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October 2007

A National Diagnostic on Human Resources in Policing

HayGroup®

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1.0 Executive Summary

The world of human resource planning and management has evolved considerably over the past 20 years. It has grown from a service function (paying and hiring people), to a strategic contributor. The Chief Human Resource Officer is a key member of the leadership team charged with the responsibility to understand the business strategy, and to establish a human resource strategy that will enable the organization to perform well. The function increasingly includes such process and practices as: attracting and retaining the required talent, developing leadership excellence and continuity, optimizing the organization design and nature of work, and creating an enabling and engaging environment which ensures that employees are able to contribute to the fullness of their potential.

In this report the Hay Group has presented the results of an extensive 10 month analysis of the current human resource planning and management practices in the policing sector – specifically we examined processes and practices in four critical areas of human resource management: recruitment and retention, education and training, succession planning and leadership development and the application of competency-based human resource management frameworks.

The study included conducting surveys, interviews, and focus-groups with representatives from a broad range of the many constituent policing groups:

- police Chiefs from all sizes of organizations across the country (71);
- leaders of human resource operations within police services (42);
- employees (10,238 - including over 8000 police officers and 2000 civilian staff) from all provinces and territories;
- leaders from police Associations (25);
- Canadian youth between the ages of 18 to 30 years (a statistically valid sampling of 1,251 - representative of the general population);
- leaders of police colleges and academies (14);
- leaders of colleges and universities across the country (34);
- students actively participating in police foundations programs (1,310);
- students participating in cadet programs from Nicolet and Holland College (71 pre-employment cadets); and
- benchmark organizations from the United Kingdom, United States, Australia and Canada (5 benchmark organizations which includes 4 police organizations).

Our key finding is that the human resource planning and management functions in the police sector in Canada have, for the most part, not kept pace with the evolution of the human resource functions in modern organizations.

Overview—Current Situation

The police sector is comprised of 222 distinct employers, with anywhere from 1 to 24,000 employees working for municipal, provincial and territorial, federal and First Nations police services. All police organizations have a common mandate - the “Safety and Security of Communities” - and all police organizations variously carry out the same functions: prevention and education, intelligence, investigation, enforcement and protection. Every one of these police organizations across Canada face similar human resource issues - from building basic human resource capabilities to recruitment or retention, training and education, leadership development or succession planning.

The size of a police organization can adversely affect the ability to meet the current and impending human resource challenges. Larger services can dedicate the resources to establish a Human Resources (HR) function, while smaller services address only the absolutely essential human resource requirements, often adding human resource responsibilities to the job of someone who may already be overburdened.

In human resource management in the policing sector, there are a few “have” and many “have not” organizations, depending on their financial resources and their capacity. Some police organizations have invested significantly and have realized some success in their efforts. Others are doing what they can, where they can, with what they have.

Summary of Observations and Findings

Our first and potentially most important observation is that the sector has not responded to challenges that were identified in the 2001 Sector Study, *Strategic Human Resources Analysis of Public Policing in Canada*, and confirmed in the 2005 Sector Study update, *Policing Environment 2005*.

Leadership within the sector is focused on today’s operational challenges, and is not giving enough consideration to the trends indicated in these

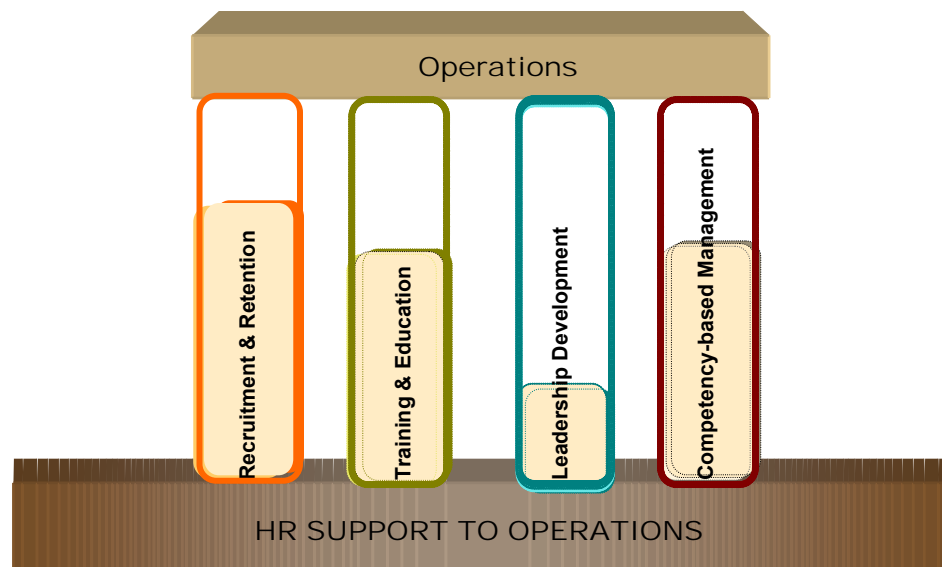
studies and the looming challenge to the long-term sustainability of policing in Canada. The focus has been on the *urgent* at the expense of the *important*; neither of these can be overlooked.

The graphic below summarizes our findings on how effective the sector is in each of the four areas of inquiry. There are many “good” practices, and some “best” practices, taking place in recruitment, retention and competency-based human resource management - less in training and education, and even less in leadership development & succession planning.

Services in the sector have made some efforts to “network” on issues and challenges, and to share best practices, but these have been limited. Overall, there is much duplication of effort with different services working in “silos” to develop human resource policies and tools.

As our assessment of the current state of policing indicates, these limited “successes” are not enough (see graphic 1).

Graphic 1 – Current State Assessment



Human Resource Planning and Management Principles

If policing in Canada were comprised of a single employer an “ideal” human resource strategy and model might be feasible; but as a sector with many distinct jurisdictionally autonomous employers, there will likely be no simple solution. The challenge to the sector at this juncture is to identify opportunities for improvement in human resource planning and management that will be applicable, on a sector basis, to most, though possibly not all, police organizations.

To address this challenge, a set of “principles” is proposed against which the sector can continue to evaluate options for improvement and potential solutions. These principles should be applicable to all police organizations in Canada; in effect, they constitute human resource planning and management guidelines.

The sector’s human resource processes and practices must ensure:

1. Fiscal Responsibility: always aim for the greatest effectiveness and efficiency - seek to remove waste or duplication of effort where possible - recognizing that scarce resources should be focused on the safety and security of Canadians rather than expended internally, wherever possible.
2. Professionalism: policing is seen as a credible “profession,” and must adopt human resource practices that are appropriate for a “profession.” They should be comparable to such high profile sectors as education and health care.
3. Sector Standards: the sector has a duty to set and meet “sector” standards of service and care to all Canadians in all communities - whether in a large metropolitan area or a small rural community. Human resource tools and methods need to be available throughout the country and at reasonable cost, based on appropriate national standards.
4. Diversity: police organizations need to reflect the communities that they serve - understand their issues and adopt an intelligence-based approach to their service. HR practice should always be inclusive in nature and support the building of diverse and responsive policing.

5. Valued Employees: police officers everywhere are subject to stresses that are not shared by most Canadians. They are held to higher standards of integrity and accountability, and are often physically and emotionally “at risk.” Given these expectations, police officers deserve the highest calibre of human resource practices and leadership that facilitates their commitment to the profession.

Observations and Considerations by Line of Inquiry

We have concluded that there is a better, more effective and more cost efficient model that can be adopted for human resource planning and management in this country. In reviewing the elements of this model we have identified considerations or recommendations for further investigation and implementation. Taken as a whole, these recommendations will considerably benefit all police organizations - easing their recruitment challenges, developing their people more effectively, delivering human resource services more cost effectively, and enhancing the capability of leadership.

1. **Competency-based human resource management** - to improve human resource planning and management, the Hay Group is strongly urging the sector-wide application of competencies. Competency-based human resource management is a best practice in the private sector, in the public sector and in parts of the police sector.

Significant investment has been made by a number of police organizations in developing their own competency regimes. Some have leveraged the investment of others and “borrowed” materials, but many have either hired consultants or made sizeable investments of their own time and effort.

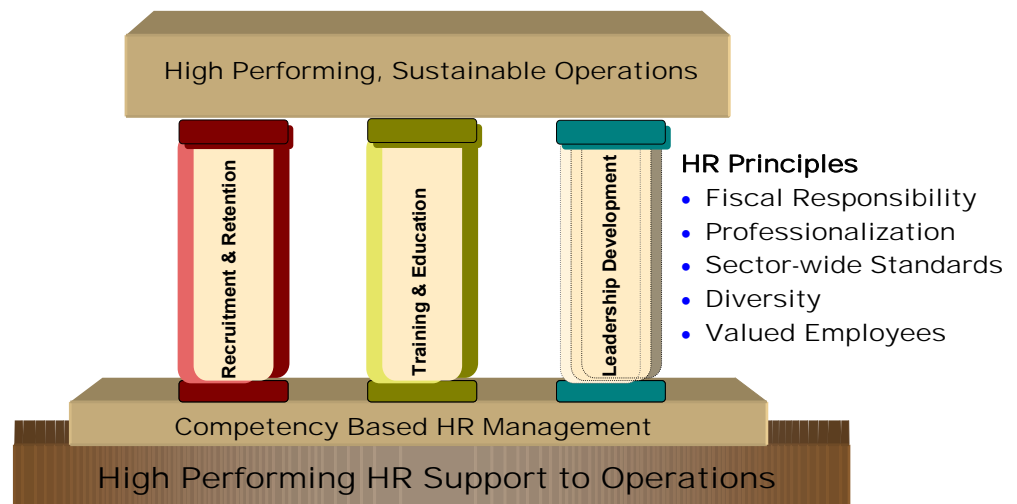
Some excellent work has already been done, and the sector should leverage this investment. This is a win/win situation. Police organizations that have already made the investment are typically not utilizing the full potential of what they have built. Smaller organizations have been unable to take advantage of these methodologies.

If competencies are the foundation, and the five principles are the measurement framework, then the sector has the tools to identify

best practices - within and outside the sector - to build better human resource processes and practices, and to initiate the transformation from the current state picture to the one shown in the graphic below.

We propose a sector-wide, shared competency regime that all police organizations can use – based on the best of the available tools. This should be applied sector-wide to facilitate better human resource management and mobility within policing, and the sharing of other human resource tools such as training programs and assessment tools.

Graphic 2 – Potential Future Model



- 2. Recruitment – consider a national, centralized organization and process** - that will interact on behalf of the entire sector with the potential recruit cohort to create a strong pipeline of capable and motivated candidates. This organization should have a mandate to socially market and promote the concept of jobs and careers in policing, build partnerships with the educational institutions (colleges and universities) to increase the potential supply of qualified new recruits, provide a centralized application process, and provide other recruitment-related services across the country.

Actual selection and hiring should remain with the individual police organizations.

Like most of our recommendations, our direction in this area is based on what we have observed as a current good practice - some regions have made considerable progress to develop a centralized/shared process for managing applications. We believe that there is room for further improvements, but that the concept of centralizing the application and initial assessment process has been proven to be both feasible and effective.

3. Training & education – the current multiplicity of programs/providers leads to significant inefficiencies - the police sector is carrying a noteworthy burden over and above most other sectors simply to “stand still,” expending the majority of available resources on what we have called “update” training, or mandatory training required for officer re-certification.

Time and resources spent in this area, draws down on the investment of time and resources available for improving the competencies and capacity of employees.

We also observed that the fragmented nature of the sector has created duplication and waste in the development and provision of education and training. Policing is a provincially mandated service, but the function is essentially the same in Calgary, Cornwall or Corner Brook. In our observations, the training requirements of police officers are more similar than they are different; and indeed, Canadians expect consistency in the police services that they receive. Different training is not necessary to preserve the provincial focus of operations.

We have offered a number of recommendations regarding appropriate levels of investment (both financial and time) for “update” training, leveraging of investments already made in professional development through increased sharing and access to materials, and better training delivery channels.

In particular, we recommend a partnership with the post secondary education institutions (colleges and universities) to deliver certain components of recruit training, within a framework of national standards. The sector can receive improved return on its training dollars, and employees will be better equipped to meet the demands of their work.

- 4. Leadership development and succession planning** - very few police chiefs or human resource professionals are satisfied that their current efforts are adequate - a significant gap - with over 50% of current leaders able to retire within the next five years, the police sector has unique challenges to cope with.

Succession planning is, for the most part, ad hoc, and focussed on identifying who can replace the most senior levels. Each police organization appears to operate in isolation with little evidence of talent being managed across police organizations.

While there are clear examples of the successful introduction of civilians at a senior level, these are limited. The overwhelming norm is that leaders are developed from within, start at the very bottom of the structure, and serve for many years before they are even considered to move beyond the ranks of non-commissioned officers.

Our recommendations relate to reducing the inherent risks by providing improved process and structure, enabling the identification of high potential talent at an earlier stage, accelerating development through targeted investment, and improving cooperation between services.

Summary

In a separate management letter to the Board of Directors of the Police Sector Council, we have encouraged leaders to stand back from the day-to-day operational challenges and give consideration to the looming challenge to the sustainability of policing in Canada for the generations to come.

In this diagnostic study, the Hay Group has identified some solid human resource practices in specific areas of the police sector; some mediocre practices in other areas, and some significant absences in yet others. No one police organization has a monopoly on the “best practices.” We have made many comments and recommendations for a more sector-wide approach to police human resource planning and management.

Public safety and security are the responsibility of government; to provide Canadians with a peaceful and safe society, at home, at work, and in our communities. Federal government departments work in close collaboration

with Provincial and Territorial governments to develop appropriate national policies on matters of policing and crime, who in turn work with municipal governments on these same matters. Federal, Provincial, and Territorial governments have legislative responsibility with respect to policing under their jurisdiction. This is important to note as some of the recommendations concern subjects that may be included in some police acts and regulations; for example, training standards, reassessment of “update” training; and models of policing.

The following table contains a summary of the recommendations contained in this report.

<i>Competency-Based Management Recommendations</i>	
CBM-1	<i>A competency-based human resource management regime should be adopted by the police sector. This regime should include a common competency infrastructure plus competency enabled human resource processes.</i>
CBM-2 Dependent on CBM-1	<i>Learning tools and assessment tools should be anchored to the Competency Dictionary.</i>
CBM-3	<i>Encourage organizations that have already adopted a CBM regime, to increase its application in all Human Resource areas to leverage their investment.</i>
<i>Recruitment and Retention Recommendations</i>	
RR-1	<i>There should be a national campaign focused on promoting policing as a career, and this should be governed by a Steering Committee of interested parties who will determine the content and the media channels to be used. This campaign should be targeted to recruit persons between the ages of 19 and 40.</i>
RR-2	<i>The policing sector should expand the current model of policing to optimize the different employment categories, expanding the roles available for civilians, “Constables-in-Training”, community officers and police officers. The sector should bring people into the “Constable-in-Training” category to address the “5-year gap” in order to capture interesting candidates that are inexperienced.</i>
RR-3	<i>The policing sector should build meaningful partnerships with educational institutions to facilitate the capture of high quality candidates.</i>

RR-4	<i>Implement an Employee Referral Incentive Program that is developed in such a way that will increase the level of diversity for the organization.</i>
RR-5	<i>Centralize the application and candidate screening process. Examine and improve upon current regional models used by Ontario and Alberta.</i>
RR-6	<i>Develop nationally standardized testing with transferable results that can be used across the country by all services to screen applicants and that can be administered regionally.</i>
RR-7	<i>Develop and maintain a national repository of recruitment methodologies and practices, in particular, those with a proven track record for attracting minority groups.</i>
RR-8 Dependent on RR-2	<i>Analyze the work of policing to identify the most appropriate resource to carry out the work most effectively.</i>
RR-9	<i>Implement a model that invites police officers of retirement age to retire from the organization and be rehired on annual, renewable contracts that blend with pension arrangements as a way to retain them.</i>
Training and Development Recommendations	
TD-1	<i>Recognize and budget for training and development separately from “update” training in order to establish appropriate allocation of training commitments and to ensure that training over and above “update” training is adequate and meeting the needs of the sector.</i>
TD-2	<i>Explore efficiencies and best practices in delivering “update” training and ensure that the investment directed to this form of training is appropriate.</i>
TD-3	<i>Ensure that all employees have formal training and career plans that are discussed, evaluated and reviewed annually.</i>
TD-4	<i>Nationally coordinate the leveraging and sharing of current training resources.</i>
TD-5 Dependent on RR-2	<i>Define clear national training standards and outcomes for fully-competent in-coming Constables and “Constable-in-Training” where applicable.</i>
TD-6	<i>Determine appropriate portions of in-coming Constable training to transfer to the post-secondary educational sector in order to create efficiencies.</i>

TD-7 Connected to TD-6	<i>Establish nation-wide standards and exams to measure pre-requisite training of in-coming recruits and partner with colleges and universities to deliver core components of this pre-employment training.</i>
TD-8 Dependent on TD-6 and TD-7	<i>Encourage Academies to revise recruit training to reflect pre-requisite training of incoming recruits and nationwide standards in order to achieve desired efficiencies.</i>
TD-9 Connected to RR-2	<i>Engage Academies in defining clear training standards and learning outcomes for Constables and “Constable-in-Training” and a Conversion Program for “Constable-in-Training” to Constable based on competency models. Adapt recruit training to align with “Constable-in-Training” programs as they are introduced and develop additional training to support a transition to full Constable.</i>
TD-10	<i>Develop a series of strategies to increase the accessibility of professional development and training to all police organizations.</i>
TD-11	<i>Mandate a national body to address horizontal issues and work toward the continuous improvement of police sector training and development.</i>
TD-12	<i>Pursue efficiencies through partnering with post-secondary institutions in the delivery of professional development.</i>
Succession Planning and Learning and Development Recommendations	
SPLD-1 Connected to CMB-1	<i>Design, create, and encourage a formal, transparent, targeted approach to succession planning across Canada.</i>
SPLD-2 Dependent on CMB-1	<i>The police sector should coordinate the development of a Policing Leadership Framework that defines the skills and competencies required at each level of leadership within policing, and identify the nature of the personal transition that individuals must make to move from one level to the next.</i>
SPLD-3 Dependent on CMB-1	<i>The police sector should have a National Police College that provides leadership development courses aligned with the Leadership Framework that meets accessibility requirements of all police organizations across the country, and meets the required sector standards.</i>

SPLD-4 Dependent on CMB-1	<i>The police sector should develop a repository of leadership development programs and materials aligned with the Leadership Framework.</i>
SPLD-5 Dependent on CMB-1	<i>Promotion should be transparent and fair and be based on the demonstrated acquisition of skills, knowledge and competencies.</i>
SPLD-6	<i>Police Chiefs should establish a voluntary forum within regions for the purposes of assisting each other in developing their high potential talent into future leaders.</i>

There is a lot of benefit in a sector-wide approach to identify and develop “best practices,” and to ensure they are shared and fully accessible to all police organizations across the country. Some of our recommendations provide an opportunity to better utilize resources and to create savings that can be directed towards operations; others are more fundamental. We believe that failure to heed the warnings and respond to the underlying challenges will bring about a major crisis in policing in the areas of recruitment and retention, competencies and capacity of employees, leadership at every level, and public confidence in the role police play in their communities.

Policing is essential in our society and despite the imminent challenges, as a public service, it will not be allowed to fail completely. The questions are “Can the crises be mitigated?” “How costly will the solutions be?” and “Will the solutions be led and managed by the leadership within the sector, or imposed externally?”

2.0 Introduction

In the fall of 2006, Hay Group was contracted by the Police Sector Council to conduct a National Human Resources Diagnostic of the Policing Sector in Canada. This is Hay Group's final report, *A National Diagnostic on Human Resources in Policing*.

Hay Group and Ipsos-Reid, through a sub-contract arrangement with Hay Group, conducted this national diagnostic which involved assembling a team of experienced human resource consultants and survey professionals to work with the Police Sector Council. The work included: identifying the information to be gathered, determining the stakeholder groups, designing the survey instruments, conducting and tracking the surveys, compiling the data, validating the data where feasible, reviewing the findings, and developing the recommendations.

The police sector includes all police employees, including civilian and officers; Police Chiefs; Police Associations/Unions; Police Boards; Police Educators, professionals in Police Academies/Colleges/Training Units; all levels of government responsible for policing, including federal, provincial, territorial and municipal; and, all other stakeholders working in policing related fields. We identified nine different stakeholder groups to survey. Canada wide, Hay Group surveyed Police Chiefs, Human Resource Leaders, Association Leaders, Employees (both civilian and police officers), Academies, Police Colleges, Police Training Units, Colleges and Universities, Students of police foundations programs, and Benchmark Organizations. Ipsos-Reid surveyed the Public Youth Cohort. These surveys were followed up with focus groups and interviews where warranted to validate data and discuss results.

This report presents our opinion on the current state of the sector, based on the findings from documentation research, survey data we collected, focus group and interview data. We developed our recommendations based on these findings and on our knowledge of best practices in Human Resources and our knowledge of and experience in the policing sector.

This report presents our approach and methodology that we used in conducting the research, a profile of the survey respondents, four sections on findings, and four sections on recommendations (one for each line of inquiry) and our conclusion. At the back of this report you will find a Glossary of Terms. We found that a number of terms held a variety of meanings to different people. So for the purpose of clarity, we have

provided “definitions” that we are using for the writing of this report. We have included summary data for all surveys in the Appendices.

We believe that the key criterion for success of a survey process is the constructive and tangible business results it creates. It is not enough that data are valid, reliable, confidentially gathered, statistically precise, or even interesting. These aspects of the process are important and necessary but not sufficient to consider the process a success — the results must drive positive action and change. Where we feel we add the most value is in our experience in Human Resources and in providing insights and content solutions to key issues raised by the surveys. We have made many recommendations based on this research effort and are confident that positive gains are possible for the policing sector.

The next chapter of this report provides you with the background to this project.

3.0 Background

The policing sector in Canada faces a multitude of growing human resource planning and management challenges in the near future. Like other Canadian industries, policing has pressing issues—an ageing workforce, forecasted high attrition rates, a disengaged youth cohort, increasingly complex work environments requiring new and advanced skill sets, continuing labour and management tensions in some regions, and policy and operational environments evolving at a dramatic rate of change.

The decade ahead will require unrelenting focus on replenishing a retiring cohort and retaining the knowledge and experience of mature employees attracted to new career opportunities. With a shrinking pool of available youth, there will be fewer qualified applicants to police organizations. Large numbers of women and ethnic minorities haven't historically been interested in police work; media stereotypes of policing may be incorrectly influencing the expectations of candidates, and, physical fitness and high integrity requirements further shrink the potential pool.

To that picture add rapidly changing work environments—new technology, new approaches to service delivery, and emerging criminality—increasingly driving demands for personnel with different skills sets and knowledge.

In Canada's current environment, the lines of safety and security have blurred and merged, resulting in shifts in the mandate, structure and operations of police organizations. The cost of administering police organizations has risen dramatically. New technology, new police service delivery, and emerging types and scope of crime are resulting in new systemic and persevering demands for diverse and enhanced skills and knowledge.

In the past, policing organizations had no compelling reason to think or function as a “sector,” or to manage more horizontally. Police organizations have been managed jurisdictionally, and have rationalized and requested additional resource requirements based on localized safety and security risks. That situation needs to change and is changing.

Today, and into the foreseeable future, effective policing is going to cost more, be more time and resource consuming, more complex, will require new education and training for new skills and knowledge, and a continuous learning culture.

Citizens and clients of the policing programs and services are demanding greater fiscal accountability, greater safety and security of their communities, greater transparency, improved police relations, support to communities, and a pro-active focus on the issues of ethnic minorities, youth, and Aboriginal groups.

The decade ahead will require intensive, focussed and integrated management of the human resource function to respond to the realities of attrition and changing operational and policy environments. Police organizations will have to re-assess many practices—primarily the essential skills and competencies required for effective policing, and the planning and management of human resources.

In the past, little research had been done on the options for more horizontal, effective and efficient human resource planning and management. There was no real urgency for police organizations to consider changing, or accelerating changes underway to the traditional processes, to improve sector-wide strategic planning and management on a national scale.

The creation of the Police Sector Council facilitated a sector-wide focus on the issues and opportunities for a more integrated response by engaging and activating all the various stakeholders in policing. Solutions can be found only if the sector is informed on the challenges, networked to compliment strengths and build synergy, and integrated to leverage resources and activities for sector-wide solutions.

The work of the Police Sector Council is the opportunity for all the stakeholders in the sector to take the critical first step and ensure a foundation for long term sector planning and management.

The Council initiated the Human Resource Diagnostic project to assess the “landscape”—bring clarity to the present state of human resource practices in recruitment, education and training and leadership development, and to build a platform of common understanding from which to launch appropriate actions for change.

The Human Resource Diagnostic project had a good foundation. In 2001, a federal government funded study was published on the policing sector, *Strategic Human Resources Analysis of Public Policing*. It provided a sweeping overview of the environment, demographics, and the human resource challenges, reflecting the circumstances of late 1990s and the

statistical data available at that time. It made recommendations for immediate action in five critical priorities areas:

- attracting the next generation of talent;
- improving sector efficiencies;
- improving human resources planning capacity;
- improving labour-management relations; and
- increasing funding and resources.

The 2001 Sector Study provided a number of important observations on human resource planning and management:

- organizations must look at external conditions—the supply of labour in the open marketplace, emerging technologies that impact employees in the future—assess the types of skills currently needed and those likely to be needed in the future;
- recruitment in the past;
 - relied on passive attraction activities;
 - assumed enough skilled applicants to satisfy demand - focussed on sorting through applications to identify qualified candidates;
 - assumed little competition for a diverse range of candidate officers and civilian specialists;
 - was supported police organization by police organization in the absence of national occupational and training standards;
 - job or functional competencies were used variably and inconsistently within the sector;
- police training academies and institutions were not adequately changing the focus and approach of their curriculum offerings to keep pace with the changes in the operating environments - unique training curriculum were developed with inherent overlap, duplication and redundancy; and
- skill-sets in critical thinking and innovation, continuous learning and knowledge management, flexibility and adaptability required for the services of today and the future were not being developed.

This Human Resource Diagnostic project was undertaken to leverage the sector study recommendations, to solidify the case for the change imperative, and to build the basis for common and integrated strategies and actions for a better policing future.

The next chapter of this report describes to you the approach and methodology taken in conducting this diagnostic research.

4.0 Approach and Methodology

4.1 Phase 1—Project Planning

The human resource elements studied in the diagnostic research were:

- recruitment and retention;
- entry-level training and accreditation, professional training and development;
- succession planning and leadership development; and,
- competency-based human resources management.

The consulting team engaged the Police Sector Council's Project Team in a discussion of each of these elements during our planning meetings to ensure that all concerned had a common understanding of the issues and the questions to be addressed. Additionally, these discussions took place at every stage of the project and modifications to the plan were made when appropriate.

4.1.1 Selected stakeholders to be consulted

We engaged the Police Sector Council Project Team in an element-by-element discussion to confirm where the information needed to address the element resided, which stakeholders needed to be or should be consulted in investigating each of the elements, and the methodology for gathering the required information.

Our approach was to be highly inclusive. We obtained data from at least nine different stakeholder groups:

- Chiefs of Police
- Human Resources Leaders
- Employees
- Association Leaders
- Youth Cohort (general public)
- Police Academies, Police Colleges and Police Training Units
- Post-Secondary Institutions
- Benchmark Organizations
- Students and cadets of police foundations programs

We felt it was important to engage a wide variety and large number of stakeholders in this research and with the assistance of the Police Sector Council staff and Steering Committee members; we were able to gain their cooperation and participation.

The role of the Steering Committee for this project was to provide oversight and feedback to the project team (Police Sector Council and Hay Group). Members the Steering Committee are as follows:

- Chair: Bill Gibson, Toronto Police
- Axel Hovbrender, Justice Institute of BC
- Dale Kinnear, CPA
- Ken Legge, RCMP
- Les Chipperfield, Atlantic Police Academy
- Terry Coleman, Moose Jaw Police
- Glenn Trivett, Ontario Provincial Police
- Stephanie Crawford, Ontario Provincial Police
- Syd Gravel, Ottawa Police Service
- Glen Siegersma, RCMP
- Michel Beaudoin, École nationale de police du Québec
- Paul Trivett, NAPS
- Murray Stooke, Calgary Police Service
- Jim Drennan, Georgian College
- Ron Stansfield, University of Guelph-Humber
- Alana MacMullan, NS Ministry of Justice
- Jennifer Lanzon, Canadian Association of Police Boards
- Curtis Clarke, Athabasca University
- Scott McDougall, RCMP – CPC
- Sharron Gould, Winnipeg Police – HR
- Christine Guenette, Public Safety Canada

4.1.2 Selected the methodology to be used and reviewed our proposed approach

We invited 15 police organizations from across the country to be research partners in this study; they represent all scales of operation as well as all geographies and include regular operations as well as specialist operations (as shown below). Research partners collaborated on more in-depth analysis of opinions and human resource practices. The two organizations listed as specialist organizations include Winnipeg 911, and RCMP HR. Both of these organizations were involved in the validation efforts through a Focus Group session. RCMP HR included participants from Human Resources professionals only and Winnipeg 911 included 911 operators.

Research Partners

	Very Small	Small	Medium	Large	Very Large	Specialist
Victoria			√			
Vancouver					√	
Calgary					√	
Medicine Hat		√				
Blood Tribe	√					
Moose Jaw		√				
Winnipeg 911						√
Peel					√	
Toronto					√	
OPP					√	
Montréal				√		
Sûreté du Québec					√	
Saint John			√			
Newfoundland			√			
RCMP HR						√

Note: We defined Specialist organizations as specialized branches or policing units with specific training and skills needs that regular training would not cover sufficiently (i.e. Blackfoot Tribal Police Force, First Nations Police Force, GTA Combined Forces Special Enforcement Unit, Ontario Gang Investigators Association, Winnipeg 911 Operators and RCMP Human Resource Professionals.)

With the 15 research partners we conducted focus groups with police officers and civilians to better understand the messages coming out of the web-based survey. We conducted a survey with the Chiefs and Human Resource Leaders and we gathered data and examples of best practices related to each of the lines of inquiry. Our findings regarding human resource practices were validated with the human resource professionals from these organizations through a focus group. Our findings and conclusions were developed with input from the Steering Committee at each stage of the project and through regular conference calls.

To address all elements comprehensively, we used four methods in combination to gather the required information. These methods were:

- documentary reviews;
- surveys (9 surveys);
- interviews (by telephone or in person where feasible); and
- focus groups (for data collection and for validation of survey data).

In the interests of saving time, effort and money, we used technology (e.g. surveys) wherever possible. We confirmed which method (or combination of methods) we planned to use on each element with each group of stakeholders.

4.1.3 We conducted nine (9) surveys

1. Chiefs of Police (Senior Line Managers) on Recruitment, Retention, Competency-Based Management, Education, Training and Development, Leadership Development, HR Planning/Succession Planning.
2. Human Resource Leaders in all police organizations across Canada on Recruitment, Retention, Competency-Based Management, Education, Training and Development, Leadership Development, HR Planning/Succession Planning.
3. All police employees across Canada on issues of recruitment, retention, education, training and development, leadership development and succession planning, and competency-based management.
4. Association Leaders for all police organizations across Canada on Recruitment, Retention, Competency-Based Management, Education, Training and Development, Leadership Development, HR Planning/Succession Planning.
5. Public opinion/youth cohort with regards to recruitment into police organizations.
6. Colleges/Universities and Academies on recruit training, professional development, and leadership development.
7. Colleges/Universities and Academies as above but a longer, more detailed questionnaire with a select number of institutions.
8. Benchmark Organizations on Recruitment, Retention, Competency-Based Management, Education, Training and Development, Leadership Development, HR Planning/Succession planning.
9. Students of police foundations programs with regards to recruitment into police organizations.

We confirmed on an element-by-element basis, the sources of information, the stakeholders to be consulted, and the method to be used in interacting with those stakeholders. We created a spreadsheet that contained three elements:

- line of inquiry (i.e. recruitment, retention, succession planning, etc.);
- category of stakeholder (e.g. public, police officers, Human Resource Leaders, etc.); and
- methodology (interview, focus group, survey) to be employed to consult stakeholder.

We triangulated “Stakeholders” to “Line of Inquiry” to “Methodology” (see Table below). Using “type of stakeholder” as our determining factor, we sorted all types of information (regardless of the line of inquiry) to be gathered with that particular type of stakeholder in each methodological approach. This permitted us to cover all pertinent lines with a particular stakeholder in a single event (whether that event was a survey, interview or focus group). And this enabled us to make sure that we did not ask the same people the same thing twice using different methods.

Triangulation of Research Lines of Inquiry, Stakeholder Groups and Methodology

Stakeholder Group	Method of Inquiry	Recruitment & Retention	Training & Education	Leadership Development & Succession Planning	Competency-Based HR Management
Chiefs of Police	Survey	√	√	√	√
HR Leaders	Survey Focus Group Interviews	√	√	√	√
Employees (Police Officers and Civilians)	Survey Focus Groups	√	√	√	√
Associations	Survey	√	√	√	√
Public Youth Cohort	Survey Focus Groups	√	√		
Police Academies, Police Colleges and Police Training Units	Survey Focus Group		√	√	
Post Secondary Institutions	Surveys		√	√	
Student Surveys	Survey	√	√		
Benchmark Organizations	Survey/ Interviews	√	√	√	√

4.1.4 Developed survey instruments, interview and focus group guides

In this step, we developed the structure and content for the survey instruments, interview guides, and focus group guides as required. We constructed these in a way that made our eventual analysis of the data easier. We coded/cross referenced individual questions within each guide to the overarching elements to be addressed by this research.

With respect to our Internet surveys we similarly coded/cross referenced questions in the survey to each of the elements. We discussed survey protocols with the PSC Project Team. We came to an agreement on things like format, bilingualism, confidentiality, feedback, survey administration, receipt of information, retention/destruction of information, etc.).

4.1.5 Determined level of effort, assigned responsibilities, planned events, and constructed a detailed timetable for the research and analysis phase

At the conclusion the above step, we calculated with greater precision the level of effort required to execute the remaining phases of work. As the budget for this research is fixed, we computed the level of effort and the costs of that effort. As we progressed through the project and new ideas and options became available, we modified the level of effort and the work plan to live within the budget allocated to this assignment.

It is also in this step that we confirmed our assignment of responsibilities within the team for conducting the surveys, focus groups, and interviews, and made adjustments as necessary.

Next, we confirmed our timetable to ensure that the events (surveys, interviews, focus groups) were scheduled in an orderly and timely manner. This was done in consultation with the PSC Project Team.

4.2 Phase 2—Research and Fieldwork

Because of the nature and the subject of this research project, we relied heavily on opinion and observations gathered from many audiences. For the large target groups we constructed confidential Internet-based surveys to gather valuable input and insights. For the smaller target groups (Human Resource Leaders, for instance) we conducted electronic-based surveys, knowing that these techniques would reach only a comparatively small number of people.

4.2.1 Literature review

As a first step in Phase 2, we worked with the Police Sector Council to identify existing material that would be beneficial to review. Materials included relevant previous surveys that were conducted. This information was used to determine the focus of our questions in the surveys, interviews and focus groups as well as a resource for developing our recommendations.

4.2.2 Data gathering from people

Hay Group and Ipsos-Reid, as a sub-contractor, conducted the data gathering. Ipsos-Reid conducted the surveys and focus groups that targeted the general public and Hay Group conducted the surveys, interviews and focus groups that targeted individuals internal to the police organizations, benchmark organizations, educational institutions, and students.

Below, we describe the approach we took in gathering information from the various stakeholders by stakeholder group.

4.2.3 Chiefs of police

The data gathered from police Chiefs was collected through a targeted survey. The purpose of this survey was to get a solid understanding of the strategic issues and challenges that are faced by each police organization with regards to each of the research areas and to also invite them to explore areas where they see opportunities to improve efficiencies.

We developed a survey that was sent to every Chief of Police for each police organization in the country.

4.2.4 Human Resource Leaders

The data gathered from Human Resource Leaders was collected through a survey and focus group and interviews, which were conducted by Hay Group. The purpose of this survey was to get a baseline of the programs and processes currently in place in the police sector and to identify 'best practices' from their police organization for inclusion in our analysis. This data was validated in a focus group of Human Resource Leaders and interviews were conducted to further explore certain issues or to clarify information.

The survey and interview guides were developed based on consultation with the project team; data from the document review and Hay Group's experience with other service organizations.

4.2.5 Police sector employees

Hay Group invited all employees of police organizations, police officers and civilians, to participate in an internal survey that focused on recent hires, early career, mid career, and late career employees in the Police Sector. The data gathered from employees was collected through surveys and validated in focus groups. Hay Group conducted the survey and focus groups.

The purpose of this survey and the focus groups was to develop a comprehensive view of attitudes within police organizations across Canada to better understand the issues, concerns, career plans facing the recent, early, mid and late career stages of police sector employees. The survey asked questions about key attraction, motivation and retention implications, the effectiveness of educational programs offered for entry into the police organization, and training and development programs provided on the job.

We worked with the project team to develop a survey instrument that reflected the needs of key stakeholders and one that will stand the test of time to allow ongoing measurement of change. The survey was developed based on consultation with the project team; data from the external survey and Hay Group's conceptual models of engagement, commitment and satisfaction; and our experience with other service organizations.

An invitation was sent to all police officers across Canada along with a brief communication kit. Chiefs and Human Resource contacts in each service were asked to encourage their employees to participate in the survey. The survey was hosted on-line and response rates were tracked on a daily basis.

Hay Group provided a summary of survey results that identified the areas that had the greatest impact on employee motivation and retention, as well as its strengths and opportunities for improvement. Analysis of the results included demographic breakdowns by region, age, career stage, planned retirement date, and other critical breaks. A strong focus of the analysis is on understanding “drivers” of choice that employees made around their careers in policing.

Once the surveys were completed and a preliminary analysis conducted, we identified areas that required further exploration. This was done through 15 focus groups that were held across the country. The focus group guide was developed based on data from the surveys.

4.2.6 Association Leaders

The data gathered from Association Leaders across the country was collected through a survey, a very similar survey as the Human Resource Leaders, which was conducted by Hay Group.

The purpose of this survey was to get an understanding of the programs and processes currently in place in the police sector from the Association Leaders' perspective and to identify 'best practices' from their police organizations for inclusion in our analysis.

4.2.7 Youth cohort—general public

The research that was done with the public focused on obtaining their opinion around recruitment into the police organizations and educational programs offered pertaining to the policing field. Ipsos-Reid conducted this survey that focused on the target population to better understand the labour market—specifically the characteristics of the youth cohort.

The purpose of this survey was to properly situate policing within the current labour market reality; identify the attitudes and expectations of the next generation of candidates, including data concerning career aspirations and the implications for policing; clarification of the unique characteristics of specific geographic areas and targeted socio-demographic groups; and understand the public's opinion with regards to educational programs offered for policing.

Our approach in undertaking this study involved quantitative research conducted on-line with n=1000 youth between 18 and 30 years of age. We conducted an on-line survey with members of the aforementioned target audience, using members of Ipsos-Reid's in-house household panel.

The survey instrument was approximately 12 minutes in length administered to all respondents (n=1000), which included a demographic section. The survey was administered over the Internet using Conformat, Ipsos-Reid's in-house survey software.

Validation focus groups were conducted in the testing of our recommendations. This is described further in Phase 4: Developing and Testing Recommendations.

4.2.8 Education Institutions

The data gathered from Education Institutions was collected through surveys, documentation and Internet research. Hay Group conducted the surveys and interviews.

The purpose of this research was to review the landscape of institutions that provide training in policing to establish a baseline of offerings and determine the extent to which a common core curriculum exists.

We began with information gathered through published data and Internet research and identified the approximate number of organizations that offer training in policing, the number that offer training in specialist areas of policing, and those that offer a broader flavour of law enforcement (i.e. security).

From those that claimed a comprehensive policing program, we identified the subject matter that was common as the start point for establishing a potential national curriculum. From there we identified a sample of organizations and conducted two surveys (one short and one extended version) to explore program content, certification of graduates, accreditations of professors, quality standards, etc.

Additionally, Hay Group, in cooperation with the Police Sector Council, sponsored a **Training and Development Leaders Dialogue** (Training Leaders Forum). As part of the one-day session, Hay Group facilitated a discussion to validate some of the key findings and recommendations that were emerging in the areas of Training and Development.

4.2.9 Benchmark Organizations

The purpose of this survey, telephone interviews, and documentation review was to identify what other organizations were successfully doing in the areas of these lines of inquiry (Recruitment and Retention, Training and Development, Leadership Development and Succession Planning, and Competency Based Human Resource Management). These organizations were known in the police sector as being leaders in certain areas and learning what they were doing would be important to direct how the police sector in Canada could apply this knowledge and make improvements in effectiveness and efficiencies.

First we identified the problem areas of the sector and with the assistance of the Steering Committee and the PSC Project Team, identified somewhat similar organizations locally and around the world that were felt to have a “best practice” in the particular areas. The organizations that the Steering Committee and PSC Project Team identified for us to survey and/or interview are as follows:

- Federal Bureau of Investigations Leadership Development Institute, United States of America (telephone interview)
- Provost Marshall, Department of National Defence, Canada (telephone interview)
- New South Wales Police Service, Australia (survey)
- UK Home Office, United Kingdom (telephone interview)
- Bank of Montreal, Canada (documentation review)

For each organization we developed a questionnaire that focused questions on a particular line(s) of inquiry. For instance, the FBI Leadership Development Institute interview was focused on Leadership Development and the Military Police (DND) interview was focused on Recruitment and Retention.

The information gathered during these interviews was incorporated into the best practice areas under the findings sections in this report.

4.2.10 Student Survey

The purpose of this survey was to take the public sector, youth cohort survey another step closer to the police sector by surveying students of the Police Foundations courses. It was felt that the information that could be gathered from this stakeholder would provide the police sector with valuable information about the perceptions and beliefs of students who chose to enrol in police foundations courses.

The Police Sector Council team created the student survey using the same survey as the youth cohort that was developed by Ipsos-Reid. It was felt that using the same questions provided some opportunity to make a comparative analysis between the results of the two surveys. However, it is important to note that a direct comparison cannot be made as, among other differences, the technology that was used is different, one was on-line and one was paper-based.

Police Sector Council was able to gain agreement from Police Foundations course leaders to survey their students. Hard copy surveys were distributed to these students during a class session and collected at the end of the class and returned to the Police Sector Council. A database was created by the Hay Group for the Police Sector Council to enter the survey data into. Once completed, the database was sent to Hay Group for analysis.

4.2.11 Provided Progress Reports

We provided the Police Sector Council with progress reports on a regular basis to review the conformity with the work plan. As there were many surveys taking place over the span of a few months, we provided regular progress reports of which survey had begun, the response rates at various intervals, when the survey deadline was approaching and when the survey had been closed. If we felt survey response rates were slow, we recommended a course of action (such as sending out extra reminder notices, extending the deadline, etc.). Many of the survey deadlines were extended multiple times to ensure we received as many responses as possible. These extensions particularly applied to the Chiefs survey and the Human Resource Leaders survey. We also regularly discussed progress on how many employee focus groups had been scheduled and how many were completed.

4.2.12 Shared Preliminary Findings

Although our analysis did not begin until the next phase, where possible we provided the Police Sector Council with any trends we saw as results were coming in.

4.2.13 Developed Report Framework

As the collection of data progressed, we began to create the framework for our final report. This framework was presented to the Steering Committee with some options for presenting the data, and from their comments we developed the framework used in this report.

4.3 Phase 3—Consolidating and Analyzing Data

The steps of work in this third Phase included:

4.3.1 Identify best practices

Although our best practices review was primarily focused on the data we gathered from Chiefs, Human Resource Leaders, and benchmarking organizations, we looked for best practices in all our lines of inquiry, as these will be the drivers of the sector's transformational effort.

4.3.2 Explore issues or processes

As we consolidated the data gathered, and we came across problematic issues or processes or identified areas that required more attention, we explored the issues in detail and developed various options that we felt either resolved or managed the issue in the best possible way.

4.3.3 Analyze the results

In order to appropriately consolidate and analyze the data we started by looking at how we were to report it. We discussed with the Police Sector Council and the Steering Committee how the data was to be presented. This report contains all the information necessary to easily interpret the survey responses.

4.3.4 Compile and summarize

Once we collected the data results from each of the surveys, focus groups and interviews, we held several team meetings to review findings for each of the survey questions, focus groups, interviews, and document reviews and consolidated information in a way that addressed each of the research elements. As a team we then drew our conclusions on the significance of the information collected.

4.3.5 Present findings

We presented our findings to the Police Sector Council throughout the project. We provided the PSC team with our initial findings of the surveys as they were completed and presented these initial findings to the Steering Committee. We made a second presentation of findings, once the surveys closed, to the Police Sector Council and to the Steering Committee for comment.

4.4 Phase 4—Developing and Testing Recommendations

This phase of work involves the following steps:

4.4.1 Project Team Meetings

This phase of the work involved reviewing our conclusions, developing recommendations, and testing, challenging and substantiating the conclusions over many working sessions. Where the challenge process indicated a need to do so, we collected further information or revisited the analysis of the data.

4.4.2 Draw Conclusions and Develop Recommendations

After we drew our conclusions on the significance of the information collected, we developed our recommendations and provided insights to the key issues raised by the surveys, focus groups, interviews and data collection.

4.4.3 Test Findings

Labour Market Testing Methodology – Qualitative Component

Two (2) focus groups were conducted in Toronto with youth 18 to 30 years of age to validate the data gathered. These focus groups were conducted in English. For each group participants were recruited in order to ensure 8 in each session. Each focus group session was two hours in length. One group was conducted with those 18-24 years of age and one group was conducted with those 25-30 years of age. Participants were offered a \$60 incentive for their participation in the groups.

Focus group participants were required to produce a piece of identification (i.e., driver's license, health card, birth certificate, etc.) to verify their identity and eligibility to participate in the sessions. In addition, participants were informed prior to commencement of individual sessions of our intent to audiotape sessions, and were required to provide verbal consent for audio taping. Prior to commencement of the individual

sessions, participants were informed of the purpose of the research, the study sponsor and our mandate to carry out the research. Also, participants were informed that participation in the study was voluntary, confidential and that all information they provided would be administered according to the requirements of the Privacy Act.

Focus group sessions were conducted in professional focus group facilities (to allow clients to observe the groups). Participant attendance was confirmed one day before the focus group session and directions to the facility was provided to participants.

We developed a series of specific recruitment screener questionnaires to ensure potential focus group participant profiles matched the intended target audience. Screener questions were used to ensure a mix of genders and academic attainment in each group. We also developed a moderator guide, which incorporated items to be clarified. These items included those identified during various presentations to the client of data gathered from the youth cohort and other various stakeholders.

Focus Groups and Follow-up Interviews in Police organizations Employee Focus Groups:

Hay Group conducted employee focus groups at the research partner organizations. All regions of Canada were represented by the following police organizations:

- Victoria Police Department, British Columbia
- Vancouver Police Department, British Columbia
- Medicine Hat Police Service, Alberta
- Calgary Police Service, Alberta
- Blood Tribe, Alberta
- Moose Jaw Police, Saskatchewan
- Winnipeg Police Service, Manitoba
- York Regional Police, Ontario
- Toronto Police Service, Ontario
- Ontario Provincial Police, Orillia, Ontario
- Royal Canadian Mounted Police, Ottawa, Ontario
- Montreal Police Force, Québec
- Sureté du Québec Police Force, Québec
- Saint John Police Force, New Brunswick
- Royal Newfoundland Constabulary, Newfoundland

Human Resource Leaders Focus Group and Interviews:

After the Human Resource Leaders survey was completed we conducted a focus group with the Human Resource Leaders where we presented our findings from the survey with some of the findings from other surveys

included (Chiefs survey, Employee survey, Youth Cohort survey and the Educational Institutions surveys).

Once we drafted our final recommendations, we conducted interviews with HR professionals within the police organizations that participated as research partners. These interviews were to validate some of our data, findings and feasibility of recommendations and to explore best practices.

4.5 Phase 5—Reporting

This final phase of work involved the following steps:

4.5.1 Report Sub-Team Findings and Recommendations

We presented our findings to the PSC Project Team and opened the floor for comment. We reviewed and discussed any concerns/issues. These were then presented to the Steering Committee for their comments. Documents were sent by email to Steering Committee members for review prior to a teleconference call where we listened to their questions, comments and/or concerns. This process was repeated with our recommendations.

4.5.2 Prepare Draft Report

We provided the Police Sector Council with two presentations of our work, findings and our recommendations. We delivered these presentations using PowerPoint and our key consultants on this assignment.

The first presentation was to the Steering Committee, which was based on a draft of our final report. We reviewed and discussed any issues/concerns and identified any necessary revisions. Documents were sent by email to Steering Committee members for review prior to a full day meeting where we presented our draft report, with a focus on our findings and recommendations.

At the end of this process, we had reached agreement on how best to present the findings and recommendations. We then began the next step of preparing the next draft of our final report.

4.5.3 Revise and Table Final Report

Once we incorporated all the revisions, our second presentation was to the Board of Directors where we presented our Draft of the Final Report. Documents were sent by email to the Board of Directors for review prior to a full day and a half meeting where we presented our recommendations.

At the end of this process, we had reached agreement on how best to present the findings and recommendations. We then began the next step of preparing the Final Report.

The next chapter of this report presents to you the profile of the stakeholders who participated in this diagnostic research.

5.0 A Profile of the Respondents

The police sector in Canada has over 200 police organizations. There are 222 police organizations¹; although this is a constantly changing number with various amalgamations happening. The majority of these police organizations are very small, with less than 25 employees. Very small organizations make up approximately 40% of all police organizations, but represent only about 1% of the police employee population. There are 13 very large police organizations with more than 1,000 employees, which represent approximately 80% of the police employee population and only about 6% of the police organizations.

There are approximately 84,000 employees in police organizations, which include both police officers and civilian staff. This is about the same as the 2005 figures quoted in *Police Resources in Canada, 2005, p. 25*, where police officers totalled 61,050 and civilian personnel totalled 23,391 for a total of 84,441.

When describing our findings we have distributed the size as follows:

Size	Number of Employees	Number of Organizations
Very Small	Less than 25 employees	86
Small	25-100 employees	62
Medium	100-300 employees	29
Large	300-1000 employees	13
Very Large	More than 1000 employees	13
		222

5.1 Chiefs Survey

- 71 Police Chiefs completed the survey, with all provinces represented. The following indicates the number of organizations per province that responded to the Chiefs survey:

British Columbia (2)	Québec (17)
Alberta (4)	New Brunswick (4)
Saskatchewan (5)	Nova Scotia (5)
Manitoba (3)	Prince Edward Island (2)
Ontario (28)	Newfoundland and Labrador (1)

¹ Source: Police Sector Council. This figure was used in calculating response rates.

- These 71 respondents represented 32% of the 222 police organizations across Canada. However, they represent 72,475 employees of an approximate 84,000 nationally, some 85% of the employee population.
- The size of organizations were equally represented in number of organizations who responded:

Size	Number of Employees	Number of Respondents
Very Small	Less than 25 employees	17
Small	25-100 employees	18
Medium	100-300 employees	14
Large	300-1000 employees	12
Very Large	More than 1000 employees	10

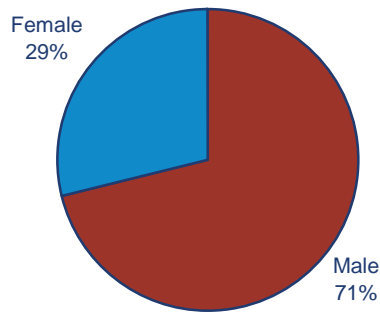
5.2 Human Resource Leaders Survey

- 42 surveys processed out of 222 police organizations, representing 65,457 employees, approximately 78% of the employee population:

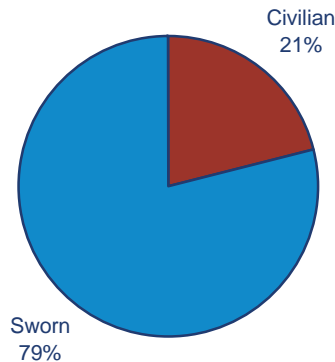
Size	Number of Employees	Number of Respondents
Very Small	Less than 25 employees	5
Small	25-100 employees	8
Medium	100-300 employees	13
Large	300-1000 employees	6
Very Large	More than 1000 employees	10

5.2.1 Employee Respondent Profile by Gender, Position, and Province

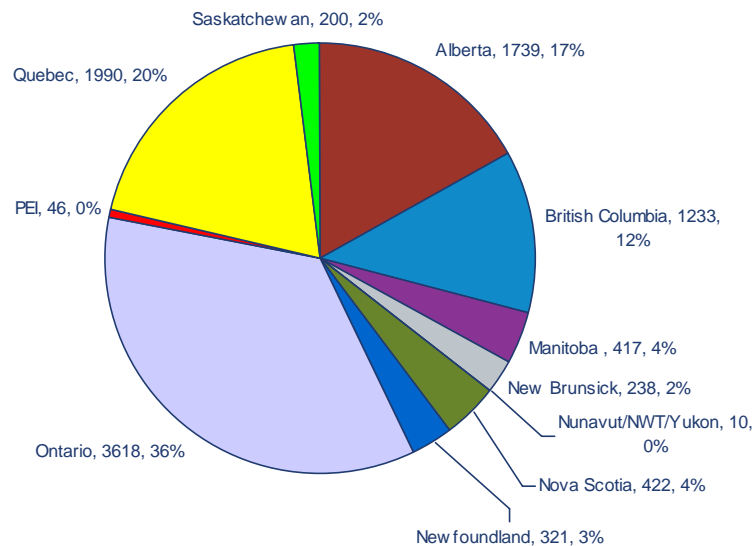
- Representative of gender



- Representative of both civilian and sworn

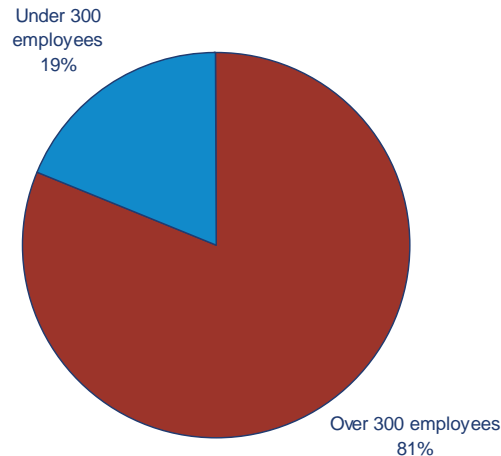


- By the cut-off date 10,238 police sector employees had participated in the survey from all provinces and territories.
- A representative national sample, with a slight over-representation of Alberta and under-representation of Québec.



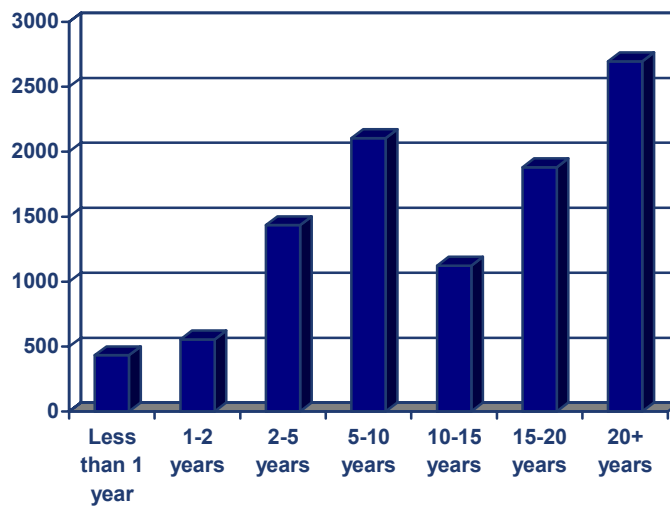
5.2.2 Employee Respondent Profile by Size of Service

- Most large police organizations participated in the process. Representative of major services and smaller services.

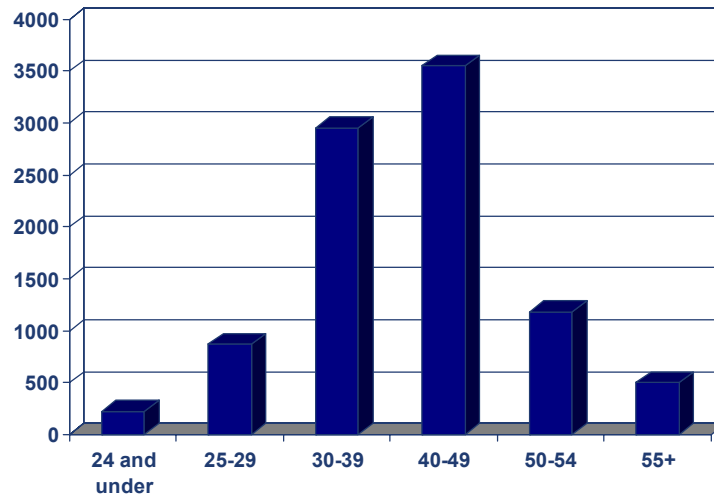


5.2.3 Employee Respondent Profile by Years of Service and Age

- The largest percentage group are long-tenured employees. Lower number of respondents in 10-15 years of service group. This is consistent with the demographic profile of the sector.



- The largest percentage group is 40-49. 70% of respondents are 30 – 49 years of age versus approximately 49% of the Canadian working age population.



5.3 Association Leaders Survey

- 143 police associations were invited to participate in the survey process and 25 (17%) of police associations from across Canada submitted their completed survey.

5.4 Youth Cohort Survey

5.4.1 Youth Cohort Public Survey by Age, Gender and Regional Quotas

A stratified random sample of 1,251 youth between 18 and 30 years of age was surveyed. The sample was representative of the general Canadian population of the targeted age group.

Age	Anticipated Quota	Actual Quota
18-24	N=500	N=599
25-30	N=500	N=652
BASE	N=1000	N=1251

Gender	Anticipated Quota	Actual Quota
Male	N= 500	N=737
Female	N= 500	N=505
BASE	N=1000	N=1251

Region	Anticipated Quota	Actual Quota
Atlantic	N=100	N=122
Québec	N=275	N=346
Ontario	N=300	N=371
Man/Sask	N= 75	N=94
Alberta	N=100	N=134
BC	N=150	N=184
BASE	N=1000	N=1251

5.5 Police Academies, Police Colleges and Police Training Units Survey

- 14 police academies, police colleges, major training units invited to respond submitted a completed survey.

5.6 Post-Secondary Institutions Survey

In gauging the current state of undergraduate police oriented training, we conducted two surveys.

- The first survey was directed to the 50 colleges listed with the Association of Canadian Community Colleges (ACCC) policing affinity group. These represent colleges who provide police training programs. We also forwarded the survey to nine (9) Canadian universities who were recognized as offering programs related to police studies. We received 27 responses to this general distribution survey. Throughout this document, this survey will be referred to as the **General Post-Secondary Institutions Survey**. In the general post-secondary survey, the 27 participating institutions identified 50 undergraduate police and security-oriented programs with 31 being explicitly targeted for police related studies.
- Our second survey was an extended survey distributed to a selection of colleges (5) and universities (2) who were known partners with policing and had indicated a willingness to complete a more lengthy survey. This group was asked a number of more detailed questions regarding their programs. This survey had a 100% completion rate (7 of 7) and will be referred to as the **Extended Post-Secondary Institutions Survey**.

5.7 Benchmark Survey and Interviews

The Benchmark Survey was completed by one organization, New South Wales Police Force. Three organizations were interviewed along our research lines of inquiry. Interviews were conducted with: the Federal Bureau of Investigations Leadership Development Institute about leadership development; the Canadian Forces Provost Marshall about recruitment; and the Home Office (UK) about all lines of inquiry. The final benchmark organization was the Bank of Montreal (BMO® Financial Group) whose activities around diversity were identified through documentation.

5.7.1 New South Wales

The New South Wales Police service of today is the third largest police organization in the English-speaking world. It has 16,000 employees and 13,000 (81%) police officers. The Commissioner of Police is the operational head of the police service. The Commissioner reports directly to the Minister for Police who is an elected representative of the people of New South Wales. New South Wales has a population close to six million spread across 810,680 square kilometres. Services are provided to diverse communities with specialized policing needs from 467 police stations. These include inner city stations, which have more than 150 police officers.²

5.7.2 Federal Bureau of Investigation

The very heart of FBI operations lies in investigation—which serves, as the mission states, "to protect and defend the United States against terrorist and foreign intelligence threats and to enforce the criminal laws of the United States." FBI currently has jurisdiction over violations of more than 200 categories of federal law, the major ones are grouped within three national security priorities: Counter terrorism, Counterintelligence and Cyber Crime, and five criminal priorities: Public Corruptions, Civil Rights, White Collar Crime, Organized Crime, and Major Thefts and Violent Crime.³

5.7.3 Canadian Forces Provost Marshall

The Canadian Forces Provost Marshall (CFPM) is responsible for developing policies and plans to guide the management of security and Military Police resources of the Department. National Defence has their own police organization called the Military Police. It polices all military

² Excerpt from the New South Wales Police Service website

³ Excerpt from the Federal Bureau of Investigations website

members wherever they are and on our Canadian Forces property (bases). They have 1230 non-commissioned members and 168 commissioned officers.⁴

5.7.4 Home Office (UK)

The UK police organization is a modern, responsive institution responsible for building safer and more secure communities. There are 43 police organizations in England and Wales comprising 140,563 full-time equivalent police officers and a 10,988-strong special constabulary of part-time volunteers. (Source: Police Service Strength England and Wales, March 2004) Within the Home Office, a number of police units have been established to support the police and pursue a variety of crime reduction initiatives.⁵

5.7.5 BMO Financial Group

BMO® Financial Group (BMO) is a highly diversified North American financial services organization with total assets of \$320 billion at October 31, 2006 and almost 35,000 employees. Founded in 1817 as Bank of Montreal, today BMO Financial Group is a highly diversified financial services provider. BMO provides a broad range of personal, commercial, corporate and institutional financial services across Canada and in the United States through BMO Bank of Montreal, BMO Nesbitt Burns, BMO Capital Markets and a Chicago-based subsidiary, Harris Bank.⁶

5.8 Student Survey

Students and Cadets of Police Foundations Programs of five colleges and one academy were surveyed using the Ipsos-Reid youth cohort survey questions, modified to suit the student audience. The survey was paper based and was conducted during class time. Although this approach removed the assurance of confidentiality, it did ensure that only one person completed each survey and it did provide a better return rate.

⁴ Excerpt from the National Defence, Canadian Forces Provost Marshall website

⁵ Excerpt from The Home Office, government of the United Kingdom, police website

⁶ Excerpt from the Bank of Montreal website, with permission.

The students of police foundations programs of Durham College, Georgian College, Lethbridge College, Algonquin College, Holland College and Nicolet responded to the survey. We received 1310 responses from students in a Security program and 71 responses from cadets.

Gender	Security Student	Cadet
Male	N= 892	N=61
Female	N= 393	N=10
Refused	N= 25	N=0
BASE	N=1310	N=71

Ethnicity	Security Student	Cadet
Aboriginal	N= 72	N=2
Visible Minority	N= 169	N=1
BASE	N=1310	N=71

Age	Security Student	Cadet
18-21	N=798	N=15
22-25	N=361	N=22
26-29	N=77	N=17
30-33	N=16	N=7
34-37	N=8	N=8
Over 37	N=9	N=1
Did not specify	N=41	N=1
BASE	N=1310	N=71

In the next chapter of this report we present our findings on Competency-Based Human Resource Management.

6.0 Competency-Based Human Resource Management Findings

6.1 What is Competency-Based Human Resource Management?

Competency-based human resource management is an approach to managing people that represents common sense and supports organizations in achieving the best results possible from their people. The approach involves identifying, in a clear and disciplined manner, the competencies required to perform a role or a job at an excellent level and then using this competency model as a foundation for human resource management practices and processes.

Hay Group defines a competency as any skill, knowledge or other attribute, which leads to superior performance at work. The principle is that if we understand what separates “the best” from “the rest”, then we can:

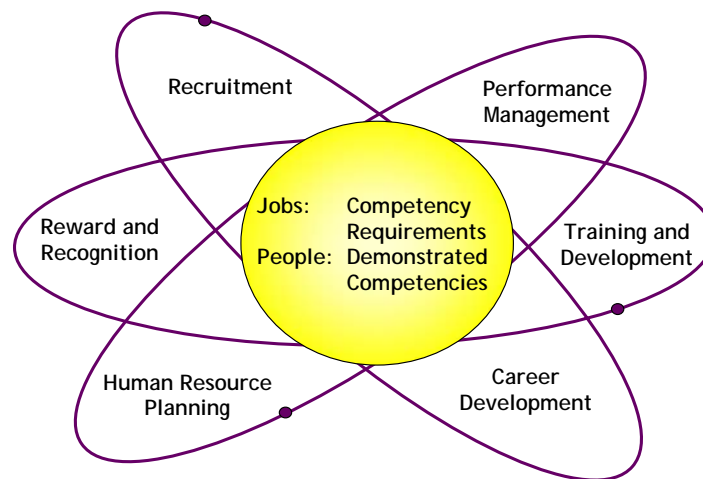
- focus recruitment on finding people who will have what it takes to be a strong performer,
- focus performance management system towards individual acquisition of missing competencies so that they can be more like the best performers, and
- develop talent for the future that will leverage people’s strengths and place them in roles where they are more likely to be successful thus developing a high performance organization.

In fact, almost all human resource processes can be aligned around competencies. Successful organizations have always done this intuitively. Competencies provide a robust methodology that everyone can use to improve the quality of their human resource decisions. We can confirm that every one of the “World’s Most Admired Organizations” as identified by Fortune Magazine (in conjunction with Hay Group) has adopted a competency-based approach in at least some of their human resource practices.

Human resource management is often said to be about having the right people in the right job at the right time doing the right things. A common analogy talks about square pegs being in square holes and round pegs in round holes. We can think of competency-based human resource management as a vehicle to have the right number and shape of pegs in the right holes at the right time, doing the right things. In this analogy,

competencies define the shape of the pegs (people) and of the holes (positions).

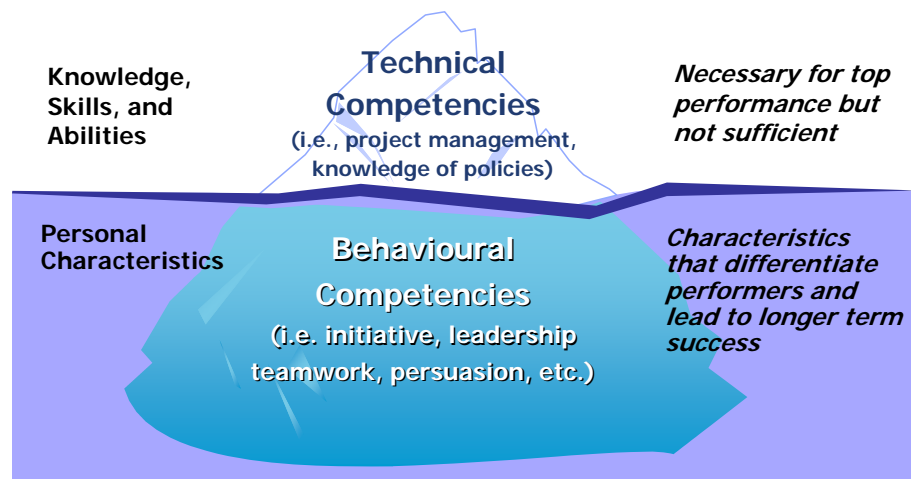
- Recruitment becomes finding the right shaped peg to fit this vacant hole;
- Performance management is about identifying the differences in the shape of this peg and the hole that it is in;
- Training and development is a set of activities to re-shape pegs so that they can better fit the target holes;
- Career development is about identifying the alternative holes into which this peg might fit;
- Human resource planning is about addressing the question “how many and what shape pegs will we need to fit the anticipated holes in the future, and will our current pegs suffice?”; and
- Reward and recognition can include compensation for demonstrating the ideal performance of a peg in its hole.



Competencies as the core of an Integrated Competency Based Management system

Comprehensive research into what makes some people perform better than others has identified that technical or job related skills are not always the only, or most relevant, consideration. These are what are required to be a solid performer, not to be superior. Typically, attributes that are more deeply rooted in the individual are what make the difference. In Hay Group, we liken this issue to an iceberg. Easily visible is the top of the iceberg (skills and knowledge), which is relatively straightforward to observe and measure. Below the waterline, and more difficult to see and measure, is the part of the iceberg that makes the most difference - i.e. it is the traits, motives and how individuals see themselves in society, that tend to drive higher performance. We call these “below the water line” attributes “behavioural competencies”. We include in this category such competencies as Teamwork, Initiative, and Empathy.

Iceberg Model
—there are different types of competencies—



Experience suggests that the attributes that are towards the top of the iceberg are easier to train for, and often need to be updated because of technological change or other advances. In policing, this is where we would see the skills that are periodically updated or recertified. The attributes below the water are more constant and more complex to develop. Organizations need to think about how they will strike a balance between hiring people who already have the right competencies and investing in developing competencies of the current staff complement through various learning activities.

This is especially the case in work that is values-based and has a high degree of exposure to the public – i.e. police work. The competencies to communicate, analyze critically, build relationships and demonstrate integrity are what make a quality police officer. There can be mandatory training to refresh the skills and add new knowledge, but the essence of the individual is more permanent and is captured in the behavioural competencies.

6.2 Hay Group Best Practices Commentary

A best practice competency-based human resource management regime includes certain core elements, which are then utilized to support various human resource processes. These core elements include:

- a dictionary of scaled competencies - describing the set of competencies that the organization has found to adequately reflect the

drivers of excellence in the work of the organization, where each competency has a definition and a number of clearly defined levels of proficiency against which expectations can be defined and performance measured;

- a work architecture - describing the separately identifiable roles in the organization that will require a competency model; generally a one-size fits all approach adds limited value for the organization, but there is no need to have as many models as there are positions, typically the architecture reflects hierarchical levels and broad families of similar work;
- competency models and methodology for developing new models – as per the work architecture; and,
- a methodology and tools for assessing competencies in people.

The most challenging aspect of competency-based management is the assessment strategy. Competencies can be assessed through formal assessment centres using highly trained professionals. This tends to be expensive and is generally used for key hires or for appointment to key leadership roles. If competencies are to become *the way we do things around here* then they need to be embedded in the day-to-day management practice, which means the performance management process. Essentially, we need to educate all managers to the point where, with appropriate human resource support, they can assess the competencies of their subordinates reliably. This could be a particular challenge for policing given that the manager is not able to observe the employee at work much of the time.

6.3 Current State of Competencies in the Police Sector

Of the 42 Human Resource Leaders who completed the Human Resource Leaders survey, 29 organizations (69%) indicated that they apply competencies in at least one of the following areas: Recruitment, Selection and Staffing, Performance Management, Succession Planning, Development, or Other. The following table indicates how many organizations apply competencies in the various human resource processes.

Total Police Organizations	Recruitment	Selection & Staffing	Performance Management	Succession Planning	Development	Other
29	24	25	25	10	15	3

The next table shows the prevalence and use of competencies amongst the police organizations that responded to the survey by size of organization and by human resource process.

Within the 69% of organizations who indicated that they use competencies none were small sized organizations of less than 25 employees. There are three organizations in the 25-100 size that indicated they apply competencies to at least one human resource process, eleven among the 100-300 size, six among the 300-1000 size, and nine organizations with greater than 1000 employees.

Overall, services that use competencies do so in two or three human resource processes; only in the largest services is it common to find a fully integrated approach where competencies are used in all of the human resource processes. In total there are nine organizations that apply competencies in all five human resource processes; over half of these are organizations that are larger than 1000 employees.

HR Process	Number of Organizations by Size Applying Competencies						
	0-25	25-100	100-300	300-1000	1000+	Total	%
Recruitment	0 / 5	2 / 8	9 / 13	5 / 6	7 / 10	23 / 42	55%
Selection and Staffing	0 / 5	2 / 8	9 / 13	5 / 6	8 / 10	24 / 42	57%
Performance Management	0 / 5	3 / 8	7 / 13	6 / 6	8 / 10	24 / 42	57%
Succession Planning	0 / 5	2 / 8	2 / 13	1 / 6	6 / 10	11 / 42	26%
Individual Development	0 / 5	3 / 8	4 / 13	2 / 6	6 / 10	15 / 42	36%
Other	0 / 5	0 / 8	0 / 13	0 / 6	1 / 10	1 / 42	2%
Organizations that responded they apply competencies	0 / 5	3 / 8	11 / 13	6 / 6	9 / 10	29 / 42	69%
Organizations applying competencies in all 5 areas	0 / 5	1 / 8	2 / 13	1 / 6	5 / 10	9 / 42	21%

The findings indicate that competencies are most commonly used in the following three HR processes: 1) selection and staffing (57%), 2) performance management (57%), and 3) recruitment (55%). The fact that selection and staffing and recruitment are popular competency applications is not surprising given the relatively low risks and high returns of applying competencies in these processes on non-employees and willing participants. A more interesting observation is the application of competencies in performance management. Performance management is typically a high-risk area for competency application as these assessments can impact employee promotions, pay, and opportunity for training, areas that are of great concern to employees and are open to the possibility of grievance, recourse and appeal. In other Hay Group research, we found that organizations frequently choose to implement competencies first and foremost in less risky areas such as training and development, succession planning, and career development. Nonetheless, a sound performance management system is also the most impactful human resource process as it touches the performance of all employees and, ultimately, impacts the performance of the whole organization. Respondents in the sample seem to have elected to implement competencies in performance management for its potential pay back.

The 29 organizations that said they use competencies only have a partially full toolkit. The prevalence of the tools that they use is as follows:

Total Police Organizations	Dictionary	Scaled	Models	Target Levels	Interview Guides	Development Guide	Assessment Tools	Statement of Qual.
29	21	15	23	11	14	5	20	18
	72%	52%	79%	40%	48%	17%	69%	62%

- Almost 80% percent say they have competency models (profiles). Models are found with equal frequency for front line officer, supervisory or first line management level and senior management level positions, but not for Chiefs;
- Seventy-two percent report having a competency dictionary and a little over half are using scaled competencies;
- Sixty-nine percent have competency-based assessment tools although less than half have interview guides designed around competencies;
- Sixty-two percent use competency-based statements of qualification but only 40% establish target levels against the competency scales; and
- The lowest area of use is in terms of development guides (competency based learning and development activities that may include both formal (courses) and self-directed learning) where only 17% use this important tool.

Roughly equal proportions of police organizations bought, built or borrowed their competency tools, with the larger police organizations investing more in terms of competency based approaches and there appears to be economies of scale for the very large police organizations. Large services still have some way to go to leverage this investment fully; small police organizations would be able to save the implementation costs by adopting existing material. Adopting material developed by other police organizations is a tactic that has been used by many police organizations and they report that it was effective for them. Larger police organizations would be able to achieve savings if there were links to a common dictionary, competency models, training, etc.

6.3.1 Identified best practices by Human Resource Leaders

In our survey of Human Resource Leaders we asked respondents to identify what they considered to be best practices and to indicate what changes they had made to conventional competency approaches to make them effective in policing. Human Resource Leaders indicated that it is best practice to have a dictionary of scaled behavioural competencies and competency models defined for each level of the police organization including identifying management competencies. Part of the best practice is to apply these competencies to recruitment, professional development, promotion, workforce and succession planning, and performance management.

Fifty-six percent of Human Resource Leaders feel at least somewhat informed about competency-based processes in other police organizations across Canada. Almost 90% feel it would be helpful or very helpful to have one place or portal to access human resource information, research and tools for competency-based processes.

In responding to the survey, Human Resource Leaders identified what they felt were good practices in competency-based human resource management. The following are quotes from survey responses:

- *“Justice Institute of BC Assessment Centre utilized for applicant testing for core competencies”;*
- *“competencies apply across the organization but are defined for each level”;*
- *“performance management system complete with identified behaviours associated to required competencies for each level and defined promotion process”;*
- *“use of competencies for recruitment, guidance, coaching and evaluation”;*

- *“use of scaled competencies for promotional processes and professional development”*;
- *“identify management competencies for workforce planning”*; and,
- *“the Lominger competency model resources and supports are very helpful”*.

Human Resource Leaders were asked to identify the things that they changed to improve competency-based human resource management. The following is a sample of those responses where changes were made:

- *“use Behavioural Event Interviews during a promotional process”*;
- *“revised competency definitions based on feedback from users”*;
- *“we have recently changed our performance management process as it pertains to Annual Performance Reviews as they are now tied to our competency based H.R. model”*;
- *“performance management now tied to competency-based human resource model”*; and
- *“abandoned numeric scores in performance appraisal system; using competencies to bring objectivity to performance appraisals”*

6.4 Satisfaction with Competencies

Those police organizations that use a competency-based human resource management approach find it to be very effective from the perspectives of employees, Human Resource Leaders and Association Leaders. There are opportunities to increase the use of competencies in more police organizations, and for those who already have competencies to expand their use into succession planning and professional development. Some of the key findings are detailed below.

- **Human Resource Leaders** told us that from a line manager’s perspective, competencies are seen as rather simple to use. The following chart shows how the 29 organizations responded by human resource process on the ease of use.

HR Process/Level of Difficulty	Very Simple	Simple	Neither	Difficult	Very Difficult
Recruitment	4	12	4	1	0
Selection/Staffing	2	15	6	1	0
Performance Management	2	16	5	4	1
Succession Planning	2	7	2	0	1
Development	3	11	4	0	1

- **Human Resource Leaders** told us that overall, they are satisfied with using competencies. The following chart shows how the 29 organizations responded by human resource process.

HR Process/Level of Satisfaction	Very Satisfied	Satisfied	Neither	Dissatisfied	Very Dissatisfied
Recruitment	15	7	0	1	0
Selection/Staffing	9	11	4	1	0
Performance Management	8	12	4	3	0
Succession Planning	3	6	3	1	1
Development	5	12	1	1	0

- **Human Resource Leaders** reported that the experience of implementing competencies has been very satisfactory. Expectations of implementing competencies were “exceeded” or “met” in 96% of organizations.
- **Human Resource Leaders** also report that their employees find competency approaches to be effective or very effective rather than reported them to be ineffective (ratio 7:1).
- However, **employees** are not satisfied that policing does a good job of defining the expectations of their work at various levels. Ninety percent of employees support the fact that policing can benefit by having clear definitions of the skills, knowledge and competencies required to perform each job well and using these in human resource processes (for hiring, training and development, succession planning and performance management).
- **Association Leaders** provided similar data for the use of competencies. Ninety-six percent of Association Leaders feel competencies don’t seem to be a problem to work with, rating them neither simple nor difficult.

6.5 Analysis of the Competency-Based Human Resource Management Systems used by Police Organizations

Our analysis of the competency-based human resource management systems used by police organizations in Canada’s police sector included an examination of information provided to us by eight police organizations that we identified from responses to the Human Resource Leaders survey and a review of a well-known study conducted by Dr. Clarke et al for Alberta.

6.5.1 An Examination of Best Practices in Competency-Based Human Resource Management in Police Organizations

In the survey to Human Resource Leaders, respondents were asked to report if their police organization had in place the following competency-based human resource management tools and approaches: dictionary, scaled competencies, competency models, target levels, interview guides, or development resource guide. In addition to the original survey, we conducted a supplemental survey where we invited those organizations that indicated that they had a dictionary, scaled competencies and used competency models, to share their competency information with us so that we could determine any similarities between them. Of those invited, we received information from the following eight organizations:

- RCMP
- Ontario Provincial Police
- Government of Ontario, Ontario Association of Chiefs of Police Constable Selection System
- Calgary Police Service
- Delta Police Department
- Edmonton Police Service
- London Police Service
- Saint John Police Force

These eight organizations all shared their competency dictionary with us for review. These dictionaries gave us a total of 197 competencies. The number of competencies in each dictionary range as follows:

- 20 behavioural and 45 technical
- 35 behavioural
- 20 behavioural
- 18 behavioural—and one technical
- 6 behavioural
- 10 behavioural
- 15 behavioural—and one technical
- 13 behavioural and 13 technical

In our analysis we focused only on the behavioural competencies as these are the most difficult to identify, define and measure. Of these 197 competencies, we considered 137 competencies to be behavioural in nature. There were many competencies that were similar between organizations, such as: “Flexibility” and “Adaptability”, “Results Oriented” and “Achievement Oriented” and “Drive to Deliver Results”. After a review of the competency titles and short definitions, we were able to reduce this to 44 behavioural competencies as listed below. There are

still similarities between some of these; however there was enough of a difference to keep them separate.

44 Behavioural Competencies			
Accurate Self-Assessment	Concern for Quality and Standards	Initiative	Planning and Organizing
Achievement Orientation	Concern for Safety	Innovative Thinking	Political Acuity
Adaptability	Conflict Management	Learning from Experience	Resource Management
Analytical Thinking	Conscientiousness and Reliability	Listening, Understanding, Responding	Self-Confidence
Assertiveness	Decisiveness/ Judgment	Meeting Client Needs	Self-Control
Business Awareness	Developing Others	Negotiation/ Relationship Building	Steady Focus
Change Management	Developing Self	Networking	Strategic Thinking
Communication	Efficiency and Thoroughness	Organizational Commitment	Stress Tolerance
Community Service Orientation	Holding People Accountable	Partnership Building	Team Leadership
Conceptual Thinking	Honesty and Integrity	Persistence	Teamwork
Concern for Image	Information Seeking	Persuasiveness	Valuing Diversity

Of these, there are 16 competencies that at least half of the organizations included in their competency dictionaries.

- Achievement Orientation
- Adaptability
- Analytical Thinking
- Community Service Orientation
- Decisiveness/ Judgment
- Developing Others
- Developing Self
- Honesty and Integrity
- Communication (Listening, Understanding, Responding)
- Networking/Relationship Building
- Planning and Organizing
- Self-Confidence
- Self-Control
- Strategic Thinking
- Team Leadership
- Teamwork

6.5.2 A Study Review

In the document *Training for Success—Skills, Competency and Knowledge: Setting a Police Training Strategy for Alberta*, by Dr. Curtis Clarke, Sgt. Darrin Balanik, Marnie Allison, and Sgt. Merle Fuller, Dr. Clarke et al undertook a study to aid in the transformation of police training in Alberta. A subsection of this study included a synthesis of the competencies in use by a number of police organizations. In this synthesis “the reviewers laid out a master set of all competencies after which common competencies (meanings, general definitions and similar behaviours) were compared and drawn together so as to avoid duplication.”⁷ The behavioural competencies in this report for the most part meet the standards of what Hay Group considers as a best practice in that they are scaled and have behavioural indicators. There is considerable overlap between what Dr. Clarke found and what we found to be common competencies. While Dr. Clarke’s study is just one example of what is no doubt a number of studies that have been conducted, we are using this study as part of this analysis.

The competencies that Dr. Clarke and Michael Splinter used in their synthesis were supplied by the Calgary Police Service, Edmonton Police Service, Lethbridge Police Service, Winnipeg Police Service, Ontario Provincial Police, Toronto Police Service and the RCMP. In their report they presented competency models (that have been recreated below) for Constable, Detective, Sergeant, Staff Sergeant and Inspector. These models have been reviewed by committee and validated by focus groups. The models have been organized by levels: Intermediate, Advanced and Master and are presented as follows:

Intermediate	
-Constable-	
Competency Category	Competency Sub-set
Communications	Persuasiveness Oral Communication Written Communication Listening Skills
Conflict Management	Knowledge of Conflict Management Practices Self Control and Composure Control of Conflict-Persons
Adaptability	Flexibility Innovative Thinking

⁷ *Training for Success—Skills, Competency and Knowledge: Setting a Police Training Strategy for Alberta*, by Dr. Curtis Clarke, Sgt. Darrin Balanik, Marnie Allison, and Sgt. Merle Fuller, 2005. This section has been reviewed by Dr. Clarke and included with his permission.

Teamwork	Teamwork Cooperation and Teamwork Peer Relationships
Judgment	Judgment/Discretion Problem Solving/Strategic Thinking
Leadership	Team Leadership Coaching and Development of Others
Professional and Ethical	Honesty and Integrity Community Service Orientation and Relations with Public
Cross Cultural Sensitivity	Knowledge of Community and Cultural Issues/Managing Diversity
Organizational Awareness	Organization and Work Standards Initiative
Commitment to Learning	Effectiveness and Thoroughness/Practical Learning

Advanced	
-Detective Rank-	
Competency Category	Competency Sub-set
Communications	Persuasiveness Oral Communication Written Communication
Conflict Management	Control of Conflict Self Control and Composure
Adaptability	Flexibility Innovative Thinking
Teamwork	Teamwork
Judgment	Problem Solving/Strategic Thinking
Leadership	Team Leadership Coaching and Development of Others
Professional and Ethical	Community Service Orientation
Organizational Awareness	Organization and Work Standards

-Sergeant Rank-	
Competency Category	Competency Sub-set
Communications	Persuasiveness Oral Communication Written Communication
Conflict Management	Control of Conflict
Adaptability	Flexibility Innovative Thinking
Teamwork	Teamwork Peer Relationships
Judgment	Judgment/Discretion Problem Solving/Strategic Thinking
Leadership	Team Leadership
Professional and Ethical	Honesty and Integrity Community Service Orientation
Cross Cultural Sensitivity	Knowledge of Community and Cultural Issues
Organizational Awareness	Organization and Work Standards

Master	
-Staff-Sergeant Rank-	
Competency Category	Competency Sub-set
Communications	Persuasiveness Oral Communication Written Communication
Conflict Management	Control of Conflict
Adaptability	Flexibility Innovative Thinking
Teamwork	Teamwork Peer Relationships
Judgment	Judgment/Discretion Problem Solving/Strategic Thinking
Leadership	Team Leadership
Professional and Ethical	Honesty and Integrity Community Service Orientation
Cross Cultural Sensitivity	Knowledge of Community and Cultural Issues
Organizational Awareness	Organization and Work Standards

-Inspector Rank-	
Competency Category	Competency Sub-set
Communications	Oral Communication Written Communication
Conflict Management	Control of Conflict
Adaptability	Flexibility Innovative Thinking
Teamwork	Teamwork Peer Relationships
Judgment	Judgment/Discretion Problem Solving/Strategic Thinking
Leadership	Team Leadership
Professional and Ethical	Honesty and Integrity Community Service Orientation
Cross Cultural Sensitivity	Knowledge of Community and Cultural Issues
Organizational Awareness	Organization and Work Standards

There are 10 competency categories in total and 22 competency sub-sets to these categories which Hay Group would call competencies. Additionally, each of the sub-sets has between 1 and 18 behavioural indicators but we have not included them in the models above. Instead, we provide you with examples of behavioural indicators at all levels for the competency Persuasiveness on the following page.

Persuasiveness	
Level	Behavioural Indicator
Intermediate	Uses the facts and available information in a discussion or presentation to persuade e.g. appeals to reason, uses data, concrete examples, demonstrations, etc.
Advanced	Builds linkages between one's proposal and other initiatives in the organization, with the intent to take advantage of these initiatives' momentum to persuade others.
Master	Uses indirect strategies to persuade, such as establishing coalitions, using experts/lobbyists or other third parties.

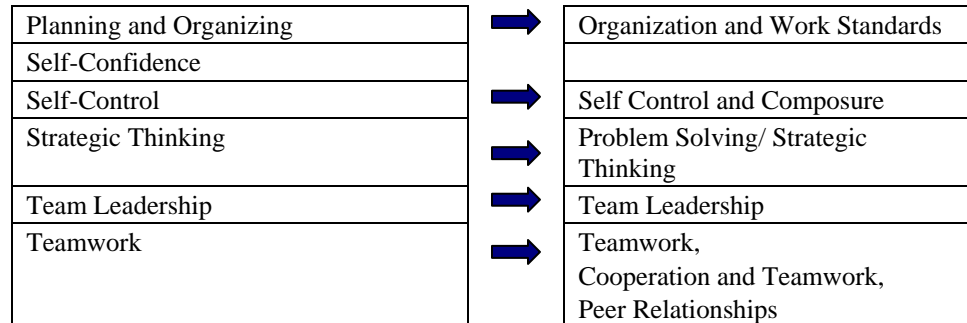
As Dr. Clarke's report was focused on training, it only included competency models for the above noted roles. The development of a competency dictionary that includes specific competency category definitions and competency sub-set definitions was not necessary.

In the review of this material we have found this to be another source indicating a great deal of commonality between the competencies police organizations require.

6.5.3 Comparison

When we compare the findings from our supplemental study and from the work of Dr. Clarke, we found that 13 of the 16 "Most Common" competencies identified by Hay Group have a direct parallel competency sub set in Dr. Clarke's analysis. In addition, those competencies that Dr. Clarke identified that did not map to the 16 most common found in police organizations, did map to the 44, telling us that regardless of the sources, experienced researchers find that there is a great deal of overlap.

Most Common Competencies from Police Organization's Dictionaries		Competencies from Dr. Clarke's Study
Achievement Orientation	➡	Effectiveness and Thoroughness
Adaptability	➡	Flexibility
Analytical Thinking		
Community Service Orientation	➡	Community Service Orientation and Relations with Public
Decisiveness/Judgment	➡	Judgment/Discretion
Developing Others	➡	Coaching /Development of Others
Developing Self	➡	Practical Learning
Honesty and Integrity	➡	Honesty and Integrity
Communication (Listening, Understanding, Responding)	➡	Oral Communication Listening Skills
Networking/Relationship Building		



While many of the competency subsets are similar to the competencies we identified in our analysis, there are some that look to be similar based on the titles but are different because the behavioural indicators were sorted in a way that gives the competency sub-set a different meaning and scope.

6.6 Future Opportunities

Competency-based human resource management is a best practice in the private sector, in the public sector and in parts of the police sector. Significant investment has been made by a number of police organizations in developing their own competency regimes. Some excellent work has already been done, and the sector should leverage this investment.

In our analysis of the competency information from police organizations, three organizations had in place a comprehensive competency dictionary that clearly defined each behavioural competency and described behaviours for each of the proficiency levels of the competency. Our analysis shows that, while not all competencies are defined or scaled (proficiency levels) the same, the sector has a good starting point for creating a common competency dictionary. To use this information would require written permission from the organizations that hold copyrights to these dictionaries.

When reviewing the competency models we received, we discovered that while there were some competencies that were similar between the same levels of competency models (i.e. Constable Models, Sergeant Models, and Staff Sergeant Models), there were also a lot of differences in which competencies organizations chose to include. This leads us to believe that while the sector would not be starting from scratch to create common models, building consensus on which competencies to include may be a challenge.

There are best practices currently available for adoption by other police organizations. It is important to note, however, that police organizations of different sizes and means have different requirements, and what is a

best practice for one may not be effective for others. As is clear from the comments from Human Resource Leaders above regarding suggested improvements, there is a role for a national body to provide the infrastructure and support for the exchange of information.

There is some commonality in terms of the form and content of the competencies used within policing and there is a clear opportunity to harmonize and standardize these competencies into a common best practice model for use across the sector.

The inconsistent and incomplete use of commonly applied competency-based tools suggests that there is considerable opportunity to realize further benefit from the investments that have been made by a number of police organizations. Some examples of opportunities include:

- Of the 29 police organizations that reported using competencies, 83% use them for recruitment and 86% use them for selection and staffing, but only 48% of organizations have a competency-based interview guide. Using a competency-based interview guide for the purposes of recruitment and selection and staffing would greatly increase the return on the investment made in developing competencies.
- Less than 25% of police organizations reported having a formal succession plan. Of the organizations that reported having a formal competency-based HR management system, only 34% use a formal process to apply competency-based HR management tools/approaches in succession planning. Most of those police organizations (80%) that do formal succession planning and use competencies are either satisfied or very satisfied with the outcomes. This use should be extended.
- Most police organizations provide professional development but from the Human Resource Leaders Survey only 36% report using a formal process to apply competency-based human resources management tools and approaches for development. This may be because they include mandatory training to obtain re-certification in operational skills as individual development, or it may be because they have not coded training programs to determine which competencies are connected to the program outcomes in a structured way. Whatever the reason behind the statistics, the fact that only 17% of organizations that currently use competencies have a development resource guide is a clear opportunity to apply competency-based human resources management tools and approaches for development.

In the next chapter of this report you will find our Recommendations for Competency-Based Human Resource Management.

7.0 Recommendations for Competency-Based Human Resources Management

Competency-based human resource management is a widely accepted best practice in the private sector, the public sector and in the policing sector. In fact, organizations have been busily designing and implementing competency frameworks in the United States, the United Kingdom and indeed throughout the world. The Chartered Institute of Personnel and Development's 2007 survey results reveal that 60% of organizations have a competency framework in place for their organization and, of those that don't, almost half (48%) intend to introduce one. That still leaves around one-fifth of respondents planning to move forward without a competency framework. So, with the exception of a proportion of small private sector firms, competencies seem to be an accepted feature of a modern organization.⁸

Based on our survey findings, a competency-based approach to human resource management appears to be supported by human resource professionals, by Chiefs and by employees in those police organizations where it has been adopted and for those applications where it is in use. The evidence points strongly towards the expansion of competency-based approaches. The investment that has already been made in those services that have adopted competency-based approaches should be leveraged in two ways. First, their best efforts should be evaluated, consolidated and packaged to provide workable tools for those police organizations (typically smaller) that have not been able to benefit from this methodology. Second, those police organizations that have developed the competency infrastructure should be encouraged and assisted in expanding their use in other human resource processes where they have not yet been implemented.

Recommendation CBM-1

CBM-1: *A competency-based human resource management regime should be adopted by the police sector. This regime should include a common competency infrastructure plus competency enabled human resource processes. A common competency infrastructure should include:*

- 1) **Competency Definition:** defines competencies, behavioural (the human characteristics and capabilities demonstrated in behaviour that enable successful delivery of policing work) and technical (the knowledge and skill required to undertake elements of policing work);

⁸ Source: Reflections on the 2007 learning and development survey, CIPD, p.19.

describes their format and proficiency scales or standards as appropriate.

- 2) **Competency Dictionary:** the collection of competencies found to be required in the policing sector.
- 3) **Work Architecture:** defines the building blocks, roles or role types that serve as key reference points.
 - a) There should be a task force to develop an appropriate framework for police officers that ranges from pre-entry level up to senior level contributor and should include appropriate recognition of diversity of roles (specialist roles) and size of organization.
 - b) There should be a task force established to develop an appropriate framework for civilian employees that should recognize typical range and level of work.
 - c) There should be a task force established to coordinate the development of a Leadership Framework that defines the skills and competencies required at each level of leadership. (See Recommendation SPLD-2).
- 4) **Competency Models:** defines the behavioural and technical competencies and qualifications that establish expectations for acceptable and desired job performance; competency models should exist for each reference point in the work architecture.
- 5) **Assessment Guidelines:** provides guidance for assessing competencies and may include rules about: behaviours demonstrated in the past, frequency, etc. and guidelines about the development of standardized competency based assessment tools.
- 6) **Development Resource Guide:** a repository of learning and development activities for every competency in the competency dictionary covering all levels within each competency. Learning and development activities may include both formal (courses) and self-directed learning.
- 7) **Governance Framework:** National coordination of the governance (“ownership”) of the common competency infrastructure which consists of the creation of systems, monitoring and continuous improvement.

This framework should be developed based on the work that has already been done in the larger services and, in particular, on the analysis undertaken in Alberta of the best practice application of competencies in policing. This framework should be accessible to all services and should be housed in an on-line database.

We are aware that many services have developed competency models for various ranks. They have been developed using different methodologies and against different competency definitions, but closer inspection should indicate that the concepts underpinning the various competency models have much in common. We don't see a need to undertake a complete analysis of policing roles. We believe that the existing material is sufficient to develop a set of models that will cover the majority of roles nation-wide. Efforts will need to be made to develop models that fill in the gaps. All models can then be validated with a variety of services that have experience in this area and with a few who do not.

The recommendations relating to leadership development offer a framework for thinking about progressive leadership roles. This framework should be the basis of competency models that will underpin the succession planning and leadership development processes.

We suggest that the characteristics of policing work be investigated to identify the number and type of demonstrably different work streams that are required in the work architecture for policing. This work has already been done in the RCMP and other large police organizations, which will serve as key reference points for the sector at large. Within each career stream, a competency model should be developed for each rank level in a standard structure. We suggest the current models be examined against a Canada-wide structure, as many of the current models should be at least "almost suitable", and then create competency models to fill in the gaps for roles that do not have competency models that fit appropriately.

Recommendation CBM-2

CBM-2: *Learning tools and assessment tools should be anchored to the Competency Dictionary. **Dependent on CBM-1.** This includes:*

- a) the development of standardized assessment tools that measure an individual's level of competence against the competencies in the Competency Dictionary;
- b) current ongoing learning programs to be coded against the competencies in the Competency Dictionary; and
- c) all new programs to be coded against the competencies in the Competency Dictionary.

The most difficult component of any competency-based human resource management regime is the assessment tools and techniques to be employed. Tools need to be developed for a variety of stages to support the recruitment and development of police officers:

- college entry screening tools (to support colleges and universities in selecting students);
- screening criteria for applications (to assist potential applicants in self screening);
- admission to “Constable-in-Training” Program (competencies assessed by police recruiters);
- admission to Academy Program (competencies assessed by police recruiters);
- competency assessments to support performance management (assessments to be conducted by managers of their staff);
- career planning (self assessments to be available to employees who are considering their career options); and,
- each transition to next leadership pipeline position (assessments to be conducted by Human Resource professionals to support key decisions).

Employees at all levels are expected to adopt a positive attitude towards the development of their own skills and competencies. In order to support employees there should be ready access (on-line) to a central repository of development advice and support tools that will enable any employee to demonstrate initiative and take a lead in their own career development. Such development guides will include:

- practical, on the job activities that employees can practice during their work;
- reading material linked to developing particular competencies; and,
- video and audio materials illustrating and explaining competencies in use.

All training programs provided to employees of police organizations should be coded in terms of the competencies that they develop. This will take time and should be implemented for all new programs that are developed. Managers and employees should be able to appreciate the competencies that any given program is designed to help develop.

As discussed in the leadership development section, each level in the leadership framework should be evaluated to identify the competencies required to transition from each level to the next. These should be used as the basis for leadership development programs.

**Recommendation
CBM-3**

CBM-3: *Encourage organizations that have already adopted a CBM regime, to increase its application in all Human Resource areas to leverage their investment.*

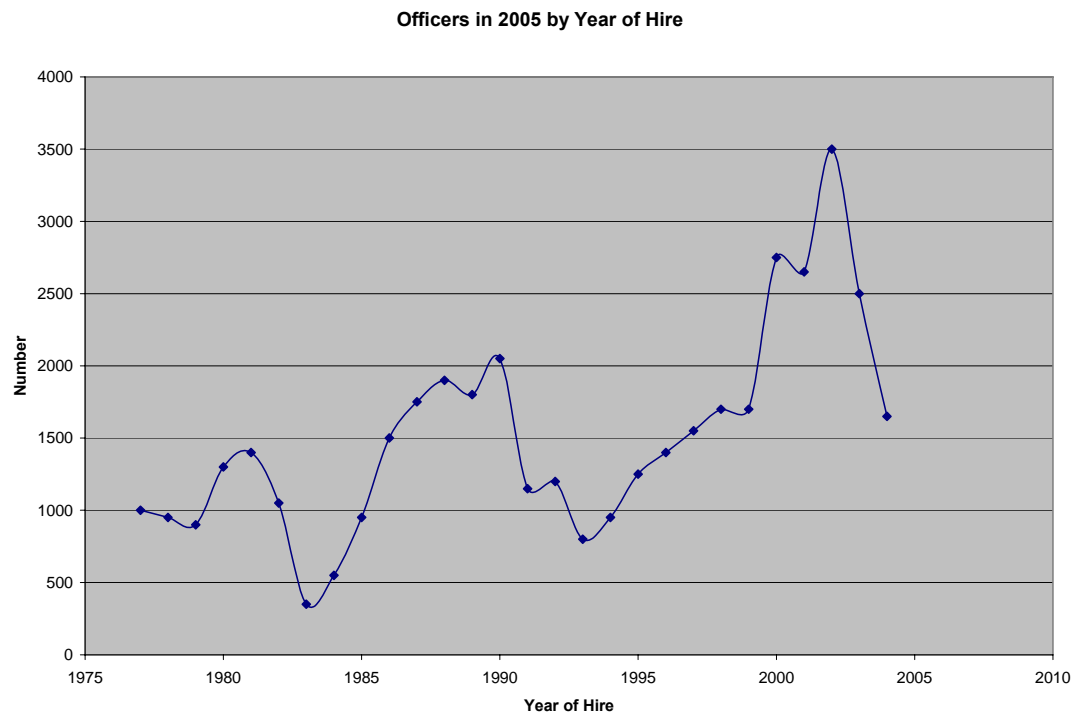
A central repository of best practice use of competencies in support of each human resource process should be established. Police organizations should have ready access to review what has been implemented in similar sized organizations elsewhere so that they can adopt or adapt such approaches and leverage the investments that have already been made by applying the use of competencies in all human resource areas.

In the next chapter of this report we present our findings on Recruitment and Retention.

8.0 Recruitment and Retention Findings

8.1 Current State of Recruitment & Retention

Recruitment into the police sector has been inconsistent in recent years. Based on the available funding, the sector has sought and achieved recruitment levels ranging from as low as 300 to over 3,000 per year⁹ (see chart below). The average level of recruitment in the years 2000 – 2004 was 2,760, although over the last 20 years the average is closer to 1,800.



Finding candidates has not generally been a problem; finding the right candidates has been more of a challenge. Anecdotal evidence from Human Resource professionals, depending on the screening process used, suggests that in some cases as many as 90% of applicants are rejected and almost all Human Resource Leaders and Police Chiefs report problems in meeting their diversity objectives.

⁹ Source: Extracted from *Policing Environment 2005*

From 1983 the number of women recruited into the sector increased reaching a peak approaching 700 in 2001, but has stalled since then. Women now represent approximately 22% of new recruits into the sector and 17.3% of all employees in 2005. This percentage of recruits has been consistent for the last decade and, given that the impending retirements are largely male, the overall proportion in the workforce will rise to 20% by 2012, but will not increase much further, given the unique challenges of the life of a police officer.

Canada is growing more diverse in terms of culture, ethnicity and lifestyle and it is widely accepted (inside the sector and outside) that police organizations should recruit from diverse groups to “live” the diversity of the communities they are serving. Most police organizations are introducing special initiatives to attract visible minorities and aboriginals and are having mixed success. There are some best practices, which can be shared within the sector to improve performance, but police organizations need to break down the fears that many ethnic groups have of police and policing. The immigrant population is growing at twice the domestic population growth rate and this will need to be a significant source of new recruits, even though it is particularly difficult (and expensive) to validate the qualifications and character of applicants who have limited history in the country.

Projections for the future levels of recruitment vary significantly in detail but not in direction – they all indicate an increasing requirement. The drivers of this demand include:

- demographics - increasing numbers retiring leading to the need to replenish the workforce;
- increasing work demands – the nature of crime and the expectations of the public are creating a situation where the work is more time consuming, hence more resources are needed; and,
- current low levels of resourcing – in Canada in 2005 the police sector provided 186 police officers per 100,000 persons in the general population, this is down from 207 in 1975 and below the average of most other developed countries (e.g. USA 326, Australia 304, UK 258)¹⁰.

The updated Police Sector Study, *Policing Environment 2005*, indicated that the annual number of recruits would need to increase to 4,300 in 2010

¹⁰ Source: *Policing Environment 2005*

just to maintain current officer strength at all levels, and would have to be in excess of 3,000 recruits per year for the next 20 years. This is only one estimate, but it is safe to assume that recruitment levels will have to at least double in the next decade compared with the previous decade.

The current recruitment process does not facilitate meeting this challenge. Any process that takes six months or more and rejects up to 90% of applicants is too time consuming and is either attracting the wrong type of applicants or rejecting people on unreasonable grounds. Our survey of police officers indicates that 38% of them are unable to agree with the statement “My Service hires the recruits who are able to do the work required of them.” and 72% are unable to agree with “My Service attracts enough new recruits to meet current needs.”

The historical abundance of applications is beginning to disappear. Recruitment strategies, with the exception of targeted diversity groups, have typically been passive reflecting a notion that good people who are interested in policing know where you are and how to find you. This notion is changing as the Human Resource Leaders recognize the fact of the looming “war for talent”. This war is against the various other career choices available to potential recruits, which include both resurgence in the skilled trades and the growth of private sector security operations. As an illustration of this impact, many police organizations took the almost unheard of step of entering the market and actively recruiting in 2006. The sector recognizes that it will have to be more active and even aggressive in selling itself to the modern youth as well as the immigrant population in the years ahead.

The application process is not integrated in most parts of the country. An interested candidate has to apply to each police organization in which they are interested independently. The application forms vary as does the process. The role of a police officer is essentially the same across the country – indeed, the public demands this, yet the criteria used to select or reject candidates are not consistent. There is a reasonable consensus as to the attributes of an ideal candidate (aged 26/27, college educated, physically fit, with no history of criminal activity, with strong interpersonal competencies, a real desire to serve the community, and meeting as many diversity attributes as possible); the issue is how far from this ideal each different police organization is willing to compromise. How important is post-secondary education? Is some drug use in the past acceptable? Will we take a 21-year-old university graduate who appears to have strong competencies? The answers to these questions vary from police organization to police organization.

A particular concern appears to be the age at which recruits are hired. A little over half of police organizations indicate that their preferred age for new hires is in the 26 – 29 range, in order to ensure that recruits have some life experience to build on. Indeed, the use of competency-based assessment techniques have validated that important competencies are often not found (at an adequate degree of development) in younger candidates. However, this means that young people will have to embark on a different career following their education (be that from high school, college or university) and the police sector has to win these people back at a later stage. Certainly today’s youth are open to the notion of switching careers, but it appears that concerns over age and experience may be choking off the supply of good young people.

The following sections explore the findings from our research in more detail as they relate to the issues of recruitment and retention.

8.2 Recruitment Supply Side Challenges

- The most important objectives of recruitment activities according to **Chiefs** are to:

Objectives	Response Rate
Ensure new recruits are competent	62%
Attract the basic skills and competencies needed	59%
Attract diversity	47%
Hire the appropriate number of resources	41%

This is an accurate reflection and appropriate prioritization of the challenges that the policing sector faces today.

- **Human Resource Leaders** in policing are finding that today’s youth cohort has different expectations of a career. The younger generations are looking to have a work/life balance and are not as open to working shift work. Many younger people are also expecting to have several careers in their lifetime and don’t have expectations of adopting a career for life.
- The **Colleges** surveyed report no difficulty in filling the available seats in their programs. We are unable to comment whether or not these are people who would be acceptable candidates for policing. What we do know is that there is a considerable interest in policing related education.

- A quarter of the **youth cohort** respondents would consider a career in policing, with 8% that *strongly* agree that they would consider a career in policing and 15% *somewhat* agree. Of those who *strongly* agree that they would consider a career in policing, the ratio is 5:3 men to women. Notably, those residing in British Columbia and Ontario were more interested in a career in policing compared to residents of Québec and Atlantic Canada. The fact that 40% of those who strongly agree are women is notable, particularly given that women have never represented this proportion of new recruits. Of those who *somewhat* agree that they would consider a career in policing, the ratio is 3:2 men to women.
- Ninety-two percent of the **students** in policing related programs surveyed agree that they would consider a career in policing. Of those who strongly agree that they would consider a career in policing, the ratio is 2.5:1 men to women. When asked if they would only consider a career in policing if all other career options were exhausted, the majority strongly disagreed.

8.2.1 Labour market dynamics

A looming shortage of supply of candidates

- There is a looming shortage of supply of candidates seeking a career in policing. Each year approximately 350,000 Canadians turn 21 years of age. If 8% of these are strongly interested in a career in policing, then this candidate pool is around 28,000. This means that, in aggregate, there might be seven *strongly interested* candidates for each vacancy that needs to be filled over the next decade. Current experience suggests that this will not be enough as these people will have multiple alternatives available and there is no guarantee that interested people are also appropriate people.
- The supply side challenges are likely to become more difficult in the future. Television advertising for careers in particular sectors has increased in recent years, both in the professions (e.g. accounting) and in the skilled trades. Policing will need to increase the proportion of youth who have a strong interest in a career in policing by shifting some of the 15% who are somewhat interested to join the 8% who are strongly interested. Given the competition, this will not be easy.
- The key area of opportunity is potentially reducing the rejection rate down from the high of 90%. A career in policing brings serious responsibilities which are not appropriate for all members of society, but a rejection rate this high (amongst a candidate pool that has always self-selected based on interest) may be a luxury that policing will not be able to afford in the future.

- The make up of the candidate pool will serve as a constraint if the policing sector is intent on achieving a target demographic profile based on designated minority definitions. Recruitment is particularly challenging from certain communities, and these communities are growing. **Youth** who self identify as members of a visible minority (24%) are more likely to completely agree that in some cultural communities policing is not seen as a positive career choice. However, the reality may soon be that policing will not be in a position to overlook good candidates because they do not fit a target demographic.
- **Students** who self-identified as visible minority are 12.3% of the students surveyed and 5.3% of students self-identified as Aboriginal.
- We are concerned that these demographic realities are not fully appreciated by the police sector, particularly amongst **Chiefs** of Police, where only 58% foresee a leadership capacity challenge in the future. Additionally, only 22% are currently doing succession planning. The risk is that failure to appreciate these issues and to respond in a timely manner may threaten the sustainability of policing in Canada.

8.2.2 Attracting the next generation of talent

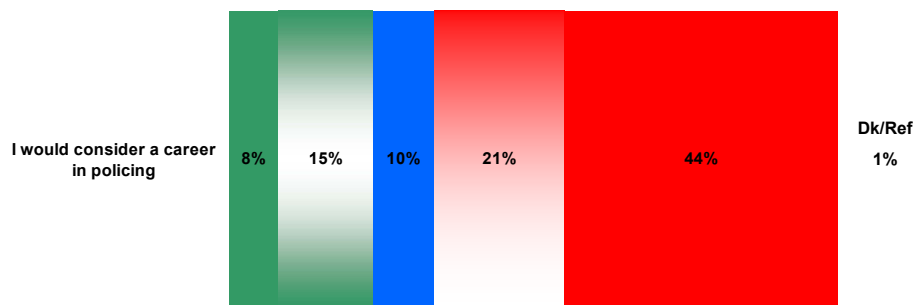
- **Chiefs** rated “attracting the next generation of talent” as their number one issue in 5-10 years, along with succession planning and retention of good employees. Chiefs also chose “attracting the next generation of talent”, as one of their top three issues today; it came after succession planning and keeping employees motivated.
- Seventy-one percent of **employees** think policing is a good career, and they would recommend it to their family and friends. Of those who would recommend their police organization to family or friend, over 90% would extend that to any service. They are recommending the career, not just the service.
- Generally, the **youth cohort**'s perceptions and attitudes about policing are positive with 23% of respondents saying that they would consider a career in policing. However, most (65%) say it's not for me with 21% remaining neutral.



One in Four Say They Would Consider a Career in Policing

Using a scale of 0 to 10 where 0 means you Completely Disagree and 10 means you Completely Agree, please indicate to what extent you agree with each of the following statement:

■ Agree (9,10) ■ Somewhat agree (6,7,8) ■ Neutral (5) ■ Somewhat disagree (2,3,4) ■ Disagree (0,1)



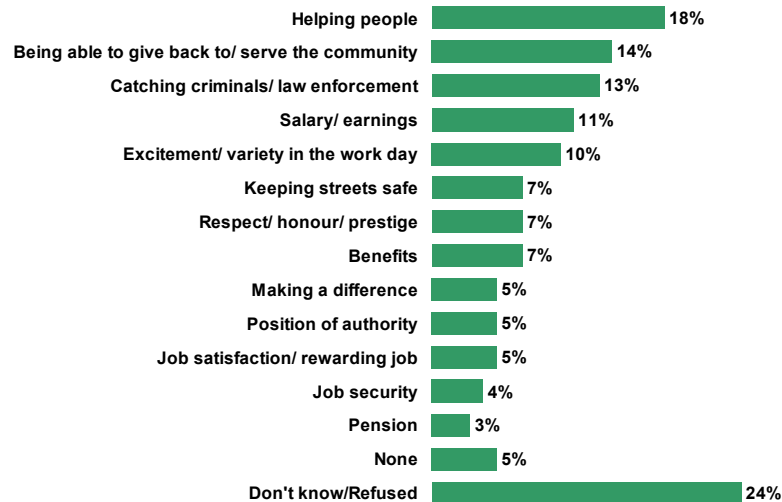
Base: All respondents n=1,251

- The most appealing aspects of a career in policing relate to a sense of benevolence. Most youth rate helping people and serving the community far ahead of job security and pension. It is also interesting to note that many could not or chose not to identify any positive aspects of a career in policing. This may indicate a lack of general knowledge of specific aspects of a career in policing.
- According to respondents, the most appealing aspects of a career in policing, 'helping people' (18%) and 'being able to give back/serve the community' (14%) were ranked far ahead of other aspects such as 'job security' (4%), 'pension' (3%), or even 'job satisfaction/rewarding job' (5%). Eleven percent said 'salary/earnings' and 10 percent 'excitement/variety in the workday'.



Helping and Giving Rated as Most Appealing Aspects of a Career in Policing, While Job Related Aspects (Pension, Job Security) Rank Low

What would you say are the most appealing aspects of a career in policing? [Open]



*Mentions of 3% and above

Base: All respondents n=1,251

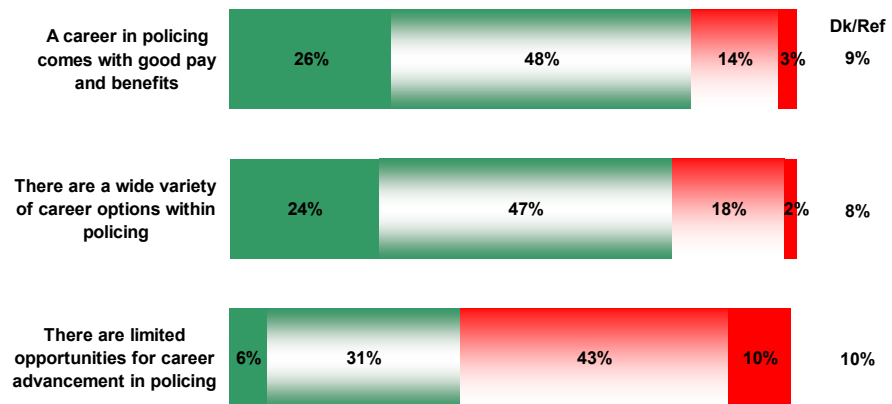
- Women (21%), as compared to men (15%), are most likely to identify helping people as one of the most appealing aspects of a career in policing.
- While 26% strongly agree that a career in policing comes with good pay and benefits and a similar number 24% that there are a wide variety of career options within policing, 48% and 47% somewhat agree with these two statements respectively. Only 6% strongly agree that there are limited opportunities for career advancement in policing. Thirty-one percent somewhat agree with this statement.



A Career in Policing Comes With Good Pay, a Wide Variety of Career Options And More Than Limited Opportunities For Career Advancement

Please indicate to what extent you agree or disagree with each of the following broad statements as they relate to policing in general:

Strongly Agree Somewhat agree Somewhat disagree Strongly disagree



Base: All respondents n=1,251

- Students say the most appealing aspects of a career in policing are:

Most appealing aspects of a career in policing	Percent Response
Helping people/making a difference to people	19%
Different everyday	13%
Involved in the community or society/making community or society better	12%
Exciting/challenging work	10%

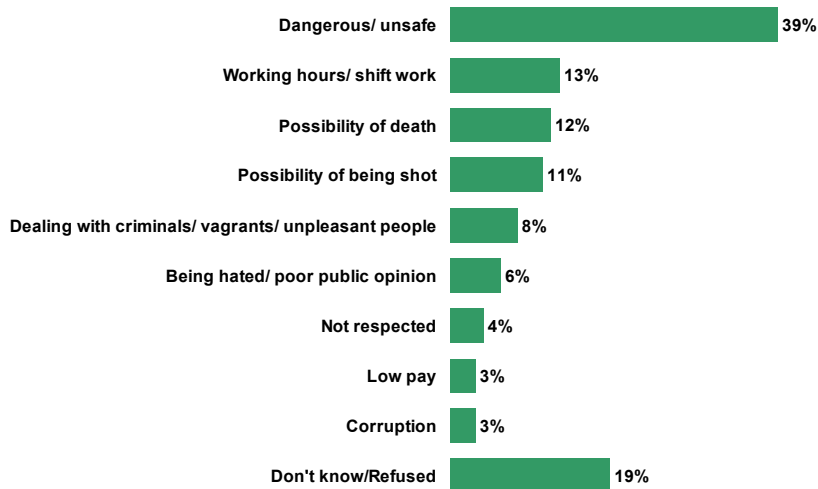
- By and large, the least appealing aspect of a career in policing for the **youth cohort** is that it is dangerous or unsafe. In fact, lifestyle and security related concerns such as the possibility of being shot or the possibility of death rank high as well as the having to work shift work. The overall impression is that policing is a dangerous field that requires one to work shift work.
- More than three times as many say that the least appealing aspect of a career in policing is that it is dangerous or unsafe (39%) as those who say working hours (13%), the possibility of death (12%), or the possibility of being shot (11%). Eight percent say dealing with criminals, vagrants or unpleasant people. Only six per cent say being

hated or poor public opinion, while three percent say low pay and corruption. Four percent say that not being respected is an unappealing aspect of a career in policing.



Lifestyle And Security Related Concerns Top The Ranks of The Least Appealing Aspects of a Career in Policing

And what would you say are the least appealing aspects of a career in policing? [Open]



*Mentions of 3% and above

Base: All respondents n=1,251

- **Students** say the least appealing aspects of a career in policing are:

Least appealing aspects of a career in policing	Percent Response
Danger to self (getting hurt/shot/killed)	26%
Shift work	17%
Work life balance/long hours	11%
Stress	11%

- There is congruence between what police organizations and associations are promoting about a career in policing and what the youth are saying about a career in policing. **Human Resources** promote policing as an opportunity to make a difference in the community, a career that can include a variety of jobs, and a chance to do challenging and interesting work. **Association Leaders** included job security and overall benefits. The **youth** think that a career in policing would provide an opportunity to make a difference in your

community, work that you can be proud of, and work that is both interesting and challenging.

- Generally a career in policing is seen to offer: good pay, a variety of career options and opportunities for career advancement. The message that the recruiters are delivering about policing seems to be received and accepted by **youth** in terms of the positive aspects of a career in policing. Compensation (pay and benefits) isn't an obstacle for attracting people to policing. Up to one quarter of people see policing as a relatively high paying option. Also, having a variety of career options is promoted by policing and accepted by youth as a positive.
- Police Organizations and Associations have not been effective at addressing the perceived negatives associated with the career. Similarly, 3 out of every 10 working Canadians are employed on some kind of shift or non-standard work pattern. It will be important to diminish the perception of negative aspects of shift work.
- While many **youth** feel that the police should play a more active role in their community they feel positively about the role that police currently play in society as a whole. Most also feel that police officers have an obligation to be role models for others and they have positive views about policing as a career choice. Most would encourage others to join police organizations and feel that those around them would encourage them if they chose a career in policing.

Ranking the benefits of a Career in Policing compared to other careers:

We examined how policing as a career rates against other careers with the **youth cohort**. These other career areas are: Healthcare; Social Work; Education; Law; Government; Trades; Business; and Information Technology.

- Only healthcare is considered by youth to be more likely than policing to provide one with opportunities to make a difference in the community, though the results for policing are very similar to those for social work and education.
- Policing ranks third out of nine by youth for work that you can be proud of behind healthcare and education. Overall, the general perception is that a career in policing is likely to provide the type of work which one can be proud.
- Policing ranks third for work that is both interesting and challenging, behind healthcare and law. Nonetheless, it is fair to say that, overall,

policing is seen as likely to offer work that is interesting and challenging in relation to the other career areas examined in this study.

- Youth ranked policing third in terms of secure employment behind government and healthcare. It is important to note that, compared to other career areas, a relatively significant number of respondents think that policing is completely likely to provide one with secure employment.
- In terms of opportunities for advancement, youth rank policing fifth out of nine behind law, government, healthcare, and business. However, it is still comparable to all four areas that precede it, as there is only a five percent difference between policing and healthcare, which ranked first.
- Comparatively speaking, policing is not considered by youth to provide one with skills that are transferable to other career areas. A career in policing ranked second last in this category, just slightly ahead of social work. This is surprising and may represent an opportunity to improve the perception of a policing career as being a valuable stepping-stone for people who anticipate switching to other careers at a later date.
- Youth rank policing poorly in the area of financial reward as compared to these other career areas, coming in third last just ahead of education and social work. Although the general perception is that a career in policing is not as likely to provide one with financial rewards as the other career areas; it is still seen to offer good pay.
- When compared to other career areas, youth ranks policing the lowest in work/life balance. Generally, respondents do not think that a career in policing would provide them with the ability to achieve a good balance between work and home life.

Diversity:

- Views of policing in the groups police organizations are trying to attract and the general population are quite different. **Human Resource Leaders** and **employee** focus groups have validated that policing is not seen as a positive option in certain ethnic communities.
- Responses from **students** show that most agree that the ethnic make up of any given police organization should be a reflection of the community it serves and agree that in some cultural communities policing is not seen as a positive career choice.
- In terms of reconciling cultural differences while reflecting diversity, responses from the **youth cohort** show that most also agree that ethnic

diversity should be reflected in the diversity of any given police organization, but recognize that some cultural communities do not see policing as a positive career choice. Those who consider themselves to be members of a visible minority are almost twice as likely to completely agree that the ethnic makeup of any given police organization should be a reflection of the community it serves than are those who do not belong to a visible minority. Also those who are most likely to completely agree that in some cultural communities policing is not seen as a positive career choice include those who consider themselves to be members of a visible minority (24%) compared to those who do not (15%).

- Attracting diversity was chosen by **Chiefs** (47%) as one of the top three most important objectives of their recruitment activities and approximately half of Chiefs (48%) reported that they were effective in recruiting the diversity of employees they need.
- **Human Resource Leaders** feel that it is difficult to achieve a diverse workforce. Many reported having made special efforts to attract demographic groups. The Human Resource Leaders who responded say that they: target females (58%); Racially Visible (50%); Aboriginal (59%); Disabled (10%); and GLBT (Gay, Lesbian, Bisexual, Transgendered) (17%); with the majority of the strategies involving outreach to specific communities and participation in cultural events.
- Of the majority of **Human Resource Leaders** (58%) who have made special efforts for attracting females, 84% of them reported that they have seen at least some positive results in hiring more females. This is also reflected in the increase of female's interest in the profession. Two years ago only 3% of females saw policing as the career they were "most interest in" and now, in 2007, this has increased to 7% of females who reported that they strongly agreed that they would "consider a career in policing".
- Additionally, police organizations have seen positive improvements also in the number of persons hired from the Racially Visible (82%) and Aboriginal groups (62%). While 50% of all police organizations report targeting their recruitment efforts to attract visible minorities and 59% to Aboriginals, all report improved results in this area, both are seeing more people being hired because of their strategies.
- **Human Resource Leaders** reported that the greatest impact on police organizations' ability to recruit under-represented groups is staff time

to build relationships within the community and staff and financial resources to customize recruitment approaches.

Currently there is little sharing of information

- A key concern is that each police organizations is left to figure out for itself what might be an appropriate strategy to appeal to the youth, ethnic populations, etc. Many people are trying new things in response to this challenge; some might do it better than others. Currently there is little sharing of this information.

8.2.3 Demand Side Opportunities

Can the requirement for sworn officers be reduced?

- Policing employs 86,266 people in Canada. Of these 62,458 are police officers and 23,808 civilians. This means that the industry has a mix of 28% civilian to 72% police officer, or 1 civilian per 2.6 police officers.
- The first question is whether the overall requirement can be reduced. Such a reduction can, in theory, be achieved by improved efficiency (doing the same work with less people) or by rationalization (transferring some of the work elsewhere).
- Canada has modest sized police organizations and doing the same work with less people does not appear to be a productive avenue. Comparative data from 2002 indicate that Canada ranks 25th amongst 28 countries surveyed in terms of the number of police officers per 100,000 people¹¹.
- It is beyond the scope of this report to explore whether the total volume of work can be reduced. Given the growth of the private security sector, the police sector may want to consider conducting further research to determine the extent to which some of the current scope of police work could be outsourced, at lower cost and with no real risk to national security.

Is there an opportunity to ‘civilianize’ some of the work?

- An important question is whether civilians could handle some of the work currently undertaken by police officers. The recruitment challenges are significantly stronger amongst the police officer segment. Changing the mix of who does what to increase further the civilian proportion may alleviate the recruitment challenges and could reduce the operational costs as the civilian resources could be lower cost, depending on the type of work that is involved.

¹¹ Source: *Policing Environment 2005, Update of the 2000 sector study and implications for HR planning and management today and into the future*

- Police officers currently represent 72% of the workforce. This proportion was 82% in 1962 and then dropped steadily to 73% by 1986 but has remained largely unchanged for the past 20 years. We understand that services in other countries (e.g. UK) are able to operate with significantly higher proportions of civilians. Moving the balance to a ratio of 2:1 (police officers to civilians) would reduce the demand for police officers by 5,000.

8.3 Retention Supply Side Challenges

- Given a choice, the majority (73%) of **police officers** would choose policing as a career again; and the majority (83%) plan to stay for life. Most police officers (78%) are satisfied with their job and more than half (57%) see their police organization as a great place to work.

Factor	Response Rate
Choose policing as a career again	73%
Stay for life	83%
Satisfied with their job	78%
See their police service as a great place to work	57%

- The reasons employees reported for leaving their police organization are quite different from the reasons Human Resource Leaders reported. **Human Resource Leaders** report that people leave for “Personal Reasons”, but this was ranked 6th by employees. Three of the top five reasons **employees** gave link to internal issues: management, work environment and lack of opportunity for leadership role. The top reasons Human Resource Leaders gave are fairly high on the employees’ list, but the employees’ top two concerns are not recognized by the Human Resource Leaders.
- Police sector **employees** are satisfied with their career choice—73% say they would stay in the profession (compared with a norm of 70% across all employee satisfaction surveys in all industries in Canada¹²); 77% of police employees plan to spend their career in the same organization (norm of 60%), and 57% rate it as a great place to work (Canadian norm is for 57% to rate their place of work as above

¹² Source: Hay Insight data from employee satisfaction surveys.

average). This leads us to conclude that satisfaction with police organizations as employers is similar to industry norms, but there is a stronger expectation of staying in that organization and in staying in the profession.

8.3.1 Current and expected turnover rates

- Seventy percent of **Chiefs** do not believe their organization has an issue with retention of staff today but half anticipate that this will be more of a problem in the future. Almost half of **Human Resource Leaders** (43%) said that their service’s annual employee turnover rate is increasing, primarily at the Constable Level as well as Sergeant and Inspector Levels.
- The annual percentage of turnover reported by **Human Resource Leaders** by size of police organization is quite high for organizations of less than 300 employees, as high as 75% (including retirements) in one service.

Percentage of total staff expected to leave over the next five years

Size of Force	% All Staff	% Leadership positions
Less than 25	3-25	1-100
25-99	4-50	2-60
100-299	2-35	0-75
300-999	15-20	21-55
More than 1000	3.5-35	8-75

- **Human Resource Leaders** also expect turnover rates to get worse over the next five years with services reporting maximum levels from 55% to 100% of leadership positions will leave, with an average of approximately half of all leadership positions in all services leaving. Smaller services show the higher percentage of anticipated turnover as one or two leaders leaving equates to 100%.
- Twenty-nine percent of **employees** feel their police organization is a better place to work than when they first started and 75% feel their police organization needs to work harder at motivating employees. However, only 13% plan to leave their police organization in the next two years and 25% expect to retire within the next five years, for a total of 38%. Those planning to leave are most likely to do so due to management, the work environment and to pursue career opportunities. Those planning to retire would be most likely to postpone their

decision for more money, leadership opportunities and special project opportunities.

Factor	Response Rate
My service is a better place to work than when I first started	29%
My service needs to work harder at motivating employees	75%
I plan to leave my service in the next two years	13%
I expect to retire within the next five years	25%

- The most important reasons that **employees** gave that influenced their decision to transfer to another police organization was for a “better career opportunity” or “better job opportunity”, with “poor management in your prior job” ranking a distant third.
- Information gathered through focus groups imply that promotions have been strongly influenced by years of service (i.e. a police officer needs to have eight to 15 years service to move up). Once a police officer receives their first promotion they then may move quickly, as much as three ranks in five years. Given this scenario, police organizations may not be spotting good people for promotion until the employee is about 40 years old. The chart on the next page was developed based on information gathered from our interviews with Human Resource Leaders and confirms the information gathered from employee focus groups. The information shows that it takes an average of 11 years as a Constable before being promoted to the next level and approximately two to five years at each consecutive level thereafter.

Typical Career Progression

Level	Average years of service before promotion to the next level
Constable	11
Senior Constable	13
Sergeant	18
Staff Sergeant	21
Inspector	23
Senior Inspector	25
Superintendent	20+

- The top reasons people give for retiring are work/life balance (39%), stress (41%) and ready to retire (57%). These reasons for retiring are not dissimilar to those of other types of jobs.
- Forty-six percent of **potential retirees** could be enticed to stay with the opportunity to earn more money. Many **Human Resource Leaders** reported that employees are financially disadvantaged by staying in their job versus taking their pension. In some cases, employees are not able to retire and then work on contract with their police organization due to provincial and/or federal legislation. A significant number of people would be interested in possibly phasing in their retirement or collecting their pension and having a work relationship with their police organization, if these issues could be resolved.
- Re-organizing work to be more attractive to people looking toward retirement is a retention strategy worth considering. **Potential retirees** indicate the most important issue for retention is the “opportunity to earn more money” (46%); “work on special projects” (29%), and “leadership opportunities” (27%) were second and third. If police organizations can create roles for experienced people to take on some of the leadership burden, it could be an attractive avenue to meet the needs of employees and employers. It is important to also note that while this solution would be useful for keeping particular expertise, it is not an answer to filling the “police officer role”. Our research revealed that some organizations have successfully engaged retired officers in contract positions to conduct background check for recruiting.

Factor	Response Rate
Opportunity to earn more money	46%
Work on special projects	29%
Leadership opportunities	27%

- There is a desire from **Human Resource Leaders** to hold onto employees ready for retirement for targeted areas where they would add value without impeding the development of the new skills and knowledge required in the next generation of leaders – e.g. mentoring type roles.

8.4 Recruitment Process Effectiveness

8.4.1 Recruitment Strategies

- Ninety percent of **Human Resource Leaders** say they do workforce planning, recognizing the importance of planning ahead for their staffing needs.
- Recruitment strategies that are most successful in producing quality recruits as reported by **Human Resource Leaders** are relatively passive, where self-selected candidates are making the initial contact.
- College outreach ranks the highest amongst the more active strategies as **Human Resource Leaders'** best source of qualified candidates.
- A majority of police organizations do employ strategies to attract people from targeted minority groups. Of these, attracting females is the most commonly, followed by Aboriginals and then visible minorities.
- The notable point is a large number of police organizations (64%) do not appear to formally measure the success of their recruitment strategies based on the dollars spent on recruitment efforts.
- It is very difficult to quantify the expenditure on recruiting. Many organizations, particularly small and very small police organizations with no dedicated human resource staff, report that they spend nothing on recruitment. Larger police organizations report spending approximately \$100 per employee in addition to salaries to support their recruitment efforts. This investment bears further investigation as the data is inconsistent, perhaps because the question was interpreted inconsistently, or in the way organizations track their expenditures.
- Sixty percent of **Association Leaders** and 46% of **new recruits** say the recruitment process would be better if a candidate only had to submit one application to be reviewed by all police organizations.
- Eighty-six percent of **employees** felt their police organization dealt with them fairly throughout the recruitment process with 64% saying their police organization gave them feedback on where their application stood, and 59% of new recruits reported their application process took a satisfactory amount of time.
- The length of the hiring process is an obstacle to the youth of today. Today the application process in the policing sector takes, on average, anywhere from six months to over 12 months to become a police

officer. The 8% who are strongly motivated for a career in policing may wait it out but the next 15%, who might be interested in policing, could be lost to other opportunities after three months. The model of the eligibility list may not be viable in the future and police organizations must process applications in a reasonable period of time or risk losing high quality candidates who are not specifically committed to a career in policing.

- Overall, most **youth** aged 18-30 think that the hiring process, (whether for the police or not) should not exceed two to three months. Generally speaking, most feel that when applying for a job in their career of choice, the hiring process should last no longer than a month. Only very few think that a period of more than three months is a reasonable length of time for the hiring process to take in either the policing sector or in any given sector.
- **Students**, when considering potential employment options, 62.4% say the length of the hiring process affects their decision to pursue a job either greatly or moderately. A reasonable amount of time for the hiring process according to students surveyed is:

Length of hiring process	Student Response
1 month	30%
2-3 months	29%
4-6 months	18.6%

- Referrals are reported to be the best source for the top people by **Human Resource Leaders**. While this is reported to be done passively in most police organizations, there are a select few who take this to a more active level and are leveraging this channel more effectively by incorporating incentive plans. Fifty-two percent of **youth** recognize that personal connections (i.e. knowing a police officer) have a positive effect on one's chances of becoming a police officer.
- The most commonly employed recruitment strategies include referrals (81%), Career Fairs (78%), Web sites (76%) and College Outreach (76%). **Human Resource Leaders** report that the most number of successful hires come from Referrals with Web sites rating second and College Outreach rating a distant third.
- **Association Leaders** do not lead recruitment activities but they are in agreement with the Human Resource Leaders when commenting on recruitment strategies saying the top marketing approaches to promote

policing are Referrals (52%), Website (36%), and High School Outreach, College Outreach and Career Fairs tied for third (32%).

- Eighty percent of Association Leaders who responded said their Association would recommend policing to family or friends and 40% of Association Leaders say policing is a career the Association actively talks to others about considering. Fifty-six percent of Association Leaders agree that their police organization is one they would recommend to a friend or family member who was thinking of applying for a job. There may be an opportunity for Associations to play a more active role in the recruitment process, particularly in the area of stimulating interest in the career.
- **New recruits** heard about the hiring process and requirements through various police organizations, the most common include: Police Officers (47%), Web sites (46%) and Friends (38%), which correlates with how Human Resource Leaders say they found qualified recruits, with Colleges ranking 4th.
- The four items that are most important to new recruits after hiring are: 1) working for a manager they respect, 2) pay and salary, 3) a chance to get daily enjoyment from their job, and 4) to do challenging and interesting work. It is interesting to note the shift in terms of what is important between those considering a career choice and those who have been hired. New employees ranked benevolence, making a difference in the community, and opportunities for advancement (the things that Human Resource Leaders use to promote a policing career) lower than retirement benefits. Retirement benefits are now rated much higher by new recruits, which is surprising coming from such a young employee group. It may be that new recruits take a more pragmatic view of what is important after starting their career in policing, or it may be that once a person is in policing they are thinking of staying for the duration of their career.

8.4.2 Assess the effectiveness of recruitment strategies

- Seventy percent of **Chiefs** feel their recruitment efforts are effective. 80% of **Human Resource Leaders** share the same opinion, although only 32% formally measure the success of their recruiting strategies. In contrast, many **employees** (53%) feel that their police organization does not attract enough recruits to meet their needs. Half of the police officers believe that the police organizations will not be able to attract enough recruits in the next five years.

- Seventy-six percent of **new recruits** believe policing is living up to their expectations. Police organizations are selling them something that is real and is delivering on the expectations created. They also thought they had been dealt with fairly. These are strong results.
- **Employees** have serious concerns about the effectiveness of current recruitment strategies. Almost two-thirds of employees agree that their police organization hires recruits who are able to do the work required of them, leaving one-third who are not satisfied that recruits are capable of doing the job. Additionally, only 35% of police officers feel that their police organization hires the best recruits available, and 38% feel they don't. These results are a cause for concern and warrant further consideration, as this may be corrosive over time.
- From **Association Leaders'** perspective, over half agree that their police organization hires recruits who are able to do the work required of them with only 32% agreeing that their police organization hires the best recruits available and 48% agree that their police organization should change the type of candidates it recruits. This confirms the concerns raised by employees.
- Only one quarter of Association Leaders agree that their police organization attracts enough new recruits to meet current needs and the same number agree that their police organization will still be able to attract enough new recruits to meet its needs in five years. This appears to be considerably more critical than either the Human Resource Leaders or the Police Chiefs report.
- Thirty-six percent of **Human Resource Leaders** said their police organization did not make any special effort to attract demographic groups, while 64% responded that they did try to attract at least one of the demographic groups. Those respondents making special efforts to attract demographic groups did so primarily for females, racially visible and aboriginal groups. Of those who reported having a strategy targeted to: females, approximately 85% saw some improvement; Aboriginal, approximately 62% saw some improvement; and racially visible, 82% saw improvement. Strategies used for hiring underrepresented groups seem to be working as most organizations are seeing positive results from their efforts. The best investment is getting people out there in the community and having the best impact. It appears that it is the personal touch that seems to be the right way to get people in the door.
- Over half of Human Resource Leaders said that staff time to build relationships within the community had the biggest impact on the

police organization’s ability to recruit underrepresented groups, to a fair extent or greater. The next three that had the most impact are: Staff and financial resources to customize recruitment approach (46%); followed by money for recruitment campaign (41%) and unexpected change in number of recruits required (41%).

- Identifying and sharing best practices in recruitment could be a significant advantage for many police organizations.

8.4.3 Use of recruitment incentives

- **Human Resource Leaders** told us that of the 20% of police organizations that are using recruitment incentives, some incentive models exist that may be useful to implement in the future.
- Of those who do offer “incentives”, here are some examples:
 - “interest free tuition loan to attend Ontario Police College”;
 - “offered reimbursement of OPC recruit training tuition fee”;
 - “return application fee”;
 - “\$1,000.00 cash reward”;
 - “one day paid vacation (10 hours)”
 - “mentoring program to assist aboriginal recruits obtain needed qualifications—they are employees while process is completed”;
 - and,
 - “grant new exempt officers ability to enter increment pay system immediately (forego one year)”.

A lucrative barrier

- Some services reported employing an application fee. We estimate that application fees produce approximately \$2 million annually for policing across the country.
- In some parts of the country there is a considerable barrier for potential recruits in the fees that are charged for applications and for recruit training. Police organizations will need to consider ways to remove or reduce this barrier. It is most likely that police organizations will lose a number of potential recruits, especially if they have a family, who cannot afford to fund their own application and training.
- Less than 20% of police organizations provide incentives and in fact the other 80% could be seen as providing disincentives. For example, to give someone a loan and reimbursement to cover the cost of their application and training might not be viewed as an incentive.

8.5 Recruitment Standards

8.5.1 The recruitment requirements and standards most used by police organizations

Are police organizations waiting too long to bring new recruits in?

- Ninety-four percent of **Human Resource Leaders** say the typical age for new recruits is between 22 and 29 (51% between 26 and 29; and 43% between 22 and 25). Fewer than 3% list ages 18 to 21 and 30 to 33 as a typical age for new recruits.
- Age (life experience and maturity) may be contributing to filtering out good candidates. With the qualifications that police organizations use, they are limiting their candidate pool to those between the ages 22 and 29. Many police organizations choose not to consider applicants without some life experience, moving the age to around 26. This is essentially asking people to put in time in another career and then change direction. Vocationally minded individuals may have been lost for good. Many others will have moved to a lifestyle that would limit their ability to switch careers where they have to invest in their own training. This could make it difficult to attract them to policing.
- **Association Leaders** report that police organizations are experimenting with recruitment criteria to increase the candidate pool without lowering standards. As opposed to having an absolute set of standards across the board, police organizations are being very flexible with the standards, increasing or decreasing to increase the pool of candidates.
- When selecting recruits **Human Resource Leaders** identified the following as being “Essential”:

Item	Response Rate
No convictions without a pardon	100%
Maturity	100%
No use of illegal drugs	98%
Self-confidence	98%
Integrity	95%
College diploma	95%
Clean driving record	95%

- Association Leaders agreed that Integrity, No convictions without a pardon, Self-Confidence and Maturity as being Essential or Very Important when selecting recruits.

- Colleges have done a good job in selling to **youth** that a policing certificate will give you an advantage to becoming a police officer. The vast majority of youth believe that a community college certificate in policing is a big help in getting hired. In fact, Human Resource Leaders disagree, they reported that a non-related college diploma would be at least, if not more, beneficial in getting hired.
- Additionally, almost two out of three **youth** believe that you must have a degree or have completed community college to become a police officer. While this is certainly beneficial, not all police organizations are requiring a university degree or College diploma. Ninety-five percent of **Human Resource Leaders** indicated a college degree or diploma is of importance (50% “Somewhat Important”; only 31% said “Very Important”; and 14% said “Essential”). Eighty-five percent of Human Resource Leaders indicated a university degree is of Importance (62.5% “Somewhat” and only 22% said “Very Important”, with none saying “Essential”).
- Some **Human Resource Leaders** are lessening their education requirement (10% reported lowering College Diploma and 14% lowering university degree). While having a diploma or degree makes one more competitive, some police organizations are accepting Grade 12 or equivalent to widen their pool of applicants.
- When **students** were asked which of the following most accurately corresponds to the minimum education requirement to qualify to be a police officer, they responded as follows:

Minimum Educational Requirement	Student Response
Complete High School	42.2%
Complete technical, trade/community college	38.2%
Some College/University	9.1%
University degree	8.9%

- When looking at prior work experience, most **youth** view having experience in the military as helpful. They also view experience as a security guard as helpful, but not as strongly. Sixty-six percent of **Human Resource Leaders** report that they give some weight to military training, and to private security training to a lesser degree. Experience in the military and as a security guard garner less weight to a candidate’s application than a college diploma, university degree, or a police foundations college certificate.

- **Youth** believe that the following are the top five factors that police recruiters consider when reviewing an individual's application to become a police officer: 1) physical fitness; 2) criminal record; 3) education; 4) psychological profile; and 5) background check.
- In **Students'** opinions, the factors that they think police recruiters consider when reviewing an individual's application to become a police officer are:

Factors	Student Response
Background (criminal record)	16%
Integrity/character/personality	15%
Grades/education	14%
Maturity/life experience	12%
Work history (skills)	10%
Fitness level/health	9%
Community Involvement	8%

- Additionally, **youth** indicated that they believe the following are important when it comes to obtaining a job as a police officer:

Factors	Youth Response
Physical conditioning level	93%
Academic Achievement	79%
Mobility	78%
Physical Attributes	77%
Related Experience	69%

- In **Students'** opinions, the factors that they think police recruiters consider "Very Important" or "Extremely Important" when reviewing an individual's application to become a police officer are:

Factors	Student Response
Conditioning Level	93%
Academic Achievement	82%
Related Experience	77%
Mobility	74%

Physical Attributes	54%
Ethnicity	26%
Gender	15%
Sexual Orientation	10%

- Forty percent of **youth** surveyed believe that if you have experimented with drugs, you have no chance of being hired as a police officer. This is a significant issue as it screens out a large number of candidates.

8.5.2 Lowering or raising of standards

- Standards for recruitment have, for the most part, been kept the same. Fourteen percent of **Human Resource Leaders** have lowered the requirement of a university degree; and 16% are allowing candidates to have had some past drug use. Additionally, a few organizations have raised the requirement for volunteer work 16%; psychological test 27%; personal background check and reference checks 14%.
- Human Resource Leaders** said that the changes they made to recruitment standards had the most impact on recruitment. For example, one organization felt that lowering their overall age in terms of selecting an applicant; pursuing a younger person to enter policing had the most impact. Some examples of changes are as follows:
 - allowing candidates to have had some past drug use (17%);
 - lowering the requirement of a university degree (14%) or College diploma (10%);
 - increased use of background (10%) and reference checks (17%);
 - increased use of Psychological Tests (26%) and Polygraph examinations (5%); and,
 - increased multiple languages (12%).
- Association Leaders** reported inconsistent observations regarding standards. Some reported observing a lowering of threshold or standards of the following: volunteer/community work, polygraph test (20%); university degree, no use of illegal drugs, aptitude tests, psychological test, (16%). Interestingly, Association Leaders also reported observing a raise of threshold or standards of the following: volunteer/community work (32%); university degree and maturity (28%). This indicates that police organizations are each trying different tactics to increase the quantity or quality of the individuals they attract in order to find what works for their police organization in their particular location.

- Some of the impacts that have been observed by **Association Leaders** from these changes are:
 - *“hiring police officers who are older and have more life experience;”*
 - *“ability to increase the selection pool;”*
 - *“candidates not as good;”*
 - *“more individuals with academic achievement employed, while quality candidates with general aptitude, common sense and commitment screened out;”*
 - *“loss of suitable candidates because of their age, lack of life experience, etc. Not much of a candidate pool to choose from;” and,*
 - *“limiting the pool of candidates.”*

8.5.3 Education as a standard

- Eighty-four percent of **Human Resource Leaders** said that an applicant’s eligibility is improved if he or she has attended Post-Secondary education, giving the most weight to Universities and Colleges and less so to College Law and Security (Police Foundations). The reasons given for this additional weight are that it shows a commitment to learning, it is a requirement, and it is deemed a preference over someone without it. It is interesting to note that policing specific education was not as highly valued as others. It appears that this is not communicated well because most of today’s youth agrees, at least somewhat, that having experience, education or training in a security related field makes it much easier to find a job in policing.
- There is disconnect between the qualifications being sought for recruitment purposes and what is required once individuals reach the job. **Human Resource Leaders** indicated that once an individual is hired by a police organization, a university degree is not a requirement for promotion. Also, 92% of police organizations do not tie promotions to training requirements.

Is a University degree really necessary?

Two issues need to be addressed by this finding. First, if the absence of university degree is not a barrier for promotion, then why is it a requirement for hiring for some police organizations? There should be concern that this pre-requisite is creating an artificial barrier to entry for otherwise qualified personnel. Second, if a person’s ability to be promoted is not tied to particular education, training or development, what mechanism is being employed to gauge readiness for promotion? Services should be looking to ensure that there is some kind of formal

performance and readiness mechanism, not merely a measure of years of service. Again, there is the risk that high potential individuals will go undiscovered. Both of these points underscore the fact that police organizations may be underutilizing the talents and skills of employees.

8.6 Return on Investment

The data gathered on expenditures to support recruitment is inconclusive. Our view is that the questions were either not well understood or they were too difficult to answer, possibly because budgets are not structured such that this information is accessible. The following table summarizes the data that was gathered from police organizations reporting a clearly identified recruitment strategy.

Force Size	\$ Spent Range	Average \$ Spent	Number of FT and PT Staff			Effectiveness Rating
			Min	Max	Avg	
Less than 25	0-300	150	0	0.1	0.03	Most rated as effective
25-99	1,000-5,000	3,666.67	0	0.6	0.28	More than half rated as effective
100-299	500-96,970	12,863	0	4.75	1.32	Most rated as effective
300-999	2,500 to 212,000	57,416.67	2.5	9	4.75	Most rated as effective
More than 1000	35,000-186,000	38,719.63	3	21	10.8	All rated as effective

Approximately 1% of the people resource of police organizations appears to be invested in recruitment activities along with an amount of \$50 - \$100 per employee.

8.6.1 Satisfaction with the return on investment of recruitment efforts

- Three quarters of police **Chiefs** are satisfied with the return on investment from their recruitment efforts. Most said they were effective at recruiting the **number** of employees they need, over three quarters said they were effective at recruiting the **quality** of employees they need and almost half said they were effective at recruiting the **diversity** of employees they need.
- Chiefs** think they are doing well in terms of the effectiveness of their recruitment efforts and **Human Resource Leaders** generally believe they are doing an effective job with the resources they have available to them. However, **Association Leaders** and **police officers** are more

concerned about it, with employees reporting that a better job needs to be done.

8.7 Comparison to Industry Best Practice in Recruitment

Hay Group Best Practice Commentary

Based on the work and experience that Hay Group has in Human Resources, we have found that recruitment practices in the last decade have evolved to focus on flexibility, speed of response and competency. Employers are recognizing the challenges associated with the demographic changes and have been preparing their responses. They develop go-to-market strategies in much the same way as they would develop marketing strategies for their products and services. They identify the unique strengths of their employee propositions; what elements of their package they will use to differentiate themselves from other employers, what elements will be superior to typical market practice and what elements will be treated as hygiene factors, (things that can cause dissatisfaction if missing but do not necessarily motivate employees).

Employers recognize that the best source of recruits are those existing successful employees who may be thinking of leaving. Employee engagement is the latest catchphrase. It represents a holistic approach to thinking about what employees are looking for in a relationship with an employer. It goes beyond attempting to address major irritants and includes creating a positive environment where employees are able and willing to contribute effectively. In short, it comes down to effective people leadership practices. Hay Group's research indicates that employees leave because of bad managers and bad management practices and our research with the police sector confirms this.

Flexibility is a key element of modern hiring practices. Candidates want to tailor their package to suit their particular needs and they want to know that their employer will respond in a supportive manner. Rigid application of standard terms and conditions can be a major obstacle to hiring in today's market. By definition, flexibility can be called for in many areas, but the most frequent requests are in the area of hours of work and time off for other activities.

Speed of response is a major issue today. In the boom of Y2K, employers would typically attend recruitment fairs with the ability to make offers on-the-spot in order to secure candidates before they went elsewhere. Those heady days are gone (for the time being) but the practice of closing the deal quickly has remained. Candidates expect to be hired in weeks if not

days, and to attend no more than two rounds of interviews and testing. Employers have streamlined their processes to enable this pace of response.

Prompt response times are supported by a shift towards more competency-based recruiting. Organizations recognize that their employees will need to be trained and re-trained multiple times during their employment and are more concerned with assessing a person's ability to learn and develop than the skills and knowledge that they possess at a given point in time. Therefore, if the person has strong potential and is a good fit culturally, employers are prepared to make the commitment and then give the person the necessary training.

Benchmarking Organizations for Recruitment

Canadian Forces Provost Marshall

One of the organizations that were contacted as a best practice comparator was the Canadian Forces Provost Marshall, National Defence's police organization. The Canadian Forces and the Military Police have been very successful in their recruiting efforts. In fact, when asked to indicate the top three human resources issues facing the Military Police, "attracting the next generation of talent" was not one of them. Their focus is keeping employees committed to the organization, retention, and operations, managing their deployments. If money weren't an issue, they would address their capability to train more people and increase salaries.

The Military Police are not experiencing the same hiring dilemma that many other organizations are experiencing today. They say they have enough applicants to meet their strategic plan. The Military Police competes for positions that the rest of the Canadian Forces are competing for; however, the Military Police are told every year how many they can hire. That aside, they have several applicants per position.

In terms of recruiting, the Canadian Forces recruit services are very effective. They require a two-year police foundation program that meets certain criteria of courses. They are very proactive when going to colleges and asking students to join up at the centres. Their top three approaches for recruiting qualified candidates are college outreach, Canadian Forces reserves, and the Canadian Forces personnel who transfer over to Military Police. Also, they have one of the better entrance salaries and they pay for training. They currently do not use incentives for hiring. About three years ago, incentives were being offered for those who could by-pass basic military training or basic police course or portions thereof. It was effective as it helped in meeting recruitment needs. They project their needs five years into the future based on attrition and potential new positions that turn up. They have gone through a significant flux of

employees—the Canadian Forces is growing and the Military Police get a percentage of that population.

The top three job factors used to promote the Military Police includes the opportunity to serve Canada, opportunity to travel, and the opportunity to be part of a bigger community. The Canadian Forces make special efforts to attract females, racially visible, Aboriginal and disabled persons—a recruiter or counsellor may show them videos that emphasize the particular demographic.

When selecting recruits the Military Police say that having a college diploma or university degree is essential, as are “integrity”, “no convictions without a pardon” and “no use of illegal drugs”, although there are time limits for some drugs and hard drugs are not to have been used at all. Additionally, “volunteer or community work”, “self-confidence” and “maturity” are very important. The Military Police perform assessment centres where they conduct aptitude testing and a drug history.

In terms of the length of time the hiring process takes, it is three months at the outside. The Military Police canvassed a number of candidates that were accepted and 80% said they applied to other police organizations and the Military Police were the first to call them. The Military Police perform four general assessment centres a year. So for example, if someone comes in May and there is an assessment centre in June, the process can be very quick. Nevertheless, even the three months can be a barrier at times.

The Military Police do use competency-based approaches in their recruiting. They use 12-14 behavioural competencies in their assessment centres, through group role-plays, interviews, and a series of exercises. The competencies they use are: Analytical Thinking, Decision Making, Personal Impact, Interpersonal Skills, Tolerance, Conscientiousness, Stress Tolerance, Teamwork, Practical Intelligence, Oral and Written Communication Skills, Leadership and Integrity.

When the Military Police were asked what they would highlight as a potential “best practice” for others to follow, they said “it is different for us because we have a large Canadian Forces recruiting organization. We are located across the country.” However, new videos would be a best practice.

In summary, the best practices highlighted by the Military Police that would be most beneficial for police organizations to adopt are their

aggressive recruiting techniques, including greater contact with candidates and shorter recruitment times; use of competencies; and, using videos to attract candidates.

New South Wales Police Force

One of the organizations that were contacted as a best practice comparator was the New South Wales Police Force (NSWP) in Australia. New South Wales Police Force has been very successful in their recruiting efforts. In the last five years they hired over 1000 new recruits. They indicated that they apply all recruitment strategies as part of their marketing efforts. They do formally measure the success of their recruiting efforts and their top three approaches for recruiting qualified candidates are the website, television and newspaper advertisements. The least effective approach was the radio. Also, during times of high recruitment they have offered potential recruits scholarships as an incentive that is not offered to existing employees.

New South Wales Police Force indicated that their top three job factors that they use to promote policing are: 1) the opportunity to make a difference in the community; 2) the opportunity to work in a diverse and representative workplace; and 3) pay or salary offered.

Similar to Canada, the typical age of new recruits is 26 to 29. New South Wales Police Force makes special efforts to attract demographic groups and has been very successful in meeting or exceeding their goals. Some strategies for attracting females, racially visible and Aboriginal groups are: the development of a graduate pathway to streamline entry for females; communication strategies to break down misconceptions of policing in the NSWP for racially visible; and cadetship offered and scholarships for Aboriginal persons.

It was interesting to note that when selecting recruits prior work experience and volunteer or community work does not apply. Additionally, self-confidence and maturity were rated as only “somewhat important.” However, a university degree, clean driving record, no convictions without a pardon, no use of illegal drugs, and integrity were all rated as “Essential”.

With regards to best practices, the New South Wales Police Force indicates that interactive career markets as opposed to purely information-based sessions were highlighted as potential “good practices” for others to follow. Based on their experience they felt that greater use of television advertising would most benefit recruitment in policing.

**Benchmark
Organization for
Diversity**

The Bank of Montreal was identified as an organization that successfully used best practice to create and maintain a diverse workforce. The Bank of Montreal directed Hay Group to their *2005 Employment Equity Narrative Report* located on the Bank of Montreal's website. The following description is based on information provided in this report, with permission.¹³

At BMO Financial Group, creating and maintaining a diverse workforce and an equitable, supportive workplace is a strategic business priority. Diversity and workplace equity are so integral to the enterprise, that they are clearly reflected in their Corporate Values.

They have successfully achieved a representation of **women** on BMO's Canadian-based "Senior Managers" executive team of 34% in 2005, an increase from 9% in 1991. The representation of **visible minorities** in the workforce has continued to increase to that of 22% in 2005, and to 15.5% in the "Middle and Other Managers" category. Numbers of visible minorities in this category increased by 5% while the total BMO "Middle and Other Managers" population increased by only 2%. In 2005, increased representation of Aboriginal employees did occur in both "Middle and Other Managers" and "Clerical" categories and at a higher rate of representation and hiring than that experienced in these groups in the Total BMO population.

To ensure continued progress, BMO carefully monitors its success on a regular basis. BMO's commitment to diversity and workplace equity is supported by a comprehensive infrastructure, which includes goal setting, monitoring and evaluation. Through an extensive suite of online management information reports, the CEO and all BMO executives are able to monitor progress towards these goals on a quarterly basis. Via annual performance appraisals, executives—including those managing provincially regulated lines of business—are accountable for the achievement of these objectives. Further, a "Human Capital Metrics Report" is circulated monthly to all Human Resource Executives and includes the most recent diversity data as part of a "scorecard" for the Human Resource division.

Outreach to the designated group continues. The concomitant objective of every initiative is to simultaneously enhance awareness of financial services careers—including non-traditional roles—and augment BMO's profile within specific communities.

¹³ 2005 *Employment Equity Narrative Report*, with permission. Located on BMO's website.

BMO utilizes Diversity Recruitment Specialists to provide focused outreach to designated group applicants. They advocate for qualified clients and ensure all parties throughout the recruitment process receive consistent communication. Applicants and hiring managers also receive additional coaching and support in preparation for interviews. In addition, the Diversity Specialist provides outreach to local agencies servicing diverse communities. This occurs in the form of classroom presentations. Candidates are provided with step-by-step information on: the application process, preparing a resume, the interview process and soft skills. These presentations also serve as a form of relationship building between BMO recruiting and local agencies.

BMO made a conscious decision to partner with organizations that provide opportunities to traditionally underrepresented communities. For example, BMO sponsored events for the visible minority community such as the MicroSkills annual awards dinner. MicroSkills is a multi-cultural, non-profit, community-based organization committed to assisting the unemployed, with priority to women, minorities and immigrants.

Another major initiative is their continued relationship with Ryerson University's unique Tri-Mentoring program. BMO mentors provide support and career advice to Visible Minority and Aboriginal students to facilitate their transition into the workplace. In 2005, 12 BMO mentors participated in the program from across the enterprise.

BMO's Possibilities Scholarship Program continued with 19 scholarships being given out. Each scholarship is worth \$1,000 and provided to a deserving student. The criterion used to identify the scholarship winner is based on academic achievements and community involvement.

BMO has developed and maintained strong relationships with several Post-Secondary institutions. BMO is a founding sponsor of the Aboriginal MBA program at the University of Saskatchewan. The program focused on Aboriginal business and economic development.

BMO is involved with the INRoads Youth Internship program, which focuses on developing business and leadership skills in visible minority and Aboriginal youth. In 2005, BMO continued to sponsor two Aboriginal students from the University of Saskatchewan in the INRoads internship program.

BMO has been working collaboratively with representatives from the five Financial Institutions and Indian and Northern Affairs Canada to partner as an industry in building sustainable relationship with Aboriginal

communities to encourage their participation in careers in the Financial Services Industry. Representatives from BMO went to Six Nations to meet with the Grand River Employment and Training Centre to discuss career opportunities in the financial services industry and how BMO can better meet the needs of Aboriginal employees.

In 2005, BMO supported the June Callwood Harmony Scholarships, which are awarded each year to graduating high school students who have been influential in promoting programs that address the diversity of their communities and help combat racism and discrimination.

BMO's recruitment strategies are as numerous and as diverse as their community partnerships. Partnerships were formed with Business Leadership Networks in several provinces across Canada. BMO also participated in an Immigrant Customer Service Representative Job Partnership with Manitoba Department of Labour and Immigration. Three internships were taken on as a result of the program, with the CSR's working full time for three months after attending a five-week training program.

BMO launched a pilot summer in-take program for students currently enrolled in colleges and universities across Canada. The goal of the program is to provide training in the financial services industry and ultimately offer these individuals full time employ upon graduation. The program will enable BMO to engage individuals earlier in the employment life cycle with the goal of ultimately improving retention by offering greater exposure to the differing natures and flexibility of employ in the enterprise. The program supports the employment of students from all designated groups.

To further BMO's ability to recruit top talent from the designated groups, their recruitment partner developed specific diversity recruitment strategies for each line of business. In addition, they introduced a new reporting system that enables close monitoring and analysis of applicant flow through the various stages of intake and recruitment. This tracking system complements BMO's formal reporting structure.

BMO was recognized by several external organizations for their commitment to creating a diverse workforce and an equitable, supportive and inclusive workplace. BMO was selected as one of Canada's Top 100 Employers in 2005 by Mediacorp Canada Inc. and *Maclean's* magazine. As well, BMO was listed as a Top 100 Employer for training and development by *Training* magazine. Canadian Race Relations Foundations (CRRF) named BMO Financial Group winner of its first ever

Corporate Award of Excellence. BMO received this prestigious award in recognition of their enterprise-wide diversity program and success at linking diversity strategy with business objectives and individual performance.

8.8 Future Opportunities

There are many best practices currently available for adoption by other police organizations. It is important to note, however, that police organizations of different sizes and means have different requirements. What is seen as an internal best practice in one place may be such a common practice in others, or has since been updated to a more current best practice, that it is no longer considered a best practice by others. Also, for some police organizations a particular practice may not align with their current needs and operational priorities. As is clear from the comments regarding suggested improvements in the next section, there is a role for a national body to provide the infrastructure and support for the exchange of information.

8.8.1 Identified Best Practices

Human Resource Leaders provided us with a sampling of their good practices in recruitment and retention:

- *“asking for referrals”;*
- *“using our website”;*
- *“centralizing the process has been the biggest and most effective step”;*
- *“competency based interviewing”;*
- *“hiring retirees to job share”;*
- *“standardizing processes used by many police organizations in the province allows for the sharing of information regarding candidates, in some instances”;*
- *“focusing on customer service toward our applicants and ensured ongoing communication and prompt testing”;* and,
- *“having a formal plan and evaluating its success or failure”.*

We further investigated a best practice on centralizing the recruitment process with the Ontario Provincial Police. The process followed for Constable Selection in Ontario is as follows:

The Constable Selection System was devised through consultation in the mid-1990s and its initiative is from the provincial ministry, in partnership with Ontario Chiefs of Police. Almost all police organizations in Ontario participate. Most participating police organizations are directed to a private company that provides Applicant Testing Services. All of the

Benchmarking Organization for Recruitment Process

testing information is routed through a Constable Selection Office. Testing is administered prior to applying to a service. Cognitive Ability, Aptitude, Situational Judgement, and Fitness are the tests that are administered. If candidates meet the standard they are given a certificate of results that then allows them to apply at any of the participating services. Then candidates submit their application. The next step is for the candidates have a Local Focused Interview (LFI) with one or two recruiters. Extensive questions are asked during the interview around a number of areas: validation testing around drug use, integrity, flexibility, financial stability, willingness to serve anywhere in Ontario, commitment to community, and how one deals with people of diverse backgrounds. This is rechecked in the background investigation and work history and is a way of testing integrity. A recruiter might flag a couple of areas to pay close attention to for the background investigator. The police organization affirms it in the background investigation. If candidates pass the LFI they are recommended to proceed to background. Here they complete the psychological testing. Work is still being done to update the types of tests that are administered. In the psychological testing phase a Psychometrist and/or Psychologist review the scores. Then the background investigation is conducted which includes: criminal and financial checks, interview with every employer, inquiries into gaps in employment dates, personal reference checks, home interview, and interview with neighbours and family members. Polygraphs are not done. If all goes well, a job offer is made. This process takes six months.¹⁴

8.8.2 Identified opportunities for improvement

Human Resource Leaders were asked to identify the things that they changed to improve recruitment and retention, or stopped doing because they weren't working well. The following is a sample of responses.

- *“reduced cognitive abilities threshold score”;*
- *“use more action based interview questions rather than hypothetical scenario”;*
- *“reduced paper ads and career fairs”;*
- *“decreased use of mass media advertising”;*
- *“stopped asking for application fee of \$107.00”;* and,
- *“stopped hiring people who do not have a connection to our community—less likely to leave the organization”.*

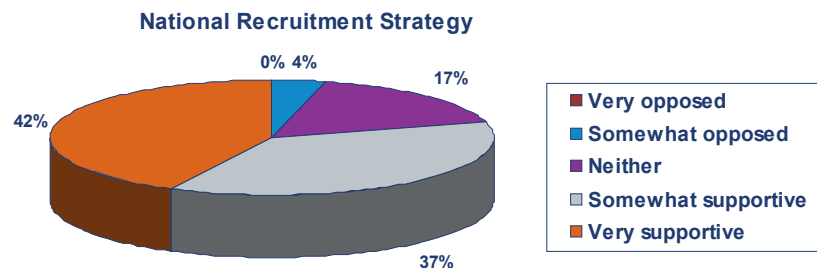
¹⁴ Source: Excerpt from Hay Group interview with OPP.

8.8.3 Initiatives that would most benefit recruitment in policing

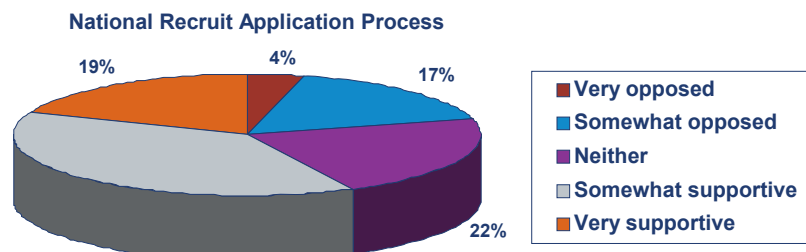
Human Resource Leaders were asked to identify initiatives that they felt would most benefit recruitment in policing. The following is a sample of responses.

- “a national advertising campaign and a large recruitment drive”;
- “communicate the positives of policing in a means that today’s young people can understand and appreciate”;
- “an information database to allow shared information on applicants who apply to multiple services”;
- “best practices for outreach recruitment and diversity management”;
- “enhanced recruitment via the Internet; Police websites”;
- “a more informed interview process”;
- “incentive program to reward employee referrals”;
- “team of professionals that seek out the best from post-secondary institutions”.

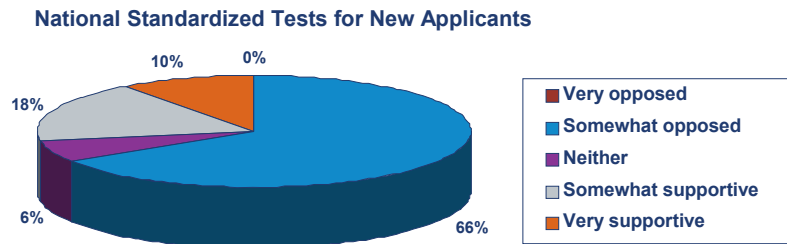
Chiefs were asked how supportive they would be of a National Recruitment Strategy, a National Application Process, and National Standardized Tests for New Applicants. The following charts show their responses:



Almost 80% of Chiefs are supportive of a National Recruitment Strategy.



Almost 60% of Chiefs support a National Recruit Application Process.



Almost 30% of the Chiefs support National Standardized Tests for new applicants.

In summary, there are best practices currently available for adoption by other police organizations and even the sector as a whole. Our direction in this area is based on what we have observed as a current good practice. Some regions have made considerable progress to develop a centralized, shared process for managing applications; a process has been proven to be both feasible and effective.

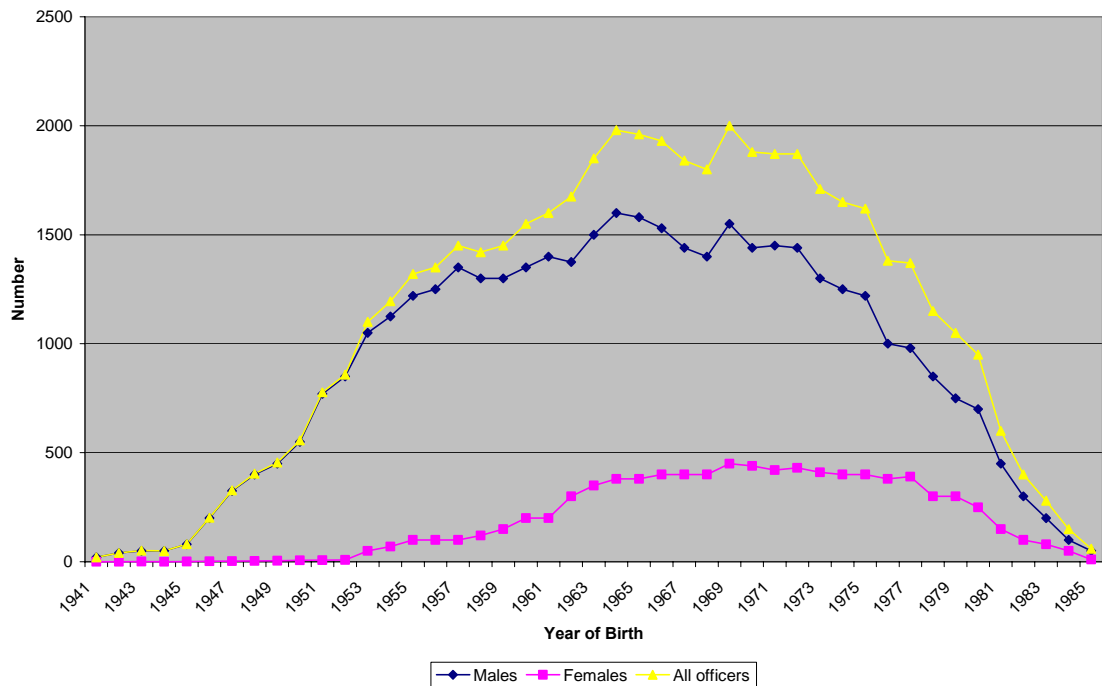
By adapting current best practices, we believe there is a role for a national, centralized organization and process that will interact on behalf of the entire sector with the potential recruit cohort to create a strong pipeline of capable and motivated candidates. This organization should have a mandate to socially market and promote the concept of jobs and careers in policing, build partnerships with the educational institutions (colleges and universities) to increase the potential supply of qualified new recruits, provide a centralized application process, and provide other recruitment-related services across the country, with selection and hiring remaining with the individual police organizations.

In the next chapter of this report you will find our Recommendations for Recruitment and Retention.

9.0 Recommendations for Recruitment and Retention

The requirement to recruit into the police sector is increasing and will continue to increase during the next decade. The chart below¹⁵ illustrates the number of police officers by year of birth and gender and indicates that the number reaching retirement age per year over the next 10 years will be more than double what it has been in recent years. If the typical officer retires in their mid-late fifties, then those born in 1950 are currently hitting the critical age – approximately 500 people. In 10 years time the number turning 55 will be over 1,500. This number will not peak until 2020. Just to stand still in terms of the total size of police officers across Canada, police organizations will have to double or triple their rate of intake and sustain those increased levels for over a decade.

Officers in 2005 by Year of Birth and Gender



But just standing still may not be enough. The police sector is currently stretched to meet its obligations and these pressures are expected to increase.

¹⁵ Source: *Policing Environment 2005*.

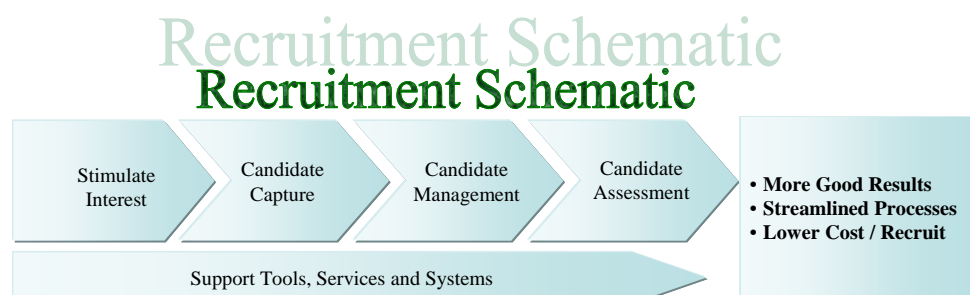
While the demand for new police officers is increasing, there are reasons to be concerned that the supply of interested (and interesting) candidates is decreasing. The labour market already provides many opportunities for capable young people and the departure of the baby boomers from the workforce will result in many sectors of the economy increasing their efforts to attract recruits. This potential shortage of supply is magnified in the police sector where large portions of the target population are not interested and willing to consider a career in policing.

Furthermore, while the option of supplementing the domestic candidate pool with new immigrants is attractive for many reasons, potential candidates from some of these backgrounds are hard to attract. This is because of their previous experience with and perceptions of law enforcement from their home countries. Additionally, immigrants can be challenging to recruit because of the difficulties in conducting background checks and validating qualifications and career histories.

To address the challenges that exist on both the supply and demand sides of the recruitment equation, the police sector needs to radically re-think its approach to recruitment. The current processes and methods have been effective in a world where there were more than enough applicants and the challenge was to select the best from the available pool, and everybody started at the bottom. In the future there is a requirement to stimulate interest in a career in policing so as to maintain a sufficient applicant pool, provide multiple on-ramps for people to choose a career in policing, and to provide processes and tools that are streamlined and cost effective. The objectives of a re-engineered approach to recruitment should be:

- Increase the number of competent recruits hired per year;
- Streamline the recruitment process to be quicker; and,
- Reduce the cost per candidate hired.

Our recommendations to achieve these objectives are presented in the schematic below.



9.1 Stimulate Interest in Policing as a Career

Recommendation RR-1

RR-1: There should be a national campaign focused on promoting policing as a career, and this should be governed by a Steering Committee of interested parties who will determine the content and the media channels to be used. This campaign should be targeted to recruit persons between the ages of 19 and 40.

Many professions and occupations are actively promoting their line of work as a career using television, radio, billboards, and the Internet, and policing cannot afford to be left behind. We recommend that the police sector conduct a similar campaign on a national basis so as to educate the Canadian population (youth, adults, parents, all genders and all nationalities). We believe the focus of the promotional campaign should be broad so as to gain interest early in youth, promote policing as a possible second or third career for adults, and to provide information for parents of youth that would allow them to be supportive of this career choice. Additionally this campaign should portray a variety of jobs and be inclusive of men, women and a diversity of nationalities.

Our research indicates that the positive messages about policing seem to be received and accepted by the youth cohort, these being: helping people, serving the community, and good pay and benefits. On the other side of the coin, unreal images from the media have magnified some of the potentially negative aspects of policing and may leave the viewers with a false perception of the realities of policing. To combat these negative perceptions, those being danger, poor work/life balance, and shift work, and to reinforce the positives, the promotion campaign should focus on:

- 1) Emphasize the community and public service nature of the role;
- 2) Represent a favourable lifestyle based on competitive financial and non-financial rewards;
- 3) Reduce the fear of danger by comparing policing to other familiar, more mainstream jobs such as farming, construction, etc.;
- 4) Highlight the benefits that shift work brings; and
- 5) Demonstrate work/life balance being achieved by current incumbents.

Additionally, it would be beneficial for the police sector to highlight the transferability of the skills that are attained as a police officer. The skills learned in this profession are not limited to driving, shooting, and arresting criminals. There are many skills and competencies that are learned and practiced in policing that are transferable to many other professions. Some examples of these competencies are: interpersonal communication,

analytical and conceptual thinking, investigating, decision-making, self-control, and self-confidence, just to name a few.

When developing the national campaign the police sector needs to ensure policing is promoted in such a way that it is beneficial to all police organizations, big and small, urban and rural.

More research on the methodology used to develop the campaign and to determine the appropriate mediums will be required. We suggest that the campaign should include a variety of pro-active media such as: video, audio and print, utilizing television, radio, Internet video, presentations, brochures and posters. The material developed can also be used for outreach presentations for all education levels and to target communities such as ethnic groups.

9.2 Candidate Capture

Recommendation RR-2

RR-2: *The policing sector should expand the current model of policing to optimize the different employment categories, expanding the roles available for civilians, “Constables-in-Training”, community officers and police officers. The sector should bring people into “Constable-in-Training” category to address the “5-year gap” in order to capture interesting candidates that are inexperienced.*

Young people embark on careers when they complete their education and tend to be open to changing careers during their working life. The police sector appears to have a preferred candidate that has some life experience beyond education yet is still young enough that they can complete a full career as a police officer (average age of new recruits is 26 years). This means that many policing organizations reject recent graduates (from high school, college and university backgrounds) and often lose good people who have to find a career elsewhere which they may be reluctant to leave later.

9.2.1 “Constable-in-Training” Entry Channel

We believe that policing should be able to accept an intake of capable, high quality people in the 20 – 22 age range (i.e. graduates from college or university) and admit them into a role that will be a form of apprenticeship, if they are assessed as being not yet ready to perform the full role of a Constable. In fact, the sector has traditionally admitted relatively young applicants; the increase in typical entry age is a relatively recent phenomenon. Many young people (20-25) may well be suitable for direct entry at the Constable level, and this should be encouraged. The

intent of this program is to enlist the services of the substantial group of others who might be rejected under current practices. We use the label “Constable-in-Training,” although we appreciate that this label may already be used in parts of the sector to represent a different scenario. “Constable-in-Training” can be found duties that support existing Constables but which would be in line with their limited experience. They can relieve the administrative burden on Constables and assist in certain regular duties such as crowd and traffic management. We anticipate that the “Constable-in-Training” channel will be able to grow to the point where it provides a substantial contribution towards the total recruit population. The challenge will be in creating the appropriate roles to utilize their capabilities, provide development opportunities, relieve existing officers of time consuming and low risk activities, while safeguarding the security of citizens. Our vision of a “Constable-in-Training” program looks like this:

Constable-in-Training Program

Constable-in-Training Program



In the police sector we envision all attendees at an academy will have a job offer in hand, contingent on their successful completion of the requirements at the academy. For the mainstream academy program the recruits attend for three months, graduate, and then begin their job at their police organization. For the “Constable-in-Training” Program, we see this as three renewable 1-year terms that are renewed based on achieving a successful performance review at the end of each term.

To enter, the “Constable-in-Training” completes the appropriate application screening and assessment process and, upon successful completion, would receive a contract job offer. The program is comprised of three 1-year contracts with each annual contract beginning with a 1-month academy training session. The “Constable-in-Training’s” academy training is divided into four stages: first year (orientation), second year, third year, and graduation or full time employment. Once the first training session is complete the “Constable-in-Training” works the final 11 months of the 1-year contract at the police organization that made the “Constable-in-Training” the offer as a civilian employee supporting police officers.

The work portion of the 1-year contract is contingent on the “Constable-in-Training” successfully completing the orientation session at the academy. The second year, which is contingent on the satisfactory performance during the first 1-year contract, is another 1-year contract with the first month being a training session at the academy. Once the training session is completed the “Constable-in-Training” works the final 11 months of the second 1-year term contract at the same police organization as a civilian employee supporting police officers. This continues for the third year. Once the third year is successfully completed, and the “Constable-in-Training” graduates from the academy, the “Constable-in-Training” is established as a full time Constable.

Implementing a program such as this provides the police sector with enhanced access to enthusiastic, high potential recruits earlier in their life when they are less likely to be diverted into an alternative field of employment while waiting for an opportunity to pass the police organization’s hiring process. Working in a “Constable-in-Training” Program also provides time for candidates to meet the screening criteria to become a police officer; for instance, the “Constable-in-Training” period would allow the applicant to work in the sector and provide enough time to meet all selection criteria (i.e. having a clear driving record).

9.2.2 Constable Entry Channel

This is the standard entry channel for most recruits and is essentially similar to the current practice. Individuals with appropriate maturity and competence apply for a position in policing (see modified application process discussed in RR-5), attend the standard program at the academy and graduate as a Constable. Competence to be hired include the completion of certain pre-requisite credits that can be obtained through various accredited colleges and programs (see recommendation TD-7 in Section 11.2).

All students and “Constable-in-Training” at the academy are paid employees on probation. Time at the academy is part of the probation period. All successful “Constable-in-Training” should expect to become a police officer; it should be a rare occurrence for an individual to complete their program and not be offered a permanent job.

9.2.3 Mature Constable Entry Channel

We believe that there is a significant opportunity to recruit relatively mature candidates into the sector. There should not be an assumption that a police officer has to work 20+ years for a career in policing. The investment required to train a police officer (given the recommendations that follow) is not so front-end loaded as to render careers lasting only 10 – 15 years uneconomic.

Candidates in their mid 30s and even up to the age of 40 may have much to bring in terms of experience and expertise gained in their earlier careers. Many young people may move between careers or locations in their 20s and seek to settle into a more stable and predictable work situation in their 30s, perhaps after settling in a permanent relationship and having children; those who choose to settle and have a family earlier in life may now be ready to return to work; and those from diverse backgrounds who may have had negative attitudes towards policing during their youth may now have matured (possibly through having young families of their own) and be more willing to consider a career in policing. Whatever their background, we believe that there is a valuable stream of talent that should be targeted for recruitment purposes.

The national promotion campaign should encourage applications from this target group.

Recommendation RR-3

***RR-3:** The policing sector should build meaningful partnerships with educational institutions to facilitate the capture of high quality candidates.*

The police sector is faced with a dilemma in terms of how it relates to colleges and universities. Currently there is duplication in terms of training provided to potential recruits. Many people take programs at educational institutions leading up to degrees and diplomas in policing or related areas but the specific content elements of these credentials are not recognized by police organizations. Typically, a 2-year diploma in Police Foundations from a college is given no more (or less) credit than a 2-year diploma in any other subject area. As there is no accreditation of the program or the people delivering it, police organizations cannot have confidence in the content that was delivered – all that is known is that the person has satisfactorily completed a 2-year diploma program.

This situation is inefficient and detrimental to the ability of the police sector to recruit good people. Police academies train new recruits and often repeat material that some people have already covered in their

college or university programs, which is wasteful but currently unavoidable. It creates a competitive or even adversarial environment between the academies and the colleges. The larger issue, however, is the misrepresentation that happens in the minds of potential future recruits. Young people are led to believe that if they invest (time and money) in obtaining these college diplomas or degrees, they will be well positioned to be hired as a police officer. When they graduate they discover that the qualification does not provide them with the advantage they had anticipated and, coincidentally, most police organizations will not hire them anyway because they are judged to be too young or inexperienced. The resulting disappointment may turn good people away from a policing career forever.

The choice facing the police sector is either to partner with educational institutions in the identification, education and recruitment of future police officers or to distance itself from them and to communicate to the target candidate pool the reality of the value attributed to such programs. We recommend partnership as the preferred option. The details of the proposed partnership approach are discussed in Section 9.0, the highlights are:

- educational institutions accredited to provide certain policing related programs (curriculum to be established by the police sector) and will award credits for successful completion;
- these credits will be regarded as pre-requisites for employment as a police officer and admission into a police academy;
- police academies will not duplicate programs that cover the same curriculum; and
- colleges may include the accredited programs within broader offerings, but will provide realistic information to students and applicants relating to the criteria used by police organizations to screen candidates as suitable or otherwise.

All students who enrol to take the pre-requisite credits for admission to a career in policing will be a target population for the police sector. These students will be contacted and invited to become a “potential candidate”, which means that they will be placed on an (e)mailing list, receive communications from the police sector, their information (bio data, academic results, and other matters of relevance) will be collected, and their progress monitored by the police sector. Such “potential candidates” will be entering into a relationship with the police sector and their college or university will be an active participant.

Approximately six months prior to the expected graduation of a “potential candidate” they will be invited to apply as a Constable-in-Training. If they choose to apply, then references will be requested from their teachers (standardized format) and reviewed alongside their application and the results from the accredited courses. The application would then be processed through a new “Constable-in-Training” Application process. The objective being that offers of “Constable-in-Training” would be made and confirmed by the time the person graduates from their program of education.

**Recommendation
RR-4**

***RR-4:** Implement an Employee Referral Incentive Program that is developed in such a way that will increase the level of diversity for the organization.*

Referrals are reported to be the most successful approach for obtaining the recruits. The majority of employees think policing is a good career and they would recommend it to their family and friends. Most youth perceive that personal connections (i.e. knowing a police officer) have a positive effect on one’s chances of becoming a police officer. However, referrals are typically reported to be a passive process in most services; only a select few take this to a more active level and are leveraging this channel effectively.

Currently less than one in five police organizations provide incentives to reward employee referrals. Our recommendation is to implement an Employee Referral Incentive Program that is tied to the National Application Process (RR-5). When an applicant completes their application form, they will indicate an existing employee (civilian or police officer) referred them. If this applicant is hired, the employee who made the referral will receive a financial incentive from the hiring service.

Further research of best practices should be conducted and investigation into the potential costs and benefits of such a program would need to take place to flesh out the details. Nonetheless, we feel that the incentive should be of a significant value if the applicant is hired; a cheque for \$500.00 for example. An alternative to cash would be to have a catalogue of items that the employee could choose from. Perhaps there could be different levels of reward for different numbers of successful referrals. For instance, if an employee refers one successful applicant, they could receive a first level incentive gift; if an employee refers three successful applicants, they could choose from a second level incentive gift, and if an employee refers more than five successful applicants, they could choose from a third level gift.

9.3 Candidate Management

**Recommendation
RR-5**

RR-5: Centralize the application and candidate screening process. Examine and improve upon current regional models used by Ontario and Alberta.

Currently the application process in the policing sector can take anywhere from six months to well over a year to become a police officer. Today's youth think that the hiring process, whether for police or not, should not exceed two to three months. Very few think that a period of more than three months is a reasonable length of time for the hiring process, although most recognize and expect that the process will take longer in the police sector than in many other fields of employment.

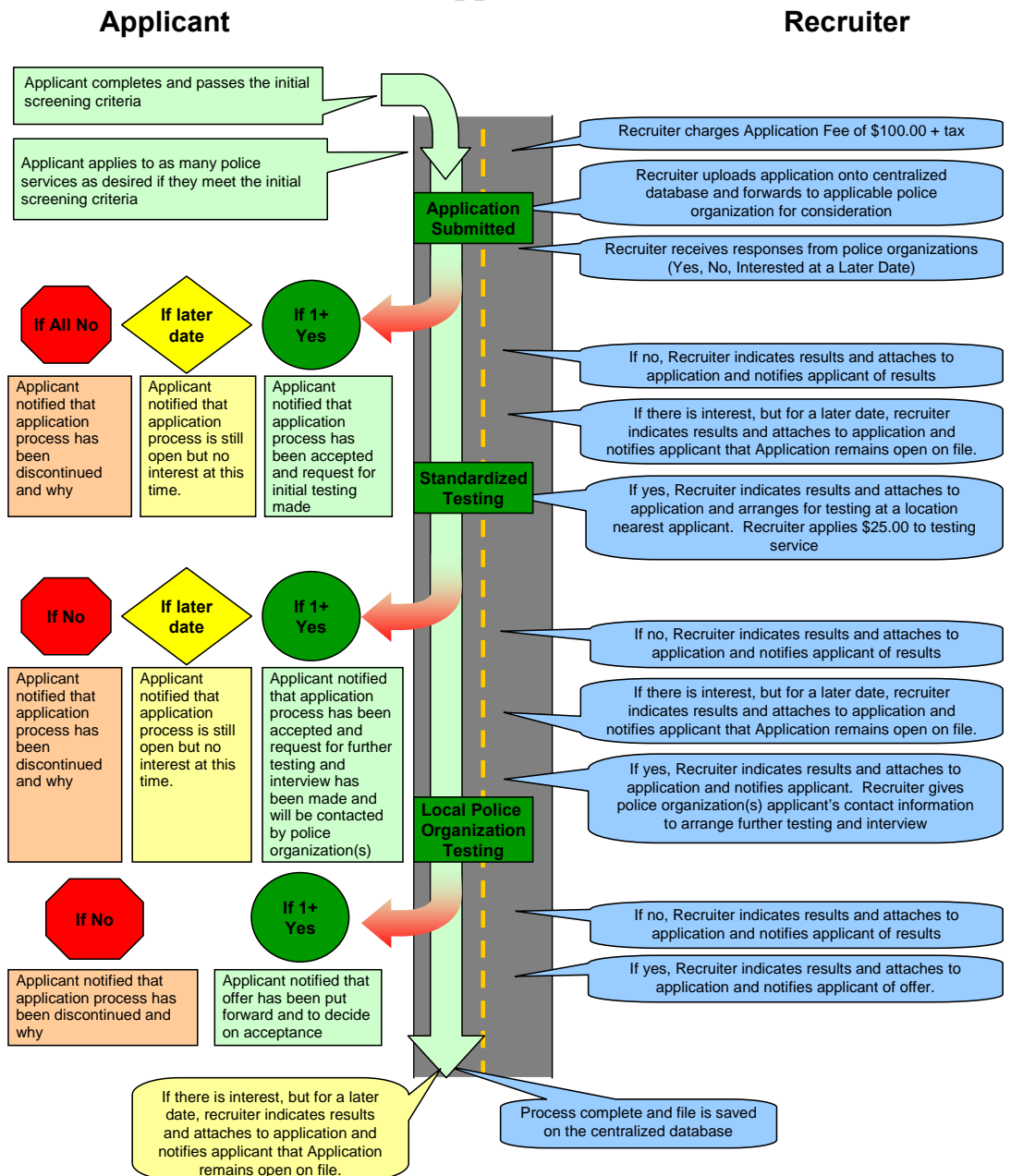
Our recommendation is for the policing sector to implement a national centralized application process that reduces the hiring practice down to six months for people who are actively engaged in pre-recruit education and to three months for those who have the pre-requisite educational qualifications. If the process takes longer than this the police sector is at a significant risk of losing potential good applicants.

Of equal importance, we recommend that ongoing communication and feedback needs to occur with the applicants throughout the process to maintain their interest and commitment.

We believe that this recommendation is feasible in conjunction with other recommendations that we make. These other recommendations (discussed elsewhere) are: partnerships with educational institutions, standardized testing, competency-based assessment tools, and acceptance to the Academy contingent on a job offer. The proposed national application process is illustrated on the next page. It is modeled on the process currently in place in Ontario, which is regarded as a best practice. We recognize that the province of Québec has a unique recruit process, which is reported to be highly effective, and which we believe can continue to exist in parallel with the proposed national process.

National Application Process

National Application Process



The process begins when an interested party chooses to complete an application. The application process will be on-line but will also allow paper-based applications. To take this description further we will outline the on-line process (which will have the same components for paper-

based), as it would relate to the typical candidate for a “Constable-in-Training” or Constable entry.

To begin the first step, the applicant reviews the on-line literature of screening criteria, which enables them to screen themselves in or out. If they think they meet these criteria, they are invited to proceed with the application process. This includes a standardized application form, standard template for submitting their resume and for providing references, and an opportunity for candidates to indicate their preferences with respect to which service(s) they want to join. If they choose to proceed, the applicant is charged a \$100.00 application fee plus applicable taxes.

Initially, when we heard about the use of application fees we considered this to be a potential barrier to recruiting candidates. However, in this situation, along with the other recommendations identified above, the candidate has much more available to him or her and the fee is warranted. Furthermore, we believe that the national application processing agency should be self-financing through the application fees (20,000 applicants per year at \$100 each provides a revenue stream of \$2Million per year).

There is no limit to the number of police organizations that an applicant can apply to, and their application will be forwarded to all indicated services. However, if for example, the applicant has only applied to one police organization and is declined, there would be a further fee if they wish to reapply for consideration by other police organizations. Moreover, the central agency will attempt to encourage good applicants to consider vacancies that exist in other services than those indicated on the application. If a candidate accepts such an invitation there would be no additional application fee. Indeed, police organizations that receive good candidates this way could be encouraged to provide a small incentive to the applicant and the central agency.

**Application
Submitted**

A recruiter at the national application processing agency receives the application and forwards it to all of the indicated police organizations for consideration along with the file on the applicant, which will include their educational results (high school and college or university), and their references. The services are asked to advise the recruiter of their response, which may be one of three options:

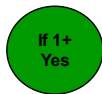
1. Yes, lets proceed
2. Interested, but not at this time
3. No, not interested



If the applicant receives all “No, not interested” responses from the police organizations, the applicant is notified and offered an opportunity, if feasible, to apply to other police organizations. If not, then the applicant is notified that the application is discontinued and the reasons why.



If the applicant receives at least one “Interested, but not at this time”, the applicant is notified and offered an opportunity, if feasible, to apply to other police organizations. If not, the applicant is notified that the application is kept on file for a period of one year at which time, if there is no further interest, the applicant is notified that the application is discontinued and the reasons why.



If the applicant receives at least one “Yes, lets proceed”, the file proceeds forward. The applicant is notified of the police organization(s) that indicated “Yes”, and the applicant is invited to proceed with the next stage of testing.

Standardized Testing

The Recruiter contacts the applicant and indicates the location of the police organization that will provide the standardized testing. We expect that many police organizations will run standard testing a number of times per year. The standardized tests (see 9.4 Candidate Assessment) will be such that they can be administered anywhere and produce consistent results. The Recruiter coordinates the testing with the relevant police organization and the applicant. The police organization conducts the initial testing and sends the test results to the Recruiter. The Recruiter provides the police organization that has conducted the initial testing with a \$25 reimbursement (which comes from the application fee).



The results of this initial testing are attached to the applicant’s file and forwarded to the interested police organization(s) for review. If the service(s) are not interested in pursuing this further, the applicant is notified of this decision and the reasons why and, depending on the circumstances, the applicant is invited to consider other services or the application process is discontinued. It will need to be determined what results beyond pass or fail can be shared with the applicant and whether a time limit between testing and retesting needs to be determined.



If the applicant receives at least one “Interested, but not at this time”, the applicant is notified and offered an opportunity, if feasible, to apply to other police organizations. If not, the applicant is notified that the application is kept on file for a period of one year at which time, if there is

no further interest, the applicant is notified that the application is discontinued and the reasons why.

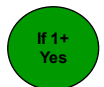


If the applicant receives at least one “Yes, lets proceed”, the file proceeds forward. The applicant is notified of the police organization(s) that indicated “Yes”, and the applicant is asked to confirm their preference in terms of which police organization they wish to move forward with. The police organization(s) that indicates a “Yes” are contacted and advised of the candidate’s preferences and the first choice police organization is invited to proceed with the second and subsequent rounds of testing.

Local Police Organization Testing



The second (and subsequent) rounds of testing are the responsibility of the hiring police organization and may include whatever tests that police organization deems suitable. There is no reimbursement of funds from the central agency. The police organization will either decide to make a conditional offer of employment or to discontinue their interest in the candidate. They will notify the Recruiter of their decision in either event along with the reasons if they choose not to employ the candidate. Depending on the service’s reasons for not moving forward, the Recruiter may forward the file to the second choice police organization for consideration. The Recruiter will inform the candidate of the change in status of their application and the relevant reasons. The process repeats with the second (and subsequent) police organizations until either an offer of employment is made, or no police organization is interested in making an offer. The Recruiter notifies the applicant and offers an opportunity, if feasible, to apply to other police organizations. If not, the applicant is notified that the application is kept on file for a period of one year at which time, if there is no further interest, the applicant is notified that the application is discontinued and the reasons why.



If a police organization is interested and wants to make an offer to this person, it is done directly between the police organization and the applicant. The Recruiter is notified of the results. These results are attached to the applicant’s file, which is removed from the application process and archived. Until this time the applicant’s file is available to any police organization until the applicant accepts an offer.

Once the applicant has completed and passed all testing and the police organization presents the applicant with an offer and it is accepted, the next step is for the applicant to attend the academy. This ties into another

recommendation that states that all recruits at the academy should have a job offer in hand, contingent on passing the academy.

We believe that implementing this recommendation would significantly reduce the hiring time by having candidates self screen at the beginning of the process and by streamlining the application process. It will not include time at the academy, as the academy will only be for those people with conditional job offers.

We also recognize that it may be easier for the sector to implement the spirit of the recommendations through a series of regional or provincial organizations rather than a single, national body. We see this as a viable alternative, as long as it is essentially the same process administered regionally.

9.4 Candidate Assessment

Recommendation RR-6

RR-6: *Develop nationally standardized testing with transferable results that can be used across the country by all services to screen applicants and that can be administered regionally.*

Currently the testing to which applicants are subjected is, for the most part, determined by the individual police organization. There is duplication of effort to create, validate and maintain very similar tests across the country. Additionally, smaller services have limited access to reliable tests or rely on tests that are outdated. Tests that purport to be measuring the same skill and competency cannot be relied upon to do so, and the results of tests are not portable, meaning that if an applicant applied to two different services, for example, the results of testing at one police organization may not be recognized at the other police organization and the applicant would need to be tested twice.

We recommend that the police sector identify the testing that is critical and common across the country and adopt a common process with standardized tests. For example, in conjunction with the National Application Process, the applicant would go through a self-screening process before submitting an application. This screening process would alert the applicant to the tests that would be conducted and allow them to identify pass or fail obstacles.

The first “round” of tests would take place after the applicant has concluded that they pass the initial self-screening, have submitted an application, and one or more police organizations have indicated an interest in the applicant. This first round of testing would include

standardized tests that can be administered at any police organization across Canada. Police organizations may have specific times during the year that testing is available. The tests at this round should be able to be administered by a civilian employee.

We suggest that these tests be a mixture of written (pencil and paper) tests, many of which can be electronically scored and are relatively inexpensive to administer, with limited use of tests requiring a person to oversee. The current approach used in the Ontario Provincial Police includes five tests at this stage:

- a test of critical thinking and problem solving capability (PATI);
- a written communications test (WCT);
- a vision and hearing test;
- a physical fitness test (PREP); and,
- a work simulation exercise (BPAD)

We believe that all of these tests (or equivalents) are appropriate at this stage but would also add a personality profile assessment, and (if local legislation allows) a polygraph. It is important to note that some provinces do not permit the use of pre-employment polygraphs.

Many services are using polygraphs as part of their recruitment process. This is an expensive test to apply but builds confidence in the overall process. We believe that if a candidate passes the polygraph, then it is an acceptable risk to make them a conditional offer of employment before completing the comprehensive background check. This check is a time consuming step in the process today and can be undertaken while the recruit is at the Academy. However, if the polygraph raises any concerns, then admission to the Academy would be deferred pending satisfactory completion of the background check.

The police organization administering this testing would be paid \$25.00 of the \$100.00 application fee received by the Central Application Agency to offset the cost of testing. The results of this testing would be given to the Recruiter at the Central Application Agency for applicants and results would be attached to the applicant's file and would be available to all police organizations.

Upon satisfactory completion of the first round of tests the candidate will be invited to provide two additional inputs. The first is a medical certificate from their family doctor attesting to their general health, the second is a portfolio of competencies. This is where candidates will be invited to prepare a written description of where they have been able to demonstrate the competencies that have been identified as supporting a

successful career as a police officer. These self-reported stories will be “scored” by the Recruiters in the central agency and are available for validation at interview during the second round of testing.

Since standardized screening tests for the national application process would have portable results, an applicant would only need to complete these tests once and the results would be recognized at every police organization across Canada. A candidate who does not perform well in the standardized tests will have the opportunity to be re-tested at a later date, but they will have to re-apply and pay another fee. Having standardized tests and portable results, and implementing a process such as this, would reduce the costs to the police sector by eliminating the need to retest and would likely reduce the costs to police organizations depending on how this national application processing agency is funded. Further investigation is required to determine the best approach for funding such an initiative.

9.5 Support Tools, Services and Systems

Recommendation RR-7

RR-7: Develop and maintain a national repository of recruitment methodologies and practices, in particular, those with a proven track record for attracting minority groups.

Many police organizations reported having to change their recruitment practices because it is getting harder to find quality candidates, particularly from certain communities. The generic recruitment advertisement is of limited value and numerous police organizations reported having to try new ways to recruit the people they are looking for. The challenge is that each police organization is left to figure out for itself what might be an appropriate strategy to appeal to the youth, ethnic population, etc. Some might do it better than others. Our research shows that many police organizations are trying new things in response to this challenge but there is no formal mechanism for the sharing of this information and success (or otherwise) of the approaches tried.

Examples of information that could be made available nationally are best practice approaches to recruiting females, visible minorities or aboriginals, proven presentation materials for use in college outreach situations, and candidate tests that are used in the second stage of the assessment process, as well as interview guides and scoring grids.

It would be a significant benefit for the police sector to have a national repository where this information can be shared between the police organizations, especially for those small services that do not have

dedicated Human Resource departments. Sharing these ideas and successful practices would result in a savings of time and effort in the development and implementation of new methodologies for the majority of police organizations. We recommend that the national application processing agency create and maintain this repository.

**Recommendation
RR-8**

RR-8: *Analyze the work of policing to identify the most appropriate resource to carry out the work most effectively..* **Dependent on RR-2.**

Police organizations are finding it increasingly difficult to hire the appropriate number of police officers required to meet the demand, and anticipate that this will only worsen over the next decade or so.

Our recommendation is to conduct an analysis of the nature of work of Constables, and potentially other more senior officers, to identify any activities that could be migrated to become work for roles in other employment categories, for example civilians, constables-in-training. An example of work that could be reallocated may include various forms of research and outreach.

**Recommendation
RR-9**

RR-9: *Implement a model that invites police officers of retirement age to retire from the organization and be rehired on annual, renewable contracts that blend with pension arrangements as a way to retain them.*

Over the next five years the number of police officers leaving police organizations on a yearly basis will double and perhaps triple under current conditions. The majority of these people will be at retirement age and eligible to leave and receive a healthy pension. For some smaller services this could mean that many (or even all) of their leadership positions will be vacated; even for some larger organizations it could be as high as 55% to 75% of leadership positions and up to 20% to 50% of all staff positions.

We recognize that retention of older, more experienced officers can only make a small contribution towards closing the anticipated gap in the police officer workforce and that there are many duties performed by police officers that are not appropriate for people who are past their prime physically. Furthermore, we recognize the reality that not all police officers are resources that their employer will want to retain and any initiative in this area would have to be with mutual agreement on a case-by-case basis. However, we believe that an important contribution can be made by offering relevant employees a change of employment status at this stage in their career and that a significant portion of potential retirees could be enticed to stay.

There are a number of potential barriers that would need to be addressed, most notably, the rules associated with the pension plan. There is little to no financial incentive for people to delay their retirement. Our research suggests that a significant number of people would be interested in staying if the financial situation could be improved.

One possible line of inquiry would be to offer reduced hours of work for the same total income. This income could be part salary and part pension. Ultimately, the income could all be paid out of salary, as the long-term reduction in pension costs to services would, in aggregate across all services, offset the salary paid out.

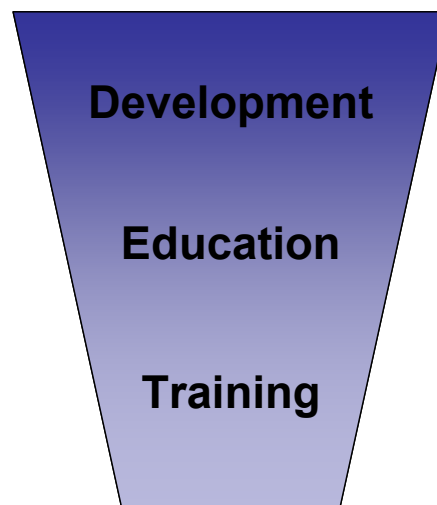
We recommend that the police sector create new ways of seeing work and how it can be carried out so that it would be attractive to people looking toward retirement. One option would be to have these individuals work on special projects. The attraction of projects is that they have a defined start and end points with clearly identifiable results. Most police work is continuous and repetitious in nature; the opportunity to achieve specific results against established objectives can be a rewarding experience. A second option might be to download some of the work of leaders in policing to experienced officers, for example, mentoring “Constable-in-Training” or less experienced officers. Such roles would be in targeted areas where they would add value without impeding the development of the new skills and knowledge required in the next generation of leaders.

In the next chapter of this report we present our Education and Training & Professional Development Findings.

10.0 Education and Training & Professional Development Findings

This section deals with findings related to education, training and development of personnel within police organizations.

The diagram below is a broad view of the differences between these terms as they are applied in this report, with “Development” as being the broadest term and training being the most specific.



Development relates to the growth and advancement of an individual. It includes any new learning opportunity regardless of the process (e.g. secondment, mentoring, formal leadership programs, and so on). In this study, we refer to professional development; those experiences that promote growth in a current and future career direction.

Education is a more formal notion of instruction that emphasizes a broad and rigorous approach to an area of interest. It builds broad skills and emphasizes knowledge that may or may not be specifically applicable to a role or career.

Training is conducted to teach more specific, definable skills. It is oriented towards the ability to complete specific tasks that are typically related to identifiable job duties.

For the purposes of clarity, a glossary of terms is available below.

Glossary of Training Terms:

Mandatory Training/Directive Training/Required Training (Although mandatory training is most commonly used): Depending on the jurisdiction, the three terms are used to refer to training that is required either due to provincial legislation and directives or municipal and police organization policies. Mandatory training may be comprised of “hard skills” courses that require regular re-certification, training that is required in order to remain abreast of changes in the criminal code, other legislation and recent court decisions. Further, the term may also refer to other required training. For example, supervisory skills training is required at regular intervals in some jurisdictions.

Update Training: For the purpose of distinguishing the type of training, it has been generally agreed that the use of the term “update” training is an effective way of clearly referring to all training that occurs at regular intervals in order to remain fully proficient at the current level. Update training is a typically a sub-set of “mandatory” training.

Elective Training: Refers to non-required training that may be undertaken in order to improve in the current role, to broaden and specialize, or to prepare for a higher ranking role.

Supervisory Training: Training required in order to manage day-to-day interactions, administration and supervision of employees.

Leadership: Training and development required to effectively mobilize and lead individuals and organizations.

Distance Education: Formal learning which is delivered through a variety of media to allow those at a distance to participate in the training without entering the on-site physical classroom. Typical sources include internet-based courses, televised lectures and web-enabled seminar groups.

E-learning: This term refers to computer-enhanced learning. The term is often applied to courses delivered at a distance via the Internet, but may have many other applications as well.

Blended Learning Solutions: Represents a combination of multiple approaches to learning. There is typically a classroom component supplemented with an experiential or virtual education component (although there are many variations).

Problem-Based Learning: Refers to a specific learning method based on the principle of using problems as a starting point for the acquisition and integration of new knowledge. Whereas problem solving emphasizes arriving at decisions based on prior knowledge and reasoning, problem-based learning creates situations wherein the learner begins to acquire new knowledge based on recognition of a need to learn.

10.1 Trends in Training and Development

It would appear that for many organizations learning and development is still competing to gain its fair share of budget in order to support the organization in achieving its strategic objectives. Despite the competitive labour market and demand for continuous improvement of skills and knowledge, Canada has seen little growth in spending on training and development.

According to the Conference Board of Canada (*Learning and Development Outlook 2007*), spending on training and development in Canada has remained stagnant over the past decade. In fact, when inflation is considered, expenditures are 17% lower than a decade ago.

The Conference Board survey found that Canadian organizations are spending an average of 1.8% of payroll on training, learning and development. They concluded that Canada's commitment to learning and development is falling behind that of the United States. A recent study of Budget and Staffing Trends conducted by Bersin & Associates, noted an overall increase of 7% in corporate training budgets among the US firms surveyed.

It would appear that training still seems to be viewed as an expense not as an investment. One potential reason for this may stem from many organizations failing to have a formal learning and development strategy that closely ties departmental learning plans to the organization's overall objectives.

According to a recent survey conducted by the Chartered Institute of Personnel and Development¹⁶, only 56% of organizations in the UK have a written learning and development strategy. In other words, learning and development departments are operating without a clear strategy that allows them to gauge their alignment with the key business objectives of their organizations. Similarly, less than 50% of organizations surveyed had an established method for evaluating the impact of learning and development¹⁷. To prove their value, learning organizations need to be able to gauge the return on investment and the degree to which learning interventions are contributing to improved performance and results. Without this emphasis on results and ties to the success of the business,

¹⁶ Chartered Institute of Personnel and Development, Latest Trends in Learning, Training and Development: Reflections on the 2007 learning and development survey.

¹⁷ Chartered Institute of Personnel and Development, Latest Trends in Learning, Training and Development: Reflections on the 2007 learning and development survey.

learning and development will continue to be seen as an expense not as an investment.

It would appear organizations are making inroads in increasing the involvement in training and development activities. According to a recent UK study¹⁸, responding organizations claimed that 74% of managers have taken on greater responsibility for learning and development activities in the past two years usually in the areas of performance appraisal and personal development plans. In 29% of organizations, line managers had the main responsibility in initiating learning and development activities. In this same survey, nearly two-thirds of organizations indicated that employees hold the main or some responsibility for initiating learning-related activities.

Hence, the individual learner continues to play a key role in ensuring his or her own development. In a Canadian report¹⁹, it was noted that there had been an increase in the number of adult workers who participated in formal, job related training from 1997 to 2002. However, the results showed that individual workers themselves were driving this growth, rather than it being driven by training supported by employers. In most organizations, there is an overall increase in the emphasis on self-directed learning.

This suggests that if employees do not engage as equal stakeholders in ensuring their own performance improvement through formal training, they may not remain abreast of others in their profession.

In the area of best practices, many organizations continue to improve the processes, infrastructure and training to allow for a greater integration of training with competencies and performance management systems. This is becoming an increased area of emphasis as most organizations seek to gain the benefits of ensuring seamless planning and delivery aligned with overall standards and objectives. This move to integration is also fuelled by the reality that learning “events” that involve little integration in the form of pre-assessment, follow-up, on-the-job reinforcement or on-going performance feedback typically yield little long-term impact. This further integration of performance improvement into learning is increasing the involvement of managers and supervisors in the process transferring new knowledge and skills to the job. It is also providing employees with a

¹⁸ Chartered Institute of Personnel and Development, Latest Trends in Learning, Training and Development: Reflections on the 2007 learning and development survey.

¹⁹ Peters, Valerie (2004). Working and Training: First results of the 2003 Adult Education and Training Survey. Culture, Tourism and Centre for Education Statistics Research papers series.

clearer picture of what is expected of them and how to go about acquiring the expected competencies to continue to improve individual and team performance.

Organizations continue to shift away from traditional, trainer-led, classroom style learning. Other styles of learning include coaching, job rotation and facilitated large group planning sessions.

For many, the investment and lessons learned by many organizations in the area of e-learning are now impacting training. After some rough years, organizations are beginning to realize the efficiencies and value of e-learning. Those who made errors such as merely putting training manuals on-line are now tapping into the full potential of multimedia and on-line learning. One survey estimates that 60% of organizations are now using some combination of virtual classroom tools²⁰.

Much of the e-learning is now being web-enabled rather than delivered by CD. Many organizations are still grappling with the high drop out rates that result from this kind of self-directed learning.

As such, organizations are behaving with a degree of realism; “traditional” training still plays the most significant role in most organizations’ formal education offerings. New approaches such as e-learning are not seen as a panacea. In a 2006 survey,²¹ only 2% of organizations rated e-learning as the most effective learning method. It may be practical, but there are other more desirable alternate strategies including coaching or mentoring, job rotation and more formal on-the-job training. While informal learning is not monitored or tracked by most organizations, respondents in one survey indicated that 42% of all learning occurs informally in their workplace²².

So, while organizations may be shifting their focus from exclusively classroom based learning events, they are not moving to any single solution. Instead, most are adopting what is referred to as a blended learning approach. As such, organizations are positioning themselves to benefit from the most appropriate combination of development available by blending performance appraisal, formal instruction, e-learning, self-directed and on-the-job learning and on-going communication to optimize

²⁰ Budget and Staffing Trends, John Bersin, Clomedia, February 2007.

²¹ Chartered Institute of Personnel and Development, Latest Trends in Learning, Training and Development: Reflections on the 2007 learning and development survey.

²² Conference Board of Canada, *Learning and Development Outlook*, 2007.

learning outcomes. This relies heavily on a continued move to integration, greater involvement of management and the ability to measure results.

Many organizations are increasing their reliance on outsourcing. In the US, 71% of large organizations were using external providers for at least part of their course development. According to the survey, companies who outsource typically see many economic benefits. This survey cited the example of those using hosted Learning Management Systems as reducing costs per learner by 31% and staff size by 26%²³. While it is rare to find the all aspects of the training function outsourced, most organizations continue to search for economies by working through external partnerships.

These findings have a number of implications for the police sector. First, it would seem that all sectors in Canada are quite conservative in viewing training as an investment. In order to be viewed as relevant, training and development departments need to further engage managers, align themselves with the overall long and short term objectives of the sector, and demonstrate the value of training through improved results, the management of risk, greater client satisfaction and so on. Second, training plans need to closely align or be integrated with the performance management process. This will pose a particular challenge as a number of police organizations indicated the lack of regular career and training plans for employees. Finally, while new approaches to adult education should continue to be embraced, the sector should be careful of losing sight of the intent of training. Training needs to continue to focus on delivering value, the “so what”, and not being caught up simply in the delivery approach or the “what”. Seeking the best method to deliver value with an appropriate consideration of the impact on people and financial resources should remain the focus for the sector.

10.2 General State of Training and Development in the Police Sector

There are as many approaches to Education, Training and Development of police personnel as there are police organizations. There is a blend of reliance on in-house, Academy, post-secondary institution and private providers for professional development.

While overall, there is a general level of satisfaction with the current state of training and development; there are some clear areas of opportunity.

²³ Budget and Staffing Trends, John Bersin, Clomedia, February 2007.

There is a lack of clear standards for many aspects of officer development. While many organizations establish some standards on an internal basis or based on legislation, these standards vary widely between police organizations. A region being served by multiple organizations (i.e. RCMP, provincial and municipal) may find that the officers have been trained to differing standards yet are interacting with the same stakeholders.

There is also a lack of collaboration among police organizations in the area of training and development. Again, a broad willingness to share resources seems to exist, but there is little time and a lack of infrastructure to work cooperatively in the design of informal and formal learning programs, which are often quite similar in terms of the objectives. Some police organizations work more closely together than others, but this represents a clear area where there is duplication of effort and an opportunity to leverage the work, best practices and investment of others.

10.2.1 Annual Spending on Training and Development

We surveyed police organizations regarding the amount spent annually on training and professional development. The large degree of variability in the answers seems to indicate that the data was not available, their system does not calculate this in the same way, or respondents interpreted the question quite differently. The discontinuity in the data made it unreliable for conclusive analysis purposes.

We had similar issues when analyzing the input regarding:

- the amount spent annually on external training and professional development efforts; and
- the number of civilian and police officer days spent providing (not taking) training and professional development annually, including full-time dedicated staff and staff who assist and deliver training as required.

The difficulty in obtaining reliable data in this area is a significant finding in and of itself. In order to gauge the adequacy of training investment, examine where resources are being focussed and build appropriate business cases there should be adequate information available to analyze spending patterns and trends. Decision makers should be able to quickly obtain figures, which are apparently not readily available. It may be that this difficulty in obtaining data is a sampling anomaly; however, if only a few organizations have reliable data then the sector may need to address this issue.

There is a requirement for further investigation in this area, particularly as data to date suggests little consistency in spending patterns on training by the sector.

10.2.2 Division of Funds between Types of Training

- Based on the responses of the **Human Resource Leaders** the following is the average percentage spent on the three clusters of training outlined below, by size of organization. Note that figures quoted by size of employer are averages of the variance of responses in each range (hence they may not add up to 100), and these responses were only approximate estimates.

Number of Employees	Mandatory Training	Other Developmental Training	Training at Employee Discretion
Less than 25	63%	43%	15%
25 - 99	46%	50%	15%
100 - 299	41%	48%	15%
300 - 999	64%	30%	6%
More than 1000 employees	68%	23%	10%
Aggregate Overall %	53%	36%	11%

- Many organizations are spending over half of their annual budgets on mandatory training.
- Analysis of the range of spending demonstrated obvious disparities in spending patterns between police organizations regardless of size. This may stem from differences in what is captured under mandatory training; however, it suggests that some organizations have greater resources available for non-mandatory aspects of training to further develop employees.

10.2.3 Formal Training Plans

The differences between the approaches are also apparent when examining individual learning plans:

Only 32% of **Human Resource Leaders** indicated that employees have learning plans. While all Human Resource Leaders indicated there were training plans for mandatory training, there would seem to be a lack of other formal mechanisms to identify the learning needs of employees. This may indicate that many organizations are not realizing the full capabilities of their people, particularly earlier in careers. Lack of a formal plan may

have impacts in areas such as retention, succession and leadership development. Further, it does not allow for long-term identification of skill gaps and training requirements at an aggregate level.

10.2.4 General Satisfaction with Training and Development

General Satisfaction

There is general satisfaction with the training available to police organizations.

- Overall, **Chiefs** are satisfied with the training available to their police officers. Over 80% of responding Chiefs listed themselves as somewhat satisfied or very satisfied with the training available to police officers. This suggests that police organizations are doing a fairly effective job of providing the training deemed useful by the Chiefs.
- 72% of **Human Resource Leaders** felt they had effective processes in place to support professional training and development.

Perceived Room for Improvement

In spite of high degree of satisfaction, there is also general agreement that things could be better.

- While 78% of **Employees** believe there is effective mandatory training, 61% still feel mandatory training needs to be improved.
- Sixty-five percent of employees see the need for more effective leadership, supervisory (60%) and computer training (56%).
- Ninety-six percent of employees believe there should be access to training for critical new skills and techniques.
- Forty-four percent of employees do not see adequate training budgets in their service. It is not unusual to find some degree of dissatisfaction with the level of training budgets in surveys.
- When asked “if money weren’t an issue, what would you address immediately?” two of the top three answers given by **Chiefs** concerned training, specifically: 1) developing leaders and succession planning, and 2) skills upgrading and continuous learning of workforce.

10.3 Pre-Employment Police Oriented Training

10.3.1 Current State of Pre-Employment Police Studies at Colleges and Universities

In gauging the current state of undergraduate police oriented training, we conducted two surveys.

The first survey was directed to the 50 colleges in the Association of Canadian Community Colleges (ACCC) policing affinity group. We also forwarded the survey to nine (9) Canadian universities who were recognized as offering programs related to police studies. We received 27 responses to this general distribution survey. Throughout this document, this survey will be referred to as the General Post-Secondary Institutions Survey. In the general post-secondary survey, the 27 participating institutions identified 50 undergraduate police and security-oriented programs with 31 being explicitly targeted for police related studies.

Our second survey was an extended survey distributed to a selection of colleges (5) and universities (2) who were known partners with policing and had indicated a willingness to complete a more lengthy survey. This group was asked a number of more detailed questions regarding their programs. This survey had a 100% completion rate (7 of 7) and will be referred to as the Extended Post-Secondary Institutions Survey. Of this selected group all offered an undergraduate policing oriented program.

10.3.2 Applications, Enrolment and Graduates

Within the **Extended Post-Secondary Institutions Survey**, those offering a traditional college “Police Foundations” course of study indicated:

	Institution	Program	Number of Applications Received	Number Enrolled	Number of Graduates
1.	Algonquin College	Police Foundations	1400	450	350
2.	Georgian College	Police Foundations	800	180	145
3.	Niagara College	Police Foundations	1200	400	350
4.	Durham College	Police Foundations	800+	150	120
5.	Lethbridge Community College	Policing Diploma	300	175	150
		Aggregate	4500	1355	1115
		Average Graduation Rate			82%

If this survey is indicative, most colleges receive in the range of approximately two to 6, or, at an aggregate level, an average of 3.3 applicants per person accepted. Although not available in the data, we will assume that some applicants will have applied for more than one college.

In the next chart, we broaden this targeted survey sample beyond the core college “Police Foundations” courses to include all other college and university courses with a police oriented focus. The data is even more encouraging.

	Institution	Program	Number of Applications Received	Number Enrolled	Number of Graduates
1.	Algonquin College	Police Foundations	1400	450	350
2.	Georgian College	Police Foundations	800	180	145
3.	Niagara College	Police Foundations	1200	400	350
4.	Durham College	Police Foundations	800+	150	120
5.	Lethbridge Community College	Policing Diploma	300	175	150
6.	Georgian College	Bachelor of Applied Human Service: Police Studies	130	35	30
7.	University of Guelph-Humber	Justice Studies	400	100	75
8.	Georgian College	Law and Security Administration	60	25	20
9.	Niagara College	Law and Security	600	200	150
10.	Durham College	Law and Security Administration	500+	120	95
11.	Niagara/Brock University	Police Foundations Degree	25	25	25
12.	Niagara College	Police Foundations Accelerated	15	15	15
13.	Lethbridge College	Criminal Justice Credential of Academic Achievement	15	10	10
		Aggregate	6,245	1,885	1,535
		Average Graduation Rate			81%

- This data indicates that there is healthy enrolment in these courses. Anecdotal data from a number of institutions indicates that, typically, all seats are filled for these programs and that there is a waiting list for admissions.
- There are 1,885 people enrolled in 13 courses at the seven institutions listed above. If we extrapolate to the full 50 colleges, assuming a similar level of enrollment, we could theorize over 10,000 students annually demonstrate interest in police and security-oriented careers. A reasonable pool from which to begin recruiting.
- The data suggests that there is a great deal of interest and a large pool of young people available who are sufficiently self motivated to sign up for programs. While admittedly, this is an unscreened group of whom some members may be unsuitable for careers in policing, the sector needs to examine how to ensure that it maximizes the potential to attract the qualified candidates found in this group. Particularly, prior to their accepting employment elsewhere and seeking a career in a non-police and security sector role.
- Those entering these programs are generally between 17-25 years of age. This raises a concern, as there is typically a 5-year difference between the age of graduation and the typical age of police recruits.

The policing sector should examine how we bridge the gap after graduation in order to keep this group motivated to pursue a job in policing rather than moving to another career.

10.3.3 Duration and Cost

Duration: 8 months – 4 years

- Based on the **Extended Post-Secondary Institutions Survey**, a Post-Secondary course in police related studies may take anywhere from eight months to four years. Those lasting for a short duration are typically an accelerated delivery course while the 4-year course includes earning a Degree and may even include earning credits through co-op placements with a policing organization.
- Based on the **Extended Post-Secondary Institutions Survey**, the most common approach delivered by colleges is a 2-year (16-month) diploma-granting course.
- The length of time in these courses does not have a subsequent bearing on the duration of specialized training provided by a Police Academy, Training College or Training Unit. All entrants without prior practical policing experience undergo the same length of training in a Police Academy or Police Training Unit.
- The cost of pursuing this training ranges from \$2,200-\$20,000 depending on whether the course of study spans two to four years and is undertaken in a college or university. The mean cost of the 2-year college police foundation courses from the extended survey was \$5,600.

Cost: From \$2,200-\$20,000

10.3.4 Accreditation

- All survey respondents indicated their courses provided a certificate, degree or diploma as a portable certificate to the learning acquired through the college or university.
- A number of colleges and universities have reached agreements whereby the credits earned toward a diploma might then be transferred or migrated for later credits toward a degree.

10.3.5 Course Content

- There is a high degree of similarity in the course contents (over 85%) as indicated by respondents to the **Extended Post-Secondary Institutions Survey**. This is to be expected as many of the respondents were from Ontario.

- This finding indicates that there is already a solid foundation for a standardized curriculum for post-secondary police related studies at colleges. At a minimum, Ontario, Québec, British Columbia, Alberta and other provinces either have or are working toward common standards and measures for this type of training.

10.3.6 Alternative Education Models

The following examples of education models were gathered from the **Extended Post-Secondary Institutions Survey**:

- **Accelerated Approach:** One respondent indicated they also offered an accelerated Police Foundations course lasting only eight months.
- **Combination Diploma/Degree:** A couple of respondents recognized college education with select partners followed by study at their university to obtain a degree (Athabasca University, University of Guelph-Humber, and University College of Fraser Valley). Georgian College offers a 4-year plus two coop terms Applied Degree where students are taking some electives at Laurentian University.
- **Part-Time Study:** Virtually all but the accelerated option offer part-time study options in completing the programs. This suggests a solid mechanism is in place to address the education of mature students, people with life balance issues and other individuals looking to gain a police oriented education using a more flexible option.
- **Distance Learning:** Similarly eight of 14 policing related courses offered by the institutions in the extended survey have distance education options (often with a heavy e-learning component) allowing individuals to pursue at least part of a program without being resident near the institution on a full-time basis.
- **Co-op Education:** Finally, 4 of 14 policing related programs offered by the institutions in the extended survey have co-op options. It may be worth taking a closer look at the models presented by Brock University (in cooperation with the Niagara Police Force), the University of Guelph-Humber (Toronto Police Service) and Algonquin College to gauge the opportunities such co-op placements create for attracting qualified candidates.

10.3.7 Attracting Target Groups

- The majority of the **Extended Post-Secondary Institutions Survey** respondents did not track special demographic groups of interest to the police sector. Just over half of the extended survey respondents track the number of female students.

- Of those that track the various groups, here are the results:

Demographic category	Number that track (n=7)	College Percentage (%)
a) Female	4	30%-48%
b) Racially Visible	3	2%-61%
c) Aboriginal	3	1%-3%
d) Disabled	3	1%
e) GLBT (Gay, Lesbian, Bisexual & Transgendered)	0	

- For the most part, institutions did not make special efforts to attract designated groups beyond employing an inclusive policy. Some strategies for attracting the female demographic included conducting non-traditional career fairs and providing additional fitness opportunities for women.
- Lethbridge Community College cited the Criminal Justice Credential of Academic Achievement program as a key tool in attracting and supporting aboriginal people wishing to pursue a Criminal Justice Policing or Correctional Studies Diploma.

Placement of graduates:

- Our **Extended Post-Secondary Institutions Survey** reported the following placement of graduates in their programs.

Placement	Percentage
Policing	0-50%
Corrections	0-45%
Private Security	10-15%
Military	3-5%

- Results indicate that a number of programs have a fair degree of success in placing candidates in police related fields, particularly in light of the age of students when they complete the program.
- Further study is required to examine the factors that allow some programs to be more successful than others.

10.3.8 Links with Policing

- Seventy percent of respondents in the **General Post-Secondary Institutions Survey** reported having a relationship with at least one police organization or association. In the **Extended Post-Secondary**

Institutions Survey response, all institutions had links. However, this is to be expected as they were selected for the survey on the basis of close affinity to policing.

- Typical links include:
 - Advisory Committee for the college in question
 - Provided support in the development of curriculum and courses
 - Members of police organizations serving as instructors
- Conversely, only 47% of police organizations in the Human Resource Leaders survey reported having a formal partnership with a college or university.

10.3.9 Program Design, Evaluation and Satisfaction Levels

According to the **Extended Post-Secondary Institutions Survey**, programs were often established by:

- Guidelines from the Solicitor General (Ontario)
- Advisory Committee input from committees made up of practitioners, academics and community agencies
- One college noted it consulted with Ontario Association of Chiefs of Police
- Course development at universities is typically completed by individuals who have a minimum of a Masters Degree and extensive field related experience.
- This suggests a solid foundation and series of relationships for increased cooperation between the post-secondary institutions and the sector.

Program Evaluation:

- There seems to be a regular annual system of reviews and changes of minor content such as in statutory and case law. Other updates are made, but there does not seem to be the same degree of regularity or consistency.
- As the majority of the **Extended Post-Secondary Institutions Survey** in the sample were from Ontario, it is hardly surprising that the Key Performance Indicators, an annual process, now mandated by the province was the most frequently cited form of on-going program evaluation.

10.3.10 Plans and Initiatives

In the **General Post-Secondary Institutions Survey**, the majority of institutions were planning on making changes to their programs (67%), their approach to marketing their programs (67%) and to their current

associations with police, justice or security organizations (60%). This would indicate a degree of flexibility on the institutions part and a willingness to adapt to meeting changing needs and demands.

10.4 Recruit Training

Unless otherwise stated, all data related to recruit training was gathered through the Police Academies, Police College and Training Unit Survey.

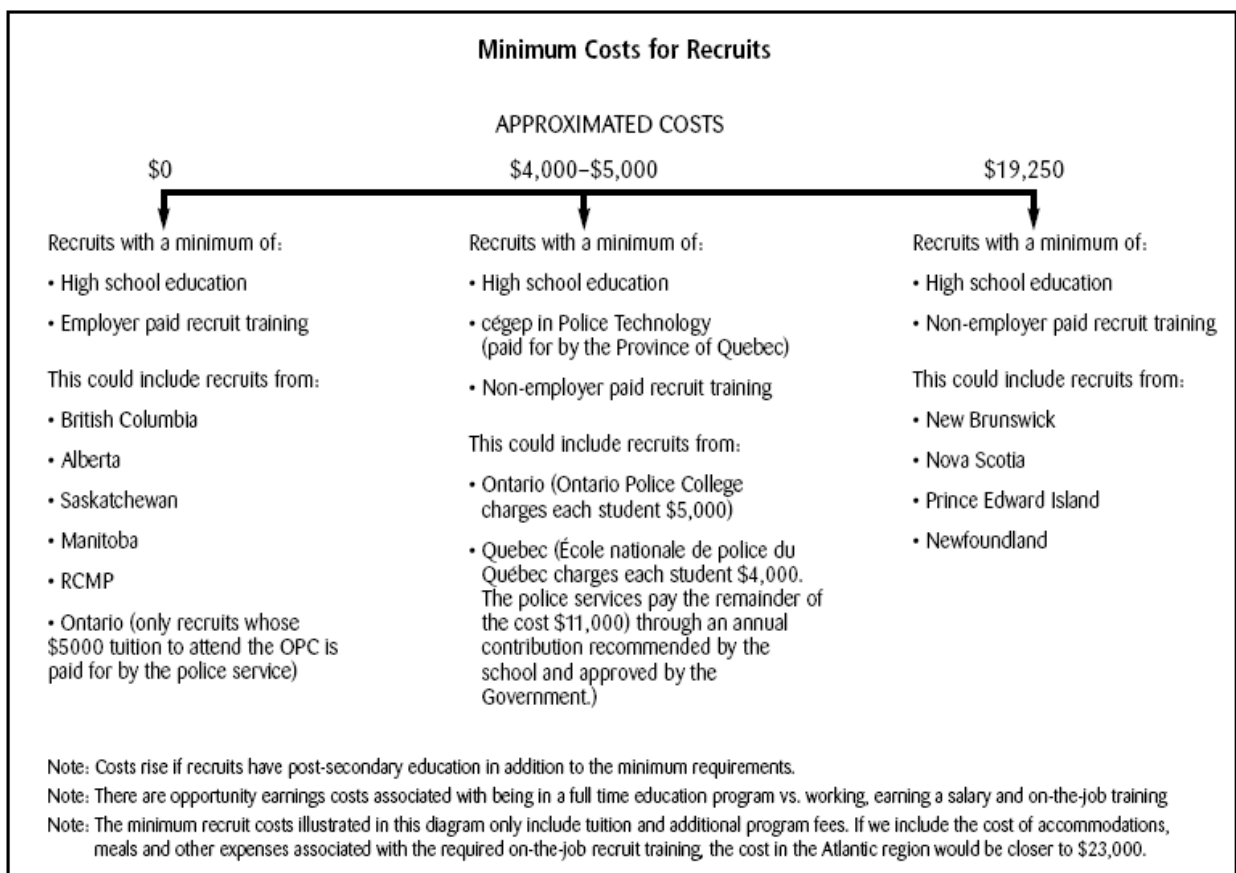
10.4.1 Accreditation, Equivalency and Transportability

- All police organizations recognize the experience of transferring officers from other police organizations to some degree or another; however, few have a standardized means of recognizing “recruit” training that is not accompanied by considerable officer (on-the-job) experience.
- 64% of respondents assess equivalency of prior training of candidates; however, the ways in which experience is assessed varies from informal to more formal policies to legislated approaches.
- A number of organizations have entered into specific bi-lateral agreements for recognition, but the overall recognition is not standardized. These organizations may serve as models for how such agreements could be reached.
- A number of models exist for establishing a means for recognizing credentials of those transferring between provinces in professions such as nursing, teaching and engineering in order to provide an accelerated ramp up rather than insisting on full re-training with the resultant loss of time on the job, work/life balance and unnecessary cost.
- There are few cases where the recruit-training program has any kind of accreditation recognized beyond the boundaries of policing. Most provincial (or in the case of Atlantic tri-provincial) police academies grant a diploma or certificate allowing the individual to “practice” for organizations in the province where it was obtained. From within the sample, both the Justice Institute of BC and Memorial University recognize the course work undertaken in police training as credits toward a Degree.
- There may be value in having the training conducted in other academies recognized as suitable transfer credits to universities if a university degree continues to be seen as a desirable credential for policing.

10.4.2 Cost of Training

While the costs and some of the policies for recruit training have changed slightly from the chart prepared in the *Strategic Human Resources Analysis of Public Policing in Canada**²⁴ (below), the findings remain essentially the same. There is a distinct difference between provinces in who bears the expense of recruit training.

FIGURE 29



* Based on 2000 data.

Updated cost of training: ENPQ is \$6,000, Ontario Police College is \$7,500.

- In some provinces, hiring does not occur until after completing full recruit training and the individual bears the full expense of training. In other provinces, the recruit (some of whom have offers, others who do not) pays part of the expense with local police organizations and/or the province subsidizing the training. Finally, in other provinces recruit training is fully funded by the police organization or by the province.

²⁴ Strategic Human Resources Analysis of Public Policing in Canada, pg.109.

10.4.3 Completion Rates

- The recruit training completion rates varied from 93-100%.
- The majority of individuals enrolled who do not graduate seem to leave for academic and physical reasons. A few choose to leave because they decide that policing is not for them. However, it would seem the majority who reach the Academy stage are dedicated to the career. This may be because the organizations have done an effective job screening applicants, but may also have to do with the fact that most candidates entering Academies are older and would have moved on to other careers prior to policing if they had not been committed to wait to their later 20's prior to being accepted by an organization.

10.4.4 Program Evaluation and Satisfaction Levels

- **Academies** all conduct Level One Evaluations (Kirkpatrick's Learning and Training Evaluation Theory). Essentially, these are surveys to gauge student reaction to and satisfaction with the training, trainers and facility.
- A few respondents indicated they were doing some work at Level Two, which assesses the learning that resulted from the training in terms of increased knowledge or capability; however, there were few examples of this.
- Without conducting Level Two testing, there is no evidence that some courses are delivering knowledge and skill that were not present prior to enrolment. It may be assumed that much of the hard skills training are new, but this may not be the case for other more "soft-skilled" courses.
- Without Level Two Evaluation, which gauges if training has resulted in improvements in knowledge and skills for application to the job, it is not possible to effectively examine return on investment.
- A similar concern was noted in the 2000 Strategic Human Resources Analysis of Public Policing in Canada²⁵.

²⁵ Human Resources Analysis of Public Policing in Canada, pg.121-122.

10.5 Police Officer Development

In this section, we deal with the on-going professional development of police officers. It does not refer to specific leadership development dealt with in Section 12.

10.5.1 Satisfaction with Training and Opportunities

- As observed earlier in this section, only 32% of responding **Human Resource Leaders** indicated their police organization used formal learning plans. This is in agreement with **employees** where 30% reporting having a formal plan.
- Sixty percent of **employees** felt they received the assistance they required from their supervisor to support their training needs. However, only 36% reported having any kind of an annual discussion of career goals and related training needs with their supervisor.
- While 78% of **employees** believe there is effective mandatory training, 61% still feel mandatory training needs to be improved.
- Most employees see the need for more effective leadership, supervisory and computer training. In fact, there are multiple sources for these types of courses, including the Canadian Police College, for police organizations that do not have in-house or local Academy or Training Units offerings in these areas. It is not clear if this need is a question of perceived versus real need or a case of insufficient planning, time and funds available for this kind of training.
- Forty-four percent of **employees** do not see adequate training budgets in their service. (Such findings taken alone may not be particularly worrisome; employees in most organizations generally comment that they wish there was more time and money for training; however, in the context of the other surveys this indicates a similar concern with lack of training opportunities).

This suggests there are a number of opportunities to make more formal arrangements, particularly if encouraging development is seen as a major retention strategy.

10.5.2 Delivery Channels and Types of Training

- According to **Human Resource Leaders**:
 - For those using in-house training, the satisfaction rate with the return on investment was 93% satisfied or very satisfied.
 - Police academies or police colleges are most frequently approved for off-site training and professional development with an 88% satisfaction rate with the return on investment.
 - Satisfaction drops off to 71% for universities, 67% private firms/instructors and 60% for colleges.
- Only 47% of police organizations reported being partnered with an educational institution. This may account for the lack of satisfaction with training from institutions as they would have less knowledge of police organization requirements compared to in-house or police academies and colleges. Also, the nature of the education (targeted mandatory training where the results are clear, versus more nebulous formal education) may impact perceived value and satisfaction levels.
- Therefore, we are not able to conclude that colleges and universities would do a poor job in future, only that they do not seem to be meeting expectations at present.

10.5.3 Alternative Delivery Models

- Thirty-three percent of **Human Resource Leaders** indicated their organizations are using e-learning as a delivery technique. The number of e-learning courses offered varies from 1 to 41 courses.
- E-learning courses are provided in-house by at least eight police organizations. Other police organizations are using their local Academies, the Canadian Police Knowledge Network (CPKN) and the Canadian Police College as sources of e-learning material and courses.
- As of the date of the survey process, 88 police and security organizations have registered participants for at least one course through CPKN; 44 of these were police organizations.
- As noted by a number of participants in the **Training Leaders Forum** it is rare to find a pure e-learning solution for many types of training. A more common scenario consists of a blended solution including pre-work via e-learning and some classroom work. This blended approach has significantly reduced many on-site courses by assuring a baseline level of knowledge prior to attendance. Participants may then focus on

specific skill acquisition. One example cited four- to five-day courses being reduced to one to two days.

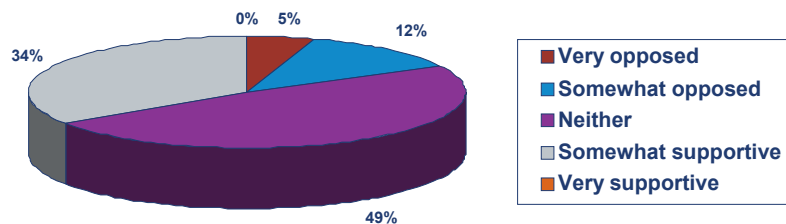
- The Training Leaders Forum emphasized that e-learning is not the only type of alternative model being used for more traditional classroom training. Problem-based learning and scenario-based learning are some of policing's best practices that involve face-to-face learning time. E-learning, when appropriate, is one means of addressing concerns about taking people away from their jobs and homes for longer periods than required.
- The **Police Academies, Police Colleges and Police Training Units Survey** and **Training Leaders Forum** underscored that problem-based learning is being more widely adopted. Those applying this approach to learning believe it yields superior results even though it is often a more time consuming process up-front in training trainers and in design.

10.5.4 Certification and/or Accreditation

- There is certification available for some mandatory training; however, unless a recognized college or university delivers courses, none of the further education delivered by Academies is recognized outside of the police organization or, in some cases, the province of the employee. It may be interesting to examine whether or not certain courses could serve as transfer credits for undergraduate or graduate degrees.
- Mandatory skills training is rarely recognized beyond jurisdictional boundaries. For example, firearm or use-of-force training is not transferable. However, this is not a major concern as most provinces have explicit standards that would form a foundation for creating a common standard. Further such skills training is re-certified on a regular basis, providing many opportunities for those moving jurisdictions to certify. However, it does represent duplication of effort in designing and upgrading training in these areas to reflect changing best practices.
- Forty-nine percent of the **Chiefs** indicated that they were “neither” supportive nor opposed to the idea of National Certification and/or Accreditation of Police officers. Also, there were more who responded positively (34%) as “somewhat supportive” than negatively (17%) as being somewhat or very opposed. In essence, while the move to national certification was not widely endorsed by Chiefs, there is not significant opposition to be overcome among this stakeholder group, should the sector move in this direction. However, the reasons for

resistance among this group should be further investigated in order to address concerns prior to implementing any move toward standards.

Chiefs-National Certification/Accreditation of Sworn Officers



10.5.5 Continued Formal Education (Post-Secondary and Graduate)

- Many police organizations encourage continued formal education with varying policies for the reimbursement of fees.
- **Training Leaders** felt a degree should be part of an overall learning plan for some officers.
- At present, there is a disconnection between the value attached to a degree from formal education versus the stated impact that a degree has on the promotion process in policing. **Human Resource Leaders** indicated they value a degree when recruiting. However, the findings indicate that holding a degree receives little consideration in the promotion process. The sector should consider the real versus perceived value that a degree has in producing better performing officers.

10.5.6 Future Plans and Initiatives

The Academies cited many examples of new plans and initiatives underway to improve the structure, approach, content and delivery of programs and courses. Some examples included:

- The on-going refinement of current courses in response to changes in legislation, the changing needs of clients, and as part of a continuous improvement process;
- New course standards;
- Upgrading courses to include more scenario and problem-based learning;
- Increased move to blended learning solutions;
- Courses aimed at police providing services in aboriginal communities;
- The introduction of problem-based learning on a broader scale;
- Specific new offerings in areas such as: major case management; and

- The creation of assessments and infrastructure to support greater professional credentializing of officers.

10.6 Service Provider Partnerships and Relationships

There are a number of examples of highly successful relationships between post-secondary institutions and police organizations. Some examples include:

- Complete out-sourcing of recruit training;
- University degree granting arrangements customized to policing;
- Serving in an advisory capacity on course design and in providing instructors to colleges and universities; and
- Increased out-sourcing of officer training to partner institutions.

These and other models offer practical examples of how the traditional view of training being provided in-house or through dedicated police academies and colleges is being challenged in some jurisdictions in order to benefit from efficiencies available in the broader post-secondary sector.

10.7 Best Practices and Future Opportunities

All surveys and focus groups collected data regarding areas of best practice and areas where there were opportunities for improvement. These findings are presented throughout the rest of this section.

10.7.1 A Broad Willingness to Share Courses to Increase Efficiency

- There is a broad willingness among police organizations to identify courses that are applicable to everyone and all are willing to share them. Some examples provided by **Human Resource Leaders** included:
 - Domestic Violence, Breathalyzer, Mapping, Tazer, Forensic interviewing, Accident investigation, advanced defensive tactics, Search warrant, Coach officer, Major crime, Supervisory, Leadership development, and so on.
- A **Training Leader** noted that the Canadian Police College offers Forensic Interviewing, Major Crime, Supervisory and Leadership training that are available to all police organizations.
- Generally, there is a willingness and openness to finding effective ways of sharing training rather than insisting on exclusive ownership. It will be interesting to observe if there is the same degree of willingness to use other training that is “not created here”.

- The **Training Leader Forum** raised the practical concerns that liability issues, copyright issues and cost recovery issues need to be addressed before widespread sharing of course curriculum will be possible.

10.7.2 Desire for Collaboration among Academies

- All **Academies** demonstrated an openness to work collaboratively, become better informed about each other's programs, and to work together to better education and police training across Canada.
- The **Training Leader's Dialogue**, held in Ottawa on March 9, 2007 indicated the value of getting together to share ideas. While part of the time at the session was spent in focus group activities, a full afternoon was spent sharing best practices with colleagues. Seven different leaders shared approaches, practices and programs. Participants were energized by the ideas and a number of these leaders are now looking at ways to incorporate some of the practices shared within their own institutions.
- Training Leaders identified the Canadian Association of Police Educators (CAPE) as a well-known learning forum, and CPKN as another viable channel for collaboration.
- Discussions during the Training Leader's Dialogue also highlighted a number of issues. Specifically, while willingness to share exists, there is also a need to be realistic and consider potential challenges including: a requirement to understand the intent of course content and evaluate it, concerns about legal issues when training is delivered by a police organization that was developed elsewhere including the requirement of a disclaimer to limit liability. There are concerns regarding intellectual property and cost recovery for design time that need to be addressed.

10.7.3 Sharing of Best Practice

Human Resource Leaders identified the following sampling of good training and development practices currently employed within their organizations:

- "Long-term career planning and regular performance management conversations";
- "Moving from traditional to more innovative adult learning techniques including reality-based training, simulations and experiential learning;
- "E-learning";
- "Building partnerships with training institutions for training design and delivery";
- "Following standards set by external bodies such as the Alberta Association of Chiefs of Police or being accredited though

organizations such as the Commission on Accreditation of Law Enforcement Agencies (CALEA)”; and

- “Making training more accessible through:
 - Block training;
 - Designated professional development days; and
 - Developing in-house expertise”.

A Sampling of best practices identified by **Academies** included:

- Innovative Use-of-Force training;
- The use of comprehensive needs analysis, course training standards and clear learning objectives which are particularly important in linking courses to operational needs and requirements;
- Problem-based learning approaches;
- Experiential and scenario-based learning;
- E-learning;
- Continued partnership and open communication with police organizations;
- Learning from practices outside of Canada; and,
- Diploma and degree based leadership programs customized for officer and civilians at the supervisor level and above.

There are many best practices available for consideration by other police organization. Those listed in the surveys have limitations in that, what is a best practice in one place may be such a common practice in another and may not add significant value. For others, a particular practice may not align with their needs and operational priorities. As is clear from the comments regarding suggested improvements in the next section, there is a role for a central organization to provide the infrastructure and support for the exchange of information and best practices. We would go one step further and comment that this body might evaluate current best practices and promote adoption of certain practices on a national level.

10.7.4 National Standards

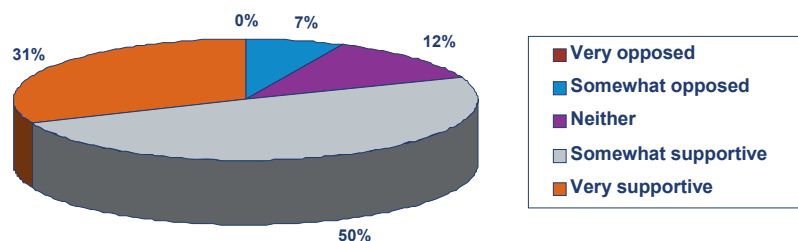
The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of their comments regarding a move to national standardization:

- There is overwhelming support for the adoption of minimal national standards. Three quarters (75%) of **employees** believe there should be national standards for recruit training and officer development. Only 66% of this group felt that their police organization provides effective new recruit training at present.

- **Human Resource Leaders** agreed that National training standards and competency standards for various ranks to provide consistency would be an improvement.
- **Academies** felt there needed to be agreement on training standards for Cadets and In-service. One benefit, which also impacts cost and issues of work life balance, was the ability to provide all officers accreditation for training wherever they work, permitting officers to take training regionally, in some cases, rather than traveling long distances. One respondent commented that establishing National Standards on Mandatory Training, such as Firearms, First Aid and Pursuit Driving would deal with the practice whereby each agency tends to administer these programs a little differently and a National Standard would clear up some confusion.
- A respondent in the **Extended Post-Secondary Institutions Survey** felt the need for a set curriculum for pre-employment training that is similar from one college to the next to ensure consistent content. Naturally, such a curriculum would be built on a set of national standards. An Ontario College commented: “a uniform curriculum, similar to the one developed by the then Ministry of the Solicitor General (Ontario) and The Ministry of Colleges and Universities (Ontario) in the late 1990's is an example of a universal training package that could be offered by Post-Secondary institutions at the recruit level”.
- This is not solely a training issue as the establishment of standards requires a clear understanding of what we are looking for in newly recruited officers as well as other officers over the course of their career. Standards need to be built with a future orientation. One **Training Leader** made the point that the content and duration of training has not changed much over the years, yet we know the demands and expectations of an officer have evolved quite dramatically in the last few decades. We cannot base standards on what we currently teach, but on the current and future bona fide job requirements.
- Another respondent in the **Police Academies, Police Colleges and Police Training Units** survey commented: “I use the metaphor that training is like an arrow, in that the archer can shoot it anywhere with great success. It is up to the national police community to determine the target, through a clear articulation of standards. This is particularly acute in issues such as legal studies, use of force and investigation & patrol; those areas that are framed by Supreme Court of Canada case law.”

- In speaking with **Training Leaders** regarding issues such as harmonization and portability of qualifications as well as recognizing training from other institutions they commented that it all comes back to the issue of standards. Once standards are in place, the sector can tackle these other challenges.
- **Chiefs** are 81% supportive of National Training Standards for Recruits, with 31% responding that they are very supportive and 50% saying somewhat supportive. None of the Chiefs were very opposed to this idea.

Chiefs-National Training Standards for Recruits



10.7.5 A National Body to Support Police Sector Training

The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of their comments regarding a national body supporting police sector training:

- There is significant support for a national body to support training in the police sector.
- **Academy** respondents commented that we need a standing committee on training and training delivery that reaches all rank levels and all Public Safety Sector education. Some felt this needed to include mainstream educational institutions. Such a body could play a key role in monitoring standards and would also have a role to play in looking at national level instructor certification and building the infrastructure for better communication, dealing with education issues of common concern and sharing of best practices.
- One **Academy** responded that one improvement would be: “A national body that conducts research and development, provides resources, training and support to all police agencies so that all agencies benefit - not just the larger better funded departments. There is a role here for the National Police Services body in coordinating and funding”.

10.7.6 National Level Instructor Certification

The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of their comments regarding instructor certification:

- **Academies** commented that an improvement would be having an organization that could provide formal instruction and facilitation skills training for those individuals delivering training in all aspects of police work. A couple placed an emphasis on doing this at a cost effective price to assist smaller financially challenged departments meet their training needs.
- **Human Resource Leaders** agreed that there was a need for more instructors or facilitators to present courses at satellite facilities.
- The most common current practice is to bring in subject matter experts to act as trainers and train them to be instructors.
- While some services are still doing in-house training of trainers, many large services are now outsourcing this function either by sending trainers on specialized certification programs or by bringing in contractors to provide training in instruction and facilitation. At one time, the Canadian Police College provided a central training program for police sector instructional designers or facilitators taking on this role on a full-time basis. A representative commented that it was now encouraging new instructors to participate in external Adult Education Program such as the one offered at St. Francis Xavier University.

There is certainly a role for a national body in instructor training. While the best approach may be to outsource such training, it would be valuable for this body to establish those programs that provide such training and ensure it has close links to the policing community.

There is a role for ensuring there is a sufficiently qualified pool of instructors to deliver mandatory training, particularly of standardized training that might be more efficiently delivered in regional locations.

10.7.7 Infrastructure for Networking and Sharing

The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of their comments regarding improved networking and the sharing of ideas:

- A requirement to have greater infrastructure for networking and sharing was a common recommendation from all groups, as seen in earlier sections of this report.
- As one **Academy** respondent summed up clearly: “we should continue to: increase the sharing of information among training and education institutions in the Canadian police sector. Development and sharing of “Canadian Best Practices” of police operations (e.g., use of force model) and police training (e.g., instructor certification) in order to enhance quality, standardization, and efficiency”.

10.7.8 Better Models for Leveraging the Work of Colleges and Universities

The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of their comments regarding the relationship with colleges and universities:

- One **Academy** provided comments related to standards in terms of the need to standardize the college work for police sector training in order to allow Academies to recognize this training and avoid duplication within the Academies. If recognized college courses were a prerequisite, the previous learning could be recognized and allow Academies to focus on more sector specific training and skills.
- The Ecole nationale de police du Québec alluded to their own arrangement where all applicants had the same common background before entering the School.
- A respondent in the **Extended Post-Secondary Institutions Survey** commented that Academies might well be duplicating efforts for both recruit and further development and training. They felt Academies were often developing their own courses rather than leveraging those that exist in the broader educational market.
- A respondent in the **Extended Post-Secondary Institutions Survey** felt that they could perform a valuable training service for police organizations in providing the training related to the “soft” skills such as communications, psychology, sociology, diversity and interpersonal dynamics as well as ethics and critical thinking. This will allow more time for the police training institutions to concentrate on the “hard” patrol skills training needed by police recruits. Benefits outlined included: reduced class sizes, saving training time and money and alleviating part of the staffing shortages, by allowing students credit for Community College learning which parallels that offered at recruit

training. There was a recommendation to conduct a Prior Learning Assessment to ensure standards.

- There was less commentary by universities in the **Extended Post-Secondary Institutions Survey** regarding leveraging their work. Some current models being used between universities and police colleges suggest they could be part of the recruit training system. There are also a number of examples of police organizations seeking closer ties to universities to deliver much of the non-mandatory and non-job specific training (typically, soft skill, and management and leadership training). A number of **Training Leaders** commented that it is much better to let universities do this kind of training as it passes on the administrative and pedagogic challenges to the institution while maintaining input and control of the standards and general course content.

In terms of cost-efficiency, broader training availability, and ability of Academies and police organizations to focus on more job related training and skills, the suggestion of colleges and universities merits consideration.

It was interesting to note that some **Training Leaders** felt there should be more recognition of police education by post-secondary educational institutions. They suggested that if Academies begin to view credits at post-secondary institutions as “transferable”, so should post-secondary institutions view training received in an Academy as equally transferable toward a degree or diploma. There are best practice models available in this area, which warrant further investigation.

10.7.9 More Cost Effective Training

The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of some of their comments regarding increasing the cost effectiveness of training:

- A number of **Academies** felt that taking advantage of interagency training including all levels of policing: municipal, territorial, provincial and federal would result in decreased costs. At the same time there was an emphasis that training locations needed to be decentralized in the regions as much as possible. Such an approach would also reduce expensive backfilling, travel, etc. and make training more affordable for smaller police organizations.
- **Academies** were interested in detailed cost-comparison information with respect to training costs, both direct & indirect (e.g., salaries, travel, accommodation), who pays for what, etc. As we observed in

examining recruit training funding models, there is little consistency at present in how the costing information is collected and recorded making such comparisons problematic.

- There was a particular concern with the **Academies** regarding the development of effective and cost efficient *leadership* training for all rank levels.
- **Human Resource Leaders** are also concerned about improved funding. Tied to concerns about costs are ways to be more flexible in the re-certification of legislated training to allow for training schedules to encompass a greater number of officers at one time, again a cost savings.

10.7.10 Human Resource Planning and Competencies

The survey and focus group participants were asked to identify potential areas that would improve training and development within the police sector. This represents a summary of their comments regarding improved human resource planning and the use of competencies:

- a respondent in the **Extended Post-Secondary Institutions Survey** suggested that the sector requires a process of identifying competencies that can be incorporated into the curriculum in order to produce the best candidates for recruitment;
- an **Human Resource Leader** commented that we need to become more targeted in selecting officers for training and approving the courses they take.

These comments and earlier observations suggest an overall need to step back and clarify what it is we are looking for in an officer. This applies to all levels of officer, not just to new recruits. With this information, correct standards, partnerships, training models and curriculum can be established. While there are different requirements within different police organizations, a baseline of common knowledge, skills and competencies is feasible and would add value for the sector as a whole.

In the next chapter of this report you will find our Recommendations on Education and Training & Professional Development.

11.0 Recommendations for Education and Training & Professional Development

The police sector faces many challenges including the requirement for more and better recruits, and a motivated, skilled and up-to-date workforce in order to deal with diverse communities, a wide variety of offenders and an ever complex and changing work environment. Governments at all levels, education institutions and police organizations across the country need to work together to find efficient and effective solutions to education, training and professional development issues in a climate of increased accountability, risk and fiscal constraint.

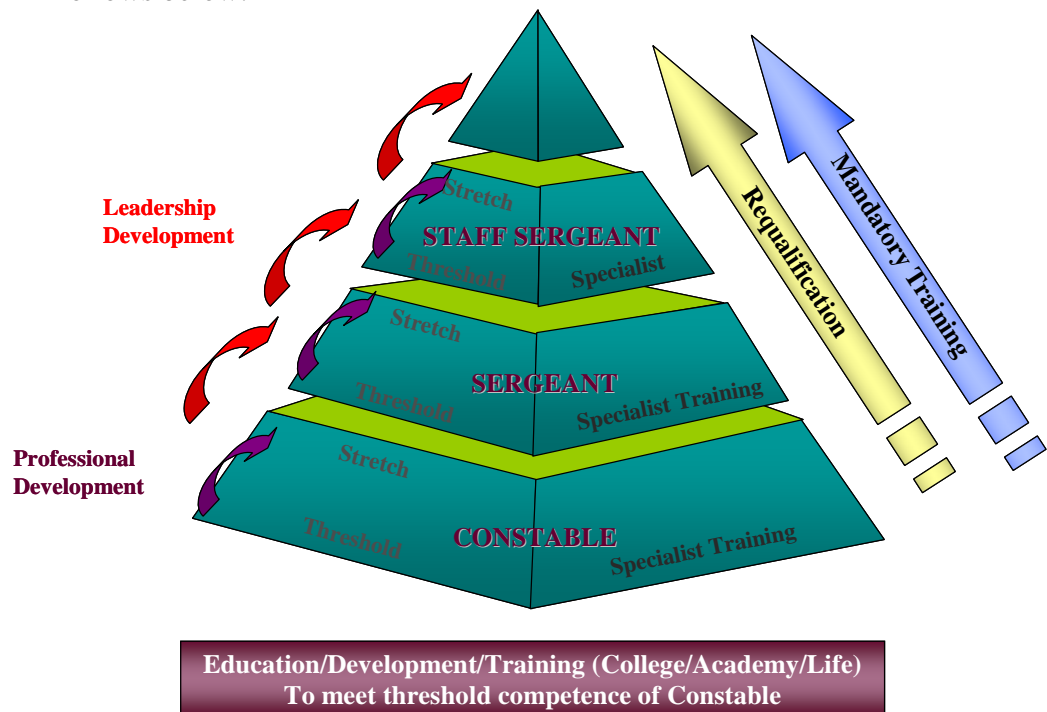
A critical challenge is that job demands at all levels have changed a great deal over time and will continue to do so. It is hard to predict today what policing will look like in 10-15 years. Organizations need to invest in understanding the knowledge, skills, abilities and competencies required for all roles in policing, from a new recruit to Chief. What education and skills does an applicant need to have to receive a job offer? What does a graduate from an academy need to have learned to enter the police organization as a Constable? What skills and competencies need to be developed for an employee to grow in their career? What do leaders in the organization need to learn and experience to be able to lead police organizations into the future? Policing needs to answer these questions and identify what the requirements are today and develop solutions that are dynamic and flexible enough to change with the times. The answers to these questions need to inform the sector so that educational institutions that are best equipped to provide the teaching, learning and experiential opportunities are doing so in a way that minimizes duplication. Training curriculum and development programs can then be created to meet these requirements. To do this well, the police sector needs to work with Colleges, Universities, and Academies as well as all levels of government to bring a synthesis to the education, training and development for the policing sector.

Further, the sector will need to examine the traditions, assumptions, philosophies and frameworks for providing education, training and development. As approaches to adult education change and evolve, the best approaches for delivery of formal and on-the-job training should be adopted wherever practical. This suggests an increased emphasis on scenario-based, experiential and problem-based learning. It also suggests a move to more on-the-job training conducted in a planned and insightful manner. Finally, it underscores the need for training and development to be governed as a long-term process that is closely linked with the human

resource planning, performance appraisal and career planning processes, not as a series of distinct one-off training events.

Top-level training and continuous development is one of the cornerstones of long-term success for the policing sector. Respondents from among the Chiefs, Human Resource Leaders and the Association Leaders are aware of the challenges of under-funding, lack of time and the difficulty in freeing resources to pursue further development. This is further complicated by the requirement for training in the form of skill requalification (referred to as update training in this document) and mandatory training which leaves little time for other forms of “elective” career training and development.

The following model represents the kinds of training that support the professional advancement of policing. A detailed explanation of the model follows below.



As the model illustrates there is a baseline of education and training that is present in each Constable following the completion of the probationary period.

In any given policing role, there are a number of training and development requirements. There is the requirement for mandatory skill and knowledge

updates and for requalification of use of force and other hard skills. There is the requirement for growth and development within the current role to achieve higher or “stretch” levels of competence. There is also the desirability of seeking broader development in a specialized field.

Even before reaching stretch levels within their current role, officers may also be engaged in developing the skills and competencies for roles at the next level through lateral transfer, mentoring, formal training and other forms of leadership development.

Discussions of education, training and professional development will consider all aspects of this model. Specific consideration of leadership development follows in Sections 12 and 13.

The sector is looking to increase efficiencies and reduce costs to deliver the best possible training, to the greatest number of individuals in order to maintain and raise the professionalism and readiness of the sector.

The findings and best practices identify many areas of opportunity. Through greater clarity regarding the skill sets required at all levels of policing, it is possible to provide training through the most efficient means. Many police organizations support development through on-the-job training, roll call training, lateral transfers, mentoring and other programs that allow individuals to learn while on active duty. Clear standards will allow these efforts to be expanded and be more impactful as they are aiming at specific knowledge, skills and experience. These approaches, if properly recognized and communicated as integral training and development experiences, may allow police organizations to address many developmental needs without defaulting to more expensive, formal and disruptive external training experiences.

Given the best practices and opportunities identified, we have considered the following guiding principles in making all recommendations:

1. **Enhancing the profession.** Having qualified professional officers serving in all police organizations across Canada must be a sector-wide, not individual, police organization concern. If the sector is to maintain and enhance its image and level of public trust, it must ensure that all police organizations have the capacity to ensure minimum levels of effectiveness as individuals move through the ranks. The sector must strive toward a joint approach to ensuring a common minimal level of competence across Canada in order to ensure all communities receive high quality safety and security services.

2. **Inclusion.** Building on the notion of professionalism, the findings demonstrate that smaller police organizations frequently have difficulty completing even mandatory training. The difficulties of time, distance and money make it even more unlikely that such organizations are able to do further formal training. Recommendations will strive to develop solutions that make training and education options more readily available to all police organizations regardless of size, geography, budget and so on. Options should enhance the entire profession and not rely on models and economies that are only accessible to larger or more urban police organizations. Those organizations that have the resources to go beyond the national options may do so, but are still expected to support the overall advancement of the profession.
3. **Flexible and efficient delivery mechanisms and channels.** When making any recommendation, considerations will be given to those delivery approaches that are most cost effective, least disruptive to the organization and individual, represent local versus options that involve travel, represent a flexible or best practice means of delivery, and minimize organizational risk by ensuring standards and controls are still maintained.

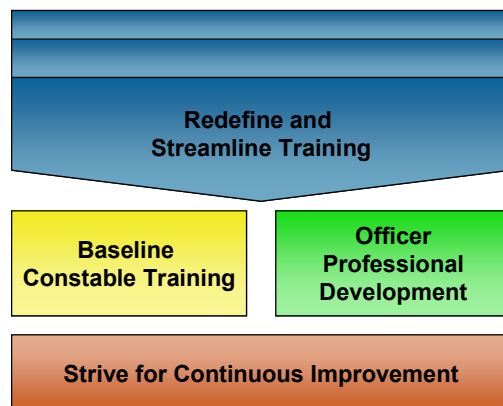
It is interesting to examine the experiences of the United Kingdom where the issue of training, national standards and the concept of professionalization came to the political foreground with the tabling of the 2002 Police Reform Act. There was recognition of the need for a centralized oversight board and the importance of a long-term strategic approach to training and education and the Police Training and Development Board was established as the key strategic body with national responsibility for bringing about improvements in police training and development. The objectives of the Board are to:

- Improve the quality of service standards by facilitating high quality life-long learning opportunities for all staff in the police organizations;
- Improve standards across all police organizations through common national standards for local implementation;
- Bring the standards of the poorest performing police organizations up to the standards of the best; and
- Improve retention of skills and reduce skill gaps by meeting the training needs of police.²⁶

²⁶ Dr. Curtis Clarke, from his report on *Skills, Competency and Knowledge: Setting a Police training strategy for Alberta*,

While the police sector in Canada may not choose to adopt the same objectives, the congruence in the areas of concern are clear. As police organizations across the world come to terms with the new challenges of providing intelligence, safety and security there will be many lessons learned and new models available to guide the efforts of the Canadian Police Sector Council.

We have created a series of recommendations as outlined in the graphic below to lead to the objectives of the renewal of police sector training and professional development.



- TD-1:** Recognize and budget for training and development separately from “update” training in order to establish appropriate allocation of training commitments and to ensure that training over and above “update” training is adequate and meeting the needs of the sector.
- TD-2:** Explore efficiencies and best practices in delivering “update” training and ensure that the investment directed to this form of training is appropriate.
- TD-3:** Ensure that all employees have formal training/career plans that are discussed, evaluated and reviewed annually.
- TD-4:** Nationally coordinate the leveraging and sharing of current training resources.
- TD-5:** Define clear national training standards and outcomes for fully-competent in-coming Constables and “Constable-in-Training” where applicable. **Dependent on RR-2.**
- TD-6:** Determine appropriate portions of in-coming Constable training to transfer to the post-secondary educational sector in order to create efficiencies.
- TD-7:** Establish nation-wide standards and exams to measure pre-requisite training of in-coming recruits and partner with colleges and universities to deliver core components of this pre-employment training. **Connected to TD-6.**
- TD-8:** Encourage Academies to revise recruit training to reflect pre-requisite training of incoming recruits and nationwide standards in order to achieve desired efficiencies. **Dependent on TD-6 and TD-7.**
- TD-9:** Engage Academies in defining clear training standards and learning outcomes for Constables and “Constable-in-Training” and a Conversion Program for “Constable-in-Training” to Constable based on competency models. Adapt recruit training to align with “Constable-in-Training” programs as they are introduced and develop additional training to support a transition to full Constable. **Connected to RR-2.**
- TD-10:** Develop a series of strategies to increase the accessibility of professional development and training to all police organizations.
- TD-11:** Mandate a national body to address horizontal issues and work toward the continuous improvement of police sector training and development.
- TD-12:** Explore efficiencies through partnering with post-secondary institutions in the delivery of professional development.

Please note that the recommendations focus on immediate areas of impact. All stakeholders agree that a move to standards is important for the sector. In consultations, there were lengthy discussions of past experiences in creating national standards. Previous experience suggests that creating and sustaining the infrastructure, processes and communications necessary to move to standards and to remain current over time represents an on-going challenge. For this reason, we have focussed on a move to standards for the in-coming Constable role where it was generally agreed there would

be the greatest immediate impact for the sector. However, once the sector is successful in creating the mechanisms to define and continuously update the competencies and standards for this group, we would then encourage a further move to creating standards for other roles and specific areas of certification.

We present further elaboration on each of these recommendations below.

11.1 Redefine and Streamline Training

Recommendation TD-1

TD-1: *Recognize and budget for training and development separately from “update” training in order to establish appropriate allocation of training commitments and to ensure that training over and above “update” training is adequate and meeting the needs of the sector.*

A great deal of time and training budget is committed to ensuring officers receive regular renewal and updating of skills and powers in order to maintain a baseline of capability in areas such as use of force, weapons, driving, new legislation and so on. While these and other forms of regular updates are essential for operational efficiency and risk management, and for ensuring new advances and best practices in these areas are addressed, they are not focussed on further advancing the capabilities of the officer in performing the role beyond the basics.

The survey demonstrated a trend of committing at least half of all training budgets to “update” training. This suggests that there is little budget remaining to address other professional development in order to increase overall competence and to acquire more specialized skills and knowledge in the current role, nor is there time and budget available for leadership development for the next role. While the amount spent on training, approximately 2% of payroll, is in line with best practices²⁷, arguably, the majority is not spent on acquiring new skills and capabilities. The sector should examine mechanisms to recognize “update” training as a necessary part of remaining operationally proficient as separate from development that allows employees to further advance in their proficiency.

We would recommend splitting the budgets in order to make the investment in professional development more evident. The fact that many organizations struggled to properly identify budgets spent on training, let alone on development training is troubling. It is difficult to provide information for decision-making and to build appropriate business cases

²⁷ Approximately, 1.8% of payroll. Conference Board of Canada, *Learning and Development Outlook 2007*.

for the increased need for professional development when figures are not tracked and reported. Not only does the sector need to match the current levels of training found in most other professions, it needs to build the case for increased spending in order to get beyond just “standing still” particularly as the number of experienced officers and civilians decrease due to labour market shortages.

**Recommendation
TD-2**

TD-2: *Explore efficiencies and best practices in delivering “update” training and ensure that the investment directed to this form of training is appropriate.*

As stated earlier, while there is no question that regular “update” training (or recertification) is essential for operational efficiency and risk management and for disseminating new advances and best practices, it is a significant drain on time and financial resources.

First, we recommend that the sector examine whether the current schedule of requalifications is required. Various stakeholders are concerned that we are not doing enough “update” training. One participant pointed to widely divergent national practices regarding how often such training is required. There should be some quantitative evidence to support the frequency with which we demand requalification, otherwise, the sector risks devoting resources based on intuition and tradition (sometimes embedded in legislation), not on a true analysis of the timing and nature required to remain abreast of skills and minimize risk for officers and the public.

Second, we recommend an examination and sharing of best practices to reduce the time and to emphasize the most efficient delivery mechanisms for requalification training. There are a variety of techniques and best practices such as operational field briefings (roll call), on-the-job coaching and blended learning approaches being practiced by a number of police organizations that reduce formal and off-site training. Sharing these techniques and approaches would be of value to all police organizations in increasing their ability to provide more opportunities for professional development beyond these basics.

**Recommendation
TD-3**

TD-3: *Ensure that all employees have formal training and career plans that are discussed, evaluated and reviewed annually.*

Our findings suggested that few police organizations had a formal training or career plan for their employees. Typically, only those supported by a dedicated human resources function performed this planning with any degree of structure. An absence of such plans becomes an issue for the sector in meeting the expectations of employees in supporting their development, a key retention strategy, and will also impact the sector's ability to conduct long-term human resource planning.

We are recommending that each individual in a police organization have an annual discussion regarding current performance and career objectives, ideally as an integrated part of an overall performance management process. This would result, at a minimum, in the creation and annual updating of a plan for short and long term training to ensure that individual potential is being developed and maximized at all points in his or her career. This should be a core tool in assisting management in becoming more involved and accountable for the professional development of each individual under his or her command.

**Recommendation
TD-4**

TD-4: *Nationally coordinate the leveraging and sharing of current training resources.*

There are a number of committees and networks currently in place that serve as networks for the Canadian police sector in the areas of training and development. However, most do not seem to have the infrastructure fully in place to act as an on-going forum for the sharing of materials, courses and best practices across the sector.

Objectives in establishing such a group would include:

- Create a common network and supporting infrastructure;
- Share alternative best practice options for delivering core training;
- Share courses that go beyond core required courses; and
- Use of a common design cover page (requirement, standards, method of evaluation, pre-requisites, etc.) in order to increase ease of sharing of formal training materials among users.

11.2 Baseline Constable Training

There are many ways in which an individual acquires the capabilities to receive full Constable status, these include:

- Probationary on-the-job training;
- Formal academy and police training facility development;

- Police oriented post-secondary education;
- Other formal post-secondary education;
- Secondary school;
- Work experience; and
- Life experience.

The recommendations that follow address some standard means to ensure that all new Constables are able to meet the standard job requirements for the profession.

**Recommendation
TD-5**

TD-5: *Define clear national training standards and outcomes for fully-competent in-coming Constables and “Constable-in-Training” where applicable. **Dependent on RR-2.***

Our fifth recommendation received support from virtually all participants in the data gathering and validation process; define clear baseline training standards for the Constable role.

Much work has been done in this area. Most constituencies, either through legislation or police organization led projects, have defined the knowledge, skills, competencies, and other attributes required of an entry-level officer. Some have gone into great detail; others do so at a high level.

The challenge facing the sector is the multitude of points of view that have evolved in different jurisdictions. If any progress is to be made on standards, credentializing and transportability, there must be a broad-based agreement on the requirements of the role. This may be accomplished through the use of competencies, as recommended in Section 7.0. However, even if the sector does not move to a full competency-based approach, it should seek to agree on the standards for minimum Constable proficiency. This will be particularly important as the sector addresses the need to quickly move large numbers of new recruits into the Constable role while ensuring standards for the profession are maintained across the country.

Steps in establishing the baseline training requirements might include:

- Analyzing the curriculum content from all Academies to determine which elements are common to (most) institutions and to which level of capability;
- Ensuring all items are bona fide job requirements (prevent barriers);
- Ensuring the standards are clear and that there are no gaps in training to address the competencies required for the role;

- Addressing the concerns of Police Chiefs regarding standards by providing flexibility in delivering further training to meet local requirements beyond the baseline;
- Ensuring buy-in from provincial governments; and
- Creating appropriate mechanisms to ensure the requirements are regularly re-evaluated to remain current.

**Recommendation
TD-6**

TD-6: *Determine appropriate portions of in-coming Constable training to transfer to the post-secondary educational sector in order to create efficiencies.*

In defining the educational requirements and standards, the sector should take the next step with these requirements and reach broad agreement on the most efficient and effective means of ensuring in-coming recruits are able to meet expectations. Requirements should be segregated into those that are obtained prior to application, screened for during recruitment, provided through formal training and development at an institution and acquired through initial and on-going on-the-job training and performance management.

In keeping with the guiding principles of flexibility and efficiency, we recommend that the sector divest appropriate aspects of formal training and development as far “downstream” as is reasonable. Canada’s post-secondary institutions are high calibre establishments that receive government funding in the interest of enhancing the competitive skills base of Canadians. They have the facilities, administrative processes and physical plants to provide a cost-effective means of delivering training to a broad number of individuals. This then, is one way to increase efficiency.

In terms of defining what is reasonable to expect to be delivered at a post-secondary institution, at present we would expect the components to have some general applicability and interest beyond formal policing. The education components might also be of interest to other areas such as law, security, social work and so on. We would also recommend that portions of police training to be delivered only to those entering the profession (i.e., those with appropriate background and security clearance) remain in the domain of the Academies.

The model would suggest that the education requirements that can reasonably be addressed by post-secondary education be packaged into a few core courses or credits. The sector would define the content and standards for such courses in broad terms. These courses could be offered as stand-alone courses or as part of a degree or diploma program. From the

point of view of those seeking employment in the police sector, the importance would be completion of these courses through whatever means is reasonable.

**Recommendation
TD-7**

TD-7: *Establish nation-wide standards and exams to measure pre-requisite training of in-coming recruits and partner with colleges and universities to deliver core components of this pre-employment training.*
Connected to TD-6.

In order for the sector to confidently divest portions of Constable training to post-secondary institutions, it must complete the process of defining requirements, standards and measures. We would recommend it set in place a series of exams that measure the acquisition of the knowledge and skills. The framework would generally emphasize learning through formal channels, but as discussed below would also allow those with considerable previous experience to qualify for credits without participating in formal courses or training.

This recommendation suggests that the sector define a set of core credits that all individuals would acquire prior to application to become a Constable. The sector would outline the core knowledge and skills that must be acquired and the standards that must be met and evaluated.

The most common means to acquire credits would be through formal education. It would not be the business of the police sector to define the full content of the credits. The actual course design, method of delivery and other factors will be placed in the hands of any participating institutions. This allows each institution to leverage its own strengths and expertise in curriculum design. Depending on the institution, the credits may be offered locally, through distance education, as stand-alone credits, or as part of a broader program. They may allow such credits to be accrued on a part- or full-time basis. Ultimately, individuals wishing to acquire such credits to apply for a policing position will select the method and program that most appeals to them.

A strength of this approach is to encourage innovation. The standard college “Police Foundations” courses may still deliver their diploma courses. Those colleges and universities working together in cooperative and degree transfer arrangements may still continue to do so. Those institutions that have created a niche in accelerated or in distance learning may continue to appeal to particular markets. Institutions wanting to compete for the “business” of individuals looking to enter policing will be challenged with addressing the needs of this diverse group.

Post-Secondary institutions offering these credits would administer a standardized series of exams to gauge the acquisition of knowledge and skill and the successful completion of a credit would become part of the national recruiting database (See RR-5). Those institutions delivering credits will also be asked, with appropriate diligence to the privacy act, to share the names of individuals pursuing these credits so that they may be contacted as part of the police sector recruiting strategy (See RR-3).

There are many benefits to this downstream training movement. First, it benefits Academies as it divests Academies of non-core training that can be accomplished elsewhere. This allows their specialized resources to be directed at the most critical factors in recruit and officer training. It may shorten current recruit course times and address capacity issues if the number of recruits increases. It may serve to reduce the potential stress on the “bricks and mortar” of Academies as the need to train a greater volume of recruits increases. (This assumes the length is not actually increased when the sector defines the education requirements for Constables).

Second, it benefits the participating post-secondary institutions. The process of defining education requirements and standards makes the expectations of the profession clear. It also assists in building closer ties with the sector. It provides these institutions with another means of competing for students within a shrinking market by delivering credits for all those wishing to pursue a police career. However, it does not stifle the freedom of these institutions to innovate in the delivery of the curriculum for these credits.

Third, such an approach benefits the policing sector. The approach calls for some degree of investment on behalf of individuals interested in pursuing police careers. Most professions find it reasonable to expect a degree of time and commitment in acquiring appropriate knowledge and skills prior to being hired in the profession. It also provides a channel of early identification and contact with individuals in order to streamline the recruiting process. The sector as the potential employer is saved the cost of delivering this training and the investment by the student will not be seen as unreasonable.

Finally it benefits individuals wishing to pursue policing careers. Those parts of police education delivered through Post-Secondary institutions permit candidates to select the location, timing and channel of learning. It permits greater flexibility for those wishing to remain close to home due to other commitments, provides part-time and distance options and is more sensitive to career change and older entrants time and work/life balance issues by potentially reducing residential Academy time. While this

portion of education would be self-funded, the post-secondary infrastructure has mechanisms for providing loans and grants to individuals pursuing these courses of study.

However, formal education would not be the only means to acquiring credits. More mature individuals with work experience that is relevant in policing may choose to opt out of taking courses and directly “challenge” the standardized exams, which will be administered on a regular basis. While the sector should identify the most efficient means to accomplish this, one option might be to leverage the network of assessment centres proposed in RR-6 in order to conduct regular examinations for those who believe their background has allowed them to acquire all of the areas of expertise necessary to obtain a credit. Hence, the credits are a pre-requisite, but previous experience may be recognized rather than forcing individuals with an appropriate background to undertake formal training.

During the validation session, concerns were raised that the credit system may create barriers for certain designated groups. We would encourage the sector to find creative ways to address any perceived barriers. For example, a police organization may wish to create scholarships and fund a group of potential candidates from a desired background in acquiring the credits in order to attract and retain this group. The barriers of the credit system should not be greater than the barriers found in applying for, being selected and completing recruit training. In fact, it allows the sector to have earlier contact with interested individuals and to manage relationships with potential recruits earlier than with the previous application model.

**Recommendation
TD-8**

TD-8: *Encourage Academies to revise recruit training to reflect pre-requisite training of incoming recruits and nationwide standards in order to achieve desired efficiencies. **Dependent on TD-6 and TD-7.***

As a result of the mandatory credits required before an offer is made to any individual, all individuals entering recruit training will have a baseline of similar knowledge and expertise. Based on a recognition of the knowledge that all entrants will have received prior to arrival, Academies can focus on developing the other defined knowledge, skills, behaviours and attitudes that require instruction to transition the new recruit from someone with broad knowledge about law and security to a more focused police orientation. This is particularly important as the demands, skills and technologies of the job become more complex and rapidly evolves. Time should be invested on high return training, not on the basics.

The sector will need to ensure clarity of requirements and standards to all academies and police training facilities to ensure they may appropriately revise their curriculum. Once standards are reviewed and incorporated, the sector may then move toward addressing the issues of transferability, portability and credentials. By ensuring this common framework, it would now be possible to provide a certificate by which completion of Constable training (including requisite on-the-job probationary training) would ensure the same level of proficiency across the Canada.

To deal with the issue of inequities in the payment of education, we recommend that all police organizations pay for this portion of training. As individuals enter the Academies with offers, they should be considered employees and paid accordingly. The success rates are such that it is a reasonable investment, particularly as most police organizations already follow a version of this model.

This recommendation does not address the issue of the differences in the cost structures between Academies. However, with the establishment of nation-wide standards, it creates the ability to begin conducting comparisons, questioning curriculum design and expanding shared best practices. Leaders of Academies may more efficiently examine recruit education and observe what others are doing differently to gain greater effectiveness through innovative adult education approaches and how greater efficiencies are being obtained. With issues such as provincial supplements and legislative requirements, costs may never be standardized, but the groundwork is set for this next important effort to achieve greater cost efficiency.

**Recommendation
TD-9**

TD-9: *Engage Academies in defining clear training standards and learning outcomes for Constables and “Constable-in-Training” and a Conversion Program for “Constable-in-Training” to Constable based on competency models. Adapt recruit training to align with “Constable-in-Training” programs as they are introduced and develop additional training to support a transition to full Constable. Connected to RR-2.*

We would recommend that Recruit training be partitioned into modules to support “Constable-in-Training” training. Each module would be created to deliver the requisite training to move between “Constable-in-Training” levels to the final level of Constable (subject to the on-the-job police organization specific training). In working with modules, recruits may complete the entire training if they are moving straight to full Constable status or may complete the requisite module to move to the next level of “Constable-in-Training” within their organization.

Upon completion of a specific module, recruits will be deemed to be a “Constable-in-Training” Level 1, Level 2, etc. This does not preclude specific police organizations from designing other new recruit training modules that go beyond this baseline. Specific jurisdictions may wish to develop additional means of training and development (classroom, problem-based, mentored) to address specific peculiarities of the region, type of work, etc. However, the standardized recruit course would cover all the minimum requirements for competence and ensure that all police organizations are producing Constables that can meet the challenges of the role regardless of geography.

11.3 Officer Professional Development

Recommendation TD-10

TD-10: *Develop a series of strategies to increase the accessibility of professional development and training to all police organizations.*

In the case of Officer Development, a large breadth and depth of options are required to fulfill development needs. Some police organizations due to size, funding and priorities have created training approaches and courses to address the majority of professional (general patrol) development, specialist development and leadership development. Other police organizations do not have the resources and infrastructure to fully address these areas.

In the interests of the policing profession and to ensure inclusion, we are recommending that the sector examine a number of potential strategies to make such training more accessible. Potential areas of consideration might include:

- How to establish a broader network of regional and local providers to deliver training. This would address some concerns about absence from the job, time and travel expenses and to deal with the increased pressure on the “bricks and mortar” of current training institutions;
- How to promote current offerings of some police organizations that would welcome the open enrolment of others;
- Examining the best way to leverage the capabilities of the CPKN; and,
- Exploring the feasibility of establishing national training options (classroom, blended, on-the-job, etc.) based on shared standards when there are significant gaps in training that smaller police organizations cannot easily overcome.

Again, the option remains for individual police organizations to deliver their training through different mechanisms if the infrastructure, funding, etc., is present. This recommendation works toward a strategy of making

minimum, standard core training and development for Officers more available regardless of limitations faced by the police organization.

11.4 Ensure Long-Term Sustainability

Recommendation TD-11

TD-11: *Mandate a national body to address horizontal issues and work toward the continuous improvement of police sector training and development.*

As mentioned in Recommendation TD-4, leveraging and sharing of current training and development resources may enhance the move toward greater professional recognition. To this end, we recommend the creation of a national body to fulfil this mandate for the sector.

However, there is a need for national coordination beyond the sharing of current practices and courses. A body, potentially the same one as in TD-4, should be mandated to identify new and emerging national training needs and to work with the sector in clarifying new standards and channels. It would also act as a body to lead the broader network of educators in identifying new training and development best practices.

There are a number of such organizations already serving the sector. Whether one such organization receives a broader mandate, or a new organization is created, is at the discretion of the sector.

Potential horizontal issues to be addressed by this body could include:

- *Provision of instructor training:* Our findings indicate that most educators feel the sector would benefit from a more centralized way to train and potentially accredit instructors, particularly those who come from operational roles and have little formal facilitation and training experience. Again, some have the facilities to perform this training in-house and others out-source such training, but for many organizations it remains an area of need;
- *Practices for disseminating other materials:* Police organizations investing in the development of various training approaches will want clarity and practices surrounding copyright, cost recovery and liability in the sharing of resources; and
- Other emerging issues of national significance to training professionals.

Recommendation TD-12

TD-12: *Pursue efficiencies through partnering with post-secondary institutions in the delivery of professional development.*

Our findings demonstrated that a number of sound relationships exist between post-secondary institutions and police organizations. There is

considerable expertise available through this channel and many models of successful collaboration. The recommendations to enter into closer partnership in pre-employment training would further enhance these ties.

We recommend that individual police organizations continue to work as Steering and Advisory Committees for local post-secondary institutions. Further, we recommend that the national training body (discussed in Recommendation TD-11) establish a closer relationship with post-secondary groups such as the Association of Canadian Community Colleges to build long-term partnerships that benefit the sector.

As standards become clearer and as relationships become more solid, Post-Secondary institutions should become partners in providing formal training and professional development particularly in instances where they create greater efficiencies for police organizations.

In the next chapter of this report we present our Findings on Succession Planning and Leadership Development.

12.0 Succession Planning and Leadership Development Findings

12.1 Context

New research from Hay Group reveals that approximately one-third of public sector organizations have a formal process for identifying leadership potential (compared to 60% of private sector companies). Almost half of the police organizations (45%) have programs to accelerate potential, but only 25% actively manage the careers of future senior leaders.

Leadership goes far beyond managerial skills and knowledge and it is needed now as never before. Research indicates that leadership continuity is one of the most critical issues for organizations, both in the public and private sectors. Demographic projections indicate the size of the challenge, both in terms of the numbers approaching retirement and the limited numbers of candidates in the next generation. But the issue goes beyond numbers; many new managers have considerable difficulty in their first 18 months on the job with about a third of them actually failing. Organizations are not having the success that they anticipate in preparing people to make the transition to higher managerial levels. In many cases, the shortage of talent is causing accelerated progression for people who are ill prepared for the next level – in effect, they are being set up to fail. The old adage says: *if you fail to plan then you are planning to fail*, and there is increasing evidence to support this.

What distinguishes successful organizations are not only leadership capability but also the ability to develop leadership. Successful organizations consistently improve and regenerate themselves by deliberately and systematically developing people to become real leaders; they actively invest in developing leaders—leaders with a passion for a higher vision, extreme self-awareness, greater self-confidence, enhanced ability to think and act creatively and position others for success. They understand that learning, teaching and leading are inextricably combined.

The nature of leadership and the expectations of leaders have evolved over the past two decades. The traditional command and control leadership style has been undermined and is being replaced by more balanced approaches, where leaders are expected to demonstrate an array of different styles, including democratic and coaching. The nature of policing is such that it relies to a greater extent than many other sectors on traditional leadership styles, as such, leaders in policing face additional

challenges in meeting their accountabilities in a manner that is consistent with accepted best practices.

For policing in Canada, Police Chiefs told us that developing leaders and succession planning is the greatest issue facing their organization today and will continue to be at least their second most important issue in the future (after attracting the next generation of talent). The concern is two-fold: 1) having the number of people to fill leadership positions; and 2) being able to develop these people to be effective leaders.

Over the next five years, jobholders in the majority of leadership positions will become eligible to retire with a full pension. Some will choose to continue in employment, but there will be others who decide to retire early. The issue of leadership loss impacts all sizes of police organizations. Some of the larger organizations reported that between 50% and 75% of leadership positions would need to be filled; in small organizations it can be 100%. This is a serious risk to policing in Canada because less than one quarter of police organizations that responded say that they have a formal and effective succession plan.

The total number of Senior Officers in Canada, based on the information provided in *Police Resources in Canada, 2005, Statistics Canada* is 1,524. Conservative estimates suggest that 500 - 700 senior officers will leave in the next five years. The successors to these positions need to come mainly from the ranks. The question still remains; do we have enough interested and qualified people to fill these positions?

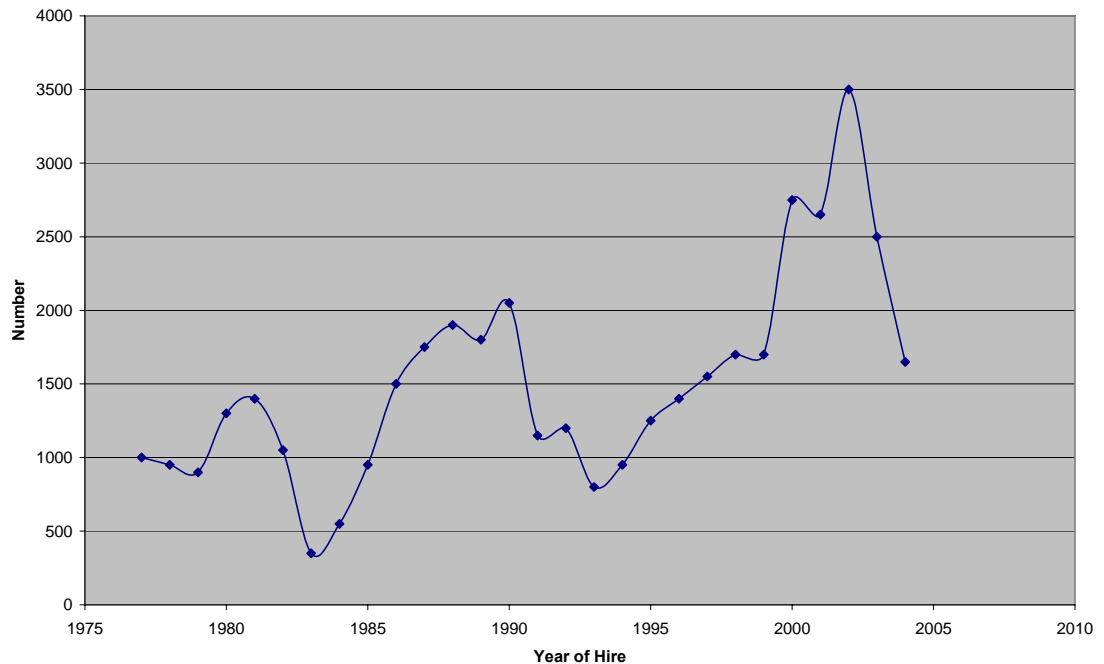
A shortage in the supply of appropriately experienced potential leaders compounds the problem. This shortage is the result of economic constraints at various points over the past 30 years, which limited the number of new hires police organizations could take on. These police organizations now face a gap or critical shortage of those employees who are ready to be promoted into middle and senior management positions. The following chart²⁸ (on the next page) illustrates the number of officers in policing by year of hire as of 2005.

Note that there is a significant drop in the 1982-1985 range followed by a relative bulge in the years 1986-1990. People hired prior 1982 are now retiring with 25 to 30 years of service. There is then a shortfall in their immediate wake. However, the bulge hired in 1986-1990 already has 20 years of service and will be approaching retirement in the next 5 to 10

²⁸ Source: Extracted from *Policing Environment 2005, Update of the 2000 sector study and implications for HR planning and management today and into the future*

years. The trough that follows is the real problem as this is the cohort from which the next generation of leaders is expected to come; officers currently around age 40 with 10-15 years experience.

Officers in 2005 by Year of Hire



Police Chiefs and Human Resource Leaders expressed other concerns about being able to meet the leadership capacity challenge in the future. One of the key issues reported in the Chiefs survey is that less and less people are interested in taking on leadership responsibilities. Many police officers who may be competent and qualified do not see the more senior management ranks as attractive, but rather as a more administrative and politically challenged burden.

Meanwhile, employees are demanding more and will only fully engage with employers that tap into their own personal goals and aspirations. In smaller services, the opportunity for advancement is limited and this inhibits an organization's ability to keep their employees motivated to advance or interested in positions that may not be available for a considerable period of time. Furthermore, in smaller organizations, it is difficult for the hiring pool of candidates to have a well-rounded management background in order to deal with all facets of police organization leadership.

In addition, there have been major changes in policing, as there have been changes in crime. Some police organizations find it difficult to provide opportunities for future leaders to be exposed to the variety of policing issues and areas that will allow them to be a well-rounded, diverse police leader. Budget constraints and operational demands have added to the training challenges and have made it difficult to provide training, mentoring and coaching to develop strong leaders.

The key questions are ‘Who are the people in line for these positions?’, ‘Do they have the competencies to be effective leaders?’, ‘Are our employees interested in a leadership position?’, ‘How will they acquire the necessary competencies and experience to be effective, modern leaders?’, and ‘How long will they be in this new position before they retire?’ These are the questions that need to be answered by an effective Succession Plan. Interwoven in this is ensuring that all levels of leaders have the appropriate training and experiential learning that will allow the candidate pool at all levels to have the opportunities to build their competencies to be successful in these leadership roles.

12.2 Succession Planning Findings

The following observations are derived from our various research instruments and summarize the perspectives of the respondents.

- Most **Chiefs** foresee a leadership capacity challenge in the future and most (85%) report that they undertake succession planning, identifying high potential employees, but only one in five have a formal approach to succession planning.
- The majority of Chiefs (65%) that undertake succession-planning think their approach is not working as well as it should be.
- Chiefs expressed concerns related to not having a sufficient pool of candidates for future management positions. Some of the causes of this have to do with the fiscal restraint from the late 1980s through to the late 1990s where recruitment for many police organizations was essentially halted. As a result of this, services have a large number of police officers with less than 10 years service and an equal number with more than 20 years of service. This lack of “middle” is negatively impacting leadership capacity.
- Most of the **Human Resource Leaders** in those services that have a succession plan said their succession plan covered all positions; second to that, plans covered leadership positions.

- Thirty percent of Human Resource Leaders said they identified high potential employees, with most saying that this applies to the Inspector rank and above; 70% do not identify high potential.
- Fewer people are interested in taking on or increasing leadership responsibilities and leaders are not able to promote the people required due to the lack of interest or readiness of applicants. This trend does not appear to be changing in the near future.

12.3 Leadership Development Findings

The following observations are derived from our various research instruments and summarize the perspectives of the respondents.

- Police **Chiefs** commented that it is difficult to provide opportunities for future leaders to be exposed to the variety of policing issues and areas that will allow them to be well-rounded, diverse police officers.
- Chiefs also stated that it is difficult to meet the appropriate training needs to develop future leaders due to cost.
- Proper succession training is expensive both in money and time. Local police governing authorities are not always willing to allocate the resources required for the appropriate training, particularly early enough in an officer's career for there to be a pay off in succession planning.
- A key challenge for small or very small police organizations is that small town policing mandates the same skills, and in some cases more skills, than a large service. This results in the additional challenge of finding people who not only have the drive to be a leader but to also meet the requirements of small town policing. Police officers in leadership roles in small and very small police organizations must have a well-rounded management background in order to deal with all facets of policing without the benefit of having specialists to support those decisions.
- There is little collaboration between services. In fact, many reported concerns that investing in selecting and developing employees for future leadership roles within their police organization may be a poor investment as other services headhunt those specific employees away. It is very difficult to groom the next crop of leaders when they are being lured away, particularly to more urban centres.

- There appears to be inconsistent understanding of what is meant by leadership development, across the Services and educational institutions. Leadership development to some meant the mandatory training courses for the next position up – those that focus on the new accountabilities for the job and are more prescriptive: “here is what you need to know, now do it”. To others, leadership development meant the broader abilities to be a leader in senior management roles, having to do with planning, leading, strategic orientation, managing people— bigger picture, thinking like a leader, decision making around the bigger issues. This may explain the feedback that there is a lack of training to develop the required skills sets for potential front line supervisors and managers.
- Policing is challenged by its relatively traditional model of what leadership is; new or younger leaders have difficulty buying into the traditional strategic plan and leadership model of the organization. Generation X and Y have different communication and life expectations than baby boomers, and these can cause friction with the established cohort of leaders.
- **Human Resource Leaders** reported that too many of the current senior leaders talk about leadership but do not display the appropriate attributes to be effective role models. Unless good leadership principles are modeled throughout the organization then it will be difficult to attract and develop the required leaders for the future.

12.3.1 Leadership Development Opportunities

Respondents commented on the nature and availability of leadership development opportunities.

- Almost all **Human Resource Leaders** said their police organization provides job related training to broaden skills and professional development. Most provide formal supervisory skills training, good leadership role models and lateral transfers, job rotations, and secondments. Many police organizations also provide individual or one-on-one coaching and many provide professional development for civilians; however, there is minimal use of mentoring programs.
- The **employees’** perspective is somewhat different. They see that there are many opportunities for improvements to leadership development. For example, while promotion is not just time based, and each police organization has its own criteria for promotion, employees think management doesn’t use the right criteria for promotion. The

perception is that it is “who you know” that will lead to promotion and not merit. This perception may not reflect reality, but the lack of effective communication around the criteria being used is hurting policing as good officers are self-selecting out of promotional opportunities.

- Forty-six percent of employees are likely to apply for a promotion within the next two years and 43% employees are encouraged by senior colleagues or peers to apply for a promotion.
- The key reasons given by employees for not applying for promotions in the next two years are because they like their current job and duties, they like the people they work with and they like the location they are in.
- To progress further most employees see the need for a stronger focus on fairness and integrating competencies in the promotion process. Education, qualification training are not seen as supporting or limiting an officer’s ability to progress. It appears that people are promoted and then receive the necessary training to do the job adequately instead of investing in developing people and then promoting those who show the greatest potential.
- Limited evidence was found of customized leadership programs for diverse employee groups. This does not align well with current best practices whereby many organizations provide targeted leadership training to particular diversity groups. For example, a women’s leadership network or leadership training for aboriginal employees.

Limited customized leadership programs for diverse employee groups

12.3.2 Providers of leadership development training

We asked Human Resource Leaders and employees for their perspectives on the different suppliers of leadership development, and we asked those suppliers for their views on the leadership development practices of policing.

- As communicated by **Human Resource Leaders**, almost all services use the Police Academies or Police Colleges to provide position-based leadership skill development training. The approach for broader-based leadership training is less consistent. It appears that when incumbents are identified for the next level, they get trained for their new job (skill-based training which may be considered as leadership development training). It is very job-oriented. It is not clear if or when a leader

Educational Institutions

receives leadership training that is about the bigger picture and thinking strategically, or is directly focused on helping them to undergo the personal transition to the next level.

- Human Resource Leaders recognize that their organizations are less effective at delivering leadership training than more general officer training and development. Fifty-two percent of Human Resource Leaders rated leadership training as effective or very effective. That contrasts with the 71% rating for their professional training and development.
- Most Human Resource Leaders have used universities to provide leadership development training. Many have used private firms and instructors, in-house training, police academies and colleges. Of these, Human Resource Leaders feel the preferred supplier by far is the police academies or police colleges.
- The Canadian Police College is the preferred supplier for many courses. Depending on the course, there are some waiting lists while other courses have vacancies. This institution serves the RCMP and many other police organizations, but is felt to be oriented towards the RCMP. This College is an important avenue to explore in creating a definitive national leadership strategy.
- Another model adopted by some police organizations for building a customized leadership course or program is through partnering with a university. There have been issues with some of these current partnerships stemming from poor enrolment. However, others have been quite successful. A current popular model for working with universities is to contract for a more general leadership course but closely tied with police organizations.
- **Employees** feel that Services have a good pool of high potential employees, but just don't know whom they are. Employees are critical about how well police organizations match people to jobs, and feel that police organizations are not good at identifying people with leadership potential or building leadership talent. Slightly more than 50% gave a negative response.
- **Leaders of Academies and Institutions** share employees' and Human Resource Leaders' concerns that high potential employees are not identified early enough. It is a clear perception that police officers are expected to put in many years of service before being considered for admission to the leadership pool. All share the belief that police organizations are not looking to bring employees into the leadership

pool early enough. There is general agreement amongst the leaders of Academies and Institutions that police organizations are doing a good job of preparing leaders once they identify them, but are they selecting the best candidates or are they missing potential? There is general consensus that leadership is something you need to be identifying and building early.

12.3.3 Return on investment for leadership courses

Return on investment is a difficult concept to measure in leadership development and succession planning. We obtained a combination of qualitative responses and some data relating to the investment (excluding salaries) being made by different services. The financial data is not precise because it is likely that different respondents had different interpretations of the question and did not have access to similar data.

- Police Academies or Police Colleges were rated as more effective than any other suppliers in terms of delivering the best return on investment. In-house training second, followed by universities and private firms as third, as reported by **Human Resource Leaders**.
- 59% of **Chiefs** have a positive satisfaction level with the return on investment from their leadership development efforts.
- The following table presents the **Human Resource Leaders'** opinions of those police organizations who reported having a succession planning and leadership development strategy along with the average non salary expenditure on leadership development training per employee:

Service Size	Average annual expenditure per employee	Satisfaction with Current Effectiveness
< 25	\$25	SP: <1/3 rated as effective LD: >1/2 rated as effective
25 – 99	\$60	SP: <1/2 rated as effective LD: >1/2 rated as effective
100 – 299	\$122	SP: < 1/4 rated as effective LD: <1/2 rated as effective
300 – 999	\$53	SP: 1/3 rated as effective LD: All rated as effective
1000+	\$55	SP: None rated as effective LD: <1/2 rated as effective

The average investment appears to be \$65 per employee, with very small police organizations not being able to match the average, and medium-sized police organizations not being able to achieve the economies of scale that are achieved by large and very large organizations.

Succession Planning (SP) is only rated as effective by a minority of police organizations of all sizes. Leadership Development (LD) is rated as effective by about half of the police organizations of all sizes except for large police organizations that all have effective programs.

12.3.4 Impact of leadership development courses and future capabilities

Human Resource Leaders and employees commented on the effectiveness of the programs that are available. The following summarizes their comments.

- All **Human Resource Leaders** said that they observed improvement in the performance of people that they had sent on leadership development courses (some improvement - 65%, great improvement - 24%).
- Just over half of Human Resource Leaders felt providing leadership development courses had a positive impact on retention; but almost half observe no benefit.
- Most **employees** see the need for improvements in leadership development practices in their police organization in terms of: devoting significantly more time to developing talent, conducting better assessments of the capabilities of managers at all levels, identifying people with leadership potential, and building the leadership talent for the future.
- Employees identified the leadership development options that their police organization provides to be: job-related training to broaden skills, lateral transfers, job rotations, and secondments, professional development of police officers and formal supervisory training. Less than one quarter of employees identified coaching or a formal leadership development as options.
- Employees identified the following will help them progress further in their career: having promotions based more on merit, more access to personal development opportunities, developing more specialized

skills, and having promotions based on the competencies required to succeed.

12.4 Future Opportunities

There are many best practices currently available within the police sector for adoption by other police organizations. It is important to note, however, that police organizations of different sizes and means have different requirements. What is seen as an internal best practice in one place may be a common practice in others, or seen as inappropriate elsewhere. As is clear from the comments regarding suggested improvements in the next section, there is a role for a national body to provide the infrastructure and support for the exchange of information.

12.4.1 Identified Best Practices

Human Resource Leaders provided us with a sampling of their good practices in succession planning and leadership development. These include:

- *“created a leadership development database which contains information on the educational experiences, qualifications and educational degrees that Senior Management have”;*
- *“succession planning for preferred areas includes leadership as a competency and training in leadership is often a recommended qualification”;*
- *“mentoring programs, coupled with lateral transfers designed to expose officers to a variety of cross-training experiences”;*
- *“frequent and meaningful secondments to other agencies”;*
- *“partnerships with Universities to provide Post-Secondary education opportunities”;*
- *“having mandatory training for all who are in a supervisory capacity”;*
- *“development of a strategy with input from key stakeholders”;*
- *“how it aligns with the competencies of our Professionalism initiative and our business plan Mission Critical Issues”;* and,
- *“the development of a Human Resource Strategic Plan including partnerships with Universities to provide Post-Secondary education opportunities and creating opportunities for professional enhancement through education.”*

**Benchmark
Organizations*****Federal Bureau of Investigation***

Further best practices were identified in the surveying of benchmark organizations during an interview with the FBI's Leadership Development Institute. With permission, the following description is based on the information gathered in this interview.

The FBI believes they do a good job of identifying leadership candidates now and selecting them to move forward. They use a leadership development continuum consisting of a wide array of contemporary and relevant training opportunities to continuously develop their current and emerging leaders.

Additionally, they use a competency-based program that includes eight competencies. The eight competencies are: Leadership, Interpersonal Abilities, Liaison, Organizing and Planning, Problems Solving and Judgment, Written and Oral Communications, Flexibility and Adaptability, and Initiative. Their competencies are set by case law. Performance plans are based on the eight competencies. Individual coaching is often part of the performance plan and a development plan is established with it. Promotions are based on competencies as well. When you submit paperwork for a promotion you have to demonstrate those competencies—mandatory and optional ones depending on the positions (6-8).

The Institute offers a number of sabbatical programs (23), which are available through competition, to executive and senior executive levels. The Institute offers training to leaders in the FBI and external to the organization. Many of Canada's Police Chiefs of large to very large services have completed training at the FBI Academy's Leadership Development Institute.

The FBI reports they observe "some" to "great" improvement in leadership skills as a direct result of this training. This is attributed to the fact that their leadership development courses deal with the personal development in trying to improve the individual in a holistic sense, by looking at the job, the individual, their family, their interactions with other agencies, joint partnership and partnering.

New South Wales Police Force

Another organization that we surveyed as a best practice comparator was the New South Wales Police Force (NSWP) in Australia. New South Wales Police Force uses a formal process to apply competency-based human resources management tools and approaches in recruitment, selection and staffing, performance management, succession planning and

development. They have in place a competency dictionary, scaled competencies, competency models, target levels, interview guides, development resource guide, and assessment tools. Their competency models were developed for front line officer, supervisory and senior management levels.

In terms of ease of use, line managers at the New South Wales Police Force feel that the competency-based tools and approaches are simple to use for all human resource processes. They indicated that they are satisfied with the outcomes produced by these tools and approaches for recruitment and development and very satisfied with the outcomes for selection and staffing, performance management and succession planning. They also report that their competency-based human resource management tools and approaches have met their expectations.

In terms of best practices, the New South Wales Police Force say that competency acquisition and enhancement is one of the key components in developing their succession planning model. Linking competency acquisition to a career and performance development plan is essential.

**Hay Group
Best Practice
Commentary**

Hay Group's own research and experience in the area of leadership development has revealed very compelling arguments for investing in developing the capability of an organization's leaders:

- Thirty to forty percent of variability in an organization's performance is directly attributable to leadership;
- Seventy percent of all change initiatives do not succeed due to people issues—inability to lead, ineffective teams, etc.; and,
- Thirty percent of the time, poor leadership is cited as a reason for people leaving.

What distinguishes successful organizations is not only leadership but also the ability to create and nurture leadership. Hay Group's research and experience in this area confirms that successful organizations consistently improve and regenerate themselves by deliberately and systematically developing people to be real leaders. Critical elements of leadership development include:

- acknowledgment of the need to change;
- willingness to change;
- a model of successful leadership (competency profiles and role models);

- data on the individual and an understanding of their strengths and weaknesses;
- a personal development plan;
- targeted training and education;
- planned assignments with adequate time and practice;
- objective feedback, good coaching and mentoring;
- understanding common pitfalls that can lead to derailment; and,
- ongoing support.

Leadership and executive surveys have also indicated that leaders enjoy and learn best in a program that includes formal and informal learning, stretch assignments, coaching and mentoring.

12.4.2 Identified opportunities for improvement

Human Resource Leaders were asked to identify the things that they have changed to improve succession planning and leadership development, or stopped doing because they weren't working well. The following is a sample of those responses; they reflect a more calculated approach being adopted. Some of the changes made are:

- *“targeting more efforts in regards to competency development of our officers;”*
- *“focus more on skill development than theory;”*
- *“began a mentoring program;”*
- *“including officers who are successful in the promotion system in senior management meetings to orient them on a more global level;”*
- *“many are now in the process of developing either a succession plan or leadership training;”*
- *“within the past year a supervisor's course has been established and is mandatory for all newly promoted supervisors. We have also brought in the Police Training Officer program, which stresses leadership;”* and,
- *“now we place more responsibility on the Constables to show what skills they have that make them an ideal candidate. More formal interview process to gauge what they have learned in their time off.”*

12.4.3 Initiatives that Human Resource Leaders felt would most benefit succession planning and leadership development in policing

Human Resource Leaders were also asked to identify the things that they believe would most benefit leadership development and succession planning as practiced in policing. They offered the following advice:

- *“certified training, standardized formal program;”*
- *“identify core competencies for leadership positions that are considered essential for each level of administration regardless of the size or location of the organization;*
- *“competency based leadership courses;”*
- *“a promotional process that measures an individual’s natural leadership abilities along with job experience;”*
- *“a comprehensive leadership program from the CPC (Canadian Police College) that is accessible. Portions of the program should be available on-line;”*
- *“improve mobility of officers around the country at all ranks;”*
- *Current leaders should understand younger generations and make leadership positions more attractive;”*
- *“improve selection processes;”*
- *“improve cross group mentoring to welcome and develop diversity in police officers;”*
- *“develop a more formal structure for coaching or mentoring programs;”*
- *“police organizations that have adopted a succession plan and have developed leadership development programs should share these plans and programs with other services;”*
- *“federal funding to support training;”*
- *“making the leadership roles more attractive to the next generation; ”*
- *“formalized courses specifically targeted to small departments re: Financial Management, Budgeting, Depreciating of Equipment, Programming Re: Development and handling of Personnel Files, Privacy Issues, Liability Concerns;” and,*
- *“more management training for experienced officers; a mechanism to recognize when organizations have promoted people beyond their capabilities, and allow them to return to a comfort level to be productive again.”*

In summary, very few police Chiefs or human resource professionals are satisfied that their current efforts are adequate and with over 50% of current leaders able to retire within the next five years, the police sector has unique challenges to cope with.

Succession planning is, for the most part, ad hoc, and focussed on identifying who can replace the most senior levels. Each police organization appears to operate in isolation with little evidence of talent being managed across police organizations.

Leadership within the sector is focused on today's operational challenges, and is not giving enough consideration to the departure of many employees who are retiring and the alarming challenge to the long-term sustainability of policing in Canada. The focus has been on the *urgent* at the expense of the *important*; neither of which can be overlooked.

The next section of this report presents our Recommendations for Succession Planning and Leadership Development.

13.0 Recommendations for Succession Planning and Leadership Development

Succession planning in the police sector is weak. Most Chiefs say that they do succession planning of some form but their Human Resource Leaders report that few have any formal approaches; all agree that the performance in this area requires improvement. We know that up to half of all senior leaders in policing could retire within the next five years, so time is of the essence in terms of developing reliable planning processes. The old adage “If you fail to plan then you plan to fail” certainly resonates in the current situation.

The demographic statistics are well known. Across the developed world (in all sectors) positions of senior leadership are largely held by the ‘baby boom’ generation. And this generation is approaching retirement. In fact, 34% of senior leaders could retire today. The next generation, who should be stepping up into their roles, is smaller.

Finding, encouraging, and, more importantly, accelerating the next generation of leaders is the critical legacy of today’s generation. “Fast track” schemes are nothing new in either the public or private sectors, but our research and experience in working with corporations and major public services reveals many flaws in the management of high potential employees – not least in coming up with a common definition. If we want to take a more proactive role in nurturing talent, then there are some lessons to be learned. Why do we need to develop leaders more quickly? What do we mean by potential? Which police organizations can derail otherwise promising careers? The strategies underpinning success that we suggest can be adopted by individual organizations, by local collaborations and by the sector as a whole.

The term *succession planning* has multiple interpretations. There are essentially three philosophies to choose from.

1. The minimalist approach is known as Replacement Planning. The organization identifies a small number of key leadership positions that would need to be filled quickly in the event of a departure or retirement, and then, for each position, identifies the person in the organization who could most easily step into a vacancy should one occur. These people are assessed to be either *ready now* or *ready later*. If they are not ready now, then a development plan is put in place to get them ready as soon as possible. In this case, the leader likely knows who is going to fill their seat should they vacate it, and this is

probably what many Chiefs mean when they say that they do succession planning. This approach does not identify high potential employees or target a group of people to develop for future generic leadership roles. Replacement planning is typically used by small organizations.

2. The most common approach in industry is the Targeted Approach. In this concept the organization identifies critical and vulnerable positions – i.e. those leadership positions where a vacancy is either anticipated or where an unfilled vacancy for any length of time would be harmful to the organization; it also identifies high potential employees capable of filling these positions at some time in the future. These high potential employees are not necessarily the individuals who could most easily step into a vacancy, but they are believed to be the best long-term candidates for the positions. Typically, each identified position has at least two high potential people identified as a possible incumbent and each person has more than one position that they may be potential candidates for. The high potential people receive development appropriate to the role(s) that they might move in to. When a vacancy occurs, there may be an open competition or, assuming that prevailing regulations permit, one of the high potential people may be appointed.
3. The third approach is known as Talent Pool Management. This philosophy operates on the notion that all employees should have equal access to development; therefore, generic leadership development programs are established and offered to all employees at a certain level. The idea is to improve the quality of the overall candidate pool and thereby ensure an adequate supply of capable talent for the future. This approach does not target the available investment in selected high potential people; rather it offers a little development to everyone.

**Recommendation
SPLD-1**

SPLD-1: Design, create, and encourage a formal, transparent, targeted approach to succession planning across Canada. **Connected to CMB-1.**

Police organizations of less than 100 employees are likely to have few leadership positions and fewest high potential candidates. In practical terms succession planning might become something close to a replacement plan. The key difference, however, is that should it be necessary, the plan would identify both the “best” long-term candidate and the person who could most easily step into each vacancy. In some cases this will be the same person, but not always. Leadership vacancies will continue to be filled through competition, but there should always be at

least two internal candidates; one representing the easiest short-term solution, the other, a possible more effective long-term solution.

Allow us to use an analogy of the Olympic games to illustrate how this might work. Before competitors are accepted to go to the Olympic games, they are expected to first compete at what are called Olympic Trials. Those who compete at the Olympic Trials and win, go to the games to represent their country. Using a Targeted Approach to developing Olympic athletes (read Leaders), we identify a handful of competitors two to three years in advance that we feel have the potential to do well. Over these two years we developed them as part of a high performance program, building their skills and competencies so that they can compete well at the Olympic Trials. The Olympic Trials are competitive and the best of the best go on to the Olympic Games.

Applying this approach in an organization such as a police organization requires the identification of high potential employees for leadership roles, identifying their strengths and areas for development, developing them over the years and preparing them for successful competition of leadership positions. Each police organization needs to develop a map (succession plan) of how many high potential employees it requires for each leadership position (see above). For instance, you may want to identify two people for the Chief position and two to four people for the Deputy Chief positions and lower.

Each police organization would conduct a yearly analysis projecting 5 to 10 years ahead. This analysis would be based on age, taking into account a nominal attrition assumption. There should be enough people in the High Potential Program to fill three quarters of the vacancies. The overall candidate pool would fill the rest of the positions.

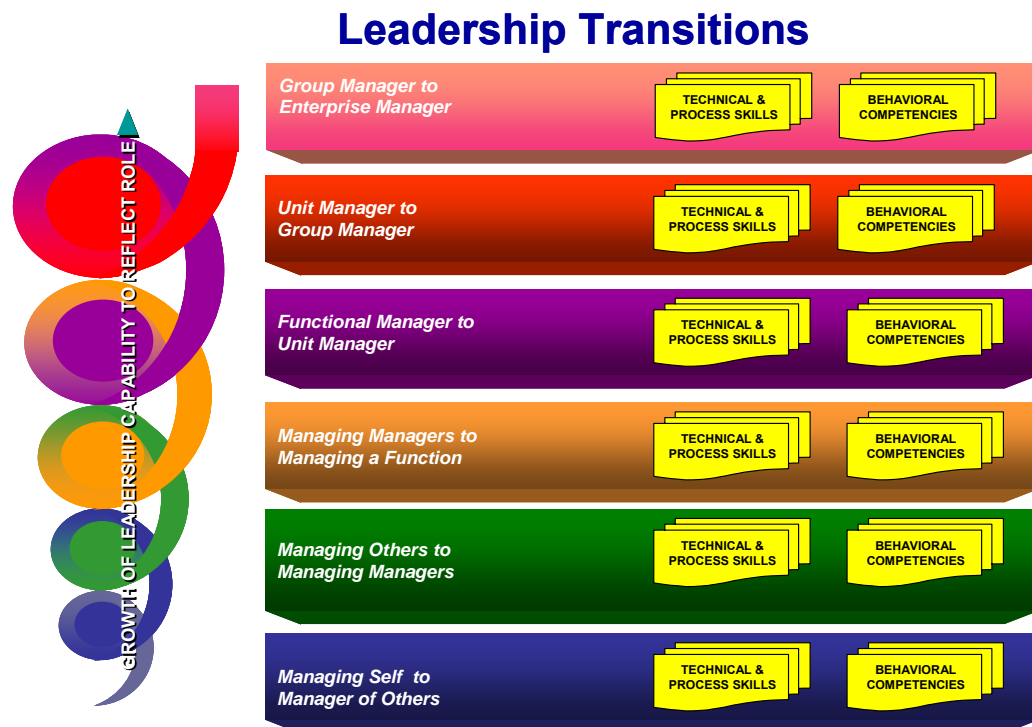
Recommendation SPLD-2

SPLD-2: *The police sector should coordinate the development of a Policing Leadership Framework that defines the skills and competencies required at each level of leadership within policing, and identify the nature of the personal transition that individuals must make to move from one level to the next. **Dependent on CMB-1, 3c.***

We recommend using a framework such as the Leadership Transitions illustrated below. The ideas it contains are drawn from Hay Group's latest research and experience in the assessment, training and coaching of managers and executives, as well as the work of Stephen Drotter and Ram Charan²⁹ in studying leadership transitions.

²⁹ Authors of *The Leadership Pipeline*, Jossey-Bass inc. 2001

This illustration depicts the various transitions an individual makes as they move to a new level of management within an organization. This framework will help address the issues of selection, succession planning, and, training and development at the leadership level. At a minimum, it provides part of the road map to helping leaders be successful at all levels of the organization.



Model drawn from - Charam, Ram & Drotter, Stephen J.: *The Leadership Pipeline*. Jossey-Bass Inc. 2001

An individual moving to any new leadership position in a police organization will undergo a series of significant challenges and changes; there are new responsibilities and accountabilities, relationships must be unmade and reformed under a new set of principles appropriate to the new level; and, new knowledge, skills and competencies must be acquired. Perhaps the most challenging aspects involve changes at a deeper, behavioural level. The individual must seek to change their view of themselves, what makes them successful, their “social role” within the organization and more fundamentally the things that they value as important in the workplace.

Behaviour is the result of the person and the situation. To better manage the progression of a leader through the leadership ladder, we must

understand how the situations change, and what behaviours are called to change along with it. At each level there are key transition points faced by an individual as he or she moves between leadership levels in a police organization. By understanding these transitions we will be able to measure when an individual is ready to progress to the next level.

Our research has identified a lot of good work in this area, which should be leveraged. Unfortunately, there is no common framework shared by police organizations; each has developed or adopted its own. The intent here is to establish a “best practice” model that can be used as a reference point for all services across the country.

Recommendation SPLD-3

***SPLD-3:** The police sector should have a National Police College that provides leadership development courses aligned with the Leadership Framework that meets accessibility requirements of all police organizations across the country, and meets the required sector standards.
Dependent on CMB-1, 3c.*

We recommend the Canadian Police College, which is already striving to develop and deliver core leadership training to all police organizations, develop a National Leadership Development Core Curriculum (including leadership competencies). Given the progress they have already made, what this calls for is realignment around the new Leadership Framework as described in SPLD-2. It also calls for them to work with the broader sector in developing a series of strategies to increase accessibility.

Not all Chiefs are created equal; there are Chiefs in small police organizations, medium police organizations and large police organizations, each with varying skills and competencies required. The new framework will be used to manage the “leadership pipeline”. A curriculum needs to be built around the transitions between the small, medium and large variants. Our recommendation is that the Canadian Police College be the owner of the solutions to delivering curriculum to help people through these transitions. There could be multiple solutions to meet the knowledge and competency objectives, which we define through competency profiles. The solutions that the Canadian Police College develops do not have to be the only solutions. While there ought to be a model solution; others can do some facsimile of it. Police organizations should have a choice of sending aspiring Chiefs to the “Aspiring Chief in a Small Force” course, or if the police organization can do it cost effectively at another university then that option should be made available provided the curriculum of the chosen program is aligned to the competencies of the leadership development core curriculum and links with the leadership transitions framework.

**Recommendation
SPLD-4**

SPLD-4:** The police sector should develop a repository of leadership development programs and materials aligned with the Leadership Framework. **Dependent on CMB-1, 3c.

Many services will develop their own leadership development programs in partnership with their local Academy or educational institution. While we believe that this is potentially wasteful for the overall sector we would not seek to impose a one-size-fits-all solution on all police organizations. We do, however, recommend that programs developed by the Canadian Police College and by the larger services that are able to develop their own programs be documented and held in a central repository for other services to access and utilize. The intellectual capital in these programs should be available to all services to minimize the duplication of effort.

**Recommendation
SPLD-5**

SPLD-5:** Promotion should be transparent and fair and be based on the demonstrated acquisition of skills, knowledge and competencies. **Dependent on CMB-1, 3c.

The current reality in many instances is that officers are promoted only after a certain amount of time has been put in at a particular level. For instance, one may need to be a Constable for a minimum of eight years before even being considered for promotion. Time at level is often used as a proxy for experience, which in turn is a proxy for a developed competence. We propose to assess the competence directly and remove the dependence on the “time at level.”

Employee focus groups suggested that promotions, particularly at the non-commissioned ranks, are often given to the person that has been waiting longest or is next in line, sometimes at the expense of more capable candidates. This is inappropriate and promotions should be based solely on merit.

We are not ignoring the importance of experience or suggesting that levels be skipped or short-circuited. We are simply recommending that capable people not be held back when they are ready to progress because of some arbitrary notion about a required amount of time at any particular level. If some police organizations feel more comfortable with an identified minimum time that must be spent as a Constable prior to the first promotion, then we would suggest that such minimums not exceed five years (or eight years including time as a “Constable-in-Training”).

**Recommendation
SPLD-6**

***SPLD-6:** Police Chiefs should establish a voluntary forum within regions for the purposes of assisting each other in developing their high potential talent into future leaders.*

Large police organizations may have many high potential people and may need to find suitable opportunities or assignments for them. Small police organizations may have only one high potential person and no developmental opportunities. Police Chiefs should be aware of the high potential people in their police organization and ensure that they are being provided with appropriate developmental opportunities. This may include allowing such people to work on secondments at a neighbouring police organization when this is of mutual benefit.

In the next and final chapter of this report we present our Conclusions.

14.0 Conclusions

The current state of human resources management in the sector does not serve policing (or Canadians) as well as it could. The human resource capability within the profession is highly variable. In larger services we find hard working, dedicated human resource professionals trying to establish best practices in organizations that often do not value the function to the same extent as most modern employers. In medium and small services the function is often populated by hard working people who are not human resource professionals. They are often police officers with assigned human resource responsibilities (maybe as part of their role), and they do the best they can with the limited tools and training that are provided.

At the root of any police organization's ability to serve and protect communities is its police officers. If the people, processes and tools in the human resource function that supports the front line staff are second rate, out of date, amateurish, or lack the support of the leadership, then the ability of the organization to succeed is compromised.

Canadian policing is delivered at the local level and operational independence influences the approach taken on many issues – including human resource management. The sector has 222 separate employers each guarding their independence. This fragmentation prevents the realization of many synergies and cost efficiencies and leads to inconsistent standards across the country. We found indications that police organizations recognize the benefits of sharing information, knowledge, tools and materials. For example, in the field of competencies, almost one-third of those organizations that have some competency-based processes “borrowed” their materials directly from another police organization. But this means that two-thirds either paid consultants to do the work or expended their own resources to create an in-house solution. In any case, they were re-inventing the wheel and could have saved time and money by adopting a coordinated approach. We have observed various forums for sharing information and discussing the challenges that the sector faces, but we have seen little commitment to integrated action. The Police Sector Council is now at a crossroads. It has provided a new forum for discussions, now it faces the challenge of becoming a catalyst for real action.

Our assessment of the current state of human resources in policing has identified opportunities for improvement in each of the four domains that we analyzed (competency-based human resource management, recruitment and retention, education and training, and succession planning

and leadership development). Some of our recommendations are tactical in nature, others cut across these related domains and are more strategic, but the key recommendation is that policing should start behaving like a coordinated sector rather than a coalition of separate employers.

By way of illustration, cinemas in Ottawa are running an advertisement by a police organization from Western Canada that aims to recruit both existing and would be police officers. Does this constitute sector-like activity and efficient use of resources? Should different services be competing like this, recruiting in each other's back yard, or should they cooperate to promote the idea of a career in policing and then work together to ensure that the resources are recruited where it makes most sense?

In the domain of **Recruitment and Retention** we recommend a nationwide campaign promoting policing as a career (**RR-1**). The sector needs to compete with the many other employment opportunities that today's youth have to choose between. Police organizations should pool resources and compete against other employment sectors rather than develop their own advertisement campaigns and compete with each other.

A key problem today is referred to as the 5-year gap. Current practice (not policy) is to hire new recruits with about five years of life experience after post secondary education, so that they will have matured sufficiently to be effective police officers. This is a luxury that policing can no longer afford. Good quality potential recruits graduate (including programs specifically designed to prepare for a career in policing) and then go into an alternative profession because they cannot get hired at 21 years of age. We recommend that policing expand the current model of policing in order to provide suitable employment opportunities for a more diverse set of citizens (**RR-2**). This would include young recruits and other categories such as Community Officers and Constable-in-Training.

To help bring suitable young people into the profession, we recommend that the sector develop meaningful relationships with colleges and universities (**RR-3**). These institutions represent a strong recruitment channel, have a high degree of contact and influence over the youth cohort, and can deliver education that is of direct relevance to a career in policing. These elements should be recognised and exploited. Some organizations already partner with a particular college or university, others ignore them, and still others view themselves as being in direct competition. We suggest that the police sector enter into a coordinated partnership with the education sector rather than maintaining a distance or competing.

We recommend that the sector make more effective use of what is currently the most effective recruitment channel – employee referrals (**RR-4**). Police organizations appear to be strongly divided on this issue. Some make good use of this channel and employ various incentives to promote the process; others fear that this approach does not help to bring in the right kind of new employees. There is ample evidence of these programs working well and we suggest that this is a best practice that should be adopted nationally.

We recommend establishing a centralized application receiving and candidate screening processes (**RR-5**). In most parts of the country applications are received by individual services. They use their own assessment tests and apply their own standards. A person applying to more than one service must submit multiple applications and be tested many times. This is inefficient, time consuming and discourages candidates from applying. It has to change. Indeed it has changed already in Ontario and Alberta is also implementing a centralized approach. A single application should be all that is required, with candidates subject to standardized testing so that the results can be shared (**RR-6**), and then quality candidates can be steered towards services where their competencies are most required.

The centralized approach will not include the actual hiring of recruits. Police organizations should retain the ownership of the final selection and appointment, using criteria that are most relevant locally. However, the tools used at this final stage of recruitment and others tools and methods that have success in generating interest in the career, especially amongst target and minority groups, should be reported and shared through a national body (**RR-7**).

The work currently being performed by officers is diverse. At times they are called upon to deploy all of their training and experience, but not all of the work that they currently undertake needs to be performed by an officer. Evidence of this is found in looking at the ratio of officers to civilian employees in policing in Canada. This ratio has not changed for many years and is significantly higher than in some other countries (e.g. UK, where the ratio is close to 50:50). We believe that the labour shortage can be addressed through working on both the demand and the supply sides of the equation. The sector should undertake a thorough review of the work being done to determine the most appropriate resource to do this type of work (**RR-8**). This should include consideration of work that can be done by those in other employment categories (e.g., civilians, Community Officers or Constables-in-Training) who may be able to perform more cost effectively.

Policing does not have a retention problem in Canada. There is no evidence of people leaving in large numbers prior to qualifying for retirement on favourable terms. The issue is that this retirement option becomes available to many who are still relatively young. They leave policing because the economics drive them to rather than because they want to. We recommend that an employment option be created that allows police officers to continue working within the sector on terms and conditions that blend their pension, salary and work arrangements, so that valuable people can be retained (**RR-9**). This will be difficult and may require legislation as well as complex re-negotiations.

In the **Education and Training** domain our key discovery was that while the sector does invest heavily in this area, most of that investment is required just to stand still. It is in the form of training that is required in order to maintain existing skills and certifications. A police officer may spend a week every year receiving training, none of which leads to the acquisition of new or enhanced skills or competencies. This is necessary and unavoidable, but it diminishes the opportunity to undertake real employee development.

Our first recommendation proposes that organizations maintain separate budgets for “development” and “update or re-certification” training (**TD-1**). This is to protect the planned development expenditure from being sucked into meeting the update requirements. We also recommend a review of the update training (**TD-2**) as we believe this would identify significant economies and lead to improved consistency in standards across the country. For example, certain programs (e.g. driving, use of force) could be standardized across the country, which would lower the cost, improve access and provide all Canadians with a common standard of service. Furthermore, the review would identify which programs are actually required for all officers (Does everyone have to be certified to do everything?) and the frequency with which the programs have to be repeated (Does it have to be every year, maybe every second year would suffice?).

Freeing up resources in this manner will enable all employees to create and implement a personal training and development plan and we recommend that these plans be put in place and acted upon (**TD-3**). We also recommend that real efforts should be made to share training programs between police organizations and training institutions (**TD-4**). This would mean adopting common approaches to program design and capturing learning objectives. Again, the issue is generating economies through not re-inventing the wheel and improving consistency in standards across the country.

We particularly recommend clear national standards and training outcomes for recruits (**TD-5**). There should be a common, minimum national standard that any police officer graduating from any police academy in the country can be relied upon to meet. This will facilitate labour mobility, both on short-term deployments and relocations, and improve operational effectiveness when different services need to cooperate on major cases.

We believe that certain portions of the training currently provided by police organizations to new recruits would be better provided by the post-secondary education sector and we recommend that an analysis is undertaken to identify what courses and credits should be regarded as pre-requisites to admission to a police academy (**TD-6**). There is training that the police can do better than anyone else and there is other training (e.g. basics of law, sociology, etc.) that educational institutions are better resourced and equipped to provide. The police sector can relieve itself of the burden (cost) of providing some of these programs as long as the programs can be made available and accessible through the education sector. This requires the establishment of nationwide standards and exams and the accreditation of programs (**TD-7**) to ensure that the prerequisite credits deliver the necessary knowledge and capability.

We recommend that police academies revise their programs (**TD-8**) to remove the content that would then be delivered through the pre-requisite programs and to reflect the various levels of recruit training that may be required (**TD-9**) as a result of expanding the current model of policing for entry as described in recommendation RR-2.

Providing access to training and development to all police organizations across the country is a key challenge that the sector faces. Larger, urban organizations are generally able to meet this burden; other organizations may lack the critical mass or be geographically challenged. We recommend that the sector develop strategies and facilities that will enable easier access, including increased use of alternative learning approaches (**TD-10**). In conjunction, we recommend that a national body be mandated to address sector-wide training and development issues and to work towards the continuous improvement of police sector training and development (**TD-11**). This body would be responsible for issues such as: national training standards, provision of instructor training, and for developing and maintaining a repository of information and materials to share between police organizations.

A further responsibility that this body would undertake is establishing closer relationships with the post secondary education sector to build long-

term relationships that benefit the police sector. This would be in support of our recommendation (**TD-12**) to pursue efficiencies through partnering with the education sector to optimize the delivery of professional development, where colleges and universities are better able to address certain of these areas.

In the domain of **Succession Planning and Leadership Development** we found the police sector to be particularly ineffective. This is where the fragmented structure of policing has the greatest impact. Given that more than half of the police organizations in Canada have fewer than 25 employees, they are unlikely to pay attention to succession planning and leadership development. But the leadership demands in a small, municipal police organizations are diverse and can be as demanding as many second or third level leadership roles in large, urban police organizations.

We recommend that the sector adopt a formal, transparent and targeted approach to succession planning across Canada (**SPLD-1**). The targeted message is important because it includes the need to identify high potential individuals and then invest in developing this potential. This will require a common framework for thinking about leadership, leadership competencies and leadership development. We recommend that the sector adopt a *Leadership Transitions* framework that would identify what it takes to move from one level of leadership to the next, so that the capabilities and competencies required to succeed at the next level can be assessed and developed (**SPLD-2**).

We recommend that accountability for making available suitable leadership development programs that will enable people to pass through these transitions successfully should rest with a National Policing College (**SPLD-3**). This college would establish a core curriculum and provide development opportunities across the country. Individual services can opt to participate in these programs or deliver the core curriculum through other providers. However, we recommend that the College should develop a repository for leadership development programs and materials that can be shared and used across all services, or, under license, can be used by other educational institutions (**SPLD-4**).

We identified concerns in various services that the promotion process is neither as fair nor transparent as it should be, and we recommend that all promotions should be based on the demonstrated acquisition of skills, knowledge and competencies, along with a track record of relevant performance (**SPLD-5**). This should be clearly communicated through the leadership transitions framework.

Finally, we recommend that Police Chiefs should be encouraged to operate outside of their normal jurisdictional boundaries when addressing succession and leadership development (**SPLD-6**). They should come together, within appropriate geographical groups, to discuss the talent in their various organizations and to support each other by making suitable secondments and development opportunities available for high potential future leaders in neighbouring police organizations.

Many of these recommendations are offered within the context of a competency-based approach to human resources management. Competency-based approaches represent best practices in the private sector, the public and the police sector with some two-thirds of police organizations currently using these approaches within at least some of their human resource processes. Where they are in use, managers, employees and human resource professionals generally endorse competency-based approaches. The issue here is maximizing the return on the investment that has been made so far by taking the best tools and practices that already exist in the sector and making these common practices.

We recommend that a comprehensive competency regime be established and made available to all police organizations (**CBM-1**). Those organizations that already have their own version of competencies will be able to connect more effectively with the rest of the sector, even if they stay with their existing versions; those who do not currently have competencies will be able to adopt these tools very easily.

There is much to be gained through utilizing competencies as the common denominator for identifying and meeting training and development needs in the sector. We recommend (**CBM-2**) that training and development programs be coded in terms of the competencies that they will help to build, and that assessment tools be developed that will measure people's level of competence both before and after training.

We also recommend that the investments already made by police organizations in the development of competencies be maximized by expanding their scope of use (**CBM-3**). Most organizations that already use competencies do so for only two or three of the five human resource applications that we investigated with less than a quarter of organizations adopting a fully integrated approach including all five areas. Therefore, the majority of organizations who are already having success employing competencies still have room to build on this success, particularly by taking advantage of the regime proposed in CBM-1.

Taken together, implementing these 28 recommendations will have a major impact on the success of the sector in the years ahead. But simply viewing this as a list of recommendations and checking of progress item by item will still leave many opportunities unrealized. Our overriding observation and recommendation is that the sector must start thinking and behaving as a sector.

The 2001 study, *Strategic Human Resources Analysis of Public Policing* identified the looming threat to the sustainability of the sector in Canada and highlighted priority areas for action in terms of establishing the human resource capability and capacity to deal with it. That was almost seven years ago and little has been done to implement the recommendations that were made. The reality has been that policing organizations have been unable to commit effort and resources to address these issues outside of their jurisdictional silos. The creation of the Police Sector Council has established a shared forum for dialogue, and the potential for coordinated intervention and change.

There are essentially three strategies that the sector can choose to follow:

1. **Status Quo.** Police organizations can continue to work within the jurisdictional silos, with inconsistent standards across the country, duplication and waste of resources, have and have-not organizations, and stumble forward from one crisis to the next. Policing will not fail because of the current paradigm for human resource management, but human resources will be a limitation on the ability to succeed rather than an enabler.
2. **Increased Cooperation.** Police organizations can increase and improve their efforts to network and to share information and resources across the jurisdictional silos. The Police Sector Council can make best practices and tools available through shared repositories and various other bodies can meet to exchange ideas and information. In other words, you can continue to do what you do, just be smarter about it. This will certainly be a worthwhile improvement over the status quo, but participation will be voluntary and inconsistencies and inefficiency will continue.

3. **Increased Collaboration.** Police organizations can recognize that it is in their interests to behave more as if Canada had a national police organization, with national standards and national processes where it makes sense. This would optimize the cost effectiveness of bringing people into the sector, providing them with the training and development that they need, and providing professional services to Canadians. It will mean doing certain things consistently across the country; it will not mean conceding sovereignty over operations or key people decisions.

From an external perspective the third option is the most attractive. It will also be the most difficult to achieve. Our view is that the sector will eventually evolve in this direction because it represents the more robust and efficient scenario; when and how this evolution occurs is what remains to be determined.

“Endeavors fail or succeed because of the people involved.”

General Colin Powell, Chairman (Retired), Joint Chiefs of Staff

Appendices

Appendix A: Glossary of Terms

A

Assessment Centre: provides objective, standardized information to organizations about employees' managerial abilities. Teams of trained executive assessors observe candidates in multiple simulations. Behavioural observations are then systematically integrated to arrive at ratings for relevant managerial competencies. The Assessment Centre provides information not otherwise readily available from standard sources such as interviews, file reviews, and performance appraisals. The Assessment Centre results, when combined with other conventional sources of information, enable organizations to select the most qualified candidates.³⁰

Assessment Guidelines: provides guidance for assessing competencies and may include rules about behaviours demonstrated in the past, frequency, etc., and guidelines about the development of standardized competency-based assessment tools.

B

Benchmarking: (also "best practice benchmarking" or "process benchmarking"): is a process used in management and particularly strategic management, in which organizations evaluate various aspects of their processes in relation to best practice, usually within their own sector. This then allows organizations to develop plans on how to adopt such best practice, usually with the aim of increasing some aspect of performance. Benchmarking may be a one-off event, but is often treated as a continuous process in which organizations continually seek to challenge their practices.³¹

Blended Learning Solutions: represents a combination of multiple approaches to learning. There is typically a classroom component supplemented with an experiential or virtual education component (although there are many variations).

³⁰ Source: Adapted from the Public Service Commission of Canada's website.

³¹ Source: Adapted from Wikipedia.

C

CACP: Canadian Association of Chiefs of Police. The Association is dedicated to the support and promotion of efficient law enforcement and to the protection and security of the people of Canada. Much of the work in pursuit of these goals is done through the activities and special projects of a number of committees and through active liaison with various levels of government and departmental ministries having legislative and executive responsibility in law and policing. The Association is national in character. Its interests and concern have relevance to police at all levels including municipal, regional, provincial and federal. The Board of Directors includes Chiefs, Commissioners and Directors of Police Services who are representative of the widespread regions of Canada and who are elected by the membership. The CACP office publishes three Magazines and an Annual Directory, which serve as the main communication link with the membership and all other stakeholders. The Association's membership consists of five categories: active, associate, associate corporate, life and honorary. The current combined membership roll is approximately 964, which includes 358 active members. Through its member Police Chiefs and other senior police executives the CACP represents in excess of 90% of the police community in Canada.³²

CAPE: Canadian Association of Police Educators. The Canadian Association of Police Educators is a national association established to promote excellence in police education. Through sharing problems and successes, developing best practices, and researching new methods of police education, CAPE supports its member police officers, instructors, and institutions.³³

CPA: Canadian Police Association. The Canadian Police Association (CPA) is the national voice for 54,700 police personnel across Canada. Membership includes police personnel serving in 170 police services across Canada, from Canada's smallest towns and villages as well as those working in Canada's largest municipal and provincial police services, and members of the RCMP, railway police, and first nation's police personnel.

³² Excerpt from the Canadian Association of Chiefs of Police website

³³ Excerpt from the Canadian Police Association website

CPC: Canadian Police College. As Canada's national police college, the Canadian Police College supports integrated policing by developing police leadership and management competencies, and providing advanced and specialized training to police officers and senior police officials. The CPC focuses on investigation of organized and multi-jurisdictional crime. The Canadian Police College (CPC) is a centre for professional education for members of the Canadian and International policing community. It is national in scope and purpose and complements the police training programs of federal, provincial and municipal police agencies and of civilian academic institutions. The CPC delivers advanced and specialized police training and contributes to the professional development of senior members of police organizations across Canada and beyond. Financially supported by the federal government under policies designed to strengthen the criminal justice system, the CPC is funded through the RCMP National Police Services (NPS) Program Located on the same campus as the RCMP stables.³⁴

CPKN: Canadian Police Knowledge Network: The Canadian Police Knowledge Network (CPKN), a not-for-profit organization, is Canada's leading provider of online training solutions for police officers. Working with subject matter experts from police training academies and police services across Canada, CPKN delivers highly effective, economical, and engaging e-learning courses to meet the needs of police services. CPKN was created by, and specifically for, members of the Canadian police community. Courses are developed in direct partnership with police subject matter experts, ensuring that police officers are trained in police-specific situations, protocols and tactics.³⁵

Civilians: personnel of police organizations who are not police officers (e.g. clerical, management, administrative).

Competency: is any *measurable* knowledge, skill, trait, motive, attitude, value or other personal characteristic that *differentiates* level of *performance* in a given job, role, organization or culture. It is whatever outstanding performers think or do more often, in more situations and with better results and has been proven reliably by systematic methods. Competencies are a way to identify what really makes a difference on the job. They are characteristics that drive performance.

³⁴ Excerpt from the Canadian Police College website

³⁵ Excerpt from the Canadian Police Knowledge Network website

Competency (Technical): what you need to know and be able to do (knowledge and skill) to perform your job.

Competency (Behavioural): what you do when you are applying your knowledge and skills on the job. Behavioural competencies are the ones that differentiate the superior performers.

Competency Definition: defines the competency, behavioural (the human characteristics and capabilities demonstrated in behaviour that enable successful performance) and technical (the knowledge and skill required to undertake elements of the work); describes their format and proficiency scales or standards as appropriate.

Competency Dictionary: describes the set of competencies that the organization has found to adequately reflect the drivers of excellence in the work of the organization, where each competency has a definition and a number of clearly defined levels of proficiency against which expectations can be defined and performance measured. For each competency there is a description of what it means and a scale of behaviours attached to it called a competency measurement scale. Each scale defines various levels of performance for that competency. These are the noticeable differences in performance that can be observed. Each level is more difficult to do than the level below it. For each level there is a specific behavioural description of what that particular level of performance looks like. What we can describe, we can measure.

Competency Model: is a set of individual competencies or characteristics developed for a specific job or job family. Each job, job family or role has a competency model developed for it that generally includes both technical and behavioural competencies. The various competencies for each model are clustered or grouped to reflect the key reasons the job exists. Each job has a number of dimensions reflecting the purpose of that job.

Competency-Based Human Resource Management: is an approach to managing people, which represents common sense, and supports the organization in achieving the results by identifying in a clear and disciplined manner the competencies required for performing a role or a job.

Competency Structure: this component of a competency based approach refers to the process that will determine the identification of competencies within the organization. It is important that a consistent and valid process be adopted to ensure the accurate and effective determination of

behavioural and technical competencies that will support the achievement of the organization's strategic priorities. The result must capture the competencies that employees require, both now and in the future.

Constable-in-Training: We are using the term “Constable-in-Training” in a relatively undefined manner in the context of this report and the “Constable-in-Training Program”. However, we envision that this role would be in likeness to a Peace Officer where the position has particular authorities not available to ordinary citizens, but not as many authorities as a Police Officer or full “Constable”. We expect that this role will be better defined by those in the policing sector who would implement such a program.

D

Development Resource Guide: a repository of learning and development activities for every competency in the competency dictionary covering all levels within each competency. Learning and development activities may include both formal (courses) and self-directed learning.

Distance Education: formal learning which is delivered through a variety of media to allow those at a distance to participate in the training without entering the on-site physical classroom. Typical sources include internet-based courses, televised lectures and web-enabled seminar groups.

Diversity: Diversity is often approached as a strategy for improving employee retention and increasing stakeholder confidence. The "business case for diversity", as it is often phrased, and in the context of the police sector, is that in a diverse community, an organization that employs a diverse workforce of various ethnic backgrounds, genders, ages, etc. is better able to understand or embrace the demographics of the community it serves and is better equipped to thrive in that community than it would if it were out of step with the diversity of the community it serves.³⁶

Diversity Objectives: Diversity Strategies have goals and objectives that are measurable and achievable, and that are realistic and relevant to the organization's mission. Diversity Strategies are often developed from a workforce analysis, which involves comparing an organization's internal workforce with the external labour force. A workforce analysis also identifies where there is significant under representation in the

³⁶ Source: Adapted from Wikipedia.

organization's workforce compared to the available labour force. Goals are set by referring to the proportion of opportunities that an employer expects to use for designated group appointments. Objectives are the short-term results that contribute to meeting goals. Some objectives are results expressed in numbers or percentages and may relate to representation, distribution and retention.³⁷

E

E-Learning: this term refers to computer-enhanced learning. The term is often applied to courses delivered at a distance via the Internet, but may have many other applications as well.

Elective Training: refers to non-required training that may be undertaken in order to improve in the current role, to broaden and specialize, or to prepare for a higher ranking role.

G

Governance Framework (for competencies): governance ("ownership") of the common competency infrastructure which consists of the creation of systems, monitoring and continuous improvement.

L

Leadership Training: training and development required to effectively mobilize and lead individuals and organizations.

Lominger Competency Model: Lominger is a business delivering competency-based leadership development resources for individuals, teams, and organizations. Lominger is a member of the Korn/Ferry International family of companies with more than 70 offices in 40 countries.³⁸

³⁷ Source: Adapted from the Manitoba Civil Service Commission.

³⁸ Excerpt from Lominger website

M

Mandatory Training or Directive Training or Required Training: (although mandatory training is most commonly used): Depending on the jurisdiction, the three terms are used to refer to training that is required either due to provincial legislation and directives or municipal and police organization policies. Mandatory training may be comprised of “hard skills” courses that require regular re-certification, training that is required in order to remain abreast of changes in the criminal code, other legislation and recent court decisions. Further, the term may also refer to other required training. For example, supervisory skills training is required at regular intervals in some jurisdictions.

P

Police Organizations: this term is used to mean “police service” or “police force” or “police department”.

Police Officers: A police officer is a sworn employee of a police organization.

Police Sector: Includes all police employees, including civilian and officers; Police Chiefs; Police Associations/Unions; Police Boards; Police Educators, professionals in Police Academies/Colleges/Training Units; all levels of government responsible for policing, including federal, provincial, territorial and municipal; and, all other stakeholders working in policing related fields.

Problem-Based Learning: Refers to a specific learning method based on the principle of using problems as a starting point for the acquisition and integration of new knowledge. Whereas problem solving emphasizes arriving at decisions based on prior knowledge and reasoning, problem-based learning creates situations wherein the learner begins to acquire new knowledge based on recognition of a need to learn.

R

Replacement Planning: a minimalist approach to succession planning where the organization identifies a small number of key leadership positions that would need to be filled quickly in the event of a departure or retirement. For each position, replacement planning identifies the person in the organization who could most easily step into a vacancy should one occur. These people are assessed to be either *ready now* or *ready later*. If they are not ready now, then a development plan is put in place to get them ready as soon as possible.

S

Succession Planning: Is the process of identifying and preparing suitable employees through mentoring, training and job rotation, to replace key players — such as the chief executive officer (CEO) — within an organization as their terms expire. From the risk management aspect, provisions are made in case no suitable internal candidates are available to replace the loss of any key person. Succession Planning involves having senior executives periodically review their top executives and those in the next-lower level to determine several backups for each senior position. This is important because it often takes years of grooming to develop effective senior managers. There is a critical shortage in companies of middle and top leaders for the next five years. Organizations will need to create pools of candidates with high leadership potential.³⁹

Supervisory Training: Training required in order to manage day-to-day interactions, administration and supervision of employees.

T

Talent Pool Management Approach to Succession Planning: This philosophy operates on the notion that all employees should have equal access to development; therefore, generic leadership development programs are established and offered to all employees at a certain level. The idea is to improve the quality of the overall candidate pool and thereby ensure an adequate supply of capable talent for the future. This

³⁹ Source: Adapted from Wikipedia.

approach does not target the available investment in selected high potential people; rather it offers a little development to everyone.

Targeted Approach to Succession Planning: The most common approach in industry is the Targeted Approach. In this concept the organization identifies critical and vulnerable positions – i.e. those leadership positions where a vacancy is either anticipated or where an unfilled vacancy for any length of time would be harmful to the organization; it also identifies high potential employees capable of filling these positions at some time in the future. These high potential employees are not necessarily the individuals who could most easily step into a vacancy, but they are believed to be the best long-term candidates for the positions. Each identified position typically has at least two high potential people identified as a possible incumbent and each person typically has more than one position that they might move in to. The high potential people receive development appropriate to the role(s) that they might move in to. When a vacancy occurs, there may be an open competition or, assuming that prevailing regulations permit, one of the high potential people may be appointed.

Training and Development: In organizational development, the related field of training and development (T & D) deals with the design and delivery of workplace learning to improve performance.⁴⁰

U

Update Training: for the purpose of distinguishing the type of training, it has been generally agreed that the use of the term “update” training is an effective way of clearly referring to all training that occurs at regular intervals in order to remain fully proficient at the current level. Update training is typically a sub-set of “mandatory” training.

W

Work Architecture: in competency-based human resource management, this describes the separate identifiable roles in the organization that will require a competency model, generally a one-size fits approach adds limited value for the organization, but there is no need to have as many models as there are positions, typically the architecture reflects hierarchical levels and broad families of similar work.

⁴⁰ Source: Adapted from Wikipedia.

Appendix B: Chiefs Survey Data

Key Findings:

- Recruitment is one of the greatest risks for policing
- Developing leaders and succession planning is one of the top three issues for services today, tomorrow and 10 years from now; yet the highest annual budget allocated to this as reported by Human Resource Leaders is \$180,000 for an organization with over 1,000 employees
- The three most important objectives of recruitment activities are “ensuring new recruits are competent” (63%), “Attracting the basic skills/competencies needed” (60%), and “Attracting diversity” (46%)
- Having a National Recruitment Strategy is supported by almost 80% of Chiefs (only 4% were somewhat opposed)
- Having National Training Standards is supported by over 80% of Chiefs (only 7% were somewhat opposed)
- Approximately 50% of the Chiefs who responded reported being indifferent to a National certification or accreditation of police officers and for National leadership development

Key Questions and Responses

For policing overall in Canada today, what do you view as the single greatest risk?

- Funding
- Recruitment
- Retention
- Organized Crime/Drug Trafficking/Gang
- Succession Planning

Please indicate the top three Human Resource issues facing your Service

–Today?

- Keeping employees motivated
- Developing leaders and succession planning
- Skills upgrading and continuous learning of workforce

–Five to 10 years in the future?

- Attracting the next generation of talent
- Developing leaders and succession planning
- Providing high potential employees with opportunities for promotion

–If money weren’t an issue, what would you address immediately?

- Increasing funding to hire resources
- Developing leaders and succession planning
- Skills upgrading and continuous learning of workforce

Recruitment & Retention

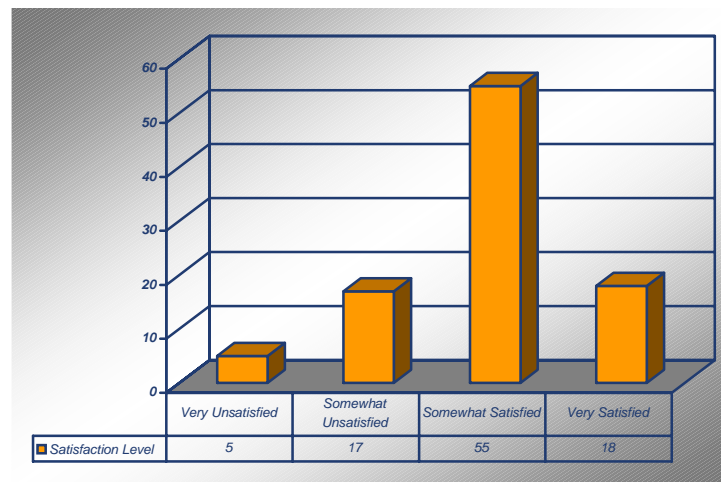
What are the four most important objectives of your recruitment activities?

- Ensuring new recruits are competent (63%)
- Attracting the basic skills and competencies needed (60%)
- Attracting diversity (46%)
- Hiring the appropriate number of resources (42%)

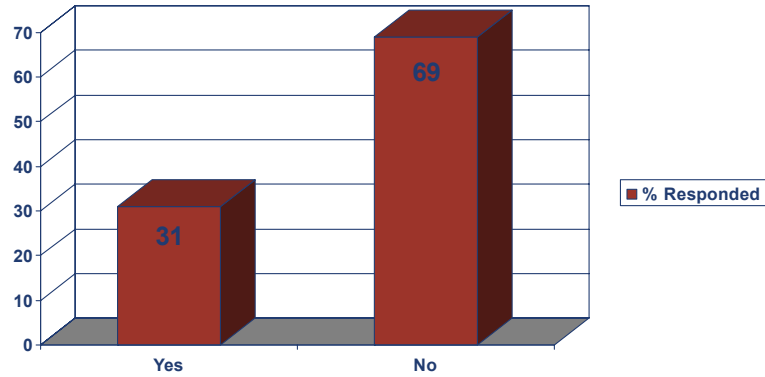
Please rate the effectiveness of your present recruitment efforts?



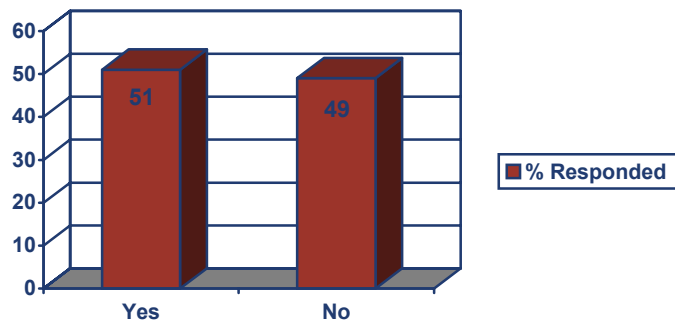
Overall, are you satisfied with the Return on Investment from your recruitment efforts?



Does your organization have an issue with retention of staff today?

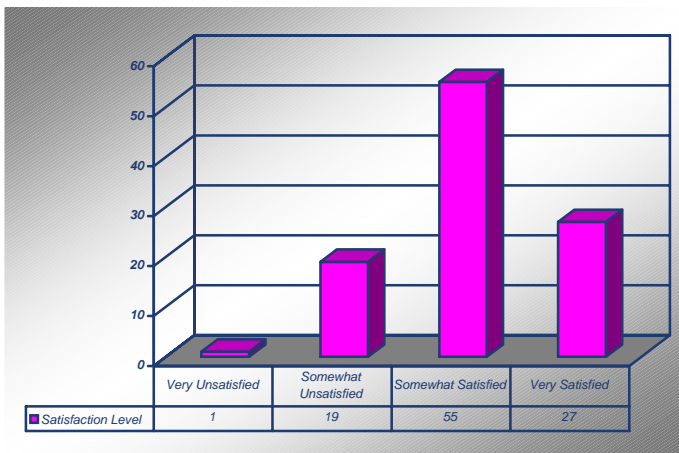


Do you anticipate this will be more of a problem in the future?



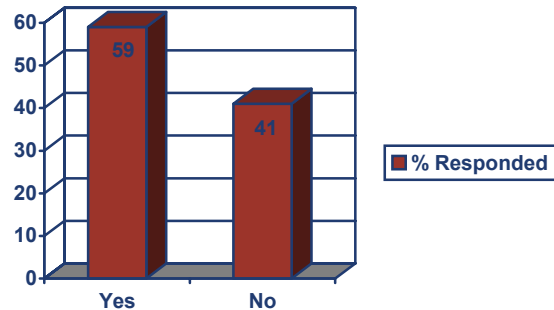
Training & Development

Overall, are you satisfied with the training available to your police officers?



Leadership Development & Succession Planning

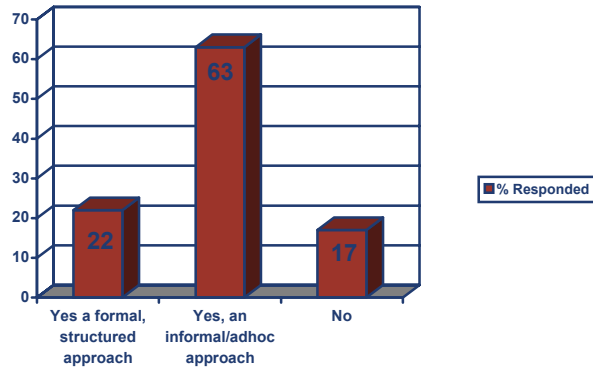
Do you foresee a leadership capacity challenge in the future?



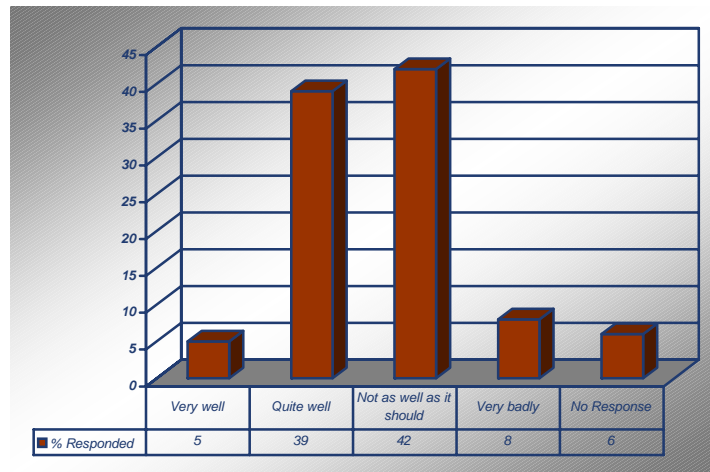
If yes, why?

- “I have doubts that I have a sufficient pool of candidates for future management positions”
- “Fiscal restraint from the late 80’s through to the late 90’s effectively halted recruitment. As a result the organization has a large number of members with less than 10 years of service and an equal number with more than 20 years of service. The lack of a ‘middle’ is negatively impacting leadership capacity”
- “It appears less and less people are interested in taking on increasing leadership responsibilities. We have for the last three to four years promoted less people than we required due to the lack of interest or readiness of applicants. This trend appears to be continuing into 2007”
- “It is difficult to provide the opportunities for future leaders to be exposed to the variety of policing issues and areas that will allow them to be a well-rounded, diverse police officer”
- “Lack of appropriate training due to cost”
- “There is a lack of training to develop the required skills sets for potential front line supervisors and managers. The courses that are provided at our training academies and the Canadian Police College are not producing the required outcomes”

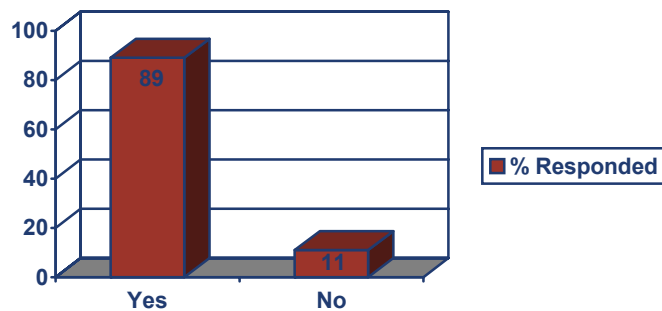
Are you currently doing succession planning?



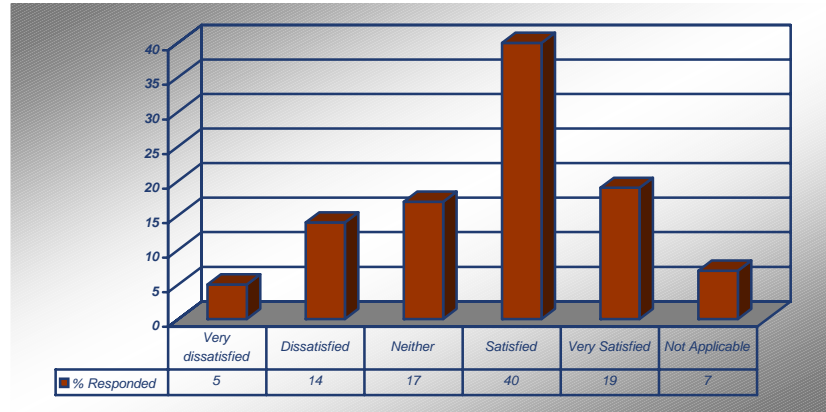
How well is your succession planning working?



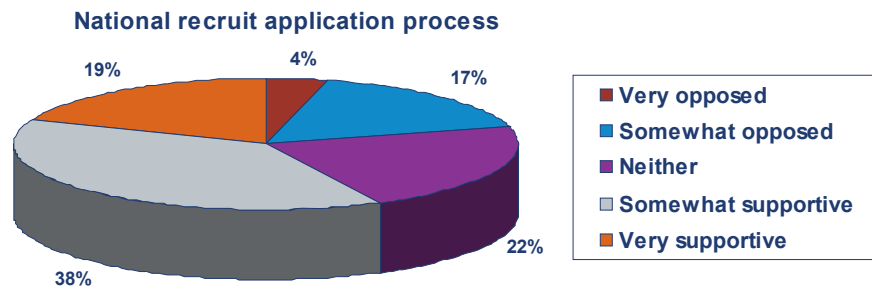
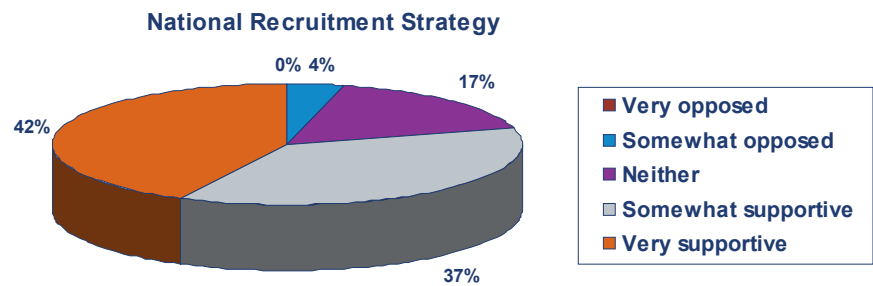
Do you identify high potential employees for leadership roles?



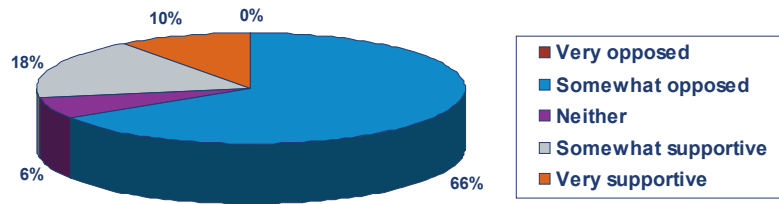
Are you satisfied with the return on investment from your leadership development efforts?



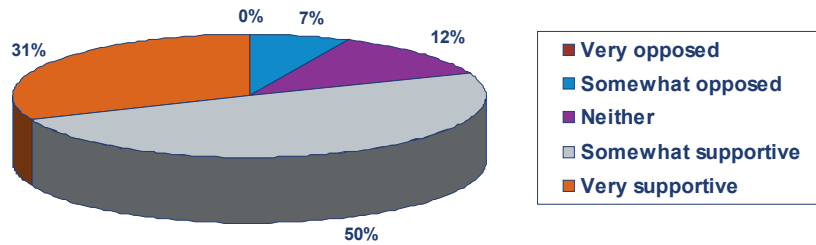
How supportive would you be if the Police Sector Council's Board of Directors, after this research, recommended national approaches such as:



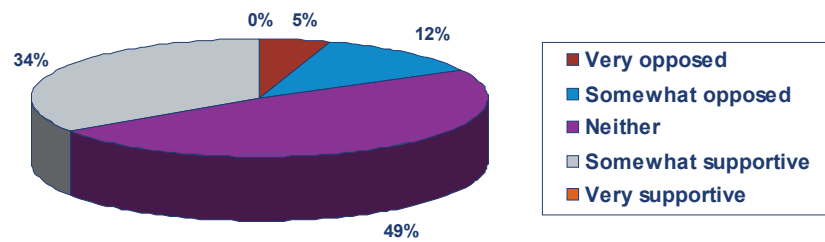
National standardized tests for new applicants



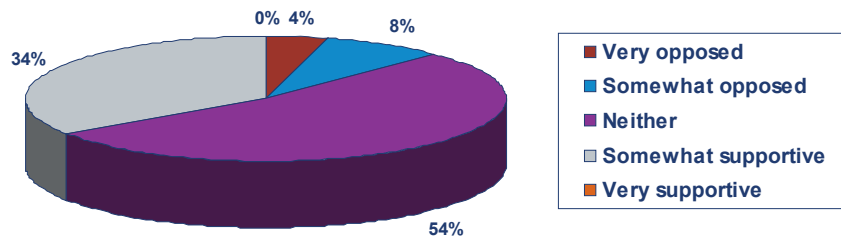
National training standards for recruits



National certification/accreditation of sworn officers



National leadership development



Appendix C: Human Resource Leaders Survey Data

Key Findings:

- Majority of spending is on Training and Development (average of responses)
 - Training and Development \$14,869,000
 - Recruitment \$655,475
 - Learning and Development \$180,000
 - Performance Management \$181,000
 - Competency-Based Management \$163,000
- Competency-based human resource practices are of great interest to Human Resource leaders and is considered a best practice in many human resource activities
- Many Human Resource Leaders are looking to have things standardized, i.e. training and competencies

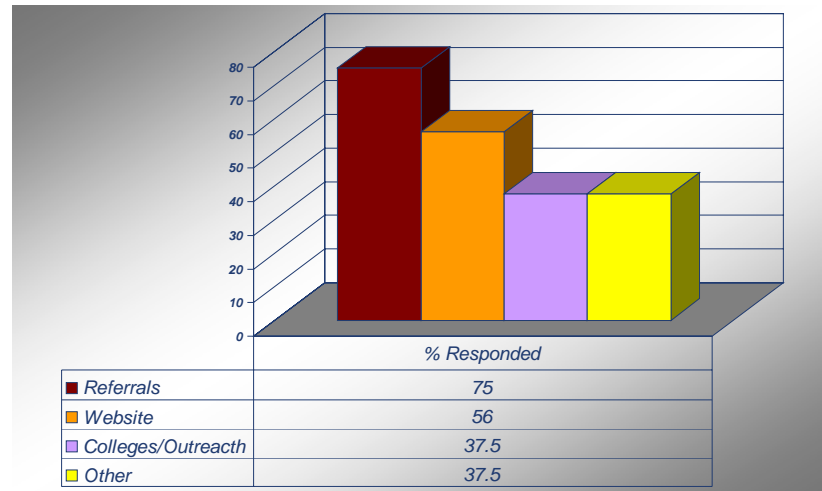
Key Questions and Responses

Recruitment & Retention

How many new recruits will you need?

Size of Organization by # of Employees	Next Year	2-4 years	5-7 years	7-9 years	10 years
1 to 100	2 to 9	1 to 2	1 to 5	1 to 4	1 to 4
100 to 500	5 to 30	15 to 50	10 to 60	9 to 70	5 to 70
500 to 1000	14 to 60	40 to 53	33 to 60	32 to 70	8 to 80
More than 1000	67 to 200	120 to 300	200 to 500	50 to 700	50 to 1000

What are your top three approaches for recruiting qualified candidates?



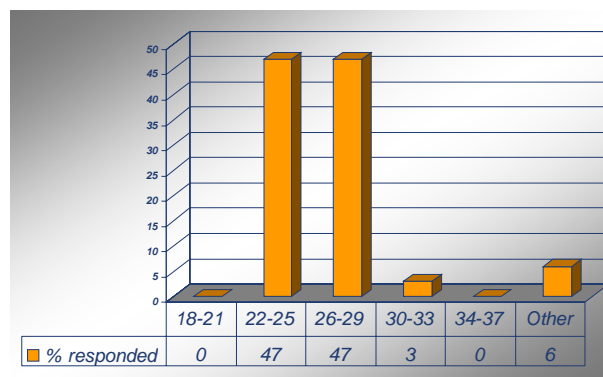
Do you formally measure the success of your recruiting strategies?

- YES (34%)
- NO (66%)

Top three job factors used to promote policing are:

- The opportunity to make a difference in the community (66%)
- A chance to do challenging and interesting work (41%)
- A career that can include a variety of jobs (41%)

What is your service's typical age for new recruits?



Based on your experience and expertise, what initiative would most benefit recruitment in policing across Canada?

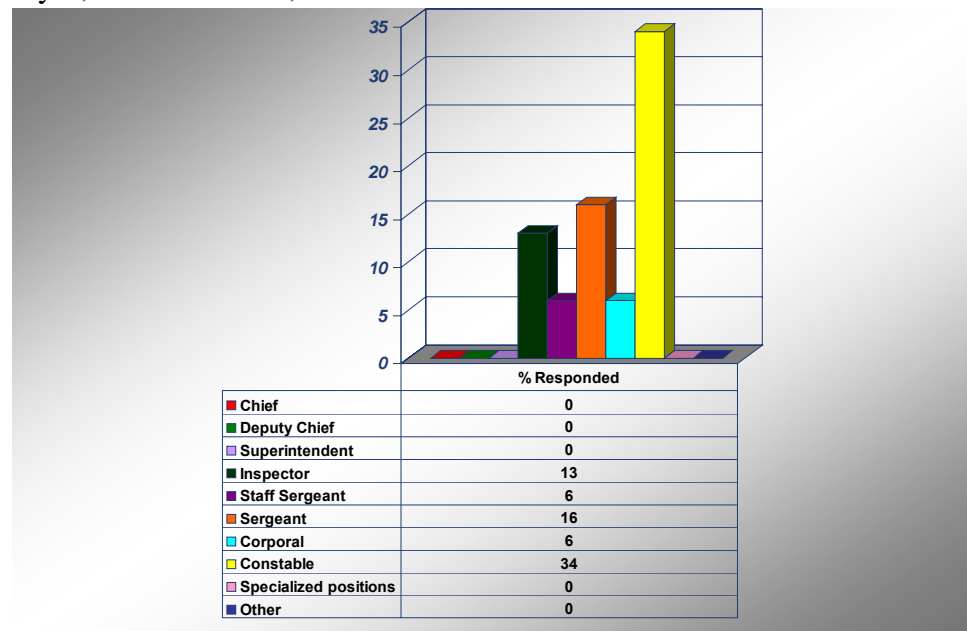
- A large recruitment drive
- A more informed interview process
- A national advertising program

- An information database to allow shared information on applicants who apply to multiple services
- Best practices for outreach recruitment and diversity management
- Cadet programs
- Enhanced recruitment via the Internet; Police websites
- Incentive program to reward employee referrals
- High school outreach and colleges and universities

Is your service's annual employee turnover rate increasing?

- YES (40%)
- NO (60%)

If yes, at which levels, ranks?



Aside from retirement, what are the top three reasons people leave your service?

- Better career opportunity elsewhere (56%)
- Personal (return to school, relocation, health, etc.) (53%)
- Work hours and shift schedules (34%)

Training & Development

Do your employees have individual learning plans

- YES (34%)
- NO (66%)
- Only 9% of organizations with up to 100 employees have learning plans

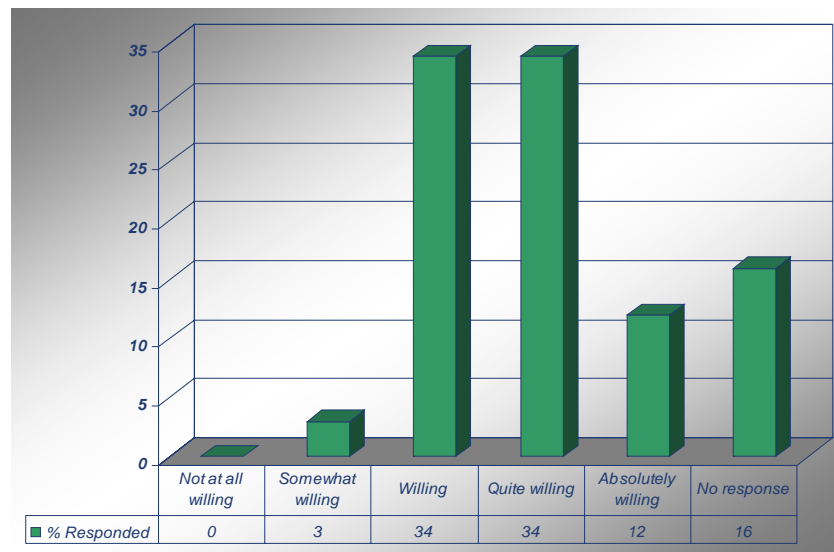
Do you have in-house training available

- 90% said “Yes”
 - 82% for services with less than 100 employees
 - 92% for services with 100-500 employees
 - 100% for services with 500 to 1000 employees
 - 100% for services with more than 1000 employees

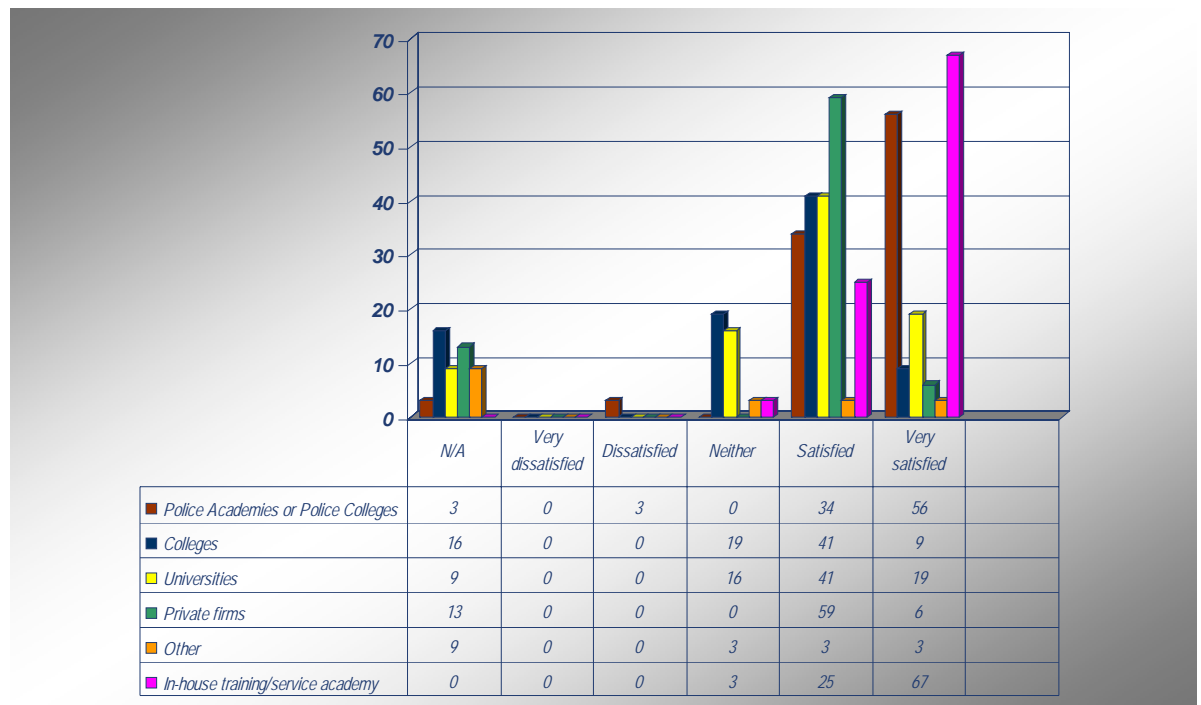
If yes, does it include the following?

- New recruit training (66%)
- Mandatory training (94%)
- Specialized training (84%)
- Updates on law and jurisprudence changes (84%)
- Computer training (78%)
- Supervisory training (66%)
- Leadership training (50%)
- E-learning (28%)
- Other (writing, typing) (3%)

How willing would your Service be to share your courses with other police organizations in Canada?



How satisfied are you with the ROI for training and development courses from



Based on your experience and expertise, what initiative would most improve training and development in policing across Canada?

- Consistent training standards and competency standards for various ranks
- A coordinated effort from all Justice institutes and the CPC to provide courses in an on-line format in conjunction with a compressed class room session
- E-learning
- National standards for mandatory training requirements
- Have spare Officers that can be hired to compensate for temporary needs while permanent officers are dedicated to training
- Reality based training provides the learning experience closest to being involved in the real thing.
- Standardized training

Leadership Development & Succession Planning

Do you have a formal succession plan?

- 22% said Yes
- 72% said No
- 6% didn't respond

Of those that responded “yes”, what level or rank does your succession plan cover?

- 15% said All
- 3% said None
- 6% said Senior Leadership
- 3% said All Leadership
- 3% said Specialized positions

Have you identified high potential employees in your service?

- 31% said Yes
- 13% said No
- 56% didn't respond

Does your service provide the following leadership development opportunities?

Opportunity	Yes	No
Formal mentoring program	16%	78%
Individual coaching	59%	37%
Professional development for civilians	19%	75%
Professional development for sworn officers	84%	9%
Job related training	91%	3%
Formal supervisory skills	72%	19%
Formal leadership development program	56%	34%
Good leadership role models	72%	16%
Experiential based development	41%	47%
Lateral job transfers/job rotations/secondments	72%	19%
Other	3%	3%

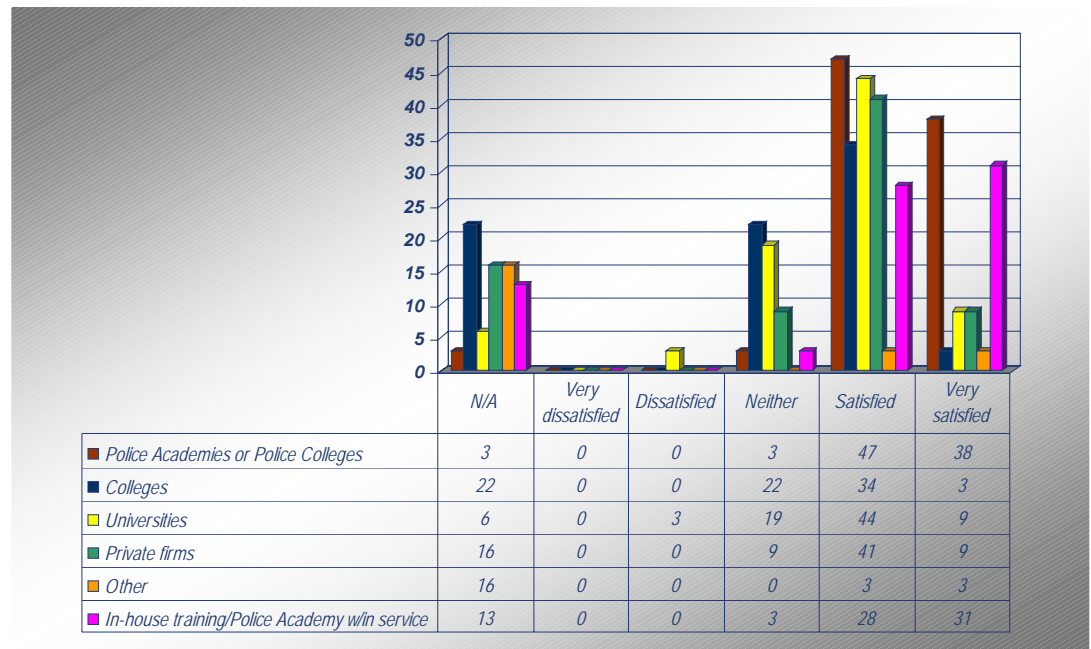
Do providing leadership development courses have an impact on retention?

- 47% observe a positive impact
- 3% observe a negative impact
- 38% have not observed an impact

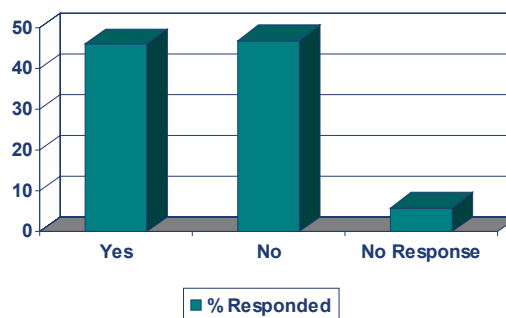
Do you observe improvements in leadership skills as a direct result of courses?

- 0% No Improvement
- 3% Little Improvement
- 66% Some Improvement
- 22% Great Improvement

How satisfied are you with the ROI for courses from?



Do you anticipate a challenge with regard to future leadership capabilities?



If yes, what is the challenge?

- Lack of formal development program for potential managers
- Large turnover of members
- Attrition of senior managers
- Developing leadership replacements for those leaving
- Gen X and Y have different expectations than baby boomers—job not seen as attractive
- Cost

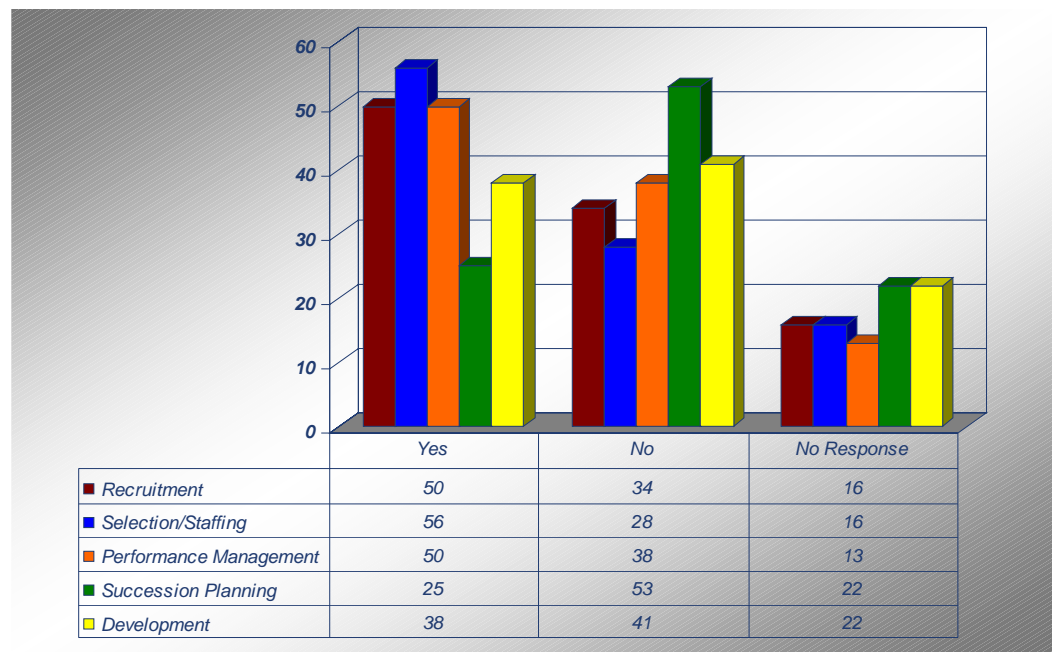
Based on your experience and expertise, what initiative would most improve succession planning and leadership development in policing across Canada?

- Certified training

- Competency-based leader courses
- Formalized courses specifically targeted to small departments
- Identified core competencies for leadership positions that are considered essential for each level of administration regardless of size or location of the organization
- Consistent application of selection processes; improved mobility of officers around the country
- Making the leadership roles more attractive to the next generation
- More management training for experienced officers
- Mentoring
- Proper management skill training early into promotion process
- Standardized formal program

Competency-Based Human Resource Management

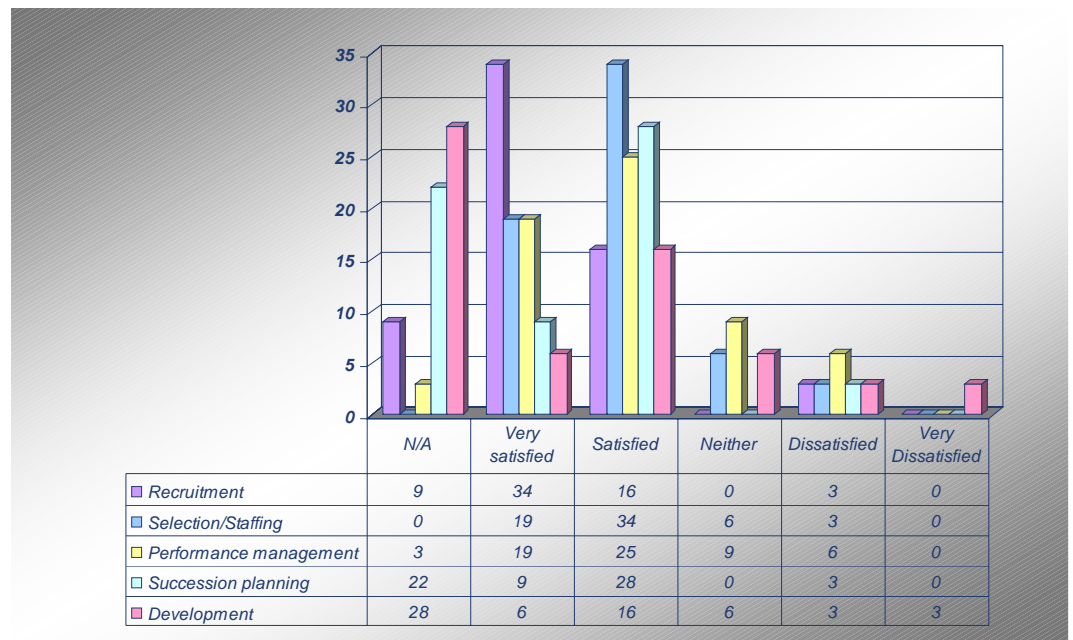
Does your service use a formal process to apply competency-based human resources management tools and approaches in any of the following areas?



If you have developed competency models (profiles), please indicate for which roles

- Front line officer 47%
- Supervisory/First line management 47%
- Senior management level 41%
- Chief 25%
- Other 6%

Overall, how satisfied are you with the outcomes produced by your competency-based human resource management tools and approaches?

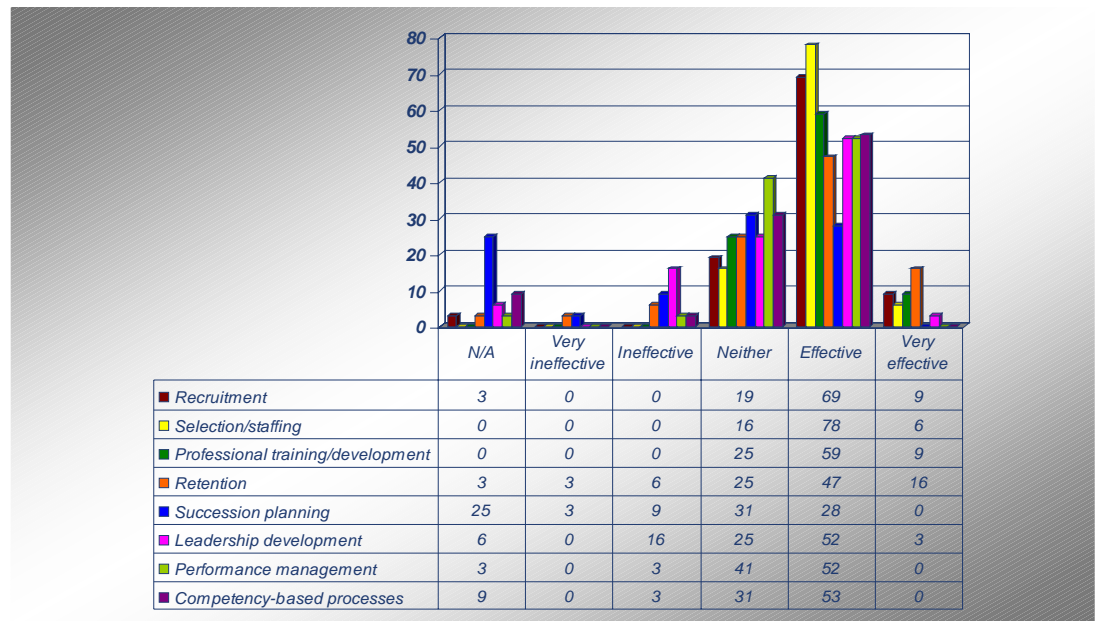


Based on your experience and expertise, what initiative would most improve succession planning and leadership development in policing across Canada?

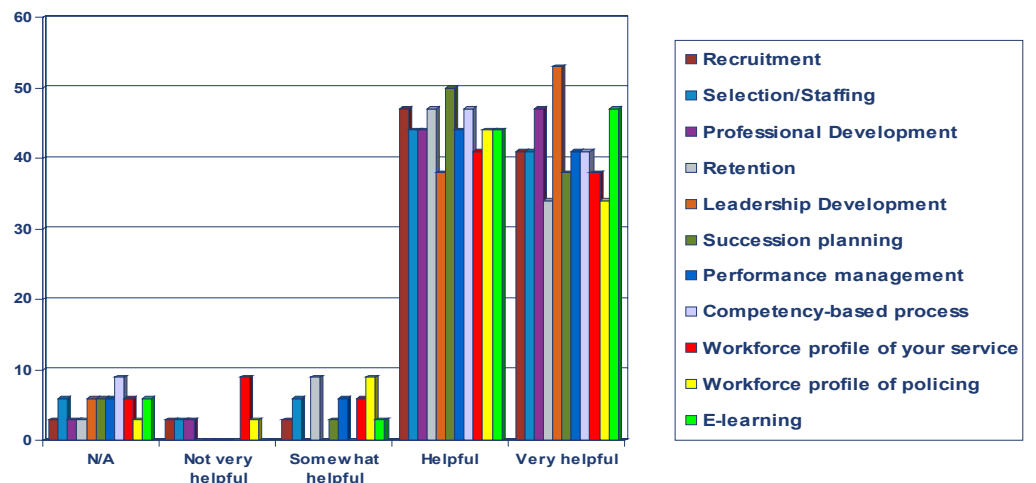
- Identification of core competencies required for each rank
- If on a national level there could be a performance management program and software that could be utilized in order to manage and track employee performance
- Nationally developed and consistently applied practices
- Standardized format and process

Summary

Overall, how effective are the processes you have in place for:



How helpful would it be to have one place or portal to access human resource information, research and tools for:



Appendix D: Employee Survey Data

Recruitment & Retention

Key Findings:

- Policing is viewed as a good career by most employees – 71%
- Policing is a career that most employees would recommend to a family or friend – 63% and even more would recommend their Service to a family or friend – 67%
- Services do a good job of hiring recruits who can do the job – 61%
- Most do *not* feel their Service attracts enough recruits to meet their needs – 53% and many are concerned about the future ability to attract recruits – 49%
- New recruits feel their Service is living up to expectations – 76% and feel they were fairly dealt with throughout the process – 86%
- New recruits feel well trained to do the job – 80%
- Policing is a life long career choice for most employees – 83%
- Most would choose the career again given a choice – 73%
- Most are satisfied with their job – 78%
- Most see their service as a great place to work – 57%
- Less than a third – 29% feel their service is a better place to work than when they first started and most feel their service needs to work harder at motivating employees – 75%
- Only 13% plan to leave their service in the next two years and 25% expect to retire within the next five years
- Those planning to leave are most likely to do so due to management, the work environment and to pursue career opportunities
- Those planning to retire would be most likely to postpone their decision for more money, leadership opportunities and special project opportunities
- Those who transferred mainly did it for career and job opportunities.

Training & Development

Key Findings:

- Almost all respondents believe their should be access to training for critical new skills and techniques – 96%
- Over three quarters believe there should be national standards for recruit training and officer development
- While over three quarters believe there is effective mandatory training – 78%, most still feel mandatory training needs to be improved – 61%
- Most see the need for more effective leadership, supervisory and computer training.
- Many do not see adequate training budgets in their service – 44%
- Most respondents see the need for more effective direct support from their supervisors on training and career planning.

Leadership Development

Key Findings:

- Most respondents see the need for improvements in leadership development practices in their service in terms of:
 - Devoting a significant amount of time to developing talent
 - Having a good understanding of the capabilities of managers at all levels
 - Matching people to jobs based on their personal career objectives, motivations, and leadership potential
 - Identifying people with leadership potential
 - Building the leadership talent for the future
- Many do see encouragement from senior colleagues or peers to apply for a promotion (43%) and many (46%) are likely to apply within the next two years.
- Those not planning on applying for a promotion are most likely to indicate satisfaction with their current job, the people they work with and the current location.
- To progress further most employees see the need for a stronger focus on fairness and competencies in the promotion process.

Competency-Based Human Resource Management

Key Findings:

- The responses indicate strong support for competency based processes with over 90% indicating the benefits of defining:
 - The unique set of knowledge, skills, abilities and competencies required to perform each job well
 - The distinct set of knowledge, skills, abilities, and competencies a candidate must exhibit to be hired
 - The required interpersonal skills for jobs, the distinct set of knowledge, skills, abilities and competencies a candidate must be trained for
 - The distinct set of knowledge, skills, abilities, competencies to be used to select good leaders
 - Unbiased behavioural feedback based on job-related knowledge skills, abilities, competencies.
- The responses also indicate almost half of respondents do not feel their service is very effective at:
 - Matching people to jobs based on the careful consideration of job skills, knowledge and competency requirements
 - Considering an individual's interpersonal skills in selecting leaders
 - Recognizing that success is a direct function of people's ability to relate to one another.

Appendix E: Association Leaders Survey Data

Recruitment

From your Association's perspective, how strongly do you agree or disagree with the following statements as they relate to policing overall?

- Policing is a career our Association would recommend to friends or family members.
 - 79% are in agreement
- Policing is a career our Association actively talks to others about considering
 - 40% are in agreement
- The recruitment process would be better if a candidate only had to submit **one** application to be reviewed by all Police Services
 - 60% are in agreement

From your Association's perspective, what are the top three approaches for recruiting qualified candidates?

- Referrals 52%
- Website 36%
- Career fairs 32%
- College outreach 32%
- High School outreach 32%

What approaches are not very effective for recruiting qualified candidates?

- Newspaper ads 36%
- Radio 52%
- Television 32%

From your Association's perspective, how strongly do you agree or disagree with the following statements as they relate to your Service overall?

- Hires the recruits who are able to do the work required of them
 - 56% are in agreement
- Attracts enough new recruits to meet current needs
 - 24% are in agreement
- Hires the best recruits available
 - 32% are in agreement
- Has an effective orientation process for new recruits
 - 48% are in agreement
- Will still be able to attract enough new recruits to meet its needs in five years
 - 24% are in agreement
- Is one we would recommend to a friend or family member who was thinking of applying for a job
 - 56% are in agreement
- Should change the type of candidates it recruits
 - 48% are in agreement

From your Association's perspective, how strongly do you agree or disagree with the following statements as they relate to Policing?

		Strongly Disagree	Tend to Disagree	Hard to Decide	Tend to Agree	Strongly Agree	No Response to this item
a) There are effective systems to enable officer mobility within Canada	n=	7	12	4	2	0	0
	percentage	28.0%	48.0%	16.0%	8.0%	0.0%	0.0%
b) Occupational equivalency standards should be established to enable officer mobility within Canada	n=	0	4	3	8	10	0
	percentage	0.0%	16.0%	12.0%	32.0%	40.0%	0.0%

Based on your experience and expertise, what initiative would most improve mobility in policing across Canada?

Association	Comment
Amherstburg	Equivalent training. Standardizing police reporting systems and Major Case Management Systems
Barrie Police Association	Portability of pensions, similar wage and benefits from Service to Service, Policing is Policing no matter where you are located.
BC Federation of Police / Abbotsford Police Association	Single standard or set of standards for all police and peace officers to be defined "Certified" as such.
BC Mounted Police Professional Association	Pension portability, and to recognize police officers from other provinces. Just like the Mounties
Belleville	Standardizing Police Pensions and easier transferring of police pensions from one plan to another without penalty
Boundary Trails Regional Police Association	Not in favour of officers jumping from service to service
Fraternité des policiers et policières de Joliette Inc.	Avant de parler de mobilité il faudra uniformiser les conditions de travail.
Fraternité des policiers et policières de Longueuil	De protéger les bénéfices et avantages même si le policier va travailler ailleurs
Hamilton Police Association, PAO Director CPA Director	Portability of pensions
Hanover Police Association	Equivalency standards and mobility of pension funds.
Michipicoten Township Police Association	Removal of language in police contracts that penalizes experienced officers or automatically kicks their salaries and benefits (i.e. vacations) back to entry levels. (Not likely to occur anytime soon)
New Westminster Police Officers Association	Pension compatibility
Niagara Region Police Association	Equivalency of skills and experience
Nunavik Police Association	Meme standart partout au Canada, donc plus de candidat disponible et plus d'ouverture pour un jeune policier candidat qui veut travailler mais ne peut pas appliquer parce que sa formation n'est pas accepter d'une province a l'autre.
Ottawa	Not sure
Peterborough	Standardized testing and pre-requisites
Police Association of Ontario	Pension portability agreements
Royal Newfoundland Constabulary Association	National pension plan administered by a national body.

Association	Comment
Vancouver Police Union	Currently we recognise previous service for various service related benefits and I think that this has allowed us to attract a number of officers from other jurisdictions. However, this type of recognition has to be balanced and equitable so that it does not frustrate those employees that have never considered another employer as an alternative.
Waterloo Regional Police Association	I am not in favour of mobility. I believe in staying with one employer, being loyal to the one that trains and educates you.
Windsor Police Association	Moving expenses paid and signing bonus
Winnipeg	Opportunity for specialty work, lateral entry without a penalty to rank.

Recruitment

Aside from retirement, what are the top three reasons people leave your Service?

	Ranking	n=	Percentage
Better career opportunity elsewhere	1	12	48.0%
Work environment (emotional stress, burnout, physical strain, etc.)	2	9	36.0%
Management (unfair treatment, lack of support, etc.)	3	9	36.0%
Lack of opportunity for a leadership role	4	8	32.0%
Opportunity to increase overall income	5	5	20.0%
Current base pay	6	6	24.0%
Work hours and shift schedules	7	6	24.0%
Personal (return to school, relocation, health, etc.)	8	6	24.0%
Other	9	3	12.0%
Deciding to change careers	10	3	12.0%
Job itself (abilities not used, uninteresting work, not challenging, too little to do, too challenging etc.)	11	2	8.0%
Current benefits	12	2	8.0%
Danger	13	0	0.0%

Comments:

Association	Comment
BC Mounted Police Professional Association	Professional development and officer safety courses
Hamilton Police Association, PAO Director CPA Director	Above training provided only to our Board of Directors
Hanover Police Association	Association related training only
Ottawa	Provincial statutes as they relate to member safety
Peterborough	Training in Association management
Vancouver Police Union	Police Act training

Appendix F: Youth Cohort Survey Data

Attitudes about Policing in General

- Most have positive views about policing as a career choice. Most would encourage others to join the police organizations and feel that they would be encouraged by those around them if they chose a career in policing. In addition, few agree that being a police officer implies that one must give up the right to think on one's own.
- Generally a career in policing is seen to offer: good pay, a variety of career options and opportunities for career advancement. The negative aspects of policing tend to be associated with health related issues like stress, safety and work/life balance.
- The most appealing aspects of a career in policing have a tendency to relate to a sense of benevolence. Most rate helping people and serving the community far ahead of job security and pension.
- It is also interesting to note that many could not or chose not to identify any positive aspects of a career in policing. This may indicate a lack of general knowledge of specific aspects of a career in policing.
- By and large, the least appealing aspect of a career in policing according to respondents is that it is dangerous or unsafe. In fact, lifestyle and security related concerns such as the possibility of being shot or the possibility of death rank high as well as the having to work shift work.

Ranking the Benefits of a Career in Policing

- According to respondents, if you are considering a career in policing you can expect:
 - Opportunities to make a difference in your community
 - Work that you can be proud of
 - Work that is both interesting and challenging
 - Secure employment
- Policing is less likely to provide you with:
 - Opportunities for advancement
 - A transferable skill set
 - Financial reward
 - Work/life balance

Among the Professions Tested...

- Opportunities to make a difference in the community
 - Only healthcare is considered to be more likely than policing to provide one with opportunities to make a difference in the community, though the results for policing are very similar to those for social work and education.
- Work you can be Proud of
 - Policing ranks third in this category behind healthcare and education. Overall, the general perception is that a career in policing is likely to provide one with work of which one can be proud.
- Work That is Both Interesting and Challenging
 - Policing ranks third in this category, behind healthcare and law. Nonetheless, it is fair to say that, overall, policing is seen as likely to offer work that is interesting and challenging in relation to the other career areas examined in this study.

- **Secure Employment**
 - Police rank third in this category following government and healthcare. It is important to note that, compared to other career areas, a relatively significant number of respondents think that policing is completely likely to provide one with secure employment.
- **Opportunities for Advancement**
 - Policing ranks fifth in this category behind law, government, healthcare and business. However, it is still comparable to all four areas that precede it as there is only a two per cent difference between policing and law, a three per cent difference between policing and government, and a five percent difference between policing and healthcare.
- **A Skill Set That is Transferable to Other Employers**
 - Overall, policing is not considered to provide one with skills that are transferable to other career areas. A career in policing ranked second last in this category, just slightly ahead of social work.
- **Financial Reward**
 - Policing ranks poorly in this category, coming in third last just ahead of education and social work. The general perception is that a career in policing is not likely to provide one with financial rewards.
- **The Ability to Achieve a Good Balance between Work and Home Life**
 - Of all of the categories in which policing is compared to other career areas, it ranks the lowest in this category. Generally, respondents do not think that a career in policing would provide them with the ability to achieve a good balance between work and home life.

Police Recruiting

- **General Criteria**
 - One's willingness to relocate, conditioning level, physical attributes and academic achievement are seen as the most important criteria when obtaining a job as a police officer, while sexual orientation is considered the least important.
- **Race, Religion And Social Status**
 - Race is seen as a more influential factor considered in the police hiring process when compared to religion and originating from a less affluent neighbourhood.
- **Sexual Orientation And Police Recruiting**
 - The general perception is that it is unlikely that being heterosexual improves one's chances of being hired a police officer.
- **Drug Use And Police Recruiting**
 - The majority thinks that policing is not necessarily out of the question for those who have experimented with drug use.
- **Personal Connections And Police Recruiting**
 - Most think that personal connections (i.e. knowing a police officer) have a positive effect on one's chances of becoming a police officer.
- **Education, Experience and Police Recruiting**
 - Generally, most at least somewhat agree that having experience, education or training in a security related field makes it much easier to find a job in policing.

- Length of Hiring Process
 - Overall, most think that the hiring process, (whether for the police or not) should not exceed two to three months. Generally speaking, most feel that, when applying for a job in their career of choice, the hiring process should last no longer than a month.
 - Only very few think that a period of more than three months is a reasonable length of time for the hiring process to take in either the policing sector or in any given sector. Overall, it is considered reasonable for the hiring process to take slightly longer in policing.

Appendix G: Police Academies, Police Colleges and Police Training Units Survey Data

Key themes

- Institutions felt it would be useful or very useful to work with other training leaders in the sector - 93%
- There was broad support for a move toward to standardization, credentializing and transferability of training
- A number of initiatives are underway to provide de-centralized, blended and e-learning options
- A number of respondents expressed interest in national direction/guidance and in a national program for instructor training
- Overall, there appear to be many opportunities to address cross-jurisdictional concerns

Summary of specific observations regarding each segment of police training:

Recruit Training

- Most generally grant highly specialized accreditation or none at all (simply receive employment)
- Majority (over 90%) of recruits complete course
 - Barriers typically physical or simply not what expected
- Few options for e-learning currently exist
- Little consistency in fees and who bears the costs
- 2/3 of those surveyed recognize previous experience of recruits, but there is no particular approach used by majority
- Close affiliation, many partnerships with police organizations
 - Use police organizations as partners to develop, teach and review curriculum

Officer Training

- High completion rate
 - Barriers are work and family requirements
- Few offered distance and e-learning options (some under development) although many courses can be delivered off-site
- Generally, existence of courses not marketed beyond jurisdiction (Chiefs, training officers)

Leadership Development

- Virtually all training at this level takes place on-site (or at institutional partner site) rather than through alternate e-learning or distance options – exception is a select number of Canadian Police College courses

Summary of comments received from respondents regarding the following questions:

Please describe your future plans to modify your programs or courses. Please identify any new programs or courses you plan to introduce.

- Many new program and course initiatives outlined
- There is a growth in offerings to accommodate increased demand
- Overall, there is a general movement to more competency-based, realistic simulation-based and experiential learning

Do you plan to enter into new partnerships for the design and delivery of any programs or courses?

- Increased interest in leveraging Canadian Police Knowledge Network
- Collaboration for specialized areas of security concern (i.e. Mortgage Fraud, Hazardous Environment Response)

Are there aspects of your approach to training and development that you might highlight as a potential leading practice for others to follow?

All respondents felt they had best practices they could bring to the table, including:

- Partnerships with universities to transfer credits
- Borrowing ideas from other national and international jurisdictions
- Rigorous needs analysis, training standards and learning objectives
- Establishing communities of practices in specialized subject areas
- Integrating problem solving approach based on competencies into traditional programs
- Secondment programs
- Experiential approaches to learning

Based on your experience and expertise, what initiatives would be most beneficial for training and education in the policing sector in Canada?

- National police training standards
- Establishment of national standards for mandatory trainings (firearms, first aid, pursuit driving, etc)
- Interagency training
- Decentralization of training – blended and e-learning initiatives
- Harmonization and portability of qualifications
- Greater recognition and involvement in police education by post-secondary institutions
- Sharing of exercises, experiences and best practices
- Detailed cost comparison and understanding of direct and indirect costs of training
- Deliver national instructor-level training
- National body to support all institutions
- Development of cost-effective leadership training

When asked about their relationships with other Police Academies, Colleges and Training Units, we received the following responses:

- Only five of 13 respondents felt they were “informed” or “very informed” about the programs being delivered by other academies and training units
- 12 of 13 felt it would be “useful” or “very useful” to know more about the others
- 7 of 13 indicated they “often” or “always” work with other training and education leaders
- 12 of 13 indicated it would be “useful” or “very useful” to work collaboratively with other training and education leaders in the policing sector

Appendix H: Post-Secondary Institutions Survey Data

Summary of key findings:

- All institutions offered entry post-secondary (undergraduate) studies with over half also offering Officer or Leadership training
- Large interest in policing related programs in 18-25 cohort
- Have some models of success in attracting minorities
- Broad similarity in course topics (foundation), but little standardization in duration
- Interest and openness in greater standardization
- Desire to become a more integrated part of the “training supply chain” for police organizations
- Desire to partner more closely with police organizations to better understand and meet needs
- Many respondents offer multiple options in distance and e-learning Many institutions work together with policing agency “often or always” and feel this input is very useful
- Five of six respondents would be willing to partner with policing organizations to develop or revise programming

Key observations regarding post-secondary (undergraduate) police studies:

- Enrolment in policing related studies varies from 400-920 in the various institutions
- All offer foundation programs with a range of 2- to 4-year options (with one single year accelerated option)
- High degree of similarity in the course curriculum components at the college level
- Generally, average between 4-6 applicants per acceptance
- Varying degrees of success in attracting female, racially visible students
- Majority of students placed with police and corrections after graduation

Key observations regarding officer and leadership development:

- Generally, training for officers is highly customized for a particular police organization and is often collaboratively delivered with that organization
- Few offer leadership courses and those that do are of short duration (2 weeks-1 month)

The following qualitative comments, summarized below, were collected regarding future plans to modify courses, programs and partnering arrangements.

- There were a variety of plans to develop new programs and alternate education approaches (part-time, national programs, etc.)
- Many institutions were open and searching for new partnerships

Appendix I: Training Leaders Forum

The following represents a summary of the main points made by participants during the session held on March 9, 2007.

National Police Training Standards (Harmonizing, Portability of Qualifications)

General Comments

- All indicated support for standards and emphasized the need to tie these to police competencies at all levels
- Don't need "one size fits all" (cover 80% of similar stuff, leave rest for provincial or local customization)
- Set national minimums, ensure maximums do not present hiring barriers
- Minimum standards should also allow flexibility (i.e. costly for some to recertify on firearms too often, so must give latitude)
- It was noted that a number of services already have lateral movement agreements to address portability (need to develop more)
- Need to know the rationale for current local standards – local standards that are based on tradition rather than a solid framework or rational may frustrate creating national standards
- Discussion that most current standards created on an ad-hoc basis without real reasons for differences between the services. Hence, many of the current standards lack validity
- Need to work with other groups such as social services agencies, other community service organizations to expand understanding of standards to meet new expectations of police officers
- Hard Skills easier to define and reach agreement; good place to start
- Soft Skills – RCMP has taken steps in this direction as it has done away with regional differences
- Great idea for smaller organizations, will help them with best practices, new ideas
- Suggestion to begin with voluntary standards to be opted-in or out by provinces
- Set reasonable minimums and provinces can opt for higher
- Suggestion that senior police officials draft standards and pass to Solicitors General for approval. Then Chiefs, etc. more likely to buy in because they set the standards themselves
- Worth looking at where a number of provinces (ON, Quebec, Alberta) are going with this
- Discussion of development vs. competency – there is still a role for performance management (i.e. making sure done on the job). Make sure both are aligned

Specific concerns:

- Cost and time to review and create standards
- Ensure do not create adverse effects on certain populations by developing standards that create unnecessary barriers
- Must ensure meeting local needs and have validity locally – especially with hard skills
- Creates an additional resource burden to monitor and administer
- Will need to gain Solicitor General approval in each province as they will sign-off and in many cases fund the implementation of new standards

- Who will oversee and accredit people providing certification or evaluating standards
- National Standards require national evaluations and certification of training providers
- Calls for instructor standards as well
- This also says we need to evaluate if training is adding value

Alternate Service Delivery Models

- Rare to find full e-learning solutions. More likely to be a blended solution including pre-work via e-learning and some classroom work. This blended approach has significantly reduced many on-site courses by assuring a baseline level of knowledge prior to attendance. Can then focus on specific skill acquisition. One example cited four- to five-day courses being reduced to one to two days (example was a course for Chiefs)
- Wanted to make sure we recognize problem-based learning and scenario-based learning as some of our best practices that involve face-to-face learning time (i.e., e-learning is not a silver bullet)
- Problem-based learning is being more widely adopted. Often a more time consuming process up-front in training trainers and in design. The belief is it yields superior results

Interagency Collaboration

- N.B. All comes back to standards, all of this will be easier to achieve when we have a baseline in place
- Would be willing to share studies we are conducting
- Would like to see a common formalized course design (i.e. foundations)
- Need infrastructure to make collaboration and sharing practical

Academies and Training Service Units

- At CPC all courses are open to others and are in line with training standards set by others
- Problem with sharing is ability to look at course content and evaluate it
- Not a case of resistance, just lack of knowledge of what is out there
- Concerns about legal issues when share training documentation, courses with others, you lose control of the standards and application of the training. Need a disclaimer to limit liability for organizations willing to share such documentation
- Concerns were also raised regarding sharing Intellectual Property and cost recovery for design time that needs to be addressed prior to broad sharing of program and course materials

Increased Involvement of Post-Secondary Institutions in Police Sector Training

- Suggestion of establishing quid pro quo – Universities and Colleges should recognize equivalencies for police sector training

Universities

- Experience and trainers are often drawn from police organizations and are recognized by the University.
- Best placed to do soft-skill training

- A degree should be part of an overall learning plan (how valuable is this for the individual? how valuable is this for the Service?)
- Again, requires strong link to competency model

Colleges

- Comes back to standards and ensuring their enforcement
- Bottom-line – need standards for curriculum and delivery prior to exploring options
- Would like to see Academies continue to set final “bar” for training
- Lots of options for co-curriculum design work, many delivery options
- No other sector has its own Academies
- Complexities re. admissions, placement requirement and screening (i.e., colleges are not looking to exclude people; they are still running a business. Police organizations need to do security screening, etc). Puts at odds re. admissions
- Mention of nursing as one model
- Legal and bar exam another models
- If we reach into Colleges must be prepared to have younger recruits. Consider the need to re-introduce the Police Cadet model
- Consider role of provinces (Education, Solicitor General) and Federal Government

National Body to Support Police Sector Training

Instructor Certification

- Full time instructors should have some kind of certification and should need to seek regular recertification
- Mention of the value of Saint Francis Xavier Adult Education Program. CPC used to develop others, now send to SFX. Also mention of University of New Brunswick instructor course. Modules for distance education takes two years
- This is an issue with smaller services. Conduct train-the-trainer, but may have revolving door of instructors, many are not full-time
- Discussion if all instructors need to be police officers? General agreement that this was not the case
- Suggestion that police organizations could use retirees
 - Issues: would need to develop as instructors
 - Need to ensure knowledge is up-to-date
 - Impacts on pension
- Suggestion: make instructors accountable for own certification
- Need to certify for different kinds of instruction since different expertise and skill set are required (problem-based, scenario, hard skills etc.)

Leveraging new Initiative and Other Networks

- CAPE and CACP are an option
- Would like some kind of email or network for educators (two levels of forum senior vs. middle-level practitioner)
- Importance of face-to-face meeting between cohort

Miscellaneous Comments

CAPE: Mention of the upcoming CAPE conference, the topics being discussed and its potential value to all those involved in sector training. A number of individuals not

previously planning to attend expressed an interest. Provides another example of the value of this session in building networks that will lead to better communication and sharing of issues and concerns among practitioners

Leadership: means many things to different people (defined role versus competencies). Need a common understanding

Career Path: young recruits follow along with traditional (para-military) approach to career. Need to begin addressing careers and leadership growth more pro-actively

Human Resource Planning—Competencies & Career Streams: United Kingdom
Competencies: tied to task and learning, part of a career stream from day one. Need human resource strategies, tied to competencies, tied to training and education Learning Plan

Value of Young Recruits: need to see value recruits and get them to step up, not be taught to follow.

Holland College: mention of international bodies with standards that sell curriculum and licence, evaluate and monitor delivery (i.e., fire course)

Appendix J: Student Survey Data

- 63.3% of male students and 25.4% of female students responded either 8, 9, or 10/10, where 10 is “completely agree” that they would consider a career in policing
- The most appealing aspects of a career in policing for students are:

Most appealing aspects of a career in policing	Percent Response
Helping people/making a difference to people	19%
Different everyday	13%
Involved in the community or society/making community or society better	12%
Exciting/challenging work	10%

- The least appealing aspects of a career in policing for students are:

Least appealing aspects of a career in policing	Percent Response
Danger to self (getting hurt/shot/killed)	26%
Shift work	17%
Work life balance/long hours	11%
Stress	11%

- When students were asked which of the following most accurately corresponds to the minimum education requirement to qualify to be a police officer, they responded as follows:

Minimum Educational Requirement	Student Response
Complete High School	42.2%
Complete technical, trade/community college	38.2%
Some College/University	9.1%
University degree	8.9%

- Students, when considering potential employment options, 62.4% say the length of the hiring process affects their decision to pursue a job either greatly or moderately. A reasonable amount of time for the hiring process according to students surveyed is:

Length of hiring process	Student Response
1 month	30%
2-3 months	29%
4-6 months	18.6%

- The factors students think police recruiters consider “Very Important” or “Extremely Important” when reviewing an individual’s application to become a police officer are:

Factors	Student Response
Conditioning Level	93%
Academic Achievement	82%
Related Experience	77%
Mobility	74%
Physical Attributes	54%
Ethnicity	26%
Gender	15%
Sexual Orientation	10%

- The factors that students think police recruiters consider when reviewing an individual’s application to become a police officer are:

Factors	Student Response
Background (criminal record)	16%
Integrity/character/personality	15%
Grades/education	14%
Maturity/life experience	12%
Work history (skills)	10%
Fitness level/health	9%
Community Involvement	8%

- When asked “I would only consider a career in policing if all other career options were exhausted,” 80% “Completely Disagree.”
- Almost 90% of students think that the police play a positive role in society; and 77% “Completely Agree” that the police play a positive role in their community.
- 40% of students think the police should be more active in their community.
- 43% believe that the ethnic make up of any given police organization should be a reflection of the community it serves.
- Almost 90% of students completely agreeing that being a police officer means you have to be a role model for others.
- 48% of students completely agree that in some cultural communities policing is not seen as a positive career choice. The same percentage of visible minority students answered the same way.

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