelligence led policing and directed policing are integral parts of contemporary policing, it is reasonable to expect that contemporary policing organizations generate and use data in decision making. *However, even though fact-based and data-based decisions are key to TQ and "community policing," overall, it did not appear that organizational data was used extensively by the surveyed police services to assist in fact-based decisions to achieve customer/client satisfaction and quality outcomes.*

4.2.Strategic human resource management

4.2.1. Expertise

The notion of strategic human resource management suggests that human resource specialists are necessary in an organization. Human resource specialists not only understand the concept of strategic human resource management, but also can be effective change agents in a police service. Many Canadian police services, however, reportedly manage their respective human resource functions by police officers who are untrained in human resource management. For example, 27 (56.25%) of the police services [N=48] reportedly used a police officer **(Table 18)**, and in 21 of the 27 police services (77%), the police officer had "no specific credentials" to be the human resource director (or equivalent) **(Table 19)**. There was no apparent correlation between the size of the police service and whether the human resource director was a police officer or whether that police officer had "specific credentials" for the position **(Table 18 & 19)**. For example, 3 police services of 1,000 to 3,000 police officers reported that a police officer was in the position and the remaining 2 police services in this same size category used non-police officers.

Of the 21 police services [N=48] with 50 to 300 police officers, 13 reported that they used police officers and 7 reported that they used non-police officers. Non-police officers were directors of human resources in police services ranging from less than 50 police officers to over 3,000 police officers. Of the 77% of police officers without "specific credentials" for the position of human resource director (or equivalent), 5 of these were in police services of less than 50 police officers, 3 in police services of 50 to100 police officers, 10 in police services of 100 to 500 police officers and 3 in police services of 1,000 to 3,000.

The implications of the deficiency in human resource management expertise is compounded when considering that a substantial number of persons [N=48] reportedly managing the internal and external staffing processes were police officers untrained in recruiting, selecting, and hiring **(Table 20)** and that many persons responsible for the recruiting, selecting, and hiring [N=48] were *assigned* to the position (without meeting any criteria) rather than being selected based on predetermined competencies **(Table 21)**.

The difficulties arising from lack of human resource management expertise for contemporary policing is further compounded. Although nearly 70% of the police officers involved in recruiting, selecting, and hiring were reportedly trained in behavioral interviewing [N=48], only approximately 40% were selected because they understood, and were practitioners of "community policing" **(Table 22)**. This is of interest given that almost all respondents identified their police service as a "community policing" organization. Although this study did not explore how police services determined that the selected persons understood and practiced "community policing," the implications of this are far reaching. If the organization considers itself to be a contemporary policing organization but the persons who are hiring and placing employees are not proficient in, or perhaps not committed to, contemporary policing then the probability of sustained culture change through the selection and subsequent placement of the "right" people is reduced.

There may have been several reasons, or combinations of reasons, why police services used an untrained police officer(s) to manage human resource functions. It may have been that the culture prevailed whereby the police service considered that only a police officer knows what is required. It may be that the police service failed to recognize the value of human resource management, or it may be that the police service

believed that human resource expertise is unaffordable. *Regardless, the failure by many police services to use appropriate expertise not only sends a message that human resources may not be valued but also potentially results in the inefficient and ineffective use of resources to attain organizational goals. In addition, it indicates that the police service does not take a strategic approach to human resource management.*

Whether or not the person(s) who manages the staffing processes is a police officer, it is the qualifications of that person(s) and the circumstances leading to that person(s) being the manager, or being involved in the processes, that are potentially important or even critical. In addition to the proficiency level of the person(s) managing the process, the design and execution of the processes will affect organizational goals and may influence the level of satisfaction regarding the manner in which staffing is perceived internally and externally. Persons with human resource management expertise may achieve this more effectively.

Because there is a necessity for human resource expertise regardless of the size of the police service, it may be more affordable and practical for smaller police services to obtain this expertise through a contracted consultant or a shared employee. Although not specifically explored in this study, it is possible that the non-police directors of human resources in the larger police services are direct employees of the service while the non-police directors of human resources in the smaller services are employees of the respective municipality and have little, or no, exclusive commitment to the service. A failure to use trained persons, irrespective of whether they are a police officer, suggests the police service may not be taking a strategic approach to management.

4.2.2. Staffing processes

If the intent of a police service's staffing process is to fill positions with the best-qualified persons, the pool of potential qualified candidates for any position should be as large as possible. Increasing the pool by providing for lateral entry would assist this. However, despite the disadvantages of a closed personnel system, most police services [N=48] **(Table 13)** continue to staff internally for most positions up to executives (i.e. superintendents and deputy chiefs police) and chiefs of police. That 5 police services (10.4%) reportedly hire externally for managers (i.e., staff sergeants and/or inspectors) is, however, encouraging. The necessity to hire externally and permit lateral movement between police services requires cooperation and collaboration between police services, police associations, and police boards to obtain a resolution.

On the basis that "community policing" may be reinforced and perpetuated by the lateral movement and promotion (vertical mobility) of persons who are proficient practitioners of "community policing," the study sought the opinions from respondents [N=64] with respect to whether promotions and appointments are appropriate for "community policing." Overall, based on the respondents' understanding of "community policing," the respondents felt that the internal movement (lateral and vertical) processes and criteria are slightly appropriate to appropriate **(Table 23)**. Considering the absence of contemporary policing expertise of those involved in staffing processes, it may be that there is an opportunity to increase the level of approval of staffing processes by ensuring persons selected for internal movement are "proficient practitioners" of "community policing."

When evaluating responses relative to the appropriateness of the internal staffing processes with respect to "community policing," it is useful to consider the understanding

respondents had with respect to "community policing." This was approached in two ways. First, by asking respondents directly what they consider "community policing" to be, (for example, is it a program, a philosophy, a vision, or an organizational strategy?) **(Table 2)** and second, by asking them to articulate their understanding of "community policing." In general, respondents did not appear to have an understanding of "community policing" as an organizational strategy. A review of the free-text responses suggested that many respondents also had an incomplete understanding of the fundamentals of contemporary policing. Therefore, expressions of satisfaction or dissatisfaction with any issue in the survey that were based upon an understanding of "community policing" must be evaluated in the context that respondents may not have recognized and understood the concept of organizational strategy and the fundamentals of contemporary policing.

Of the 31 police services with competencies in place for constables **(Table 24)**, only 9 put the competencies in place in consultation and collaboration with the police association/union **(Table 25). I**t is of interest that 7 of the 11 responses from police associations considered that the process for lateral movement relative to "community policing" was *not appropriate/slightly appropriate* **(Table 26)**. Similarly, 8 of the 18 responses from police associations considered the promotions of supervisors (i.e., corporals and sergeants) were *not appropriate/slightly appropriate* for "community policing" **(Table 27)**. In this case, of the 32 police services that reportedly used behavioral competencies for supervisors **(Table 24)**, only 9 had put them in place after consultation with their police association **(Table 25)**. The sample size was not large enough to determine statistical significance, and the study did not further explore a relationship between police association participation in establishing systems and

procedures and their approval of the outcomes of the staffing processes. These aspects are worthy of additional research.

When considering the total staffing processes, the majority of respondents were satisfied with the internal and external staffing processes **(Table 28)**. However, this finding should be evaluated in the context of the total study that indicates that many police services had not taken a strategic approach to human resource management. That is, their level of satisfaction may have indicated their expectations had been met but their expectations may have been inappropriate if they did not understand the value of strategic human resource management and the relevancy of an organizational strategy.

Once behavioral competencies have been determined and implemented, it is necessary to assess the competency levels of persons and/or their development needs when hiring and placing. Behavioral competencies can be tested by a variety of tools in combinations. Although some police services [N=48] used unstructured interviews, the most common means of testing for behavioral competencies was behavioral interviews conducted by a panel and one-on-one behavioral interviews. For example, of those services with behavioral competencies in place, "behavioral interviews by a panel," were used by 77.4% of the police services as part of the decision-making process when hiring recruits and were used by 75% of the police services for promotions to supervisor. Despite their value, relatively few police services used competency-based application forms, self-administered tests, and job simulations **(Table 29)**.

Assessment centers are a useful and valid means of testing behavioral competencies for internal and external staffing and for identifying competency levels when determining competency development needs. However, because 21 police services [N=48] reportedly used assessment centers for testing "recruits," and only 15 of these

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police services reportedly had competencies in place for recruits **(Table 30)**, it is possible

that some respondents did not understand the term "assessment center." A similar

conflict was found relative to the positions of supervisor, manager, executive, and chief

of police. This is another indication that competency-based human resource management

was not a fully understood and integrated concept in many Canadian police services.

When seeking data about the tools used by police services to test for behavioral

competencies, only 9 police services with behavioral competencies in place for recruits

[N=48] reported using assessment centers **(Table 29)**. This conflicts with data in Table

30 and further suggests a misunderstanding of "assessment centers" and/or behavioral

competencies.

Intrinsic motivation, tolerance of ambiguity, locus of control and

extraversion/introversion should be of interest when selecting, hiring and placing police

officers in the dynamic workplace of contemporary policing, because they seem to be

relevant factors with respect to an employee's capacity to accommodate change.

Although the specific means used by police services to test for intrinsic motivation,

tolerance of ambiguity, locus of control, and extraversion/introversion was not sought in

the study, the extent to which police services tested and screened for these when selecting

recruit constables, supervisors, managers, executives, and the chief of police was

explored. Subsequent responses were made on the basis that explanations and definitions

of these terms were not provided to the respondents nor were they asked to explain their

understanding of these terms.

Testing and screening for intrinsic motivation, tolerance of ambiguity, locus of

control, and extraversion/introversion were not reportedly common in police services

represented in the study [N=48]. For example, when testing recruit applicants, only 33%

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reportedly tested for intrinsic motivation, 23% for tolerance of ambiguity, 16% for locus of control, and 31% for extroversion/introversion **(Table 31)**. Most responses indicated that either testing is not conducted or such testing is not considered applicable. In addition, numerous questionnaires did not have any response to this issue. Considering the absence of a definition and explanation, the extent to which any of these tests are used may be over or under reported but the results do provide a basis for further enquiry. Given the potential impact on cultural change, the use of these tests is worthy of further examination.

4.2.3. Organizational renewal and sustainability

One means of maintaining, or increasing, organizational capacity is by moving competent persons into leadership/management positions. While some police services [N=48] reportedly rely solely on an assessment of behavioral competencies when making promotion decisions (e.g., two did so for promotion to supervisor, five for promotion to manager, four for promotion to executive, and four for promotion to chief of police), most rely on a combination of criteria that includes competencies, past performance, and seniority **(Table 32)**. Of interest is that four police services use seniority as the primary criteria for a promotion decision (one for position of supervisor, two for position of manager, and one for an executive position). The police services using seniority as the primary criteria for promotion to the positions of supervisor and manager were police services of less than 50 persons. However, the seniority-based promotion to the executive position was in a police service of 300 to 500 police officers.

Although most police services surveyed reported that promotion decisions were made based on competencies and past performance, seniority and the successful completion of a technical/knowledge-based promotion exam were factors in many

promotion decisions. Although the extent to which exams were a factor in promotions varied, 41 (85.4%) of the police services [N=48] used technical knowledge/expertise exams in the promotion process to a supervisor, 27 (56.3%) used them for promotion to manager, and 11 (22.9%) used exams in the process for promotion to an executive **(Table 33)**. Because success in a technical/knowledge-based exam may not be an accurate assessment of past performance or a predictor of future performance and because seniority rewards time in a past position, as opposed to competencies actually demonstrated, the issue of seniority and technical exams as a factor in many promotion processes is of concern. An emphasis on seniority and/or technical/knowledge-based exams would generally be argued to be inconsistent with competency-based human resource management.

Even though previous studies, such as by Murray & Alvaro (2000), have identified the need to replace retiring police officers with competent persons, formal succession management in Canadian police services does not, in general, appear to be an established part of strategic human resource management. Only 4 police services [N=48] reportedly had a formal process in place relative to succession management for supervisors, 2 reported succession management in place for managers, 6 with respect to executives, and one relative to the position of chief of police **(Table 34)**. Eighteen respondents [N=48] acknowledged having an informal succession planning/succession management process **(Table 35)**. It was not within the scope of this study to determine the details of the formal or informal systems but, given the apparent absence of formal succession management despite the current retirement crisis, succession management in Canadian policing is worthy of further attention and exploration.

Although the study did not focus on any specific level(s) or position(s) with respect to coaching and mentoring programs, but asked a broad question regarding the existence of a formal coaching/mentoring program, only 3 respondents [N=48] acknowledged that a formal coaching/mentoring program was in place outside of the coaching found in a field training officer program **(Table 35)**. The study did not explore the structure or specifics of these programs. Of perhaps greater interest is that 41 (85.4%) of the police services represented [N=48] clearly reported a coaching/mentoring program *was not* in place.

Based on this study, it is apparent that many Canadian police services have substantially neglected the requisites of strategic human resource management that are necessary for the sustainability and renewal of police services.

4.2.4. Total compensation, rewards & recognition

The design of compensation, reward, and recognition systems has a powerful influence over organizational culture and the achievement of organizational goals. These systems deliver a message to employees and clients/customers about what is valued by the organization. Almost all Canadian police services [N=48] appear to have job-based pay systems that reward employees regardless of employee performance. However, although 44 (91.6 %) respondents [N=48] report that salaries of their respective police officers are job based, one respondent reported their police service has a combination of job-based and performance-based pay, and 2 reported a combination of job-based and skill/knowledge-based pay **(Table 36)**. One of the police services using a job-based and skill/knowledge-based system has 100 to 300 police officers and the other has 1,000 to 3,000 police officers. This study did not explore the specifics of the job-based/performance-based system or the job-based/skill and knowledge-based systems.

The use of a combination approach in some police services is encouraging but is far from

being a trend.

Pay systems that are congruent with the organizational strategy are essential.

However, the intrinsic, and sometimes extrinsic, rewards received through the

recognition and reward systems of an organization are a good identifier of, as well as

being a contributory factor to, the organizational culture. Although, 14 respondents

[N=48] acknowledged their service had a formal reward/recognition program focused on

the performance of the individual police officer, 28 (58.3%) of the police services *did not*

have a formal reward/recognition program **(Table 11)**. Of the 14 police services [N=48]

with a formal reward/recognition program, albeit that it is not team focused, one reported

the focus was on "quality performance in meeting organizational objectives," one

reported the focus was on "creativity and innovation with respect to organizational

objectives" and 11 reported a combination of the two **(Table 37)**.

On the basis that an environment that encourages innovation, creativity, and

continuous improvement is conducive to quality and valued outcomes, respondents were

asked if their respective police services had a formal employee suggestion program.

(Although not specifically explored in the study, an assumption was made that a

successfully submitted suggestion would generate at least some intrinsic satisfaction.)

Thirty (62.5%) of the police services represented [N=48] reportedly *did not have* a formal

suggestion program. Although 15 (31.9%) advised they *did have* an employee suggestion

program, based on some comments, the program appeared in several cases to be part of a

larger program managed by the respective municipality rather than being a police service

program to satisfy police service goals.

A fundamental of quality-focused organizations is to appropriately recognize and reward desired performance, i.e., performance that meets organizational goals of quality. Based on this study, Canadian police services, with somewhat rare exceptions, may be compensating and rewarding employees regardless of performance or for even the wrong performance. *Not only were the majority of police services surveyed using job-based pay systems, but also most of the reward/recognition programs were still primarily focused on individual performance. In addition, in general, many police services had not linked total compensation and rewards to the organizational strategies and, consequently, were not focused on rewarding behavior congruent with the organizational strategy.*

4.2.5. Competency-based human resource management

Competency-based human resource management enables an organization to ensure congruence of human resource processes with the organizational strategy and, thus, to facilitate and sustain a culture change. That is, to the extent that human resources are necessary to meet organizational goals, these goals are better achieved through an integrated and strategic, competency-based approach. The key to successful competency-based human resource management is a clearly articulated and practiced organizational strategy that forms the basis of all subsequent strategies. Responses received during this study indicated that many Canadian police leaders considered their police services to be "community policing" organizations. Yet, in the main, they failed to realize that this should, therefore, be their organizational strategy with its attendant implications (**Table 3**). *This suggests that strategic human resource management in many police services is not integral to achieving organizational goals and completing the change to contemporary policing.*

To assist in the respondents' understanding of behavioral competencies, the survey provided a definition, explanation, and example of behavioral competencies. Subsequently, several questions in the questionnaire sought information on whether competencies were used, what positions they were used for, how they were developed, and how long they had been in place. Whether respondents did not fully understand, in spite of the definition and explanation provided, or whether respondents really did not know what was in place in their respective police service, there were discrepancies between responses to different questions with respect to how many police services used competencies for all or some positions. For example, responses indicated that 26 police services [N=48] reportedly used competencies, when information was sought with respect to how long competencies had been in place in general, and 29 police services [N=48] reportedly used competencies for supervisors when specific information was sought regarding how long competencies had been in place for supervisors. When information was sought on whether competencies were in place for specific positions [N=48], 31 responses indicated that competencies were in place for recruits and 32 for supervisors **(Table 24)**. Based on the various responses, it appears that of the police services represented [N=48] between 26 and 32 police services used competencies for at least some positions. (Cross tabulations included in this study relative to behavioral competencies being in place have used the data from **Table 24**).

While between 26 and 32 police services [N=48] used competencies (depending on the question asked), it appears that in many instances these competencies were not part of a strategic approach, i.e., they were not linked to an organizational strategy and, therefore, operated in apparent isolation of other strategies and systems. For example,

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only 18 of the 31 police services [N=48] with competencies in place for recruits had an organizational strategy **(Table 38)**.

This study examined how police services have identified, determined, and applied competencies. The evidence suggests that the term "competency" is not fully understood by police leaders and thus the value of competencies may not be fully appreciated and applied. Additional research, using in depth interviews and narrative, is necessary to further clarify the situation.

4.2.6. Identification and determination of competencies

Behavioral competencies that are derived from the mission, vision, and values of the organization are more likely to be congruent with organizational strategy and thus more likely to enable achievement of organizational goals. The frequency of this approach in police services appears to be low. For example, of the 31 police services that reportedly used competencies for recruit constables, only 10 (32.3%) derived their competencies from the mission, vision, and values. Similarly, of the 26 police services that used behavioral competencies for managers, only 9 respondents (34.6%) indicated the competencies were based on the mission, vision, and values of the police service **(Table 39)**.

Since the mission, vision, and values are the foundation of the organizational strategy, behavioral competencies not developed congruent with the mission, vision, and values may have only coincidental relevance to the organizational goals. Without a mission, vision, and values that reflect the fundamentals of contemporary policing and without a linkage to the behavioral competencies, the probability of timely or successful culture change to that of contemporary policing is substantially diminished. Approximately 68% of the police services that reportedly had behavioral competencies in

place did not link them to the mission, vision, and values of the police service **(Table 39)**. This suggests the police services did not have a strategic approach to human resource management.

Only about one third of police services with competencies in place linked them to organizational direction. However, various methods and combinations of methods were used to develop and subsequently implement the behavioral competencies reportedly in place **(Table 7)** and some methods were reported more frequently than others. For example, when determining behavioral competencies for the recruit and supervisor positions, the most frequent means selected were "by the police service executive" and/or by using "focus groups of employees including incumbents in the positions" and/or "after job analysis" and/or "by a human resource specialist." The least frequent items selected included "in consultation with the community," "in consultation with the police association/union" and "in consultation with the police board." **(Table 7)**. Considering that the community (the client/customer) is the reason for being, the low involvement of the community(s) in establishing behavioral competencies is noteworthy. Likewise, given the police board (where applicable) is responsible for policy and direction of a police service, and also representative of the client/customer group it is of note that they were only consulted in 6 instances [N=48] **(Table 7)**.

Although some employees were involved in focus groups, considering that contemporary policing requires a consultative, collaborative and participative environment to flourish, the relative absence of consultation by some police services with the police association/union, the police board, and with the community suggests those police services may not be committed to fundamentals of contemporary policing.

4.2.6.1. Values-based competencies

In any organization, but in particular in a police service, values and ethics are important if not critical. They not only reflect the organizational culture, but they are key to shaping organizational culture. The study explored the extent that internal/external hiring decisions are based on the congruence of the candidate's personal values with stated values of the police service. Twenty-four of the 35 police services (68.5%) [N=48] that reportedly had a "core value statement" also reported that they *did factor* their respective organizational values into hiring and placement decisions **(Table 40)**. This study did not explore the manner in which the personal values of a candidate were assessed against the corporate values, nor did it analyze the corporate values or examine how they were determined. However, given the nature of policing, it is of concern that 31.5% of police services did not base staffing decisions on organizational values. *This finding suggests that these police services may not be taking a strategic approach to human resource management.*

4.2.6.2. Reliability and validation of competencies

Although the study did not explore how the reliability and validity of behavioral competencies were determined, only 14 of the 31 (45%) police services reportedly used competencies for recruits and only 16 (50%) of the 32 police services that used competencies for supervisors had reliable and valid competencies **(Table 41)**. The value of competencies and the extent to which they can enable a culture change is in doubt when the competencies in use may not be valid or reliable. This is of concern in that, in a closed personnel system, once employees are hired/placed the likelihood of rectifying hiring/placement errors may be difficult.

4.2.7. Competency reinforcement and development

When relevant behavioral competencies have been established and implemented, it is necessary to reinforce and develop existing competencies of employees and to develop new competencies necessary for lateral or vertical movement. The reinforcement and development of necessary behavioral competencies is essential to ensure the organization has the capacity to meet its goals. In addition to ensuring the congruence of compensation, rewards and recognition systems, and enabling organizational learning, adequate capacity can be achieved by ensuring competency development is linked to measurement and appraisal systems and by the appropriate design and management of learning opportunities such as training, orientation, and socialization programs.

The use of behavioral competencies, through competency-based human resource management, should be the foundation of all human resource activities including the assessment of employee performance. Formal employee assessments provide an opportunity to review competency gaps and competency development needs of employees. As such, an assessment/appraisal process is an important tool to assist with competency development. Respondents [N=48] were, therefore, asked whether the periodic employee assessments/appraisals of individual police officers in their police services were based on the "competencies/dimensions and associated behaviors" relevant to the jobs of police officers.

Most police services surveyed reportedly based employee assessments/appraisals on the respective behavioral competencies. For example, responses indicated that 41 police services [N=48] used assessments/appraisals of constables that were based on behavioral competencies **(Table 42)**. However, because only 31 police services [N=48]

(Table 43) of the 41 apparently had competencies in place for recruits/constables, it is difficult to rely on the data with respect to the frequency that competency-based assessments are used. Similarly, responses indicated 32 police organizations had competencies in place for supervisors, **(Table 43)** yet responses also indicated 40 police services used competency-based assessments. Notwithstanding that the concept of behavioral competencies may have been unclear to respondents, most police services with competencies in place reportedly used competency-based assessments for constables and supervisors **(Table 43)**. However, the frequency declined for the positions of manager, executive, and chief of police.

Although the linkage of employee assessments with behavioral competencies may have been tenuous in some police services, 10 respondents [N=48] reported that in their police service competency development was a reason for the formal assessment/appraisal **(Table 16)**. While the data initially suggests competency-based assessments were widely used, *further research is necessary to examine the structure of employee assessments/appraisals and to clarify the extent to which assessments/appraisals are linked to clearly identified behavioral competencies.*

If training, development, and learning are to be in concert with achieving organizational goals, the training, development, and learning must be linked to the behavioral competencies derived from the organizational strategy. If the competencies are not derived from the organizational strategy and subsequent performance of employees is not linked to that same strategy, the achievement of organizational goals is likely to be compromised. Of the 31 respondents [N=48] who reported that behavioral competencies were in place for recruits/constables, only 8 (25.8%) reported that training and learning was linked to those competencies. Likewise, of the 32 police services

[N=48] that reportedly had competencies in place for supervisors, only 8 (25%) reported that training and learning were linked to competencies **(Table 44)**. Only 7 of the 18 [N = 48] police services that used competencies and also had an organizational strategy linked the training and learning to competencies **(Table 15)**. *This finding indicates that, for many police services, training and learning was somewhat independent of organizational direction and that even in those police organizations with competencies in place, many may not have been strategically applying competency-based human resource management.*

A critical means of competency reinforcement and learning is through the orientation and socialization of new "recruits" by field training officers subsequent to completion of the recruits' formal police college/academy training. The quality and relevance of this orientation and socialization will substantially impact the future performance of the police officer. While 44 [N=48] respondents reported their police service used field training officers (FTOs), and 20 of those reportedly had behavioral competencies in place for field training officers, only 12 of the 20 (60%) used these "pre-determined selection criteria, competencies and related behaviors" to determine the suitability of a police officer to be a field training officer **(Table 45)**. *This suggests many police services did not recognize the criticality of the role played by field training officers as well as not realizing the risks when not selecting field training officers based on criteria linked to organizational direction.*

Only 10 of the 28 police services [N=48] that had an organizational strategy had linked employees' performance to the organizational strategy **(Table 3),** and relatively few [N=48] had reportedly linked competencies to the respective mission, vision, and values **(Table 39).** Therefore, the linkage of employee performance with organizational

goals, and thus the creation of systems to reinforce and develop the appropriate

competencies is not prevalent in Canadian police services.

While human resource management requires far more than the application of

technology, effective technology will provide the opportunity to track employees'

careers, current competency levels, and competency development needs. This is

particularly useful to assist managers and leaders with coaching/mentoring programs and

with succession management. Based on this study, *the application of effective human*

resource information systems [HRIS] in Canadian police services is not common. For

example, 10 police services [N=48] reported having a human resource information

system (HRIS) but only 4 of the 10 reported that the HRIS is effective in tracking and

identifying skills and competencies of police officers in order to meet strategic needs of

the organization. Of the 24 police services [N=48] that reportedly had a formal human

resource strategy, only 7 had a HRIS. Six of these 7 were police services larger than

1,000 police officers.

If these results were applied across Canada, this equates to approximately 85% of

Canadian police services that have yet to support their human resource functions with

effective technology. This is somewhat consistent with observations made elsewhere in

the study that a strategic approach to human resource management in some Canadian

police services may be deficient. While the cost of such technology may be a limiting

factor, police services regardless of size could contract these services and/or share the

important resource.

4.2.8. Education requirements for police officers

There has been, and continues to be, a debate about relevant formal education

levels and an absence of a strong correlation relative to some aspects of police officer

performance and education. This study sought opinions from police industry leaders

[N=64] regarding what they considered *should be* the appropriate minimum education

level for recruits, **(Table 46)** supervisors, managers, and executives in a police service.

This was subsequently compared to the minimum levels of education as established by

current policy **(Table 47)**.

In most instances [N=48] Grade 12/13 was the existing minimum for recruits but

13 police services required a minimum of two years of college/university for recruits

(Table 47). Given that police services are closed personnel systems, the minimum

education for recruits will by default be the lower limit for other positions throughout the

organization.

Of relevance to this study is that research to date suggests organizational change

may be facilitated by college/university-educated police officers and that the open,

consultative, and collaborative environment of contemporary policing may be well served

by higher education **(Figure 5)**. Most police leaders who responded to this study,

including police association leaders, agreed that a minimum education level higher than

Grade 12/13 is preferred. For example, responses [N=64] indicated that an increased

emphasis on business-related education was considered necessary for supervisors,

managers, executives, and the chief of police compared to the current minimum

education requirements **(Table 46 & 47)**. *However most police boards and/or police*

services had not apparently reflected the desire for higher education and/or a business-

*related education in policy (**Table 47**)*.

The apparent reluctance to formally change policy regarding minimum education

is perhaps due to a concern that doing so would limit pool sizes and/or unreasonably

exclude some applicants. However, because of increased demands on police

organizations relative to service delivery and accountability for the use of resources, it is reasonable to expect that a higher education, and perhaps a business-related education, is beneficial to police leaders in meeting these demands. Considering that education demonstrates a willingness and ability to learn **(Figure 4: 37)** and that a willingness and ability to learn is a desirable competency for continuous improvement in a quality-focused organization, education is probably of an organizational as well as an individual benefit. Although further research is necessary to determine the relevance and benefits of education to ensure that police service leaders can meet the challenges of leading and managing in the public sector, it may be that the benefits of education to contemporary policing outweigh the concerns.

4.2.9. Competencies for "community policing"

Fifty competencies congruent with TQ, high performance organizations, and contemporary policing were included in the constructed competency model **(Appendix C)**. Respondents [N=64] were asked to select the twenty critical competencies that they thought were necessary for success in the positions of recruit/constable, field training officer, supervisor, manager, executive, and chief of police in a "community policing" organization **(Table 48)**. These selections were presumably made based on the respondents' understanding of "community policing." The competencies identified through research cited by Goleman (1998), Morgan & Smith (1996) and Zwell (2000) as being common to high performers **(Figure 11)** were then compared to the top ten selected by respondents **(Figure 12)**.

Competencies common to high performers	
➢ attention to developing others	➢ interpersonal skills
➢ concern for quality	➢ managing performance
➢ conscientiousness	➢ openness to learning
➢ creative thinking	➢ organizational awareness
➢ customer/service orientation	➢ political awareness
➢ development and retraining	➢ results orientation
➢ empathy	➢ self confidence
➢ flexibility and adaptability	➢ team leadership
➢ influence	➢ teamwork
➢ initiative	➢ the drive to achieve
(Goleman 1998; Morgan & Smith 1996; Zwell 2000)	

Figure 11   Competencies common to high performers

Given that the characteristics and goals of "community policing" and quality-focused organizations are similar, the extent to which Canadian police leaders selected the same, or equivalent, competencies as **Figure 11** is suggestive of the degree to which they understood and were focused on the fundamentals of contemporary policing **(Figure 2: 23)** and TQ **(Figure 3: 24)** and thus understood, and were committed to, contemporary policing. Although additional research by way of interviews may clarify this issue, if police leaders do not understand the concept of contemporary policing then they may have an insufficient knowledge base to be committed to the elements of contemporary policing.

The first column in **Figure 12**, relative to each position, lists the top ten competencies selected by respondents to this study. The second column, relative to each position, lists the competencies of high performers identified through the previous research.

Behavioral competencies:			
Top ten competencies selected for "community policing"	**Equivalent competencies for high performers**	**Top ten competencies selected for "community policing"**	**Equivalent competencies for high performers**
Recruit/constable:		**Manager:**	
Communication	*Interpersonal skills*	Integrity and truth	
Adaptability	*Flexibility and adaptability*	Leadership	*Team leadership*
Judgment		Communication	
Professional and ethical		Empowers/delegates	
Self motivation		Building organizational commitment	
Initiative	*Initiative*	Analytical/critical thinking	
Cross cultural sensitivity		Coaching/developing others	*Attention to developing others*
Teamwork	*Teamwork*	Professional and ethical	
Integrity and truth		Adaptability	
Commitment to learn		Judgment	
Field training officer:		**Executive:**	
Coaching/developing others	*Attends to developing others*	Leadership	*Team leadership*
Communication	*Interpersonal skills*	Integrity and truth	
Leadership	*Team leadership*	Analytical/critical thinking	
Integrity and truth		Communication	*Interpersonal skills*
Professional and ethical		Professional and ethical	
Concern for quality	*Concern for quality*	Building organizational Commitment	
Team building	*Team leadership*	Empowers/delegates	
Adaptability		Conceptual thinking	
Analytical/critical thinking		Change management	
Judgment		Strategic/awareness thinking	
Supervisor:		**Chief:**	
Leadership	*Team leadership*	Leadership	*Team leadership*
Integrity and truth		Integrity and truth	
Communication	*Interpersonal skills*	Professional and ethical	
Coaching/developing others	*Attention to developing others*	Communication	*Interpersonal skills*
Team building	*Team leadership*	Empowers/delegates	
Adaptability	*Flexibility and adaptability*	Building organizational Commitment	
Analytical/critical thinking		Political acumen	
Conflict resolution		Analytical/critical thinking	
Empowers/delegates		Adaptability	
Professional and ethical		Purpose, principles & values	

Figure 12   "Community policing" police officers compared to "high performers"

Although all competencies selected by the respondents are important to contemporary policing and to achieving the goals of "community policing" (eg. "integrity and truth" and "professional and ethical" are important in quality service delivery), of note is that some of the competencies considered common to high performers in quality-focused organizations are consistently missing from all or most of the positions, i.e., they were not selected by respondents as necessary in a "community policing" organization **(Figure 13)**. For example, "concern for quality" was not selected for the positions of recruit/constable, supervisor, manager, executive, and chief of police. Likewise, "customer/service orientation" and "results orientation" were not in the top ten selections for any positions. Given that "concern for quality," a "customer/client orientation," and a "results orientation" are critical for quality-focused organizations, their absence from the top ten competencies selected for all positions suggests that many police leaders who responded might not have understood these fundamentals of quality-focused organizations and contemporary policing. Of note is that only two of the "high performer" competencies were selected for positions of manager, executive, and chief of police **(Figure 7)**. Of all positions in a police service, it is those of manager to chief of police inclusive that should include the "high performer" competencies. While not conclusive, it is interesting that some police leaders may not yet be thinking and operating in a service provider and client/customer context. Further exploration of this issue is necessary to clarify terminology, understanding, and practices.

If a police leader does not understand the fundamentals of contemporary policing that focuses on client/customer, then it is unlikely that the police service has an organizational strategy that embodies these fundamentals. Consequently, human resource strategies may not reflect a quality and client/customer focus.

Competencies common for high performers:	
Competencies for high performers NOT included in top ten choices	**Competencies for high performers NOT included in top ten choices**
Recruit/constable:	**Manager:**
Creative thinking	Creative thinking
Results orientation	Results orientation
Customer/service orientation	Customer/service orientation
Concern for quality	Concern for quality
Openness to learning	Openness to learning
	Flexibility and adaptability
Field training officer:	**Executive:**
Creative thinking	Creative thinking
Results orientation	Results orientation
Creative/service orientation	Customer/service orientation
Openness to learning	Concern for quality
Flexibility and adaptability	Openness to learning
	Flexibility and adaptability
	Attention to developing others
Supervisor:	**Chief:**
	Creative thinking
Results orientation	Results orientation
Customer/service orientation	Customer/service orientation
Concern for quality	Concern for quality
Openness to learning	Openness to learning
	Flexibility and adaptability
	Attention to developing others

Figure 13   Competencies of high performers not included in selection

4.2.10. Summary of Findings

A discussion of the extent to which police services strategically manage human resources and the extent to which these police services have moved to "community policing" is conducted in the context of an overall finding of this study, which is that some police services have progressed further than others in this area. The comments in the study are relative to strategic human resource management and contemporary policing overall with respect to the police services surveyed. Based on a review of the characteristics relative to the status of contemporary policing, it appears that the evolution of "community policing" is incomplete in many of the police services surveyed.

While some police services reportedly had an organizational strategy, in many instances it was not linked to human resource strategies and practices. Perhaps of greater significance is the finding that many police leaders did not connect "community policing" to the concept of a corporate strategy. Overall, many of the police services, regardless of size, did not have a long-term perspective.

In general, and independent of the size of the police service, it is apparent that many police leaders did not understand that a focus on outcomes is a fundamental of contemporary policing. The measurement of community satisfaction and, thus, a measurement of the outcomes of policing, was infrequent. The use of employee satisfaction surveys as a means to ensure client/customer satisfaction was also not common. In addition, many police services did not have systems to encourage and support continuous improvement as well as quality and valued service. Overall, systems that were in place and might be considered relative to the measurement of outcomes, were not apparently linked to the organizational strategy of "community policing."

By determining the extent to which "community policing" is the function of all police officers and the extent to which teamwork is rewarded and supported, the study assessed the degree to which authority and decision-making had been decentralized. The finding was that, in most services "community policing" was reported to be the responsibility of all police officers. Although, this suggests decentralization of authority and decision making, further study is necessary to determine if decentralization had truly occurred.

An indication of the extent to which teams and teamwork are valued and supported, and thus are integral to the organizational structure, was determined by reviewing systems in place to recognize and reward teams and teamwork. Only 14 of the 48 police services reportedly had a formal/recognition program and none were focused on teamwork. The notion that police services were not supporting teams and teamwork was reinforced in that only 10 of 64 respondents agreed their police services rewarded teamwork. The apparent failure by many police services to reward and support this fundamental of contemporary policing suggests less than a strategic approach to human resource management.

In 27 of the 48 police services, organizational learning was reportedly a stated and practiced strategy. However, only 25% of the 48 police services that had established behavioral competencies had also linked their training, development, and learning to these competencies. The situation was similar for other positions. This suggests that many police services may not be providing training and learning opportunities relevant to organizational goals. In addition, only 10 of the 48 police services used the periodic employee assessment/appraisal to facilitate competency development. However a commitment to formal education, through continuing post secondary education, was

supported by 75% of the 48 police services by way of reimbursing the cost of tuition and/or textbooks for education completed on a police officer's own time. Overall, this suggests formal learning is important and encouraged in most police services. Even though in approximately 56% of the police services organizational learning was a strategy, the absence of systems in many police services to ensure competencies were linked to employee performance, training, development, and learning suggests that these police services might not have been strategically managing human resources.

Using data to make organizational decisions is a fundamental of "community policing." The ways in which this data was specifically used by police services and how it was used to make decisions was not explored. However, the study did explore whether data was used in decision making and what it was used for. Even though 17 of the 48 police services reportedly used data to determine success of a program, to determine new programs/services to implement, and to determine which programs/services to discontinue, data was not apparently used frequently to make organizational decisions overall. This relative absence of an important aspect of contemporary policing suggests that "community policing" in many police services had yet to fully evolve.

Police officers without training and expertise in human resource management were reportedly used in many police services to manage human resources in general, and to manage and operate staffing processes. The failure by police services represented in the study to use persons with training and expertise in human resource management to manage human resource strategies and processes, sends a message internally and externally that human resources may not be valued. It also indicates the potential of inefficient and ineffective use of human resources and a lack of commitment to strategic human resource management. That persons involved in the recruiting, hiring, and

placement in many police services were not necessarily those that understood and practiced "community policing" is a further indication that a strategic approach to human resource management may have been absent.

While most respondents [N=64] thought staffing processes were appropriate for "community policing" and that they were satisfied in general with staffing processes, these opinions must be assessed on the basis of the respondents' level of understanding of "community policing." Overall, the understanding of "community policing" was not high. Based on responses, police services, with few exceptions, were still essentially closed systems with respect to staffing. Even though behavioral competencies were not used in many police services, of those that did have them in place 77.4% used structured behavioral interviews. This is encouraging. Additional research is necessary to determine if, and how, these interviews are scored.

It is unclear, based on responses, about the extent to which assessment centers are used. Some respondents may not have understood the use of an assessment center and/or may not have understood the concept of a behavioral competency. The failure by some police leaders to understand one, or both, may be an indication that they did not understand the concept of strategic human resource management.

Responses indicated that an evaluation during the staffing process of intrinsic motivation, tolerance of ambiguity, locus of control and extraversion/introversion potentially, which is of value to hiring and placing persons who can tolerate and accommodate change, is relatively uncommon. However, responses also suggested that many respondents might not have understood all, or most, of these factors.

Seniority and proficiency in technical/knowledge-based examinations were still apparently factors for promotion in many police services. Considering that this can

inhibit the strategic selection of persons based on merit and past performance, the potential exists in the use of these examinations for a negative impact on the building of organizational capacity. Perhaps of more significance, in the context of ensuring organizational sustainability, is the reported absence in most police services of succession management and coaching/mentoring programs. The deficiency in these important programs suggests that human resources may not be strategically managed.

Not only were the majority of police services that were surveyed using job-based pay systems, but also most of the reward/recognition programs were primarily focused on individual performance. In addition, in general, many police services had not linked total compensation and rewards to the organizational strategies and, consequently, were not focused on rewarding behavior congruent with the organizational strategy. The inference might be made that these police services have not taken a strategic approach to human resource management.

While between 26 and 32 police services reportedly used behavioral competencies, it seems that in many of these police services, they were not part of a strategic approach. For example, nearly 68% of police services that had competencies in place did not derive them from the mission, vision, and values of the police service. Approximately 68% also did not make hiring decisions based on the congruence of personal values with corporate values. Only 50% of police services with competencies in place for supervisors used competencies that had been determined as valid and reliable. Only approximately 26% of police services with competencies in place for recruits had linked training, development, and learning to the competencies. Even though nearly 92% of the police services reportedly used field-training officers, only approximately 27% of these police services used competencies as criteria when selecting field-training officers.

Very few police services reportedly used a human resource information system to assist in the management of human resource and managing competencies in particular. Overall, a strategic approach to human resource management through competency-based human resource management is either not in place in total, or not in place at all, in many police services.

Education of police officers has been identified as beneficial to "community policing." Although overall, respondents agreed that post secondary education was the relevant minimum for many positions, this had not been generally reflected in policies of police services. Considering police services are complex organizations that rely on human interaction internally and externally, the failure to change policies on levels of education may indicate that police leaders did not view higher educations levels among staff as a strategic advantage.

The top ten competencies ranked by police leaders [N=64] do not coincide with competencies identified for high performance and organizational success. This suggests that many police leaders may not have understood the fundamentals of "community policing" or may not have understood that the fundamentals must be linked to behavioral competencies. In either situation, the indication is that many police leaders did not appreciate the significance of strategic human resource management.

Overall, Canadian police services may not have an organizational strategy of "community policing" in place and may not be strategically managing human resources. In general, the culture change to "community policing" in many police services consequently appears to be incomplete.

5. CONCLUSION

Even though the sample size (64 respondents representing 48 of the approximately 147[12] Canadian police services) was relatively small, the results of the study represent the human resource management practices applicable to approximately 66% (37,000) of Canadian police officers. While it was not possible to be conclusive about a relationship between strategic human resource management and the culture change to "community policing," this study provides an insight into the important transition that is taking place in a segment of the Canadian public sector that is in a position of substantial public trust and has considerable power and influence relative to personal freedoms, safety, and comfort in our communities, i.e., Canadian police services.

Although policing is delivered across Canada via numerous independent police services, it is reasonable that Canadians should expect and receive similar quality and service regardless of where they live, work, or visit and that all police services should be subject to similar accountabilities with respect to resource utilization and service delivery. It is encouraging that some Canadian police services have a taken, or are taking, a strategic approach to the management of human resources and are more advanced on the continuum of change to "community policing." Although this study used a self-administered survey to collect data and hence clarification and further examination of responses was not possible, the indicators are that strategic human resource management and the embodiment of the fundamentals of "community policing" into the structures and practices of the police services that were surveyed is insufficient across Canadian policing for a complete culture change to a contemporary policing.

Despite the fact that approximately 90% of respondents indicated that their respective police service was a "community policing" organization and that approximately 58% of the police services represented had an organizational strategy, there was little evidence in many police services that the fundamentals of "community policing" were operationalized as the corporate strategy. The failure of many respondents to connect "community policing" with the concept of a corporate strategy as well as the apparent absence of a focus on quality and expertise in the management and administration of human resource processes suggests that a strategic approach to the management and leadership of human resources in police services requires further attention. Even if the police service is managing human resources strategically, if the organizational strategy does not embrace the fundamentals of "community policing," then the culture change to contemporary policing will not take place.

For a culture change to occur in which "community policing" is both successful and sustained, it is the philosophy of "community policing" that must be operationalized as an organizational strategy impacting all strategies of the organization, including human resource strategies. The absence in some police services, for example, of any linkage between staffing processes, performance measurement, learning, and reward systems with the organizational strategy that is reportedly in place, even if that strategy is not "community policing," also suggests a failure to appreciate the necessity of having a clear human resource strategy(s) to attain desired organizational goals. Additionally, the absence in many police services of outcome-focused measurement systems and systems to encourage and support innovation, creativity, and continuous improvement does not bode well for a culture change to contemporary policing.

The study did not establish a cause and effect between strategic human resource management and the evolution to contemporary policing. The implications of the study are, however, potentially far reaching. Literature suggests strategic human resource management will facilitate culture change. The findings of this study indicate that many police services did not strategically manage human resources and that "community policing" in many police services, at least at the time of the survey, was yet to completely evolve. On that basis, if police leaders do not understand the concept of strategic human resource management and/or that "community policing" must be an organizational strategy, the probability of successful and sustained culture change is likely to be diminished. This has potentially wide ramifications inside and outside police services.

It is likely that leaders of smaller police services will feel that strategic human resource management is not relevant to their organization because of the size. However, the fundamentals of contemporary policing are irrespective of size of an organization because they are focused on the ultimate outcome of valued service to the client/customer: the community. The realization of the organizational goals of contemporary policing through strategic human resource management is, therefore, relevant regardless of the size of an organization.

Police boards are responsible for establishing policy direction to ensure that their police service, regardless of size, is responsive to the total environment and is operating and accountable through sound business principles. Police boards should, therefore, review the strategic human resource management of their respective police service to ensure the human resources that account for 80 to 85% of the operating budget are led and managed for the furtherance of the organizational strategy of "community policing." Police executives, including chiefs of police, should ensure that they understand and practice the principles of strategic human resource management and that, at a minimum,

learning in this regard is included and applied in coaching/mentoring programs and succession management. Police learning institutions and programs should ensure that police leaders are provided the learning opportunities to fully understand and apply strategic human resource management so that they can effectively lead and manage a police service at a time when public sector resources are scarce and public sector organizations must be accountable for outcomes.

Although this study did not establish a definite relationship between strategic human resource management and contemporary policing, it is apparent that "community policing" is only beginning to evolve and that strategic human resource management is not an integral manner in which many police services conduct business. On that basis, the hypothesis that the application of strategic human resource management has facilitated the culture change from traditional policing to contemporary policing is not rejected. Additional research, and more focused research, is necessary to clarify some issues raised in this study. Unfortunately, most research relative to the management of human resources in police services has been conducted outside of Canada. This study provides a foundation for further Canadian research of human resource utilization in Canadian police services.

If this study, through its methodology and findings, has raised awareness of human resource issues in police services and is of assistance to police leaders in furthering their understanding of strategic police human resource management then perhaps it has contributed to the ongoing evolution of contemporary policing. If that is so, the study has satisfied a need. Ultimately, high quality service will be delivered when police services are staffed with high quality people within whom the philosophy and strategies of contemporary policing are firmly embedded and readily apparent in their behavior.

ENDNOTES

1 ASQC is the American Society for Quality Control.

2 Total compensation and reward programs use a combination of intrinsic and extrinsic rewards to encourage results and behavior consistent with organizational goals (Schuster & Zingheim 1996).

3 A 2001 study by the Police Futures Group indicated 57% of current Canadian police executives plan to retire by 2005 and 88% of chiefs of police and 71% of deputy chiefs of police will be retired by 2010 (Murray & Alvaro 2001).

4 Approximately 70 % of Canadian police executives surveyed in 2000 by the Police Futures Group have over 25 years of service (Murray & Alvaro 2001).

5 While many police organizations are still called police departments or police forces, since the implementation of "community policing" Canadian and UK police organizations have increasingly called themselves police services to reflect the emphasis on service rather than a bureaucratic department of government.

6 The Calgary Police Department became the Calgary Police Service in 1973 when it was the first Canadian police service to embark upon "community policing."

7 TQ is used to refer to Total Quality Management, Total Quality Leadership, Total Quality, Total Quality Service, Total and Continuous Improvement (MacDonald 1994), and the initiatives found in "high involvement" organizations (Lawler 1992).

8 In a TQ environment, a customer is anyone, internally or externally, who receives or uses a service or product (Keehley 1993).

9 Carter recommends a criterion of "at least two years of college."

10 PERF: The Police Executive Research Foundation in Washington, DC.

11 CPIC is the Canadian Police Information Centre that provides a national database service to Canadian police services.

12 147 does not include police services in Quebec due to the amalgamation/regionalisation taking place at the time of this study.

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APPENDIX A

SURVEY - STAFFING FOR POLICING

Terry Coleman   **May 2001**

Cover Letter

Dear _____:

Please find attached a Survey/Questionnaire with respect to the staffing practices, and directly related issues, in your police service. I have been a police officer for 32 years, and am currently completing a Masters in Human Resource Management at the University of Regina.

In your capacity as leader of your organization, I would appreciate your participation in a Survey with respect to a research project I am completing on Staffing for Policing. The information will be used for academic purposes to complete my project requirement for the Masters of Human Resource Management. Although conclusions reached may be also useful in the redesign of staffing processes of some police organizations, this research is conducted independently of any police organization. Responding to the survey questions is completely voluntary.

The information you provide to me will be kept confidential, and anonymity is assured. My faculty supervisor will have access to the data for the purpose of assisting me with the analysis of the information collected. However, she will not have access to any names of the participants, or organizations, involved in this study. The research findings will be presented as an overall analysis. You are welcome to request a copy of my completed research paper by sending me an e-mail at: tcoleman@sk.sympatico.ca.

My project supervisor is Gloria Miller, Ph.D., Faculty of Administration, University of Regina. She can be reached at 306-585-5407 if you have any questions or concerns regarding the completion of this study.

Should you agree to participate in this Survey. Please complete the enclosed "Consent Form" and return one copy to me along with the completed Survey. I thank you in advance for taking the time to respond, and assisting me in this matter. If you have any questions and/or require clarification, please E-mail me, or call me.

Terry Coleman
Student, Graduate Studies
Masters of Human Resource Management
University of Regina

Home Phone: 306-694-0095
Business Phone: 306-694-7627
E-Mail: tcoleman@sk.sympatico.ca

Consent Form

Terry G. Coleman
Affiliation: Masters of Human Resource Management,
Faculty of Administration

This consent form, a copy of which has been given to you, is only part of the process of informed consent. It is intended to give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, please ask. Please take the time to read this form carefully, and to understand accompanying information.

1. I understand the objective of this project is to investigate and document the staffing practices of police services.

2. My participation in this research is entirely voluntary; I can withdraw consent at any time without penalty and have the results of my participation, to the extent that it can be identified as solely mine, returned to me, removed from the research record, or destroyed.

3. I will not be paid for participating in this research, and I agree to complete all its requirements, as detailed below.

4. The research will involve the completion of a Survey Questionnaire "Staffing for Policing".

5. I do not expect to face any discomforts or stresses during this research. I do not expect to entail any physical, psychological, social, or legal risks through my participation in this research.

6. The benefits I expect from this study are that I will have the opportunity to participate in the investigation and documentation of staffing practices relative to Canadian policing and can obtain a copy of the final Report if I so wish.

7. I understand the results of my participation in the Survey will be confidential, and will not be released in any individually identifiable form without my prior consent. I also understand that to ensure anonymity, the investigator's records of my responses will not include my identity. Consequently, there will be no record of the originators responses or opinions.

8. The results of the study will be detailed in a Report of the study and may be recorded in scholarly articles and submitted for publication in journals and conference proceedings.

9. I understand the investigator will answer any further questions about the research at any time during the project.

10. My signature on this form indicates that I have understood to my satisfaction the information regarding my participation in the research project and agree to participate. In no way does this waive my legal rights nor release the investigator or involved institutions from their legal and professional responsibilities. If I have any questions concerning my participation in this project, I can contact the University of Regina, Office of Research Services, (306) 585-4775.

_____   _____
Signature of Researcher   Signature of Participant

                                                 _____
                                                 Name of Participant

                                                 _____
                                                 Date

PLEASE SIGN BOTH COPIES OF THIS FORM. KEEP ONE AND RETURN THE OTHER TO THE RESEARCHER.

Researcher: Terry G. Coleman
                       Student, Graduate Studies
                       Masters of Human Resource Management
                       University of Regina

                       Home Address: 1209 Carleton Street
                                          Moose Jaw, SK. S6H 3A5

                       Home Phone: 306-692-0095
                       Business Phone: 306-694-7627
                       Fax: 306-694-7654
                       E-Mail: tcoleman@sk.sympatico.ca

STAFFING FOR POLICING STUDY

PURPOSE

This study is designed to identify the human resource management strategies of the police services surveyed; in particular, the current external and internal staffing practices relative to police officers. It is anticipated that analysis of this data will provide information that will be of assistance in validating current strategies and practices. Although the issue of human resource management in policing has received increased attention in recent years, this study will focus on an area that apparently has received little attention on a national or regional level. I am, therefore, confident that the outcome of this study will be helpful to police organizations when evaluating their human resource management strategies.

Unless otherwise stated, this survey is seeking information relative to police officer positions only.

Because those with different roles in the delivery of police services may have different perspectives, each of the following will be asked to complete the Survey.

    a. The Chief of Police (or equivalent),
    b. The Chairman of the Police Board, or City Manager if applicable, and
    c. The President of the Police Association (or equivalent).

A separate survey Questionnaire has been sent to each person.

With respect to some Questions, attaching a copy of a document from your organization may be an easier way for you to respond. You should remove any marks indicating the organization of origin if you wish to attach such documentation and maintain the anonymity of the source.

Note: It may be that, as a representative of the Police Association/Union or the Police Board, you do not have, or do not know, the information requested in any particular Question. If that is so, please respond as "Don't Know". That response, under these circumstances, is also useful to the researcher.

Your assistance and cooperation is sincerely appreciated. If you require a report of the completed project, please contact me at: tcoleman@sk.sympatico.ca.

I would very much appreciate your assistance. I acknowledge the numerous demands on your time, however if you could **return this to me in two weeks**, I would be very grateful. If you require a bit longer, that is fine. I have enclosed a stamped and addressed envelope for your convenience.

Mail to:
Terry G. Coleman
1209 Carleton Street
Moose Jaw, Saskatchewan
S6H 3A5

_____
T.G. Coleman

Staffing for Policing Survey

PART I
The following twelve Questions are for the purpose of learning about your police organization in order to establish a context for subsequent Questions.

Q.1. My police organization has: *(Please respond to all that apply.)*

1.	A MISSION STATEMENT.	YES ___ NO ___ DON'T KNOW ___
2.	A VISION STATEMENT.	YES ___ NO ___ DON'T KNOW ___
3.	A STATEMENT OF CORE VALUES.	YES ___ NO ___ DON'T KNOW ___
4.	AN ORGANIZATIONAL STRATEGY.	YES ___ NO ___ DON'T KNOW ___

If "YES," to one or more of the above, please provide the relevant information in Questions 2 - 5 inclusive, otherwise go to Question 6.

Q.2. The Mission Statement of my police organization is: *(Please insert below or attach a copy.)*
_____

Q.3. The Vision Statement of my police organization is: *(Please insert below or attach a copy.)*
_____

Q.4. The Core Value Statement of my police organization is: *(Please insert below or attach a copy.)*
_____

Q.5. The organizational strategy(s) of my police service is
_____
(Please identify.)

Q.6.(a) My organization has a formal corporate plan/business plan.
YES _____NO _____DON'T KNOW _____OTHER _____
_____
(Please describe.)

       (b) If "YES," does the corporate plan/business plan address your: *(Please circle one.)*
1. HUMAN RESOURCE STRATEGY?
2. STAFFING STRATEGY?
3. BOTH OF THE ABOVE?
4. NONE OF THE ABOVE?
5. DON'T KNOW.

Q.7. My police organization is a community policing organization.
YES _____NO _____DON'T KNOW _____ OTHER _____
_____
(Please describe.)

Q.8. I understand community policing to mean: *(Please briefly describe what community policing means to you.)*
_____

Q.9. Community policing is: *(Please circle one.)*
1. A PROACTIVE POLICING PROGRAM.
2. A POLICING PROGRAM.
3. A REACTIVE POLICING PROGRAM.
4. AN ORGANIZATIONAL STRATEGY.
5. A VISION.
6. A PHILOSOPHY.
7. DON'T KNOW.
8. OTHER_____
    (Please describe.)

Q.10. In my police organization, community policing is the responsibility of police officers specifically assigned to community policing. YES _____   NO _____   DON'T KNOW _____

Q.11. In my police organization, community policing is the responsibility of **ALL** police officers.
YES _____   NO _____   DON'T KNOW _____

Q.12. In my organization, organizational learning is: *(Please circle one.)*
1. A STATED AND PRACTISED STRATEGY.
2. A STATED BUT NOT PRACTISED STRATEGY.
3. NOT A STRATEGY.
4. DON'T KNOW.
5. OTHER _____.
    (Please describe.)

The following Questions ask about the human resource policies and practices of your police organization. In particular, the Questions will focus on the recruiting, selecting, hiring, and placement practices of your police organization.

For the purpose of the Questionnaire:

The term "external staffing" includes the recruiting, selecting, and hiring of persons <u>from outside your organization</u> to be police officers in your organization.

The term "internal staffing" refers to the movement of, or promotion of, police officers <u>within your organization.</u>

When the term "staffing" is used alone, it means "internal" <u>and</u> "external staffing."

Many of the Questions in this survey consider the roles of "supervisor," "manager," "executive," and "chief of police." While each police organization has a variation with respect to roles and responsibilities, this survey suggests:
- "supervisors" are corporals and sergeants,
- "managers" are staff sergeants and inspectors,
- "executives" are superintendents and deputy chiefs.

When responding to a Question, please focus your response on the role, e.g., supervisor, manager, executive rather than the rank, i.e. sergeant, inspector, etc.

Q.13. (a)   My police organization has a **formal human resource strategy**?

YES _____   NO _____   DON'T KNOW _____

(b) If "YES," is your human resource strategy formally derived from the organizational strategy?
YES _____   NO _____   DON'T KNOW _____

Q.14. (a)   My police organization has a **formal staffing strategy**?

YES _____   NO _____   DON'T KNOW _____

(b) If "YES," is your staffing strategy derived formally from the organizational strategy and human resource strategy?
YES _____   NO _____   DON'T KNOW _____

Q.15.(a)   The Director of Human Resources (or equivalent) in my police organization is a police officer.

YES _____   NO _____   DON'T KNOW _____

(b) If **"NO,"** how long has the non-police officer Director of Human Resources been in place?
1.   0-3 months _____   2. 3-6 months _____   3. 6-12 months _____
4.   12-24 months _____   5. 24-36 months _____   6. 36 + months _____
7.   OTHER _____.
(Please specify.)

Q.16.   The Director of Human Resources (or equivalent) in my police organization has the following credentials:
(Please circle all that apply.)
1.   CERTIFICATE/DIPLOMA IN HUMAN RESOURCE MANAGEMENT OR A RELATED FIELD.
2.   CERTIFIED HUMAN RESOURCE PROFESSIONAL (CHRP) DESIGNATION OR EQUIVALENT.
3.   AN UNDERGRADUATE DEGREE IN HUMAN RESOURCE MANAGEMENT OR A RELATED FIELD.
4.   A GRADUATE DEGREE IN HUMAN RESOURCE MANAGEMENT.
5.   A GRADUATE DEGREE IN BUSINESS.
6.   FIVE, OR MORE, YEARS AS A HUMAN RESOURCE MANAGEMENT PRACTITIONER.
7.   NONE OF THE ABOVE.
8.   NO SPECIFIC CREDENTIALS RELATIVE TO HUMAN RESOURCE MANAGEMENT.
9.   DON'T KNOW.
10. OTHER _____._
(Please describe.)

Q.17.(a)   In my police organization, the internal staffing process (lateral mobility and promotions) for police officers is directly managed by: *(Please circle one.)*
1.   A POLICE OFFICER SPECIFICALLY TRAINED IN RECRUITING/SELECTING/HIRING.
2.   A NON-POLICE OFFICER SPECIFICALLY TRAINED IN RECRUITING/SELECTING/HIRING.
3.   A POLICE OFFICER <u>WITHOUT</u> PREVIOUS TRAINING IN RECRUITING/SELECTING/HIRING.
4.   A NON-POLICE OFFICER <u>WITHOUT</u> PREVIOUS TRAINING IN RECRUITING/SELECTING/HIRING.
5.   DON'T KNOW.
6.   OTHER _____
(Please describe.)

(b) If "YES" to **1**, or **2**, or **6**, please briefly describe the training provided.

Q.18.   In my police organization, the **persons directly involved** in the interviewing, screening, and selection of police officers to be laterally transferred or promoted are: *(Please circle all that apply.)*
1.   PROFICIENT IN BEHAVIORAL DESCRIPTIVE INTERVIEWING/BEHAVIORAL-BASED INTERVIEWING.
2.   SELECTED TO BE PART OF THE PROCESS ON THE BASIS THEY FIRMLY UNDERSTAND, AND PRACTISE, COMMUNITY POLICING.
3.   NONE OF THE ABOVE.
4.   DON'T KNOW.
5.   OTHER _____
(Please describe.)

Q.19. My police organization has a "tenure policy" with respect to how long the following may stay in one job/work area.
(Please mark the appropriate response with an "x". If "YES," please indicate the relevant time period.)
- 1. CONSTABLES.   YES ___ (___ years) NO ___   DON'T KNOW ___
- 2. SUPERVISORS.   YES ___ (___ years) NO ___   DON'T KNOW ___
- 3. MANAGERS.   YES ___ (___ years) NO ___   DON'T KNOW ___
- 4. EXECUTIVES.   YES ___ (___ years) NO ___   DON'T KNOW ___

In responding to the following Questions, "external staffing" refers to the recruitment, selection, and hiring of police officers from a pool of persons, including non-police persons, who are NOT already employed by your police organization.

Q.20. My organization hires externally for: *(Please circle <u>all</u> that apply.)*
- 1. CONSTABLES.
- 2. SUPERVISORS (E.G., CORPORAL OR SERGEANT).
- 3. MANAGERS (E.G., STAFF SERGEANT OR INSPECTOR).
- 4. EXECUTIVES (E.G., SUPERINTENDENT OR DEPUTY CHIEF).
- 5. CHIEF OF POLICE.
- 6. NONE OF THE ABOVE.
- 7. DON'T KNOW.
- 8. OTHER _____
        (Please describe.)

Q.21. (a) External recruiting and hiring of new police officers (new entrants to the police organization) is directly managed by:
(Please circle <u>one</u>.)
- 1. A POLICE OFFICER SPECIFICALLY TRAINED/QUALIFIED IN RECRUITING/SELECTING/HIRING.
- 2. A NON-POLICE OFFICER SPECIFICALLY TRAINED/QUALIFIED IN RECRUITING/SELECTING/HIRING.
- 3. A POLICE OFFICER <u>WITHOUT</u> PREVIOUS TRAINING/QUALIFICATION IN RECRUITING/SELECTING/HIRING.
- 4. A NON-POLICE OFFICER <u>WITHOUT</u> PREVIOUS TRAINING/QUALIFICATION IN RECRUITING/SELECTING/HIRING.
- 5. DON'T KNOW.
- 6. OTHER _____
        (Please describe.)

     (b)   If **1**, **2**, or **6**, please briefly describe the training provided and/or the qualification(s) required.

Q. 22. **Persons directly involved** in <u>external hiring</u>, (i.e., those who conduct the interviews, tests and screening of applicants who wish to be police officers) are: *(Please circle <u>all that apply</u>.)*
- 1. PROFICIENT IN BEHAVIORAL DESCRIPTIVE INTERVIEWING/BEHAVIORAL INTERVIEWING.
- 2. SELECTED TO RECRUIT, SELECT, AND HIRE ON THE BASIS THEY FIRMLY UNDERSTAND, AND PRACTISE, COMMUNITY POLICING.
- 3. NONE OF THE ABOVE.
- 4. DON'T KNOW.
- 5. OTHER _____
        (Please describe.)

The following Questions are designed to determine the tests your police organization uses when selecting persons to be "recruit" police officers. Because there are numerous tests on the market that are used in various combinations, please provide as much detail as possible to assist in determining the name of the test, and what it is that your police organization is testing and screening for.

Q.23. My police organization uses ability test(s) for external staffing.
     YES _____   NO _____   DON'T KNOW _____

If "YES," please answer the following Question, otherwise go to Question 25.
Q.24. My organization uses the following ability tests for external staffing: *(Please circle <u>all that apply</u> and <u>list what your organization is testing for through each test.</u>)*
- 1. OTIS to test for: _____
- 2. MMPI to test for: _____
- 3. RCMP Police Aptitude Test to test for: _____
- 4. Other(s): _____ to test for: _____
       (Name the test.)
- 5. Other(s): _____ to test for: _____
       (Name the test.)

When answering the following Question, please circle all that apply.

Q.25. My police organization specifically tests and screens for:
    (a)   "<u>intrinsic motivation</u>" when selecting:
- 1. RECRUITS.
- 2. SUPERVISORS.
- 3. MANAGERS.
- 4. EXECUTIVES.
- 5. CHIEF OF POLICE.
- 6. NONE OF THE ABOVE.
- 7. DON'T KNOW.

(b)   "<u>tolerance of ambiguity</u>" when selecting:
1.   RECRUITS.
2.   SUPERVISORS.
3.   MANAGERS.
4.   EXECUTIVES.
5.   CHIEF OF POLICE.
6.   NONE OF THE ABOVE.
7.   DON'T KNOW.

(c)   "<u>locus of control</u>" when selecting for:
1.   RECRUITS.
2.   SUPERVISORS.
3.   MANAGERS.
4.   EXECUTIVES.
5.   CHIEF OF POLICE.
6.   NONE OF THE ABOVE.
7.   DON'T KNOW.

(d)   "<u>extraversion/introversion</u>" of the candidate when selecting:
1.   RECRUITS.
2.   SUPERVISORS.
3.   MANAGERS.
4.   EXECUTIVES .
5.   CHIEF OF POLICE.
6.   NONE OF THE ABOVE.
7.   DON'T KNOW.

Q.26. My police organization makes internal and external hiring and placement decisions based on how well the candidate's personal values are congruent with the stated values of the police service.

      YES _____   NO _____   OTHER _____DON'T KNOW _____

(Please explain.)

The following Questions are intended to determine if your police organization uses assessment centers and, if so, what it is that the assessment centers are testing for.

Q.27. My police organization uses assessment centers in the selection of: *(Please place an "x" in the appropriate box.)*

POSITION	NO	YES	DON'T KNOW
1. RECRUIT CONSTABLES			
2. FIELD TRAINING OFFICERS/OFFICER COACHES			
3. SUPERVISORS (E.G., CORPORAL OR SERGEANT)			
4. MANAGERS (E.G., STAFF SERGEANT OR INSPECTOR)			
5. EXECUTIVES (E.G.. SUPERINTENDENT OR DEPUTY CHIEF)			
6. CHIEF OF POLICE			

Q.28. If "YES" to one or more positions, please briefly explain what the assessment center is testing for with respect to.

1.   Recruit constables   _____
2.   Field training officers _____
3.   Supervisors   _____
4.   Managers   _____
5.   Executives   _____
6.   Chief of police   _____

Q.29. In my police organization, when determining which police officer to promote to a position of increased responsibility and accountability, seniority is: (*Please circle <u>your response for each role</u>.)*

	Don't Know	Not a Factor	A Factor	A Significant Factor	A Very Significant Factor
1. SUPERVISOR	0	1	2	3	4
2. MANAGER	0	1	2	3	4
3. EXECUTIVE	0	1	2	3	4
4. CHIEF OF POLICE	0	1	2	3	4

In the next six Questions, based on your understanding of what Community Policing means (<u>refer to your response to Question 8</u>), please <u>indicate the extent</u> to which the statement is true:

Q.30. I consider the internal staffing process and criteria for **lateral transfers** in my police organization **to be appropriate for community policing**. *(Please <u>mark</u> on the scale.)*

Don't Know	Not Appropriate	Slightly Appropriate	Appropriate	Very Appropriate
0	1	2	3	4

(If **1**, or **2**, please briefly explain the reason for your response.

Q.31. I consider the **criteria and process for promotion to supervisor** in my police organization **to be appropriate for community policing.**

Don't Know	Not Appropriate	Slightly Appropriate	Appropriate	Very Appropriate
0	1	2	3	4

(If **1**, or **2**, please briefly explain the reason for your response.)

Q.32.   I consider the **criteria and process for promotion to manager** in my police organization **to be appropriate for community policing.**

	Don't Know	*Not Appropriate*	*Slightly Appropriate*	*Appropriate*	*Very Appropriate*
	0	1	2	3	4

   (If **1**, or **2**, please briefly explain the reason for your response.)

Q.33.   I consider **the criteria and process for promotion to executive** in my police organization **to be appropriate for community policing.**

	Don't Know	*Not Appropriate*	*Slightly Appropriate*	*Appropriate*	*Very Appropriate*
	0	1	2	3	4

   (If **1**, or **2**, please briefly explain the reason for your response.)

Q.34 .   I consider the **criteria and process for promotion to, or selection of, chief of police** in my police organization **to be appropriate for community policing.**

	Don't Know	*Not Appropriate*	*Slightly Appropriate*	*Appropriate*	*Very Appropriate*
	0	1	2	3	4

   (If **1**, or **2**, please briefly explain the reason for your response.)

The following Question is intended to determine whether your police organization uses "promotion exams" and to what extent the results of that exam affect the final decision to promote. The parameters for this Question and subsequent Questions re: Supervisor, Manager, Executive are the same as those explained on Page 3.

Q.35.(a) My police organization uses knowledge/technical expertise exams as part of the promotion process for: *(Please circle all that apply.)*

    1. SUPERVISOR (CORPORAL OR SERGEANT).   YES___   NO___   DON'T KNOW____
    2. MANAGER (INSPECTOR OR STAFF SERGEANT.   YES___   NO___   DON'T KNOW____
    3. EXECUTIVE (SUPERINTENDENT OR D/CHIEF).   YES___   NO___   DON'T KNOW____

   (b) If "YES" for one or more, please indicate how great a factor the exam mark is **with respect to the decision to promote**.

	Don't Know	*Not a Factor*	*A Factor*	*A Significant Factor*	*A Very Significant Factor*
1. SUPERVISOR.	0	1	2	3	4
2. MANAGER.	0	1	2	3	4
3. EXECUTIVE.	0	1	2	3	4

   (Please explain if necessary.)

Q.36. Overall, how satisfied are you with the recruiting, hiring, selection, placement, and promotion process(es) [i.e., internal and external staffing] for police officers in your police organization relative to: *(Please circle your response for each role.)*

	Don't Know	Very Unsatisfied	Unsatisfied	Neither Satisfied Nor Unsatisfied	Satisfied	Very Satisfied
1. "RECRUITS"	0	1	2	3	4	5
2. FTOs	0	1	2	3	4	5
3. SUPERVISORS	0	1	2	3	4	5
4. MANAGERS	0	1	2	3	4	5
5. EXECUTIVES	0	1	2	3	4	5
6. CHIEF	0	1	2	3	4	5

   (If **Very Unsatisfied,** or **Unsatisfied**, please briefly explain the reason for your responses.)

PART III
Many Questions in Part III of the survey concern competencies and behavioral competencies. While definitions of these may vary slightly, (they may also be referred to as Dimensions or Knowledge, Skills, Abilities, Other [KSAOs]) the definition used in the context of this survey is:

"The skills, knowledge, and behaviors that result in effective performance in a job."

An example of a behavioral competency is:

Service Orientation: In concert with the organizational strategy, focuses on providing valued service to internal and external customer/clients. Uses understanding of clients' needs, desires, and critical success factors to influence priorities, initiatives and objectives, and teaches and supports others to do the same. Anticipates customer/client needs, and works with customer/client to arrive at appropriate and helpful solutions.

Q.37. In determining the appropriate person for the job, my police organization uses competencies/dimensions and associated behaviors identified for:

	YES	NO	DON'T KNOW
1. "RECRUITS"			
2. FIELD TRAINING OFFICERS			
3. SUPERVISORS			
4. MANAGERS			
5. EXECUTIVES			
6. CHIEF OF POLICE			

If "YES" to one or more positions, please respond to Questions 38 to 44 inclusive, otherwise, go to Question 45.

Q.38. What are the competencies/dimensions and associated behaviors your organization uses for: *(Please list and briefly describe the __seven most important__, or attach a list of the seven most important, competencies/dimensions and associated behaviors for each position. If you don't know, please mark "don't know" under the respective position(s).*
    1.   Recruit constable _____
    2.   Supervisor (e.g., corporal or sergeant)_____
    3.   Manager (e.g., inspector or staff sergeant) _____
    4.   Executive (e.g., superintendent or deputy chief)_____
    5.   Chief of police_____

Q.39. If your police organization uses behavioral competencies/dimensions for staffing, were these behavioral competencies/dimensions developed directly from the Mission, Vision, and Values of the police organization?
    YES _____NO _____ DON'T KNOW _____

Q.40. If your police organization uses behavioral competencies/dimensions, how long ago did your police organization __first change__ to a system using behavioral competencies/dimensions?
    1.   0-12 months _____   2. 12-24 months _____   3. 24-36 months _____
    4.   36-60 months _____   5. 60+ months _____   6. Don't know _____
    7.   OTHER_____

Q.41. If your police organization uses behavioral competencies/dimensions for staffing, how long ago were the competencies and behaviors __that are currently used first implemented__? *Please place "x" in the applicable box.)*

	0-12 months	12-24 months	24-36 months	36-60 months	60+ months	Other	Don't know
1. FOR RECRUITS							
2. FOR FTOs							
3. FOR SUPERVISOR							
4. FOR MANAGER							
5. FOR EXECUTIVE							
6. FOR CHIEF OF POLICE							

Q.42. If your organization uses competencies/dimensions and associated behaviors for staffing, how were they determined?
(Please circle all that apply.)
    1.   BY THE POLICE SERVICE EXECUTIVE.
    2.   BY FOCUS GROUPS OF EMPLOYEES, INCLUDING INCUMBENTS IN THE RESPECTIVE POSITIONS.
    3.   IN CONSULTATION WITH THE COMMUNITY.
    4.   BY AN INDEPENDENT CONSULTANT.
    5.   BY JOB ANALYSIS.
    6.   BY A HUMAN RESOURCE MANAGEMENT SPECIALIST.
    7.   IN CONSULTATION WITH THE POLICE BOARD.
    8.   BY USING THE SAME COMPETENCIES/DIMENSIONS AS THOSE USED BY ANOTHER POLICE SERVICE(S).
    9.   IN CONSULTATION/ PARTICIPATION WITH THE POLICE ASSOCIATION/UNION.
    10. DON'T KNOW.
    11. OTHER _____
        (Please describe.)

Q.43. If your organization uses competencies and associated behaviors for staffing, how does your organization test and determine whether the subject has the necessary competencies and behaviors? (*Please circle all that apply.)*
    1.   ONE-ON-ONE UNSTRUCTURED PERSONAL INTERVIEW WITH THE CANDIDATE/APPLICANT.
    2.   UNSTRUCTURED INTERVIEW BY A PANEL WITH THE CANDIDATE/APPLICANT.
    3.   ONE-ON-ONE BEHAVIORAL DESCRIPTIVE INTERVIEW WITH THE CANDIDATE/APPLICANT.
    4.   BEHAVIORAL DESCRIPTIVE INTERVIEW BY A PANEL WITH THE CANDIDATE/APPLICANT.
    5.   COMPETENCY-BASED APPLICATION FORMS.
    6.   SELF ADMINISTERED WRITTEN TESTS COMPLETED BY THE CANDIDATE/APPLICANT.
    7.   ASSESSMENT CENTRES.
    8.   JOB SIMULATIONS/WORK SAMPLE EXERCISES.
    9.   NONE OF THE ABOVE.
    10. DON'T KNOW
    11. OTHER _____
        (Please describe.)

Q.44. If your organization uses competencies and associated behaviors for staffing, have these competencies and behaviors been __formally__ determined as reliable and valid for each position?
    YES _____ NO _____ DON'T KNOW _____

Q.45. (a) My police organization conducts "reference checks" of applicants for: *(Please circle all that apply.)*
    1.   RECRUIT CONSTABLE.
    2.   FIELD TRAINING OFFICER.
    3.   SUPERVISOR.
    4.   MANAGER.
    5.   EXECUTIVE.
    6.   CHIEF OF POLICE.
    7.   NONE OF THE ABOVE.
    8.   DON'T KNOW

(b) **If "YES" to one or more of the above,** do these reference checks routinely include interviewing the reference with respect to the manner in which the applicant/candidate satisfies the competencies for the position?
YES _____   NO _____   DON'T KNOW _____

Q.46.(a) In my police organization, the person with the responsibility of managing the internal staffing process (lateral mobility and promotions) for police officers is: *(Please circle one.)*
1. ASSIGNED TO THAT POSITION WITHOUT REFERENCE TO PREDETERMINED COMPETENCIES AND CRITERIA.
2. SELECTED FOR THAT POSITION BASED ON PREDETERMINED COMPETENCIES AND CRITERIA.
3. OTHER. _____
(Please describe.)

(b) If "YES" to **2** or **3**, please briefly outline the relevant competencies and criteria used.

Q.47.(a) In my police organization, the person(s) with the responsibility of recruiting, selecting, and hiring new police officers is:
(Please circle one.)
1. ASSIGNED TO THAT POSITION WITHOUT REFERENCE TO PRE-DETERMINED COMPETENCIES AND CRITERIA.
2. SELECTED FOR THAT POSITION BASED ON PRE-DETERMINED COMPETENCIES AND CRITERIA.
3. OTHER _____
(Please describe.)

(b). If "YES" to **2**, or **3**, please briefly outline the relevant competencies and criteria used.

The purpose of the following Questions is to determine the criteria your police organization uses for selecting and assigning those police officers who coach and train "recruits" during the probation period of "recruits."

Q.48. My police organization uses assigned Field Training Officers/Officers Coaches to train and coach new police officers while on probation.
YES _____   NO _____   DON'T KNOW _____

If "YES," please continue. Otherwise, go to Question 51.

Q.49. In my police organization, Field Training Officers/Officers Coaches of "recruits" are selected based on pre-determined criteria, competencies, and related behaviors.
YES _____   NO _____   OTHER _____   DON'T KNOW _____
(Please explain.)
If "YES," please continue. Otherwise, go to Question 51.

Q.50. In my police organization, the criteria, competencies, and related behaviors required of the Field Training Officers/Officer Coaches of "recruits" are: *(Please list and describe, or attach a list of, the seven most critical.)*

The following Questions are designed to identify the major consideration in your police organization when promoting a police officer to a position of increased responsibility and accountability:

Q.51. In my police organization, the **primary criteria for promotion to a supervisory** position is: *(Please circle one.)*
1. BASED ON COMPETENCIES AND RELATED BEHAVIOURS FOR THE PROMOTED POSITION.
2. BASED ON PAST PERFORMANCE OF THE APPLICANT.
3. BASED ON SENIORITY OF THE APPLICANT.
4. ALL OF THE ABOVE.
5. A COMBINATION OF 1 & 2.
6. A COMBINATION OF 2 & 3.
7. NONE OF THE ABOVE.
8. DON'T KNOW.
9. OTHER _____
(Please describe.)

Q.52. In my police organization, the **primary criteria for promotion to a management** position is: *(Please circle one.)*
1. BASED ON COMPETENCIES AND RELATED BEHAVIOURS FOR THE PROMOTED POSITION.
2. BASED ON PAST PERFORMANCE OF THE APPLICANT.
3. BASED ON SENIORITY OF THE APPLICANT.
4. ALL OF THE ABOVE.
5. A COMBINATION OF 1 & 2.
6. A COMBINATION OF 2 & 3.
7. NONE OF THE ABOVE.
8. DON'T KNOW.
9. OTHER _____
(Please describe.)

Q.53.   In my police organization, the **criteria for promotion to an executive position** is: *(Please circle one.)*
1.   BASED ON COMPETENCIES AND RELATED BEHAVIOURS FOR THE PROMOTED POSITION.
2.   BASED ON PAST PERFORMANCE OF THE APPLICANT.
3.   BASED ON SENIORITY OF THE APPLICANT.
4.   ALL OF THE ABOVE.
5.   A COMBINATION OF 1 & 2.
6.   A COMBINATION OF 2 & 3.
7.   NONE OF THE ABOVE.
8.   DON'T KNOW.
9.   OTHER   _____
(Please describe.)

Q.54. In my police organization, the **primary criteria for promotion to, or selection of, a chief of police** is: (*Please circle one.)*
1.   BASED ON COMPETENCIES AND RELATED BEHAVIOURS FOR THE PROMOTED POSITION.
2.   BASED ON PAST PERFORMANCE OF THE APPLICANT.
3.   BASED ON SENIORITY OF THE APPLICANTS.
4.   ALL OF THE ABOVE.
5.   A COMBINATION OF 1 & 2.
6.   A COMBINATION OF 2 & 3.
7.   DON'T KNOW.
8.   OTHER   _____
(Please describe.)

PART IV
Whether your police organization currently uses competencies/dimensions or not, the following Questions are designed to determine the competencies/dimensions you think should be in place to facilitate, support, and sustain community policing in your organization.

While some competencies/dimensions, skills, abilities, attributes are critical to the successful implementation and sustainability of community policing, some may not be as important, or not important at all, to community policing. Following is a list of competencies, skills, abilities, and attributes that may be appropriate for Community Policing with a brief explanation of each. Please review this list and use for reference when responding to Questions 55 to 60 inclusive.

Competencies, skills, & abilities, etc.		Definition/Explanation
A	Adaptability	Receptive to change. Adjusts & maintains effectiveness when working in changing environment or upon changing to new tasks.
B	Analytical/Critical Thinking	Uses logic & systematic reasoning to identify, understands & analyzes problems and solutions. Questions the status quo.
C	Building Organizational Commitment	Builds concern for organization's welfare. Takes responsibility for building loyalty and commitment.
D	Change Catalyst	Advocates/identifies/initiates changes to enhance customer/client service and organizational effectiveness and efficiency.
E	Change Management	Identifies elements resistant to supportive of change. Provides resources and removes/negotiates barriers to change.
F	Coaching/Developing others	Provides honest & timely feedback & learning opportunities to improve performance of others.
G	Commitment to Learn	Is able and willing to learn formally and informally. Seeks opportunities to acquire new experience(s) and learning.
H	Communication	Expresses and shares ideas clearly, orally & in writing, creatively identifies & utilizes effective communication methods & channels.
I	Conceptual Thinking	Quickly grasps key concepts and central underlying issues. Uses examples/analogies to help others understand.
J	Concern for Quality	Monitors accuracy & quality. Takes action to correct errors/mistakes.
K	Conflict Resolution	Listens to all points of view, expresses own opinions inoffensively & strives for compromise when appropriate.
L	Conscientiousness/ Reliability	Is thorough & committed to completing task/function to a high quality. Needs little/no supervision.
M	Continuous Improvement	On ongoing basis analyses systems, processes, performance & takes appropriate action to improve outcomes.
N	Continuous Learning/Self Development	Constantly strives to develop through formal/informal education/training/experiential learning.
O	Creative & Innovative	Looks for & implements new/different ways to improve service.
P	Cross Cultural Sensitivity	Is sensitive to cultural differences and modifies communication and behavior as necessary
Q	Decision Quality	Gathers sufficient info before making decisions. Sees long-range as well as short-range implications. Does the right thing.
R	Decisiveness	Makes decisions, based on well reasoned analysis of available info in timely manner, that are ethically/professionally sound

Competencies, skills, & abilities, etc. (continued)		Definition/Explanation (continued)
S	Empowers/Delegates	Provides authority, responsibility, accountability and resources to enable employees to learn and develop
T	Establishes Focus	Works with employees to ensure they are aligned with organizational strategy and resources are appropriately allocated.
U	External Locus of Control	Feels that others have control/influence over destiny and attributes blame/cause to others or organization
V	Extrinsic Motivation	Motivated significantly by pay, benefits, promotion.
W	Flexibility	Changes strategies/tactics if current ones are not working or working effectively.
X	Influence/Persuasiveness	Develops & presents persuasive arguments to address concerns, wants, needs of self and others.
Y	Initiative	Originates action. Actively attempts to influence events to accomplish goals. Takes action to achieve goals beyond what is called for.
Z	Integrity and Truth	Admits mistakes. Takes responsibly for actions. Follows though on commitments/agreements.
AA	Internal Locus of Control	Feels and behaves as having control over own destiny. Takes responsibility for own actions.
BB	Interpersonal Awareness	Empathetic as appropriate, listens to ideas/concerns of others & deals with sensitive issues in non-threatening way.
CC	Intrinsic Motivation	Motivated significantly by job challenges, job design, feedback from job and others, and intrinsic rewards/recognition.
DD	Judgment	Accurately identifies problems and assesses situations. Seeks out information and makes decisions based on information and logical assumptions.
EE	Leadership	Inspires and enables people to work with commitment and competence to achieve the goals/objectives of the organization.
FF	Managing Performance	Focuses on quality & quality of performance & outcomes. Tracks own progress & seeks feedback.
GG	Motivation of Others	Provides environment for job satisfaction and motivation of employees.
HH	Organizational Savvy	Understands the internal and external alliances & relationships. Develops strategies/takes action accordingly.
II	Political Acumen	The ability to successfully manage relations with the governing body.
JJ	Professional/Ethical	Always works to the highest ethical standards, acts with integrity, and demonstrates a professional image
KK	Purpose, Principles, & Values	Encourages employees to base decisions on organization's purpose, principles, and values.
LL	Relationship Building	Builds/maintains effective rapport with people whose cooperation internally and externally is important to success.
MM	Results Orientation	Sets & works to achievable goals of quality. Focuses on & committed to valued end product/service.
NN	Risk Taking	Takes/initiates action with respect to applying new/innovative solutions that involve a calculated risk re: being successful.
OO	Self Esteem	Demonstrates self-confidence in abilities and judgment. Takes responsibility for own actions. Recognizes personal limitations. Encourages feedback.
PP	Self Motivation	Is highly motivated; committed to learning, developing, improving own performance and delivering a quality service
QQ	Service Orientation	Focuses on providing valued service to internal & external customer/clients
RR	Strategic Awareness/Thinking	Demonstrates vision in understanding the changing environment and the broad/long-term implications of decisions and actions.
SS	Team Building	Works collaboratively to build a high functioning team that actively shares information/relies on expertise of team members.
TT	Teamwork	Tolerant of individual differences. Works collaboratively to problem solve and achieve team & organization goals.
UU	Tolerance of Ambiguity	Functions well when info is unclear/complex and when the consequences of decisions and actions are unclear.
VV	Transformational Leadership	Anticipates trends, has vision, inspires and leads others to continuously improve. Develops leaders.
WW	Values Diversity	Embraces the various skills and opinions of diversity. Works effectively with persons from diverse backgrounds, cultures, and socioeconomic circumstances.
XX	Work Efficiency	Completes high quality work promptly. Breaks down projects/assignments into component tasks. Uses resources effectively.

The following Questions are intended to determine <u>what you think</u> are the twenty (20) critical competencies, skills, abilities, and attributes for a successful police officer in a Community Policing organization.

Q. 55.   From the following list, using the definitions/explanations listed above, please place an "x" in the column next to the TWENTY (20) CRITICAL COMPETENCIES, SKILLS, and ABILITIES, etc., you consider necessary for a **Recruit Constable in a Community Policing Organization.**

	Competencies, skills & abilities, etc.	The 20 critical			Competencies, skills & abilities, etc.	The 20 critical
A	Adaptability			Z	Integrity & Truth	
B	Analytical/Critical Thinking			AA	Internal Locus of Control	
C	Building Organizational Commitment			BB	Interpersonal Awareness	
D	Change Catalyst			CC	Intrinsic Motivation	
E	Change Management			DD	Judgment	
F	Coaching/Developing others			EE	Leadership	
G	Commitment to Learn			FF	Managing Performance	
H	Communication			GG	Motivation of Others	
I	Conceptual Thinking			HH	Organizational Savvy	
J	Concern for Quality			II	Political Acumen	
K	Conflict Resolution			JJ	Professional/Ethical	
L	Conscientiousness/Reliability			KK	Purpose, Principles, & Values	
M	Continuous Improvement			LL	Relationship Building	
N	Continuous Learning/Self Development			MM	Results Orientation	
O	Creative & Innovative			NN	Risk Taking	
P	Cross Cultural Sensitivity			OO	Self Esteem	
Q	Decision Quality			PP	Self Motivation	
R	Decisiveness			QQ	Service Orientation	
S	Empowers/Delegates			RR	Strategic Awareness/Thinking	
T	Establishes Focus			SS	Team Building	
U	External Locus of Control			TT	Teamwork	
V	Extrinsic Motivation			UU	Tolerance of Ambiguity	
W	Flexibility			VV	Transformational Leadership	
X	Influence/Persuasiveness			WW	Values Diversity	
Y	Initiative			XX	Work Efficiency	

Comments: *(please feel free to comment on, or elaborate on, your response.)*

Q. 56.   From the following list, using the definitions/explanations listed above, please place an "x" in the column next to the TWENTY (20) CRITICAL COMPETENCIES, SKILLS, and ABILITIES, etc., you consider necessary for a **Field Training Officer in a Community Policing Organization.**

	Competencies, skills & abilities, etc.	The 20 critical			Competencies, skills & abilities, etc.	The 20 critical
A	Adaptability			Z	Integrity & Truth	
B	Analytical/Critical Thinking			AA	Internal Locus of Control	
C	Building Organizational Commitment			BB	Interpersonal Awareness	
D	Change Catalyst			CC	Intrinsic Motivation	
E	Change Management			DD	Judgment	
F	Coaching/Developing others			EE	Leadership	
G	Commitment to Learn			FF	Managing Performance	
H	Communication			GG	Motivation of Others	
I	Conceptual Thinking			HH	Organizational Savvy	
J	Concern for Quality			II	Political Acumen	
K	Conflict Resolution			JJ	Professional/Ethical	
L	Conscientiousness/Reliability			KK	Purpose, Principles, & Values	
M	Continuous Improvement			LL	Relationship Building	
N	Continuous Learning/Self Development			MM	Results Orientation	
O	Creative & Innovative			NN	Risk Taking	
P	Cross Cultural Sensitivity			OO	Self Esteem	
Q	Decision Quality			PP	Self Motivation	
R	Decisiveness			QQ	Service Orientation	
S	Empowers/Delegates			RR	Strategic Awareness/Thinking	
T	Establishes Focus			SS	Team Building	
U	External Locus of Control			TT	Teamwork	
V	Extrinsic Motivation			UU	Tolerance of Ambiguity	
W	Flexibility			VV	Transformational Leadership	
X	Influence/Persuasiveness			WW	Values Diversity	
Y	Initiative			XX	Work Efficiency	

Comments: *(please feel free to comment on, or elaborate on, your response.)*

Q. 57.   From the following list, using the definitions/explanations listed above, please place an "x" in the column next to the TWENTY (20) CRITICAL COMPETENCIES, SKILLS, and ABILITIES, etc., you consider necessary for a **Supervisor in a Community Policing Organization.**

	Competencies, skills & abilities, etc.	The 20 critical		Competencies, skills & abilities, etc.	The 20 critical
A	Adaptability		Z	Integrity & Truth	
B	Analytical/Critical Thinking		AA	Internal Locus of Control	
C	Building Organizational Commitment		BB	Interpersonal Awareness	
D	Change Catalyst		CC	Intrinsic Motivation	
E	Change Management		DD	Judgment	
F	Coaching/Developing others		EE	Leadership	
G	Commitment to Learn		FF	Managing Performance	
H	Communication		GG	Motivation of Others	
I	Conceptual Thinking		HH	Organizational Savvy	
J	Concern for Quality		II	Political Acumen	
K	Conflict Resolution		JJ	Professional/Ethical	
L	Conscientiousness/Reliability		KK	Purpose, Principles, & Values	
M	Continuous Improvement		LL	Relationship Building	
N	Continuous Learning/Self Development		MM	Results Orientation	
O	Creative & Innovative		NN	Risk Taking	
P	Cross Cultural Sensitivity		OO	Self Esteem	
Q	Decision Quality		PP	Self Motivation	
R	Decisiveness		QQ	Service Orientation	
S	Empowers/Delegates		RR	Strategic Awareness/Thinking	
T	Establishes Focus		SS	Team Building	
U	External Locus of Control		TT	Teamwork	
V	Extrinsic Motivation		UU	Tolerance of Ambiguity	
W	Flexibility		VV	Transformational Leadership	
X	Influence/Persuasiveness		WW	Values Diversity	
Y	Initiative		XX	Work Efficiency	

Comments: *(please feel free to comment on, or elaborate on, your response.)*

Q.58.   From the following list, using the definitions/explanations listed above, please place an "x" in the column next to the TWENTY (20) CRITICAL COMPETENCIES, SKILLS, and ABILITIES, etc., you consider necessary for a **Manager in a Community Policing Organization.**

	Competencies, skills & abilities, etc.	The 20 critical		Competencies, skills & abilities, etc.	The 20 critical
A	Adaptability		Z	Integrity & Truth	
B	Analytical/Critical Thinking		AA	Internal Locus of Control	
C	Building Organizational Commitment		BB	Interpersonal Awareness	
D	Change Catalyst		CC	Intrinsic Motivation	
E	Change Management		DD	Judgment	
F	Coaching/Developing others		EE	Leadership	
G	Commitment to Learn		FF	Managing Performance	
H	Communication		GG	Motivation of Others	
I	Conceptual Thinking		HH	Organizational Savvy	
J	Concern for Quality		II	Political Acumen	
K	Conflict Resolution		JJ	Professional/Ethical	
L	Conscientiousness/Reliability		KK	Purpose, Principles, & Values	
M	Continuous Improvement		LL	Relationship Building	
N	Continuous Learning/Self Development		MM	Results Orientation	
O	Creative & Innovative		NN	Risk Taking	
P	Cross Cultural Sensitivity		OO	Self Esteem	
Q	Decision Quality		PP	Self Motivation	
R	Decisiveness		QQ	Service Orientation	
S	Empowers/Delegates		RR	Strategic Awareness/Thinking	
T	Establishes Focus		SS	Team Building	
U	External Locus of Control		TT	Teamwork	
V	Extrinsic Motivation		UU	Tolerance of Ambiguity	
W	Flexibility		VV	Transformational Leadership	
X	Influence/Persuasiveness		WW	Values Diversity	
Y	Initiative		XX	Work Efficiency	

Comments: *(please feel free to comment on, or elaborate on, your response.)*

Q. 59. From the following list, using the definitions/explanations listed above, please place an "x" in the column next to the TWENTY (20) CRITICAL COMPETENCIES, SKILLS, and ABILITIES, etc., you consider necessary for an **Executive in a Community Policing Organization.**

	Competencies, skills & abilities, etc.	The 20 critical		Competencies, skills & abilities, etc.	The 20 critical
A	Adaptability		Z	Integrity & Truth	
B	Analytical/Critical Thinking		AA	Internal Locus of Control	
C	Building Organizational Commitment		BB	Interpersonal Awareness	
D	Change Catalyst		CC	Intrinsic Motivation	
E	Change Management		DD	Judgment	
F	Coaching/Developing others		EE	Leadership	
G	Commitment to Learn		FF	Managing Performance	
H	Communication		GG	Motivation of Others	
I	Conceptual Thinking		HH	Organizational Savvy	
J	Concern for Quality		II	Political Acumen	
K	Conflict Resolution		JJ	Professional/Ethical	
L	Conscientiousness/Reliability		KK	Purpose, Principles, & Values	
M	Continuous Improvement		LL	Relationship Building	
N	Continuous Learning/Self Development		MM	Results Orientation	
O	Creative & Innovative		NN	Risk Taking	
P	Cross Cultural Sensitivity		OO	Self Esteem	
Q	Decision Quality		PP	Self Motivation	
R	Decisiveness		QQ	Service Orientation	
S	Empowers/Delegates		RR	Strategic Awareness/Thinking	
T	Establishes Focus		SS	Team Building	
U	External Locus of Control		TT	Teamwork	
V	Extrinsic Motivation		UU	Tolerance of Ambiguity	
W	Flexibility		VV	Transformational Leadership	
X	Influence/Persuasiveness		WW	Values Diversity	
Y	Initiative		XX	Work Efficiency	

Comments: (please feel free to comment on, or elaborate on, your response.)

Q. 60. From the following list, using the definitions/explanations listed above, please place an "x" in the column next to the TWENTY (20) CRITICAL COMPETENCIES, SKILLS, and ABILITIES, etc., you consider necessary for a **Chief of Police in a Community Policing Organization.**

	Competencies, skills & abilities, etc.	The 20 critical		Competencies, skills & abilities, etc.	The 20 critical
A	Adaptability		Z	Integrity & Truth	
B	Analytical/Critical Thinking		AA	Internal Locus of Control	
C	Building Organizational Commitment		BB	Interpersonal Awareness	
D	Change Catalyst		CC	Intrinsic Motivation	
E	Change Management		DD	Judgment	
F	Coaching/Developing others		EE	Leadership	
G	Commitment to Learn		FF	Managing Performance	
H	Communication		GG	Motivation of Others	
I	Conceptual Thinking		HH	Organizational Savvy	
J	Concern for Quality		II	Political Acumen	
K	Conflict Resolution		JJ	Professional/Ethical	
L	Conscientiousness/Reliability		KK	Purpose, Principles, & Values	
M	Continuous Improvement		LL	Relationship Building	
N	Continuous Learning/Self Development		MM	Results Orientation	
O	Creative & Innovative		NN	Risk Taking	
P	Cross Cultural Sensitivity		OO	Self Esteem	
Q	Decision Quality		PP	Self Motivation	
R	Decisiveness		QQ	Service Orientation	
S	Empowers/Delegates		RR	Strategic Awareness/Thinking	
T	Establishes Focus		SS	Team Building	
U	External Locus of Control		TT	Teamwork	
V	Extrinsic Motivation		UU	Tolerance of Ambiguity	
W	Flexibility		VV	Transformational Leadership	
X	Influence/Persuasiveness		WW	Values Diversity	
Y	Initiative		XX	Work Efficiency	

Comments: *(please feel free to comment on, or elaborate on, your response.)*

PART V

The following five Questions are designed to determine the <u>minimum education,</u> as established by policy of your police organization, for each role:

Q.61. In my police organization, the **<u>minimum education</u>** for **"recruit" police officers** is: *(Please circle <u>one</u>.)*

       1.   NO MINIMUM EDUCATION.
       2.   GRADE 12/13.
       3.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY.
       4.   UNDERGRADUATE DEGREE.
       5.   GRADUATE DEGREE.
       6.   DON'T KNOW.
       7.   OTHER _____
                    (Please describe.)

Q.62. In my police organization, the **<u>minimum education for promotion</u>** to **supervisor** (e.g., corporal or sergeant) is:
      (Please circle <u>one</u>.)

       1.   NO MINIMUM EDUCATION.
       2.   GRADE 12/13.
       3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
       4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
       5.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
       6.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
       7.   GRADUATE DEGREE IN ANY DISCIPLINE.
       8.   DON'T KNOW.
       9.   OTHER _____
                    (Please describe.)

Q.63. In my police organization, the **<u>minimum education for promotion</u>** to **manager** (e.g., staff sergeant or inspector) is:
      (Please circle <u>one</u>.)

       1.   NO MINIMUM EDUCATION.
       2.   GRADE 12/13.
       3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
       4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
       5.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
       6.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
       7.   GRADUATE DEGREE IN ANY DISCIPLINE.
       8.   DON'T KNOW.
       9.   OTHER _____
                    (Please describe.)

Q.64. In my police organization, the **<u>minimum education for promotion</u>** to **executive** (e.g., superintendent or deputy chiefs) is:
      (Please circle <u>one</u>.)

       1.   NO MINIMUM EDUCATION.
       2.   GRADE 12/13.
       3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
       4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
       5.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
       6.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
       7.   GRADUATE DEGREE IN ANY DISCIPLINE.
       8.   DON'T KNOW.
       9.   OTHER _____
                    (Please describe.)

Q.65. In my police organization, the **<u>minimum education for appointment</u>** to **chief of police** is: (*Please circle <u>one</u>.)*

       1.   NO MINIMUM EDUCATION.
       2.   GRADE 12/13.
       3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
       4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
       5.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
       6.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
       7.   GRADUATE DEGREE IN ANY DISCIPLINE.
       8.   DON'T KNOW.
       9.   OTHER _____
                    (Please describe.)

The following five Questions are designed to identify what <u>you think</u> the minimum education <u>should be</u> for each role, assuming such educational requirements will not limit the pool, or availability, of potential candidates.

Q.66.   In my opinion, the **<u>minimum education</u>** for "recruit" police officers in a community policing organization **<u>should be</u>**:
   (Please circle <u>one</u>.)
   1.   NO MINIMUM EDUCATION.
   2.   GRADE 12/13.
   3.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY.
   4.   UNDERGRADUATE DEGREE.
   5.   GRADUATE DEGREE.
   6.   DON'T KNOW.
   7.   OTHER _____
                   (Please describe.)

Q.67.   In my opinion, the **<u>minimum education for promotion</u>** to **supervisor** in a community policing organization **<u>should be</u>:**
   (*Please circle <u>one</u>.)*
   1.   NO MINIMUM EDUCATION.
   2.   GRADE 12/13.
   3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD IN ANY DISCIPLINE.
   4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
   5.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
   6.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
   7.   GRADUATE DEGREE.
   8.   DON'T KNOW.
   9.   OTHER _____
                   (Please describe.)

Q.68.   In my opinion, the **<u>minimum education for promotion</u>** to **manager** in a community policing organization **<u>should be</u>**:
   (Please circle <u>one</u>.)
   1.   NO MINIMUM EDUCATION.
   2.   GRADE 12/13.
   3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
   4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
   5.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
   6.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
   7.   GRADUATE DEGREE IN ANY DISCIPLINE.
   8.   DON'T KNOW.
   9.   OTHER _____
                   (Please describe.)

Q.69.   In my opinion, the **<u>minimum education for promotion</u>** to **executive** in a community policing organization **<u>should be</u>**:
   (Please circle <u>one</u>.)
   1.   NO MINIMUM EDUCATION.
   2.   GRADE 12/13.
   3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
   4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
   5.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
   6.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
   7.   GRADUATE DEGREE IN ANY DISCIPLINE.
   8.   GRADUATE DEGREE IN BUSINESS/MANAGEMENT.
   9.   LAW DEGREE.
   10.   DON'T KNOW.
   11.   OTHER _____
                   (Please describe.)

Q.70.   In my opinion, the **<u>minimum education for appointment</u>** to **chief of police** in a community policing organization **<u>should be</u>**:
   (Please circle <u>one</u>.)
   1.   NO MINIMUM EDUCATION.
   2.   GRADE 12/13.
   3.   CERTIFICATE/DIPLOMA IN BUSINESS/MANAGEMENT FIELD.
   4.   TWO YEARS POST-SECONDARY AT COLLEGE/UNIVERSITY IN ANY DISCIPLINE.
   5.   UNDERGRADUATE DEGREE IN BUSINESS/MANAGEMENT.
   6.   UNDERGRADUATE DEGREE IN ANY DISCIPLINE.
   7.   GRADUATE DEGREE IN ANY DISCIPLINE.
   8.   GRADUATE DEGREE IN BUSINESS/MANAGEMENT.
   9.   LAW DEGREE.
   10.   DON'T KNOW.
   11.   OTHER _____
                   (Please describe.)

The following Questions are intended to determine the continuing education, learning, and training policies of your police organization. "Education" refers to courses or programs undertaken at, or through, a post-secondary educational institution.

Q.71. My police organization provides paid education leave subject to criteria.
            YES _____   NO _____   DON'T KNOW _____

If "YES," please continue, otherwise go to Question 76.

Q.72.   The criteria for paid educational leave is: *(Please briefly explain.)*

            _____

Q.73.   Provided the criteria for paid educational leave is met, my police organization provides paid educational leave for: *(Please circle one.)*

            1.   ALL EMPLOYEES.
            2.   POLICE OFFICERS ONLY.
            3.   NONE OF THE ABOVE
            4.   DON'T KNOW.

If "YES" to 1, or 2, please continue, otherwise please go to Question 76.

Q.74.   If your police organization provides paid educational leave, what is the maximum duration of educational leave:
            (Please circle one.)
            1.   3 MONTHS ___   2. 6 MONTHS ___   3. 12 MONTHS ___   4. OTHER ___   5. DON'T KNOW ___

Q.75.   My police organization provides paid educational leave for: *(Please circle all that apply.)*

            1.   EDUCATION REGARDLESS OF THE DISCIPLINE OR SUBJECT MATTER.
            2.   EDUCATION WITH RESPECT TO BUSINESS/MANAGEMENT.
            3.   EDUCATION WITH RESPECT TO LAW.
            4.   EDUCATION WITH RESPECT TO "POLICE/JUSTICE STUDIES"
            5.   NONE OF THE ABOVE.
            6.   DON'T KNOW.
            7.   OTHER   _____
                        (Please describe.)

The following Questions seek information relative to employees who complete education on their own time, i.e., not while on educational leave.

Q.76.   For employees completing education approved by the police service and taken on their own time, my police organization pays for: *(Please circle one.)*

            1.   TUITION ONLY.
            2.   TUITION AND TEXTBOOKS.
            3.   TUITION OR TEXTBOOKS.
            4.   TEXTBOOKS ONLY.
            5.   NONE OF THE ABOVE.
            6.   DON'T KNOW.
            7.   OTHER   _____
                        (Please describe.)

Q. 77.   For employees completing education on their own time, my police organization provides paid "study time."
            YES _____   NO _____   DON'T KNOW _____

            If "YES," please briefly explain the parameters of the paid "study time."
_____

PART VI
The following two Questions are intended to determine the policies and practices of your police organization with respect to ensuring sufficient competent persons will be in place in the future.

Q.78. My police organization has a **formal coaching/mentoring program(s).**
            YES _____   NO _____   DON'T KNOW _____
            (If "YES," please briefly describe or attach a copy of the policy.)
            _____

Q.79. In my police organization, the design of internal training and learning programs is formally linked to the identified behavioral competencies for each position.
            YES _____   NO _____   OTHER _____   DON'T KNOW _____

Q.80. My police organization has **formal succession planning/succession management** for the position of:
   (Please circle all that apply.)
   1.   SUPERVISOR (E.G., CORPORAL OR SERGEANT).
   2.   MANAGER (E.G., INSPECTOR OR STAFF SERGEANT).
   3.   EXECUTIVE (E.G., SUPERINTENDENT AND DEPUTY CHIEF).
   4.   CHIEF OF POLICE.
   5.   NONE OF THE ABOVE.
   6.   DON'T KNOW.

   IF "YES" to **1**, **2**, **3**, **4**, please briefly describe or attach a copy of the relevant policy(s).

Q.81. My police organization has an **informal succession plan/succession management**.
   YES _____   NO _____   DON'T KNOW _____

   (If "YES," please briefly describe.)

Q.82.(a) My police organization uses a "computerized" human resource management information system to track the skills and competencies of the police officers and identify areas of competency deficiencies **in order to meet strategic needs of the organization.**
   YES _____   NO _____   DON'T KNOW _____

   (b) If "YES," is this system effective?
   YES _____   NO _____   DON'T KNOW _____

   If "NO," what is the major deficiency? *(Please briefly explain.)*

PART VII
The following Questions are intended to determine the compensation programs in place for police officers in your police organization, and the reward and recognition programs relative to the performance of police officers.
Q.83. My police organization's salary/wages are: *(Please circle one.)*
   1.   JOB BASED (I.E., POLICE OFFICER IS PAID BASED ON THE JOB/POSITION HE/SHE HOLDS.)
   2.   PERFORMANCE BASED (I.E., POLICE OFFICER IS PAID BASED ON THE QUALITY OF WORK/ PERFORMANCE.)
   3.   SKILL/KNOWLEDGE BASED (I.E., POLICE OFFICER IS PAID BASED ON SKILLS ACQUIRED, AND EDUCATION COMPLETED.)
   4.   A COMBINATION OF 1 & 2.
   5.   A COMBINATION OF 1 & 3.
   6.   A COMBINATION OF 1, 2, & 3.
   7.   DON'T KNOW.
   8.   OTHER _____.
               (Please describe.)

Q.84. **If "YES" to 2, 3, 4, 5, 6, or 8**, please briefly describe the compensation structure and which police officer position(s) it applies to:_____

Q.85. My police organization has a formal reward/recognition program that is **primarily focused** on rewards that recognize the:
   (Please circle one.)
   1.   PERFORMANCE OF INDIVIDUAL POLICE OFFICERS.
   2.   THE PERFORMANCE OF THE "TEAM"/WORKGROUP.
   3.   DO NOT HAVE A FORMAL REWARD/RECOGNITION PROGRAM.
   4.   DON'T KNOW.
   5.   OTHER _____
            (Please describe.)

If "YES" to 1, 2, or 5, please respond to Question 86; otherwise go to Question 87.

Q.86.(a) My police organization has **a formal recognition/reward program** to recognize and support: *(Please circle all that apply.)*
   1.   QUALITY PERFORMANCE OF POLICE OFFICERS WITH RESPECT TO MEETING ORGANIZATIONAL OBJECTIVES.
   2.   CREATIVITY AND INNOVATION OF POLICE OFFICERS WITH RESPECT TO MEETING ORGANIZATIONAL OBJECTIVES.
   3.   A COMBINATION OF 1 AND 2.
   4.   NONE OF THE ABOVE.
   5.   DON'T KNOW.
   6.   OTHER _____
            (Please describe)
      (b) If "YES" to **1**, **2**, **3**, or **6**, please briefly describe the program(s) and the rewards/recognition.

Q. 87.(a)   My police organization has a formal employee suggestion program.
         YES _____   NO _____   DON'T KNOW _____

    (b)   If "YES," please briefly describe the program(s).

PART VIII
The following Questions are intended to determine the processes and tools you use to determine the performance of a police officer, and the performance of the police organization in total.

Q.88.   My police organization uses a formal customer/client satisfaction survey(s) to assist with
         measurement of organizational performance.
         YES _____   NO _____   DON'T KNOW _____

If "YES," please continue, otherwise go to Question 90.

Q.89.   If "YES," the frequency of the survey is: *(Please circle one.)*

         1.   ANNUALLY.
         2.   TWICE PER YEAR.
         3.   ONGOING (I.E., DAILY).
         4.   WEEKLY.
         5.   MONTHLY.
         6.   EVERY TWO YEARS.
         7.   DON'T KNOW.
         8.   OTHER _____
                   (*Please describe.*)

Q.90.   My police organization conducts formal employee satisfaction surveys: *(Please circle one.)*

         1.   ONCE PER YEAR.
         2.   TWICE PER YEAR.
         3.   EVERY TWO YEARS.
         4.   DOESN'T CONDUCT EMPLOYEE SATISFACTION SURVEYS.
         5.   DON'T KNOW.
         6.   OTHER _____
                   (*Please describe.*)

Q.91.   In my police organization, the criteria for performance measurement of police officers is directly developed from, and linked
         to, the organizational strategy:
         YES _____   NO _____   DON'T KNOW _____

Q.92.   My police organization measures and rewards the performance of teams/work groups rather than the individual police officers
         in the team/work groups. *(Please circle one.)*

Don't Know	*Agree Strongly*	*Agree*	*Neither Agree/Disagree*	*Disagree*	*Disagree Strongly*
0	1	2	3	4	5

Q.93.   My police service collects and uses **organizational performance data** for the primary purpose of:
         (Please circle all that apply.)

         1.   DETERMINING THE DEGREE OF SUCCESS OF POLICE PROGRAMS.
         2.   ASSISTING IN DETERMINING WHICH NEW PROGRAMS/SERVICES TO DELIVER.
         3.   ASSISTING IN DETERMINING WHICH PROGRAMS/SERVICES TO DISCONTINUE.
         4.   NONE OF THE ABOVE.
         5.   DON'T KNOW.
         6.   OTHER _____
                   (Please describe.)

Q.94.   My police organization uses periodic employee assessments/appraisals of individual police officers based on the
         competencies/dimensions and associated behaviors relevant to the job of: *(Please place an "x" in the appropriate box)*

POSITION	NO	YES	DON'T KNOW
1. CONSTABLE			
2. SUPERVISOR			
3. MANAGER			
4. EXECUTIVE			
5. CHIEF OF POLICE			

If "YES" to one of more of the above, please respond to Question 95, otherwise go to Question 96.

Q.95. My police organization uses <u>periodic formal assessments/appraisals</u> of police officers for the **primary purpose** of:
(Please circle <u>one</u>.)

    1.   PERFORMANCE MEASUREMENT OF THE INDIVIDUAL.
    2.   DEVELOPING THE COMPETENCIES OF THE INDIVIDUAL EMPLOYEE.
    3.   PROGRESSIVE DISCIPLINE OF THE INDIVIDUAL EMPLOYEE.
    4.   DETERMINING COMPENSATION FOR THE EMPLOYEE.
    5.   DETERMINING THE PROMOTABILITY OF THE EMPLOYEE.
    6.   NONE OF THE ABOVE.
    7.   DON'T KNOW.
    8.   OTHER _____
                      (Please describe.)

<u>PART IX</u>
NOTE: Completion of all, or part of, the following information about the person completing this survey and the respondent's organization is optional, but would be of assistance to the researcher in identifying any differences, or similarities, between those respondents with varying perspectives.

Q.96. Respondent is: *(Please circle <u>one</u>.)*

    1.   CHIEF OF POLICE
    2.   CHAIRMAN OF THE POLICE BOARD/COMMISSION.
    3.   PRESIDENT OF THE POLICE ASSOCIATION/UNION.
    4.   OTHER _____
                      (Please describe.)

Q.97.   The respondent's police service is: *(Please circle <u>one</u>.)*

    1.   UNDER 50 POLICE OFFICERS.
    2.   50 – 100 POLICE OFFICERS.
    3.   100 – 300 POLICE OFFICERS.
    4.   300 – 500 POLICE OFFICERS.
    5.   500 – 1,000 POLICE OFFICERS.
    6.   1,000 – 3,000 POLICE OFFICERS.
    7.   3,000 + POLICE OFFICERS.

Q.98. Police officers in my police service are represented by a police association/union?
        YES _____   NO _____

A response to Question 99, would assist me in collating data, however please do not respond if you feel that doing so would compromise your anonymity.

Q.99. My police organization is in the province of _____.

Your assistance is very much appreciated.
I am confident the results of this Study
will be of value to you
and, therefore, remind you
to contact me at
phone: (306) 692-0095
or
fax: (306) 694-7654
or
e-mail: tcoleman@sk.sympatico.ca
if you would like a copy of the final report
or any information.

APPENDIX B

**APPROVAL OF
RESEARCH PROCEDURES**

**UNIVERSITY OF REGINA
RESEARCH ETHICS BOARD**

Application for Approval of Research Procedures

Section 1: Application Checklist:
1.   Do you consider that this project involves:
-     HIGH Risk to subjects
-     MEDIUM Risk to subjects
- **X**   LOW Risk to subjects

If other than LOW, please explain.

2.   Do you feel that the research findings from this project might be commercially valuable or that there might be the potential for conflict of interest?

       Yes   ___ No   __**X**__

       If Yes, please explain.

3.   How long do you expect your research project to last?

       Less than one year from date of approval   __**X**__
       More than one year from date of approval   ____(ethical
                       clearance must be renewed yearly)

Section II. Identification and Purposes

1.   Date:

      Name of Applicant(s): **Terence G. Coleman**

      Address: **1209 Carleton Street**
              Moose Jaw, Saskatchewan S6H 3A5
              306-692-0095

      Title of Research: **Staffing for Community Policing**

2.   If the project will be part of a thesis, or class requirement, give the name of the supervisor: **Gloria Miller PhD**

    Department or Faculty: **Faculty of Administration**

1. Purpose. Give a brief outline of the main features and variables of the research problem. Include a brief statement that describes the significance and potential benefits of the study.

   Canadian police services, despite their stated intent to follow a community policing strategy, have not changed organizational structures, in particular staffing, to be congruent with the organizational strategy of community policing.

   For the past twenty years, policing has been slowly evolving from the reform/bureaucratic strategy of policing to the community policing strategy. However this evolution has taken far too long and, in general in Canadian police services, is far from complete. If internal and external staffing were based on a human resource strategy derived from the organizational strategy, the complete and successful implementation of community policing would materialize sooner. The study will attempt to determine the level of comprehension of community policing, and attempt to identify the criteria/competencies used for internal and external staffing and the extent current staffing is congruent with the strategy of community policing as opposed to continuing to staff for the reform/bureaucratic model of policing.

   The results of the study will determine any gap between current staffing practices and those necessary for Community Policing. The results may assist police organizations to initiate the necessary changes to staffing processes. In Saskatchewan, this would also be of value to police organizations when revising staffing processes and recommending revisions to the Saskatchewan Police Act and Regulations.

Section III: Subjects

1. Briefly describe the number and kind of subjects required for data collection. How will the name/addresses/phone numbers of potential subjects be obtained? What will potential subjects be told when they are presented with a consent form?

   The Survey/Questionnaire will be mailed/e-mailed to potential respondents, and returned anonymously. Participants will be the Chiefs of Police, Chairpersons of Municipal Police Boards, and Presidents of Police Associations in Western Canada. This is potentially forty respondents. If the response from the group is small, analogous positions in Ontario will be approached. Their names/addresses are known publicly, but will be specifically obtained by contacting each Service/Board/Association.

   Potential subjects will be advised when invited to participate, that the research is for the purposes of trying to identify, through gap analysis, the changes required to, staffing practices in order that community policing is fully realized. They will additionally be advised that, depending on the outcome, conclusions may be shared with police organizations for the purpose of making revisions to staffing processes. It will be made clear to participants.

2. What information about the research problem and their role in the project will potential subjects be given?

    Potential subjects will be advised, or reminded, that although community policing, in some shape or form, has existed for approximately twenty years, vestiges of the old bureaucratic style of policing are still prevalent. They will be advised this Research is for the purpose of determining, or learning about, whether internal and external staffing is congruent or incongruent with the strategy of community policing. Their role will be, through the Survey, to share practices of their respective organization and their professional perspectives on the style of policing they practice or are responsible for. It may be that there is an understanding of community policing as a strategy, but the police culture and resulting resistance to change has impeded the introduction of structures to realize community policing.

3. How will the consent of subjects be obtained? Please indicate whether a consent form will be used and how consent will be obtained (e.g., Who will approach the potential subject?)

    A consent form will not be used because the Survey/Questionnaire will be returned anonymously. The potential subject(s) will be approached by the investigator.

4. What will the subjects be required to do in the course of the project?

    Subjects will be asked to complete and mail the Survey/Questionnaire. Completion should take approximately 45 minutes unless the respondent needs to access additional information before responding.

5. What assurances will research subjects be given and what precautions will be taken regarding the confidentiality of the data or information which they provide in the study?

    The subjects will be advised by the investigator personally, and by means of the Consent Letter, that confidentiality will be maintained. The data/information returned will be done so anonymously, and only the investigator and advisor will have access to it.

6. Will children be used as a source of data?

    Yes   No   **X**

    If Yes, indicate how consent will be obtained on their behalf.

7. Will the researcher or any member of the research team be in a position of power or authority in relation to the subjects? (For example: A teacher doing research and having a class as subjects or a counselor collecting research data from clients).

    Yes   No **X**

    If Yes, indicate how coercion of subjects will be avoided.

8. Describe any debriefing procedures that will be implemented (if applicable).

    Participants will have access to the final Report.

9. Will deception of any kind be necessary in the project?

    Yes   No **X**

    If Yes, explain why and indicate how subjects will be debriefed after the study is complete.

Section IV: Access to Data and Findings

1. Who will have access to the original data of the study?

    The investigator and advisor only.

2. Will subjects have some access to the findings of the study?

    All subjects will be provided with a copy of the final Report upon request.

3. What will be the final disposition of the original data after the study is completed? (See Section IV 3 of the Guidelines)

    The data will be archived for a minimum of three years. However, it may be retained for five years subject to the quality of the information/data in order that a follow-up study can be conducted in three to five years. All archiving will be in a locked cabinet under the investigator's sole control.

    Signature of Applicant(s):

    Signature of Advisor or Instructor:

_____ **THIS ETHICS APPROVAL IS BEING SOUGHT IN CONJUNCTION WITH A GRANT APPLICATION OR CONTRACT. A COPY OF THE ETHICS APPROVAL SHOULD BE FORWARDED TO THE OFFICE OF RESEARCH SERVICES.**

DATE: March 16, 2001

TO: Terence Coleman
1209 Carleton St.
Moose Jaw, Saskatchewan
S6H 3A5

FROM: K. McNaughton, Ph.D.
Chair, Research Ethics Board

Re: **Staffing for Community Policing**

Please be advised that the University of Regina Research Ethics Board has reviewed your proposal and found it to be:

_____ 1. ACCEPTABLE AS SUBMITTED. Only applicants with this designation have ethical approval to proceed with their research as described in their applications. The *Tri-Council Policy Statement on Ethical Conduct for Research Involving Humans* requires the researcher to send the Chair of the REB annual reports and notice of project conclusion for research lasting more than one year (Section 1F). **ETHICAL CLEARANCE MUST BE RENEWED BY SUBMITTING A BRIEF STATUS REPORT EVERY TWELVE MONTHS. CLEARANCE WILL BE REVOKED UNLESS A SATISFACTORY STATUS REPORT IS RECEIVED.**

___✓___ 2. ACCEPTABLE SUBJECT TO CHANGES AND PRECAUTIONS (SEE ATTACHED). **Changes must be submitted to the REB and subsequently approved prior to beginning research. Please address the concerns raised by the reviewer(s) by means of a <u>supplementary memo</u> to the Chair of the REB. <u>Do not submit a new application</u>. Once changes are deemed acceptable, approval will be granted.**

_____ 3. UNACCEPTABLE AS SUBMITTED. **Please contact the Chair of the REB for advice on how the project proposal might be revised.**

K. McNaughton, Ph.D.

c.c. G. Miller, supervisor

GM/mvs/ethics2.dot

STAFFING FOR COMMUNITY POLICING

Section II: Identification and Purposes

     3. Purpose:

       Is this statement of purpose the author's opinion or finding from related readings and research? Documentation should be provided where applicable, otherwise the purpose of the research is either questionable or not of the value as described by the researcher. A review of the complete proposal would probably clarify this point.

Section III: Subjects

4.   Consent:

       A recommendation would be that a consent form be provided. Returning a form anonymously may not be sufficient to assure anonymity. This is especially significant when and if potential subject(s) will be approached by the investigator.

Mr. Terry G. Coleman
1209 Carleton Street
Moose Jaw, Saskatchewan
S6H 3A5

April 9, 2001

K. McNaughton, Ph.D.
Chair – Research Ethics Board
Office of Research Services
University of Regina
Regina, Saskatchewan
S4S 0A2

Dear Chair McNaughton:

Re: Staffing for Community Policing – HRM Project

Further to my recent submission, and your response of March 16, 2001 (see attached), please find enclosed a revised "Purpose" and a "Consent Form".

I can be contacted, if necessary, at: tcoleman@sk.sympatico.ca or 306-692-0095.

I thank you for your consideration.

Yours truly,

Terry G. Coleman

attachment

Section II: Identification & Purpose:

3. **Purpose. Give a brief outline of the main features and variables of the research problem. Include a brief statement that describes the significance and potential benefits of the study.**

For the past twenty years, Canadian policing has been slowly evolving from a reform/bureaucratic model to a community policing approach. However this evolution has been too slow and is probably far from complete. (Trojanowicz & Bucqueroux 1990[1]; Rosenbaum 1998[2]) The literature suggests that Community Policing can be considered the police industry version of Total Quality Management[3]. Based on the review of relevant literature, it is the researcher's hypothesis that if internal and external staffing are based on a human resource strategy derived from the organizational strategy of Community Policing/Total Quality Management, the complete and successful implementation of Community Policing will materialize sooner. From preliminary investigation, it appears some police services may not have a human resource strategy, and thus staffing practices, congruent with Community Policing/Total Quality Management.

Despite an extensive search, the researcher has been unable to find any studies in Canada, U.S.A., or the U.K. that have explored any relationship between the slow evolution of Community Policing and the staffing practices being used by police services. Dantzker, in <u>Police Organization and Management</u>[4] (1999) suggests that a relationship exists between culture change and recruitment, selection, training, and development policies and procedures but does not elaborate further and Hoover, in <u>Translating Total Quality Management from the Private Sector to Policing</u>,[5] (1996) makes the linkage between Total Quality Management and Community Policing. His research in Texas demonstrated that policing still had a long way to go to be a manifestation of Total Quality Management, however, he did not explore the concept of staffing police services with employees who have

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[1] Trojanowicz, Robert & Bonnie Bucqueroux. <u>Community Policing: A Contemporary Perspective</u>. Anderson. Cincinnati. OH. 1990.
[2] Rosenbaum, Dennis. "The Changing Role of the Police: Assessing the Current Transition to Community Policing." In Jean-Paul Brodeur. Ed. <u>How to Recognize Good Policing: Problems and Issues</u>. Sage. Thousand Oaks. CA. 1998.
[3] Carter, David. "Measuring Quality: The Scope of Community Policing" in Larry T. Hoover. Ed. <u>Quantifying Quality in Policing</u>. PERF. Washington. DC. 1996.
[4] Dantzker, M.L. <u>Police Organization & Management: Yesterday, Today & Tomorrow</u>. Butterworth Heineman. Boston. MA. 1999.
[5] Hoover, Larry T., ed. <u>Quantifying Quality in Policing</u>. PERF. Washington., DC. 1996.

competencies congruent with Total Quality Management and thus Community Policing.

The purpose of this study is to determine the level of understanding of, and the degree to which, community policing has been implemented in police organizations. It will also attempt to identify the criteria/behavioral competencies currently used for internal and external staffing by police services. The competencies and criteria in use will be compared to the competency model that, based on the Total Quality Management literature review, should be appropriate for the organizational strategy of Community Policing. This study will then consider the extent to which current staffing is congruent with a strategy of Community Policing, i.e. those police services using staffing practices congruent with Total Quality Management/Community Policing should be further advanced in the comprehension and the implementation of Community Policing than those who are not.

The study will determine any gap between current staffing practices in Canadian police services and those based on the theoretical-based competency model for Community Policing. The results may assist Canadian police organizations to recognize and initiate the necessary changes to staffing processes. In Saskatchewan, this would not only be of value to police organizations when revising staffing processes but also in revisions to the Saskatchewan Police Act and the associated Recruiting and Training Regulations.

This study will fill a gap in the current literature on human resource strategies for community policing and will add to knowledge with respect to culture change in policing, and the implementation and sustainability of Community Policing in Canada.

Terry G. Coleman
Affiliation: Masters of Human Resource Management,
Faculty of Administration

This consent form, a copy of which has been given to you, is only part of the process of informed consent. It is intended to give you the basic idea of what the research is about and what your participation will involve. If you would like more detail about something mentioned here, or information not included here, please ask. Please take the time to read this form carefully, and to understand accompanying information.

1. I understand the objective of this project is to investigate and document the staffing practices of police services.

2. My participation in this research is entirely voluntary; I can withdraw consent at any time without penalty and have the results of my participation, to the extent that it can be identified as solely mine, returned to me, removed from the research record, or destroyed.

3. I will not be paid for participating in this research, and I agree to complete all its requirements, as detailed below.

4. The research will involve the completion of a Survey Questionnaire "Staffing for Policing".

5. I do not expect to face any discomforts or stresses during this research. I do not expect to entail any physical, psychological, social, or legal risks through my participation in this research.

6. The benefits I expect from this study are that I will have the opportunity to participate in the investigation and documentation of staffing practices relative to Canadian policing and can obtain a copy of the final Report if I so wish.

7. I understand the results of my participation in the Survey will be confidential, and will not be released in any individually identifiable form without my prior consent. I also understand that to ensure anonymity, the investigator's records of my responses will not include my identity. Consequently, there will be no record of the originators responses or opinions.

8. The results of the study will be detailed in a Report of the study and may be recorded in scholarly articles and submitted for publication in journals and conference proceedings.

9.   I understand the investigator will answer any further questions about the
        research at any time during the project.

10.   My signature on this form indicates that I have understood to my
        satisfaction the information regarding my participation in the research
        project and agree to participate. In no way does this waive my legal rights
        nor release the investigator or involved institutions from their legal and
        professional responsibilities. If I have any questions concerning my
        participation in this project, I can contact the University of Regina, Office
        of Research Services, (306) 585-4775.

_____   _____
Signature of Researcher   Signature of Participant

                                         _____
                                         Name of Participant

                                         _____
                                         Date

PLEASE SIGN BOTH COPIES OF THIS FORM. KEEP ONE AND RETURN THE
OTHER TO THE RESEARCHER.

        Researcher: Terry G. Coleman
                               Student, Graduate Studies
                               Masters of Human Resource Management
                               University of Regina

DATE: April 11, 2001

TO: Terence Coleman
1209 Carleton St.
Moose Jaw, Saskatchewan
S6H 3A5

FROM: K. Arbuthnott, Ph.D.
A/Chair, Research Ethics Board

Re: **Staffing for Community Policing**

Please be advised that the University of Regina Research Ethics Board has reviewed your proposal
and found it to be:

_____ 1.   ACCEPTABLE AS SUBMITTED. Only applicants with this designation have ethical
approval to proceed with their research as described in their applications. The *Tri-
Council Policy Statement on Ethical Conduct for Research Involving Humans* requires
the researcher to send the Chair of the REB annual reports and notice of project
conclusion for research lasting more than one year (Section 1F). **ETHICAL
CLEARANCE MUST BE RENEWED BY SUBMITTING A BRIEF STATUS REPORT
EVERY TWELVE MONTHS. CLEARANCE WILL BE REVOKED UNLESS A
SATISFACTORY STATUS REPORT IS RECEIVED.**

_____ 2.   ACCEPTABLE SUBJECT TO CHANGES AND PRECAUTIONS (SEE ATTACHED).
**Changes must be submitted to the REB and subsequently approved prior to
beginning research. Please address the concerns raised by the reviewer(s) by
means of a supplementary memo to the Chair of the REB. Do not submit a new
application. Once changes are deemed acceptable, approval will be granted.**

_____ 3.   UNACCEPTABLE AS SUBMITTED. **Please contact the Chair of the REB for advice
on how the project proposal might be revised.**

K. Arbuthnott, Ph.D.

c.c.   G. Miller, supervisor

GM/mvs/ethics2.dot

APPENDIX C

**COMPETENCY MODEL
FOR
CONTEMPORARY POLICING**

Competency Model for Contemporary Policing

Competencies, skills & abilities, etc.	Behavior(s)
Adaptability	Receptive to change. Adjusts & maintains effectiveness when working in changing environment or upon changing to new tasks.
Analytical/Critical Thinking	Uses logic & systematic reasoning to identify, understands & analyzes problems and solutions. Questions the status quo.
Building Organizational Commitment	Builds concern for organization's welfare. Takes responsibility for building loyalty and commitment.
Change Catalyst	Advocates/identifies/initiates changes to enhance customer/client service and organizational effectiveness and efficiency.
Change Management	Identifies elements resistant to supportive of change. Provides Resources and removes/negotiates barriers to change.
Coaching/Developing others	Provides honest & timely feedback & learning opportunities to improve performance of others.
Commitment to Learn	Is able and willing to learn formally and informally. Seeks opportunities to acquire new experience(s) and learning.
Communication	Expresses and shares ideas clearly, orally and in writing, creatively identifies & utilizes effective communication methods & channels.
Conceptual Thinking	Quickly grasps key concepts and central underlying issues. Uses examples/analogies to help others understand.
Concern for Quality	Monitors accuracy & quality. Takes action to correct errors/mistakes.
Conflict Resolution	Listens to all points of view, expresses own opinions inoffensively & strives for compromise when appropriate.
Conscientiousness/Reliability	Is thorough & committed to completing task/function to a high quality. Needs little/no supervision.
Continuous Improvement	On ongoing basis, analyzes systems, processes, performance & takes appropriate action to improve outcomes.
Continuous Learning/Self Development	Constantly strives to develop through formal/informal education/training/experiential learning.
Creative & Innovative	Looks for & implements new/different ways to improve service.
Cross Cultural Sensitivity	Is sensitive to cultural differences and modifies communication and behavior as necessary.
Decision Quality	Gathers sufficient information before making decisions. Sees long-range as well as short-range implications. Does the right thing.
Decisiveness	Makes decisions based on well-reasoned analysis of available info in a timely manner that are ethically/professionally sound.
Empowers/Delegates	Facilitates/provides authority, responsibility, accountability and resources to enable employees to learn and develop.
Establishes Focus	Works with employees to ensure they are aligned with organizational strategy and resources are appropriately allocated.
External Locus of Control	Feels that others have control/influence over destiny and attributes blame/cause to others or organization.
Extrinsic Motivation	Motivated significantly by pay, benefits, promotion.
Flexibility	Changes strategies/tactics if current ones are not working or working effectively.
Influence/Persuasiveness	Develops & presents persuasive arguments to address concerns, wants, needs of self and others.
Initiative	Originates action. Actively attempts to influence events to accomplish goals. Takes action to achieve goals beyond what is called for.

Competencies, skills & abilities, etc.	Behaviour(s) *(continued)*
Integrity and Truth	Admits mistakes. Takes responsibly for actions. Follows though on commitments/agreements.
Internal Locus of Control	Feels and behaves as having control over own destiny. Takes responsibility for own actions.
Interpersonal Awareness	Empathetic as appropriate, listens to ideas/concerns of others & deals with sensitive issues in non-threatening way.
Intrinsic Motivation	Motivated significantly by job challenges, job design, feedback from job and others, and intrinsic rewards/recognition.
Judgment	Accurately identifies problems and assesses situations. Seeks out Information. Makes decisions based on information and logical assumptions.
Leadership	Inspires and enables people to work with commitment and competence to achieve the goals/objectives of the organization.
Managing Performance	Focuses on quality & quality of performance & outcomes. Tracks own progress & seeks feedback.
Motivation of Others	Provides environment for job satisfaction and motivation of employees.
Organizational Savvy	Understands the internal and external alliances & relationships. Develops strategies/takes action accordingly.
Political Acumen	The ability to successfully manage relations with the governing body.
Professional/Ethical	Always works to the highest ethical standards, acts with integrity, and demonstrates a professional image.
Purpose, Principles, & Values	Encourages employees to base decisions on organization's purpose, Principles, and values.
Relationship Building	Builds/maintains effective rapport with people whose cooperation Internally and externally is important to success.
Results Orientation	Sets & works to achievable goals of quality. Focuses on & Commits to valued end product/service.
Risk Taking	Takes/initiates action with respect to applying new/innovative solutions that involve a calculated risk re: being successful.
Self Esteem	Demonstrates self-confidence in abilities and judgment. Takes responsibility for own actions. Recognizes personal limitations. Encourages feedback.
Self Motivation	Is highly motivated; committed to learning, developing, improving own performance and delivering a quality service.
Service Orientation	Focuses on providing valued service to internal & external customer/clients.
Strategic Awareness/Thinking	Demonstrates vision in understanding the changing environment and the broad/long-term implications of decisions and actions.
Team Building	Works collaboratively to build a high functioning team that actively shares information/relies on expertise of team members.
Teamwork	Tolerant of individual differences. Works collaboratively to problem solve and achieve team & organization goals.
Tolerance of Ambiguity	Functions well when info is unclear/complex and when the consequences of decisions and actions are unclear.
Transformational Leadership	Anticipates trends, has vision, inspires and leads others to continuously improve. Develops leaders.
Values Diversity	Embraces the various skills and opinions of diversity. Works effectively with persons from diverse backgrounds, cultures, and socioeconomic circumstances.
Work Efficiency	Completes high quality work promptly. Breaks down projects & assignments into component tasks. Uses resources effectively.

APPENDIX D

DATA SUMMARY

Data Summary

Table 1 Size of police services surveyed [N=48]

Number of police officers	Frequency
Under 50	11
50 – 100	7
100 – 300	14
300 – 500	4
500 – 1,000	4
1,000 – 3,000	5
3,000 +	3
Total	**48**

Table 2 What is "community policing?" [N=64]

		Proactive program	Policing program	Org. strategy	Vision	Philosophy	Other	N/R	Total
Police service is a "community policing" organization	Yes	14	2	12	1	19	6	4	58
	No	1					1	1		3
	N/R	1							1	2
	Other						1			1
	Total	16	2	12	1	21	7	5	64

N/R – No Response

Table 3 What is "community policing?"* organizational strategy [N=64]

			"Community policing" is a…							
Police Service has an organizational strategy			Proactive program	Policing program	Org. strategy	Vision	Philosophy	Other	N/R	Total
Yes	Police service is a "community policing" organization	Yes	9	1	7	1	11	3	2	34
		No						1		1
		N/R	1							1
		Other						1		1
		Total	10	1	7	1	12	4	2	37
No	Police service is a "community policing" organization	Yes	2		3		2	2	2	11
		No	1				1			2
		N/R							1	1
		Total	3		3		3	2	3	14
N/R	Police service is a "community policing" organization	Yes	1		2		3	1		7
		Total	1		2		3	1		7
D/K	Police service is a "community policing" organization	Yes	2	1			3			6
		Total	2	1			3			6
TOTAL			16	2	12	1	21	7	5	64

N/R – No Response   D/K – Don't Know

Table 4   HR strategy *staffing strategy * organizational strategy [N=48]

Organizational strategy			Staffing strategy			
			Yes	No	No Response	Total
Yes	Formal HR strategy	Yes	16			16
		No	2	9		11
		Don't know	1			1
		Total	19	9		28
No	Formal HR strategy	Yes	3	1		4
		No	1	5		6
		No response			1	1
		Total	4	6	1	11
No response	Formal HR strategy	Yes	3			3
		No	2	1		3
		Total	5	1		6
Don't know	Formal HR strategy	Yes	1			1
		No		1		1
		No response			1	1
		Total	1	1	1	3

Table 5   Human resource strategy *staffing strategy [N=48]

Organizational strategy			Staffing strategy linked to HR and organizational strategies				
			Yes	No	No response	Don't know	Total
Yes	HR strategy linked to organizational strategy	Yes	15				15
		No		1			1
		No response			11	1	12
		Total	15	1	11	1	28
No	HR strategy linked to organizational strategy	Yes		2	1		3
		No		1	7		8
		Total		3	8		11
No response	HR strategy linked to organizational strategy	Yes	2				2
		No		1			1
		No response	2		1		3
		Total	4	1	1		6
Don't know	HR strategy liked to organizational strategy	Yes			2		2
		Don't know				1	1
		Total			2	1	13

Table 6   Employee performance and organizational strategy? [N=48]

Organizational strategy	Is criteria for employee performance measurement linked?				
	Yes	No	No response	Don't know	Total
Yes	10	12	1	5	28
No	2	8	1		11
No response	1	5			6
Don't know		2		1	3
Total	13	27	2	6	48

Table 7   How were behavioral competencies determined? [N=48]

Competencies determined with:	Competencies in place for:	
	Recruit/constable	Supervisor
Police service executive	14	13
Focus groups of employees	15	16
In consultation with the community	4	4
An independent consultant	6	6
Job analysis	15	16
HRM specialist	15	15
In consultation with police board	5	6
Using same as another police service	12	13
In consultation with police association	9	9
Don't know	1	1
Other	3	3

Table 8   Is a client/customer survey conducted? [N=48]

	Yes	No	Don't know	Total
Client/Customer survey	26	21	1	48

Table 9   Frequency of customer/client survey [N=48]

Frequency of survey	N	Responses
Annually	48	5
Twice per year	48	1
Ongoing	48	0
Weekly	48	0
Monthly	48	0
Every two years	48	7
Don't know	48	1
Other	48	12
No response	48	22

Table 10   Is an employee satisfaction survey conducted? [N=48]

Frequency of survey	N	Responses
Once per year	48	5
Twice per year	48	0
Every two years	48	1
Do not use employee surveys	48	27
Don't know	48	2
Other	48	7
No response	48	6

Table 11   Recognition/reward programs [N=48]

Focus is on:	Responses
Performance of individuals	14
Performance of team/workgroup	0
Do not have a formal reward/recognition program	28
Don't know	1
Other	2
No response	3

Table 12   Teams/workgroups or individuals rewarded [N=64]

Responses	Agree strongly 1	Agree 2	Neither agree/disagree 3	Disagree 4	Disagree strongly 5	Mean	Std. Dev.
52	2	8	18	16	8	3.38	1.05

Table 13   External hiring in police services [N=48]

Position	N	Yes	No
Recruit/constable	48	48	0
Supervisor	48	0	48
Manager	48	5	43
Executive	48	15	33
Chief	48	33	15

Table 14   Organizational learning as a strategy [N=48]

Organizational learning is:	Responses
A stated & practiced strategy	27
A stated but not practiced strategy	5
Not a strategy	9
Don't know	3
Other	2
No response	2

Table 15   Organizational strategy and competency-based learning [N=48]

Organizational strategy			Is training and learning linked to competencies?				
			Yes	No	No response	Don't know	Total
Yes	Competencies in place for recruit/constable	Yes	7	9	1	1	18
		No		5			5
		No response			1		1
		Don't know		1		3	4
		Total	7	15	2	4	28
No	Competencies in place for recruit/constable	Yes	1	7			8
		No		2			2
		Don't know				1	1
		Total	1	9		1	11
No response	Competencies in place for recruit/constable	Yes		3			3
		No		2			2
		No response		1			1
		Total		6			6
Don't know	Competencies in place for recruit/constable	Yes		1		1	2
		Don't know				1	1
		Total		1		2	3

Table 16   What is the purpose of employee assessments/appraisals? [N=48]

Primary purpose of assessment/appraisal	Frequency	Percent
Performance measurement of individual	24	50
Developing competencies of individual	10	20.8
Determine promotability of employee	1	2.1
Don't know	2	4.2
Other	1	2.1
Not applicable	5	10.4
No response	5	10.4
Total	48	100.0

Table 17   The primary uses of data [N=48]

Primary uses of data:	Responses*	Percentage of total responses
Determining degree of program success, assisting in determining new programs/services and assisting in determining programs/services to discontinue	17	35.4
Assisting in determining new programs/services and assisting in determining programs/services to discontinue	1	2.08
Assisting in determining new programs/services and degree of program success	1	2.08
Determining degree of program success	6	12.5
Assisting in determining programs/services to discontinue	1	2.08
Don't use the data	20	41.7
No response	2	4.16

* Some respondents considered more than one category as primary.

Table 18   Director of human resources*size of police service [N=48]

Size	HR director is a police officer	HR director is not a police officer	Police service doesn't have HR director	Don't know
Under 50	8	1	2	
50 - 100	3	4		
100 - 300	10	3		1
300 - 500	2	2		
500 - 1,000	1	3		
1,000 - 3,000	3	2		
3,000 +		3		
Total	27	18	2	1

Table 19   Director of Human Resources without "Specific Credentials" [N=48]

HR director is a…	Size of police service							
	< 50	50–100	100–300	300–500	500 –1,000	1,000-3,000	3,000+	Total
Police officer without "specific credentials"	5	3	8	2		3		21
Non-police officer without "specific credentials"		1			1			2

Table 20   Qualifications to manage the staffing processes [N=48]

Criteria	Internal staffing	External staffing
Police officer specifically trained in recruiting, selecting, hiring	18	22
Non-police officer specifically trained in recruiting, selecting, hiring	6	5
Police officer without previous training in recruiting, selecting, hiring	18	17
Other	6	3

Table 21   Are managers of staffing "assigned" or "selected"? [N=48]

Circumstance	Internal staffing	External staffing
Assigned to position without reference to predetermined competencies and criteria	16	17
Selected for the position based on predetermined competencies and criteria	18	19
Other	2	4

Table 22   Criteria for those involved in staffing processes [N=48]

	Proficient in behavioral interviewing		Understand and practice "community policing"		Other
	Yes	No	Yes	No	
External staffing	33	13	19	27	2
Internal staffing	29	14	16	27	5

Table 23   Internal staffing is appropriate for "community-policing" [N=64]

Position	Total responses	Not 1	Slightly 2	Appropriate 3	Very 4	Mean	Std. Dev
Lateral transfers	50	6	8	29	7	2.7	0.85
Promotion to supervisor	56	10	6	31	9	2.7	0.95
Promotion to manager	53	8	6	31	8	2.7	0.90
Promotion to executive	49	4	5	29	11	3.0	0.82
Promotion to chief	51	3	3	31	14	3.1	0.76

Table 24   Behavioral competencies in place for: [N=48]

Position	Yes	No	No response	Don't know
Recruit/constable	31	9	2	6
FTO	21	17	2	8
Supervisor	32	9	1	6
Manager	26	12	1	3
Executive	22	14	3	9
Chief	22	12	3	11

Table 25   Competencies in consultation with the police association/union [N=48]

Competencies in place for:	Competencies determined in consultation/participation with the police association			
	Yes	No	No response	Total
Recruit/constable	9	19	3	31
Supervisor	9	20	3	32

Table 26   Lateral transfers for "community-policing" [N=64]

Source of response	Total responses received	Not appropriate or slightly appropriate	Percentage
Police executive	32	6	18.7
Police board	7	1	3.1
Police association	11	7	63.6

Table 27   Promotion process to supervisor for "community-policing" [N=64]

Source of response	Total responses received	Not appropriate or slightly appropriate	Percentage
Police executive	31	7	22.5
Police board	7	1	14.3
Police association	18	8	44.4

Table 28   Satisfaction with internal and external staffing [N=64]

Position	Total Responses Received	Very Unsatisfied 1	Unsatisfied 2	Neither 3	Satisfied 4	Very Satisfied 5	Mean	Std. Dev
Recruit/ constable	60	3	7	1	34	15	3.9	1.09
FTO	57	3	7	9	33	5	3.5	1.00
Supervisor	60	4	10	7	33	6	3.5	1.10
Manager	57	4	7	5	34	7	3.6	1.08
Executive	52	4	8	5	24	11	3.6	1.21
Chief	53	4	5	8	26	10	3.6	1.13

Table 29   How are behavioral competencies tested? [N = 48]

Type of test:		Competencies in place for:					
		Recruit/constable	**FTO**	**Supervisor**	**Manager**	**Executive**	**Chief**
One on One Unstructured Interview	Yes	3	2	4	3	2	2
	No	25	18	25	21	18	18
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
Unstructured Panel Interview	Yes	3	3	4	2	1	2
	No	25	17	25	22	19	18
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
One on One Behavioral Interview	Yes	9	7	10	10	7	7
	No	19	13	19	14	13	13
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
Panel Behavioral Interview	Yes	24	16	24	21	18	17
	No	4	4	5	3	2	3
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
Competency-based application form	Yes	3	3	3	3	3	2
	No	25	17	26	21	17	18
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
Self Administered Tests	Yes	7	6	7	6	4	4
	No	21	14	22	18	16	16
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
Assessment Centers	Yes	9	7	10	9	4	5
	No	19	13	19	15	16	15
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22
Job Simulation	Yes	8	5	8	8	7	6
	No	20	16	21	16	13	14
	Not applicable	1		1	1	1	1
	No response	2	1	2	1	1	1
	Total	31	21	32	26	22	22

Table 30   **Behavioral competencies in place *assessment centers used [N=48]**

Position	N	Assessment center used	And also have competencies in place
Recruit/constable	48	21	15
FTO	48		20
Supervisor	48	7	6
Manager	48	7	6
Executive	48	4	4
Chief	48	4	3

Table 31   **Testing and screening [N=48]**

Tests conducted for:	Recruit/constable	Supervisor	Manager	Executive	Chief
Intrinsic motivation	16	11	10	8	8
Tolerance of ambiguity	11	8	7	5	5
Locus of control	8	7	6	6	3
Extraversion/introversion	15	7	5	4	5

Table 32   **Primary criteria for promotion [N=48]**

Criteria	Supervisor	Manager	Executive	Chief
1. Competencies and related behaviors for the promoted position	2	5	4	4
2. Past performance of applicant	1	1		
3. Seniority of applicant	1	2	1	
4. All of the above	20	15	10	4
5. 1 and 2	14	14	19	19
6. 2 and 3	4	2	1	1
7. None of the above	2	2	2	
8. Don't know	3	4	5	18
9. Other			1	
10. Not applicable		1	3	
11. No response	1	2	2	2

Table 33   **Knowledge/technical expertise exams for promotions [N=48]**

Position	N	Number of police services using exams	Mean re: a factor* in promotion	Std. Dev.
Supervisor	48	41	2.44	0.81
Manager	48	27	2.78	0.64
Executive	48	11	1.82	0.87

*   1 = Not a Factor
      2 = Is a Factor
      3 = Is a Significant Factor
      4 = A Very Significant Factor

Table 34　　Formal succession management program [N=48]

Position	Formal succession management				
	Yes	No	N/A	No response	Total
Supervisor	4	33	6	5	48
Manager	2	35	6	5	48
Executive	6	31	6	5	48
Chief	5	32	6	5	48

　　N/A Not Applicable

Table 35　　Informal succession management & coaching/mentoring [N=48]

Program	Yes	No	No response	Don't know
Formal coaching & mentoring	3	41		4
Informal succession management	18	18	6	6

Table 36　　Compensation systems [N=48]

Salary/Wages are:	Frequency
1. Job based	44
2. Performance based on quality of work/performance	0
3. Skill/knowledge based	0
4. Combination of 1 & 2	1
5. Combination of 1 & 3	2
6. Combination of 1, 2, 3	0
7. No response	1

Table 37　　The focus of formal recognition/reward programs [N=48]

The focus of the formal recognition/reward program is:	A formal recognition/reward program is in place
Quality performance of police officers with respect to meeting organizational objectives	1
Creativity & innovation of police officers with respect to meeting organizational objectives	1
Both of the above	11
Don't know	13

Table 38　　Behavioral competencies * organizational strategy [N=48]

Behavioral competencies in place for:	Organizational Strategy in Place				
	Yes	No	No response	Don't know	Total
Recruit/constable	18	8	3	2	31
FTO	14	5	1	1	21
Supervisor	20	6	4	2	32
Manager	19	4	1	2	26
Executive	16	4	1	1	22
Chief	16	4	1	1	22

Table 39   Competencies derived from the mission, vision and values [N=48]

Competencies in place for:	Derived from Mission, Vision and Values				
	Yes	No	No response	Don't know	Total
Recruit/constable	10	16	1	4	31
FTO	7	11		3	21
Supervisor	10	17	1	4	32
Manager	9	13		4	26
Executive	9	10		3	22
Chief	9	10		3	22

Table 40   Values-based competencies [N=48]

		Values-based staffing decisions				
		Yes	No	No response	Don't know	Total
	Yes	24	7	2	2	35
Core value	No	2	4	1	2	9
statement	No response	2	1			3
	Don't Know				1	1
	Total	**28**	**12**	**3**	**5**	**48**

Table 41   Validity and reliability of behavioral competencies [N = 48]

Competencies in place for:	Are competencies reliable and valid				
	Yes	No	No response	Don't know	Total
Recruit/constable	14	9	1	7	31
FTO	12	5		4	21
Supervisor	16	8	1	7	32
Manager	14	5		7	26
Executive	14	6		2	22
Chief	15	5		2	22

Table 42   Competency-based assessments/appraisals by position [N=48]

Position	Are employee assessments/appraisals based on behavioral competencies?			
	Yes	No	No response	Don't know
Recruit/constable	41	5	1	1
Supervisor	40	5	1	2
Manager	28	10	7	3
Executive	25	9	7	7
Chief	18	10	7	13

Table 43   Competency-based assessment of police officers [N=48]

		Yes	No	N/A	No response	Don't know	Total
Are assessments based on competencies?							
Use competencies for recruits/constables	Yes	30	1				31
	No	6	3				9
	No response	1			1		2
	Don't know	4	1			1	6
	Total	41	5		1	1	48
Use competencies for supervisors	Yes	30	1			1	32
	No	6	3				9
	No response				1		1
	Don't know	4	1			1	6
	Total	40	5		1	2	48
Use competencies for managers	Yes	19	4		1	2	26
	No	7	5				12
	Not Applicable			1			1
	No response				3		3
	Don't know	2	1		2	1	6
	Total	28	10	1	6	3	48
Use competencies for executives	Yes	16	3		1	2	22
	No	7	5	1		1	14
	Not applicable			1			1
	No response				2		2
	Don't know	2	1		2	4	9
	Total	25	9	2	5	7	48
Use competencies for chief	Yes	13	2		3	4	22
	No	4	6			2	12
	Not applicable					1	1
	No response				2		2
	Don't know	1	2		2	6	11
	Total	18	10		7	13	48

N/A Not Applicable

Table 44   Competency-based training and learning [N=48]

Competencies in place for:	Is internal training and learning linked to competencies?				
	Yes	No	No response	Don't know	Total
Recruit/constable	8	20	1	2	31
Field training officer	7	12	1	1	21
Supervisor	8	20	1	3	32
Manager	7	15	1	3	26
Executive	7	11	1	3	22
Chief	6	11	1	4	22

Table 45   **FTOs are selected based on competencies [N=48]**

Use FTOs?			Yes	No	No response	Don't know	Total
Yes	Use Competencies for FTOs	Yes	12	7	1		20
		No	4	11	1		16
		No response		2			2
		Don't know	3	1		2	6
		Total	19	21	2	2	44
No	Use Competencies for FTOs	Yes			1		1
		No			1		1
		Total			2		2
Don't know	Use Competencies for FTOS	Don't know			2		2
		Total			2		2

Table 46   **Suggested minimum education based on source of response [N=64]**

Position	Source	No min	Grade 12/13	2 years post second	Cert. or diploma in Bus	Deg Bus	Deg	Grad deg	Grad deg Bus	Law deg	Other
Recruit/ constable	Police exec		20	10							
	Police board		4	3			1				
	Police assn		11	7			1				
	Total		35	20			2				
Supervisor	Police exec	3	8	7	8	1	1				
	Police board	1	3	2	2		1				
	Police assn	1	9	3	3		3				
	Total	5	21	12	13	1	5				
Manager	Police exec	1	3	8	9		5				
	Police board	1	3	2	3	1					
	Police assn	1	5	2	5	1	4				
	Total	3	11	12	17	2	9				
Executive	Police exec		2	3	8	5	7	1	2	1	
	Police board	1	2	1		3	1	1			
	Police assn	1	4	3	3	3	3				
	Total	2	8	7	11	11	11	2	2	1	
Chief	Police exec		4	2	4	8	4	4			
	Police board	1	2		1	1	1	1	3		
	Police assn		4	2	2	1	2	2	4	1	
	Total	1	10	4	7	10	7	7	7	1	

Table 47   Current minimum education requirements of police officers [N=48]

Education level	Recruit/constable	Supervisor	Manager	Executive	Chief
No Minimum		15	18	13	11
Grade 12/13	29	24	21	17	15
Cert/diploma- business		1	2	3	4
2 yrs post secondary	13	4	1	2	1
Degree				2	2
Degree-business			1		1
Grad degree		1		1	2
Grad degree-business					
Law degree					
Other	4			3	3
Don't know	2	2	3	4	8
No response		1	2	3	1

Table 48   Frequency and (rank order) of top ten competencies [N=64]

Competency	Competencies for:					
	Recruit/constable	FTO	Supervisor	Manager	Executive	Chief
Adaptability	47 (2)	28 (9)	30 (5)	26 (7)		29 (7)
Analytical/critical thinking			30 (5)	31 (5)	34 (3)	31 (6)
Building organizational commitment				32 (4)	32 (5)	35 (4)
Change management					28 (8)	
Coaching/developing others		43 (1)	37 (3)	31 (5)		
Commitment to learn	37 (5)					
Communication	51 (1)	42 (2)	38 (2)	36 (2)	34 (3)	37 (3)
Conceptual thinking					29 (7)	
Concern for quality		31 (6)				
Conflict resolution			30 (5)			
Cross cultural sensitivity	40 (4)					
Empowers/delegates			30 (3)	33 (3)	31 (6)	37 (3)
Initiative	40 (4)					
Integrity & truth	26 (6)	39 (4)	38 (2)	39 (1)	37 (2)	38 (2)
Judgment	45 (3)	28 (9)		26 (7)		
Leadership		40 (3)	41 (1)	39 (1)	40 (1)	47 (1)
Motivation of others		30 (8)				
Political acumen						32 (5)
Professional/ethical	45 (3)	34 (5)	28 (6)	30 (6)	33 (4)	37 (3)
Purpose, principles, & values						28 (8)
Self motivation	40 (4)					
Strategic awareness/thinking					27 (9)	
Team building		31 (6)	35 (4)			
Teamwork	37 (5)					