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**FIRST NATIONS POLICE BOARD TRAINING  
USING A MODIFIED DACUM ANALYSIS**

by

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Dip. Public Sector Management  
University of Victoria 1989

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

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in  
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We accept this thesis as conforming  
to the required standard

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## ABSTRACT

First Nations-administered policing services were established in four areas of British Columbia, through a tripartite agreement involving the provincial and federal governments and the participating First Nations. Police boards receive their mandate under the provincial *Police Act* and serve as an employer and governing authority for their officers.

The Attorney General is responsible for ensuring that adequate and effective policing services are maintained throughout the province. This responsibility includes the training of police boards. Although the boards have received training in the past, they have expressed a need for more. The purpose of this project was to respond to this need, focusing on the two most recently established boards - Tsewultun and Ditidaht First Nations police boards.

The goal of the project was to develop a more effective way to deliver police board training. The objectives of the project were to:

- identify the tasks, skills and knowledge of board members, as required under the *Police Act* and the attendant regulations;
- determine whether there are cultural considerations that need to be addressed in developing instructional design and technology; and
- develop recommendations for the design and delivery of the training program.

A constructivist framework provided the context and philosophy for the project. Participatory action research was the applied qualitative research method; a modified Developing a Curriculum Model (DACUM) was used for identifying and analyzing tasks, skills and knowledge for training; and, appreciative inquiry served as the research technique for follow up group interviews with the participants.

The outcome of the project is set out in four parts. The first part focuses on the use of the DACUM model; the second on instructional design; the third on curriculum content; and the fourth on cultural considerations.

### a. **DACUM Model**

The modified DACUM model was well suited for identifying the skills and knowledge for constructing a police board training curriculum. The model received positive support from both the resource panel and participating board members.

## **b. Instructional Design**

The literature supports collaborative learning where an exchange of ideas within small working groups enhances learning while promoting critical thinking skills. A problem based experiential learning approach was recommended to enable participants to build experience while practicing the required skills. This approach was given full support by both boards.

This study recommends that the training be structured into three parts, delivered in three, two-day sessions over a period of six months.

## **c. Curriculum Content**

The content for training is based on the outcome of the DACUM survey and the appreciative inquiry group interviews. This study recommends that the first training session focus on community relations, and personnel and communications. The second session would address policy issues, and the third would focus on financial management responsibilities of the board. In each session, the study recommends that board members be divided into working groups, with each group responsible for discussing and resolving problem-related scenarios.

## **d. Cultural Considerations**

Culture was not perceived as an issue with respect to the application of the DACUM model. However, the Tsewultun police board did identify culturally-related policing issues that reflect operational policing more than board functions. The Ditidaht police board members saw training as a benefit for those communities, like their own, who are moving toward achieving self government. The study recommends that cultural-related issues be added to the scenarios for use in each of the sessions.

## ACKNOWLEDGMENTS

As a result of my involvement in this study I have now come to realize the enormous sense of responsibility that goes with being a police board member, responsible for the overall management of a policing service. For all the police board members I met, thank you for giving me your time and willingness to participate in this study.

I would also like to thank Chief Constables Dan Kelly and Ron Merchant for their help in arranging the sessions, and Neil Murphy and Kevin Begg whose guidance and support in helping to bring this project to a conclusion.

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# FIRST NATIONS POLICE BOARD TRAINING USING A MODIFIED DACUM ANALYSIS

## PREAMBLE

The police are a powerful institution in our society. They have the legal authority to deprive citizens of their liberty, and even of their lives when using legal force. For this reason, the role and accountability of the police officer remains of vital interest and concern to those they serve.

The role of policing in Canada has different historical roots than in many other countries. Canada adopted the Irish Constabulary approach to policing where the constable was considered a "surrogate" citizen sworn to prevent crime. The officers were recruited from the people, trained and uniformed; a sharp contrast to policing in other countries where the police are an arm of the state. In Canada, civilian oversight has become firmly entrenched as a mechanism to ensure there is a high standard of policing responsive to the community needs.

Under the Canadian Constitution, responsibility for policing is vested in the provinces. The British Columbia *Police Act* enables the province to act on its policing responsibilities by establishing the Attorney General as the chief law enforcement officer. The Attorney General's responsibility is to ensure that adequate and effective policing services are maintained throughout the province.

In a series of consultations held between 1989 and 1992 with First Nations by representatives of the Ministry of Attorney General, Solicitor General of Canada and the Royal Canadian Mounted Police (RCMP), it became evident that many First Nations had not received the same level of policing service as other communities of a comparable size.

Inadequate policing services, it was learned, have been a concern for First Nations since colonization. Attempts were made as far back as 1861 by the Colony of Vancouver Island to appoint, as special constables, chiefs and other notable members of the community to police their people. For reasons unknown, most of the newly appointed officers had their appointments withdrawn within the first month (Jamieson, 1994).

The RCMP organized a contingent of aboriginal officers to assist regular officers in policing aboriginal people on-reserves. The program did not succeed to the extent expected. The officers appointed were, and were seen to be, of a lesser status to that of a regular member, which was demoralizing for its members and disheartening for many aboriginal communities receiving the service (Cran, Briefing note to Deputy Minister, 1992).

In 1989, the Stl'atl'imx Nation, near Lillooet, decided to police themselves using what they termed 'peacekeepers'. This put pressure on both the province and federal government to either support or challenge the lawfulness of this new initiative.

In 1990, both provincial officials and their federal counterparts decided to support First Nations wishing to establish their own police service. In essence, a partnership was created to assist First Nations to establish a professional policing service; a service to be recognized by all policing agencies and the criminal justice system (Cran, Briefing Note to Assistant Deputy Minister, 1990).

## BACKGROUND

There are currently four First Nations-administered policing services located in different parts of the Province. Each policing service is governed by a police board which serves as an employer and governing authority for their police members. These new First Nations-administered police services were not recognized in legislation. Instead they were created at the wishes of the Attorney General and the Chief and Council of the participating band councils. The governance model that serves as an employer of the policing service, is essentially a replica of an independent municipal police department, whose statutory authority is set out under the *Police Act* (Cran, Briefing note to Deputy Minister, 1996).

First Nations officers are appointed under section 9 of the *Police Act* as special provincial constables. The duties of the constable are set out in a Protocol with the Commanding Officer of "E" Division RCMP, the division that is under contract with the Province to provide provincial policing services. The officers are responsible for the enforcement of federal and provincial statutes and local Band by-laws.

Police board members are appointed by either the Attorney General and the municipality - in the case of municipal police services, or the chief and council of those participating First Nations delivering their own police services.

The First Nations-administered police boards receive similar oversight responsibility and support given to municipal police boards by the British Columbia Police Commission (BCPC), through a signed protocol.

First Nations police boards, not unlike municipal police boards, are responsible for:

- the selection of the chief constable who serves as the employer's representative;
- the relationship of the board to the various chiefs and councils of the participating First Nations, the province and the federal government;
- employment contracts with employees, be they civilian or police officer; and for establishing rates of pay and benefits;

- policy making and the overall strategic direction of the service;
- financial management of operational expenditures and the accountability and reporting to funding agencies;
- dealing with citizen complaints against police officers by acting as the first level of appeal for citizens who are not satisfied with the way their complaint was handled by the department and chief constable;
- internal discipline of officers where an officer wishes to appeal a discipline imposed by the department;
- procedures of conduct in establishing and conducting an Inquiry; and
- establishing and maintaining accountability of the police service to those it serves.

The training of police boards in British Columbia up to now has been the responsibility of the BCPC, as part of its oversight responsibility for the twelve independent municipal police departments within the province (Victoria, Vancouver, Saanich, Central Saanich, Oak Bay, West Vancouver, Port Moody, Nelson, Esquimalt, New Westminster, Abbotsford and Delta).

The two most recently formed police boards, Tsewultun and Ditidaht, both located on Vancouver Island, were established in September 1996 under a tripartite agreement between the participating First Nations, the province and federal government. Although the boards have received training support from the BCPC, they have both indicated in meetings held in May and June 1997, an expressed need for training, beyond what has been available so far.

The need for board training appears widespread as other aboriginal police boards, as well as the twelve municipal police boards, have expressed similar concerns (Oppal, 1994). This project, however, will focus specifically on the training needs of Tsewultun and Ditidaht police boards; while keeping in mind the need for a generic instrument or approach that may be used with other boards.

With each police board there are issues of liability, fiduciary responsibility and accountability of service to the public and to the Attorney General that need to be understood and acted on.

## **THE PROBLEM**

The Attorney General, as the Province's chief law enforcement officer, has the power to reorganize a police service if he or she believes it is in the public interest to do so. If, for example, there was evidence that a policing service was acting in a negligent manner or if the members of the board were not deemed to be acting in the best interests of the public, there are options for the Attorney General to consider. One of these options may be to dissolve the board and replace the service with another agency. It is of vital interest to the

First Nations and their board members, the Attorney General and federal Solicitor General to ensure that well administered policing services are maintained.

The responsibility for training board members lies with the Province. Board members must be adequately prepared for their role. If not, it can be assumed that training they received did not achieve the desired outcome for which it was intended.

The goal of the project was to develop a more effective way to deliver police board training. The objectives of the project were to:

- identify the tasks, skills and knowledge of board members, as required under the *Police Act* and the attendant regulations;
- determine whether there are cultural considerations that need to be addressed in developing instructional design and technology; and
- develop recommendations for the design and delivery of the training program.

## THE ORGANIZATIONS

Both Tsewultun Police Service and Ditidaht Public Safety and Policing Service were established September 1, 1996. A tripartite agreement was signed by Canada, British Columbia and the participating Band Councils. The tripartite agreement sets out the terms and responsibilities for each of the parties. In the case of Canada, they are responsible for providing financial support on a cost share basis with the Province. The federal share being 52 percent (Tsewultun, Ditidaht, 1996).

The responsibilities for British Columbia are more extensive given provincial constitutional responsibility for policing. The Province is responsible for determining the minimum policing standards; providing professional policing advice through their respective agencies; ensuring that adequate and effective policing is maintained within the First Nations communities; and, for providing their share of funding (Tsewultun, Ditidaht, 1996).

### Tsewultun Police Service Board

The board consists of six members selected from the three First Nations currently receiving tribal policing services from Tsewultun. These are: Lyackson and Halalt First Nations located on Vancouver Island near the town of Chemainus, and in the Strait of Georgia on Valdes, Galiano and Tent Islands; and, Penelakut Tribe located on Kuper Island. The three communities have a combined population of approximately 800 people. The Board currently employs three officers working out of the Halalt and Penelakut communities.

There were two board members selected from each of the three participating communities. The criteria for selection were that the individual be a member in good standing with no prior criminal record, and have previous board experience or an expertise recognized by the community. Only one board member has post secondary education. Two of the members are former band council members while the other three have no prior board or administrative experience but have other expertise recognized by their chief and council.

#### Ditidaht First Nation Public Safety Board

The board consists of three members selected from the Ditidaht community which is located at the south east corner of Nitinaht Lake, 40km west of Lake Cowichan. The Ditidaht First Nation is comprised of seventeen reserves located west and south west of Nitinaht Lake, with a population of approximately 350 people. During the summer months the population increases about three-fold as Nitinaht lake is a popular location for wind surfers. The board employs one officer who reports administratively to the Board and operationally to the Lake Cowichan detachment of the RCMP. The officer selected by the Board is non aboriginal. He is the former detachment commander for the Lake Cowichan RCMP.

The main criteria for board member selection was similar to Tsewultun in that the individuals were members in good standing with no prior criminal record and they have either previous board experience or an expertise recognized by the community. Of the present board members one has administrative job related experience, a second has had some prior experience as a board member and the third member has no board or administrative experience.

## **DOCUMENTATION REVIEW**

### **1. Review of Organization Documents**

The B.C. Police Boards Handbook and Justice Oppal's report, Commission of Inquiry into Policing in British Columbia, are essentially the two main sources of information relevant to the topic. The Handbook, in particular, is the main source material for training for present municipal and First Nations board members. Other information sources include:

- initial discussions with Tsewultun police board and chief constable and Ditidaht public safety board and its officer-in-charge;
- British Columbia *Police Act* and regulations - the primary source for determining the mandate and prescribed role for police boards in British Columbia; and
- Protocol Between the British Columbia Police Commission and the Ditidaht Public.

Safety Board and the Protocol Between the British Columbia Police Commission and the Tsewultun Police Board - that acknowledges a relationship between the BCPC and the boards for the purpose of establishing the policing services, which the current *Police Act* doesn't provide.

- Canadian Association of Police Boards Orientation Guide for Police Board Members; and
- other relevant documentation and materials on file in the Police Services Division of the Ministry of Attorney General.

A report submitted to the Inquiry into Policing in British Columbia indicated that board members overwhelmingly claimed that they desired far more extensive training than what was provided to them (Koenig, 1994). The author suggested that the need for police board training is not limited to British Columbia. The same need was identified in Ontario, a province whose police boards and mandate closely resemble those of British Columbia.

Koenig's paper highlights a proposal prepared by the Canadian Association of Police Boards (CAPB) to develop a two day training workshop to cover topics such as:

- policy-making
- accountabilities
- directing the chief and monitoring performance
- budgeting
- community-based policing
- strategic planning
- race relations and employment equity
- media relations
- board relationship with the chief

Koenig supports this proposal as an example of the type of training that should be offered.

The Honourable Mr. Justice Wallace T. Oppal in the report of a Commission of Inquiry into Policing in British Columbia recommended that a comprehensive orientation handbook be developed for new police board members and that the handbook be updated on a yearly basis. He also recommended that the Ministry of Attorney General develop a list of appropriate procedures and performance expectations for police boards and police board members, and added, that boards should be subject to regular audits.

In February 1996, following up on Mr. Justice Oppal's recommendations, the BCPC developed a "B.C. Police Board Handbook." The handbook covers many topics that range from the legislated mandate of boards, to the duties and functions of a board, to the various support roles of other agencies.

Training (which included the handbook) has been provided to the Tsewultun and Ditidaht

board members. However, in meetings held in May and June of this year, nine months after assuming office, both boards expressed a lack of confidence and indicated they still felt unprepared for carrying out their responsibilities. The concern about training was, in their view, more a reflection on the methods by which the training was provided, (which one member described as a 'chapter and verse lecture'), than the content presented.

There is no question of need for training police board members, according to both Koenig and Oppal. However, in viewing Koenig and Oppal's material there is no evidence that consideration was given to learning theory or applied methods of instructional design and delivery. The only examples of training to be offered are those mentioned above: one two-day workshop that is intended to cover all topics or an orientation handbook for police board members. Both of which may be useful but do not address board member needs for building competency.

## **2. Review of Supporting Literature**

Initially, the review looked for any research having to do with board training and its effects. There was little to draw from, with the exception of Jeffrey Brudney and Vic Murray's 1997 study of nonprofit boards. In their study they found that there has been no empirical research on the impact of efforts to change boards. The reason, they suggest, is that there are too many factors at work to isolate the effect of any one method (Brudney, Murray, 1997).

In their review of 851 nonprofit organizations they concluded that: (1) a conscious effort to improve boards results in change; (2) an organization must develop its own unique model for how its board ought to operate; and, (3) the model must be based on an understanding of an organization's environment, history, set of personalities and culture (Brudney, Murray, 1997, p.2-4).

Given that prior police board training had not produced efficacious results, the review searched the fields of learning theory and instructional design to find suitable training models and processes for achieving desired outcomes for participants.

Much of the early instructional design is based on the work of behaviorists, like Thorndike, Skinner and more recently, Gagne. Behaviorists, like other objectivists, perceive learners in the role of students who are told about the world and are expected to replicate its content and structure in their thinking (Saettler, 1990).

Sue Berryman (undated) identifies five common behaviorist assumptions about learning that she considers to be wrong:

- That people predictably transfer learning from one situation to another. The ultimate point of education is to prepare students for effective functioning through transfer from "school" knowledge to everyday practice.



- That learners are passive receivers of wisdom or vessels into which knowledge is poured. This assumption arises from a notion that the purpose of education is to transmit society's knowledge and culture from one generation to the next. This assumption encourages lecture style mode of teaching.
- That learning is the strengthening of bonds between stimuli and correct responses;
- Instruction based on this assumption arises out of a behavioral theory of learning and results in a curriculum of disconnected items, subtasks and subskills, without an understanding of the context in which they fit.
- That learners are blank slates on which knowledge is inscribed. This ignores the notion that prior knowledge and experience are part of the construct of meaning.
- That skills and knowledge, to be transferable to new situations, should be acquired independent of their contexts of use (Berryman, undated).

In the current instructional design field, constructivist learning theory appeared to be changing the way many theorists view instructional design (Wilson et al, 1993). John Dewey is credited as being the first to give voice to constructivism. Although he did not use the term, he perceived learning as a social endeavor, and noted that students must learn and make sense of new knowledge together, based on their individual and collective experience (Lambert et al, 1995 p.19). Lambert (1995), in citing Fosnot (1992), defines constructivism as a theory of learning, and also a theory of knowing.

Lambert suggested the following principles as a basis for conceptualizing the epistemological processes of "knowing and coming to know" (Lambert et al, 1995, p. 17):

- knowledge and beliefs are formed within the learner;
- learners personally imbue experiences with meaning;
- learning activities should cause learners to gain access to their experiences, knowledge and beliefs;
- learning is a social activity that is enhanced by shared inquiry;
- reflection and metacognition are essential aspects of constructing knowledge and meaning;
- learners play a critical role in addressing their own learning; and
- the outcomes of the learning process are varied and often unpredictable.

Jonassen also believes constructivist learning theory has developed a strong presence in the instructional design field. However, he believes that instructional systems technology is still influenced by behaviorist assumptions. He describes objectivism and constructivism as polar extremes which range from an externally mediated reality (objectivism) to an internally mediated reality (constructivism). Jonassen concludes that constructivism offers important lessons on the design of environments to support learners. At the same time, he adds, learners must accept responsibility for learning (Jonassen, undated).

Berryman, like Jonassen, argues that learning should be staged or sequenced so that the learner builds the multiple skills required in expert performance and discovers the

conditions under which they apply. This requires a sequence of increasingly complex tasks, and problem-solving situations, so that the learner develops a feel for the over-all subject matter before attending to details.

Robert Gagne, best known for his development of a model of instruction based on human learning, argues that there are various types of human learning and that each of these types of learning require different types of instructional strategies (Gagne, 1985).

All of the designs for learning mentioned thus far reflect a technological approach to learning. One must learn the techniques required to make learning more efficient. The value of importance of what is to be learned is not considered (Wiburg, 1995). Traditional approaches assume knowledge is independent of the situations in which it is learned and used. More recent research on learning indicates that knowledge is not independent phenomena, but situated in the activity, culture and context in which it is developed (Wiburg, 1995). Berryman suggests that this may be achieved through collaborative learning where learning is achieved by learners working together with other learners to solve problems and carry out tasks.

Proponents of collaborative learning claim that the active exchange of ideas within small groups not only increases interest among the participants but also promotes critical thinking (Gokhale, 1995). Gokhale's study examined the effectiveness of individual learning versus collaborative learning in enhancing drill-and-practice skills and critical-thinking skills. Gokhale notes that both methods were found to be equally effective in gaining factual knowledge. However, collaborative learning was more effective for fostering the development of critical thinking and problem solving skills through discussion, clarification of ideas and evaluation of other's ideas. He concluded that "for collaborative learning to be effective, instructors must view teaching as a process of developing and enhancing student's ability to learn. The instructor's role is not to transmit information, but to serve as a facilitator of learning. This involves creating and managing meaningful learning experiences and stimulating student's thinking through real world problems"(Gokhale, 1995, p.5).

One such collaborative learning approach identified during the review was problem-based learning (PBL). Problem-based learning began at McMaster University in the mid 1960's in their Faculty of Medicine. The McMaster program, which spread to other schools throughout Canada and the United States, was student-centered, problem-based, small-group learning approach that focused on real world problems (Camp, 1996).

Gwendie Camp (1996) suggests that PBL is consistent with constructivist principles, such as: understanding comes from our interactions with our environment, cognitive conflict stimulates learning and knowledge evolves through social negotiation, and evaluation of individual understandings. Camp cites Norman and Schmidt's 1992 article, "The Psychological Basis of Problem-based Learning: A Review of the Evidence", in which they claim that there are substantial differences in retention of knowledge and learning

attributable to PBL, and that PBL does have a large impact on self-directed learning skills and on student motivation.

In summary, there have been numerous changes over the years in the fields of learning theory and instructional design. Much of the early instructional design was based on the work of behaviorists who perceived learners as empty vessels waiting to be filled.

The current instructional design field, influenced to a large degree by constructivist learning theory presents a new metaphor of learning, one that acknowledges the history, knowledge and beliefs of the learner as the foundation for learning. The constructivists also acknowledge that learning is not an independent phenomena but one that is very much part of a cultural-context shared by other learners.

Proponents of collaborative learning claim that the exchange of ideas within small groups not only increases the interest among the participants but also promotes critical thinking. One such approach is problem-based learning (PBL) which began at McMaster University. A recent study indicated that there are substantial differences in knowledge and retention attributable to PBL which also impacts positively on self-directed learning skills and student participation.

## **RESEARCH CONDUCT**

### **1. Research Methods**

The literature review also looked for a conceptual framework and research methods that best supports an inquiry that leads to effective outcomes, sensitive to issues of culture. Constructivism, as noted above, provided the context and philosophy for the project (Guba, Lincoln, 1994) (Lambert et al, 1995). Participatory action research was found to be well suited as an applied qualitative research method; a modified Developing a Curriculum (DACUM) was used as the method for identifying and analyzing tasks, skills and knowledge for training; and, appreciative inquiry served as a research technique for follow up group interviews with participants.

Action research has been used in many areas where an understanding of complex social situations has been the objective in order to improve the quality of life (Riding, Fowell, Levy, undated). Kurt Lewin, often cited as the originator of action research, used the methodology in his work with people affected by post-war social problems. The term "participatory action research", defined by David Deshler and Merrill Ewert (1995), is a process of systematic inquiry, involving those who are experiencing issues of concern in the workplace or community. The process involves participants working collaboratively with a trained researcher to decide the focus for generating knowledge, methods for collecting and analyzing information, and for taking action to manage, improve or solve

their problem situation (Deshler, Ewert, 1995).

Kolb (1984) described the action research cycle as a learning process where people learn and create knowledge by critically reflecting on their own actions and experiences, forming abstract concepts and testing the implications of these concepts in new situations.

Action research also aims to contribute to the goals of social science community. It is this aspect of action research that distinguishes it from applied social science, where the goal is simply to apply social scientific knowledge but not necessarily add to the body of knowledge (Rapoport, 1970).

The following assumptions are drawn from the various traditions of participatory action research, noted by Deshler and Ewert (1995):

- there are a common set of values that include the democratization of knowledge generation, ethical fairness in the benefits of the knowledge generation process, ecological stance toward society, and an appreciation of the capacity of humans to reflect, learn and change;
- the participant community's interests are identified and defined as a starting point rather than beginning with the external interests of the researcher;
- the research process is designed for action with a commitment by both the researcher and participants to achieve a mutually desired outcome;
- the researcher stands with and alongside the participants, not outside as an objective observer or external consultant; and
- the research outcomes are intended to benefit the participants and their organization.

## **2. Data Gathering Tools**

The DACUM Rating Scale was originally created in 1986 by Robert E. Adams and has undertaken numerous iterations since (Jones, undated). The DACUM was used primarily as an occupational analysis tool for assessing job performance and skills by a "expert" or resource panel made up of peers and supervisors considered top performers in their field. The experts work under the guidance of a facilitator to develop an occupational skill profile which can be used for instructional program planning, curriculum development, and training needs assessment. The DACUM philosophy states that:

- expert workers are better able than anyone else to describe their occupation;
- an occupation can be described effectively in terms of tasks successful workers perform; and
- successful task performance is directly related to the knowledge, skills, tools and attitudes that workers must possess to perform the tasks correctly (Norton, 1997).

The DACUM process follows a sequential order which includes:

- identifying general areas of responsibility;
- identifying specific tasks performed under each area of responsibility;
- arranging tasks according to process sequence or importance; and
- identifying performance criteria (Norton, 1997).

a. Modifying the DACUM

For the purposes of this project, the primary use of the DACUM model was to assist in:

- identifying the general skill and knowledge areas of responsibility;
- identifying the tasks associated with each area of responsibility;
- validating the skill and knowledge areas of responsibility and the associated tasks by a resource panel as well as the participants; and
- applying a DACUM rating scale that reflects the nature of the role of a board.

In a board situation there is a mandate to be carried out that often requires a range of skills, abilities and knowledge for a board to manage effectively. Board members ideally represent a cross section of these skills, abilities and knowledge. The term competency, in the DACUM, means skills and abilities required by an individual to undertake a certain task. Proficiency, on the other hand, implies “a thorough competence derived from training and practice” (Merriam, Webster, 1986). In recognition of the variety of skills, knowledge and experience each board member brings to the role, with no one member expected to be competent in all areas, the term “proficiency” has been used in place of “competency” to describe the rating scale.

In the skill area of responsibility, the DACUM rating scale was modified from a six point scale used for occupational analysis to a four point scale for the purposes of this study. The highest rating (4) was for tasks the participant felt they could not only perform, but lead or assist others in learning as well. The lowest rating (0) was for those tasks the participant had no prior knowledge or experience in performing.

- 4 RATING      Can perform this task with quality, satisfaction and comfort and can lead others in performing this task as well.
- 3 RATING      Can perform this task with quality, satisfaction and comfort.
- 2 RATING      Have no prior board experience in performing this task but have the skills/knowledge to adapt to the task to be performed.
- 1 RATING      Have prior experience in performing this task but need guidance and support to complete this task with satisfaction and comfort.

In the knowledge area of responsibility, a Likert-type scale was used to measure knowledge constructs with quantitative metric units. The scale asked respondents to rate their current level of knowledge for each area from a 1 rating for “Not at all” to a 5 rating for “To a large extent”.

b. Appreciative Inquiry

Appreciative inquiry was used as an interviewing technique. This technique was used to identify culturally-related issues not considered in the DACUM process. Gervase Busche describes the appreciative inquiry framework as a highly useful method for such purposes (Busche G.R. 1995 “Advances in appreciative inquiry as an organization development intervention, Accepted for publication in the *Organization Development Journal*).

Appreciative inquiry supports the premise that focusing on conflict reinforces the notion that conflict often leads to further issues of conflict. Busche describes appreciative inquiry as an approach which avoids this outcome by:

- discovering the best of examples of organizing and organization within the experience of organizational members;
- understanding that leads to insight into the forces that shape superior performance, as defined by organizational members; and
- amplifying the people and processes who best exemplify reinforces those elements that contribute to superior performance (Busche G. R. 1997 “Appreciative inquiry with teams” Prepared for D. Cooperrider et al (eds.) *Appreciative Inquiry Field Book*, slated for publication in 1998).

### 3. Study Conduct

The researcher began by meeting with each of the boards to inform them of the project proposal, the process to be conducted and to seek their approval to participate. Both boards were unanimous in their support for the project and willingness to participate.

The initial step in the DACUM process was to select a resource panel to assist in identifying the general areas of responsibility and the skills or tasks associated with each area. Normally, the resource panel would be drawn from those performing the work. In this case, the assumption was made that if both the municipal and First Nations police boards were requesting more training, then boards could best benefit from outside expertise. Instead, those selected for the panel were considered most familiar with the *Police Act* and regulations.

Selected for the panel were - Carol Quartermain, former Director BC Police Commission, now with Police Services Division, Ministry of Attorney General; Dorothy York, Program

Selected for the panel were - Carol Quartermain, former Director BC Police Commission, now with Police Services Division, Ministry of Attorney General; Dorothy York, Program Administrator, Aboriginal Policing Unit, Police Services Division, Ministry of Attorney General; Patti Thomas, Manager Financial Services, Public Safety and Regulatory Branch, Ministry of Attorney General; and, Kevin Begg in his role as Director of Police Services Division, Ministry of Attorney General.

The *Police Act* and regulations provided the initial source material for identifying the general areas of responsibility. Supplemental material was obtained from the Police Board Handbook. The areas of responsibility were set out in two categories: general skills and general knowledge. The general skill areas were:

- Financial Management
- Policy Development
- Personnel and Communication
- Community Relations

The general knowledge areas included:

- Legislative Mandate
- Community Policing Philosophy
- Principles of Governance and Administration

The skills/tasks assigned to each general skill area were:

#### Financial Management

##### a. Budget Planning

- set fiscal priorities both capital and operating
- prepare budget, reporting spreadsheets
- identify cost pressures and required resources
- determine financial reporting structure and timing

##### b. Budget Monitoring

- create system of internal control to monitor use of resources, payroll deadlines and to explain variances
- monitor cost/utilization
- monitor use of resources through review of financial reporting
- use budget data for decision making
- analyze cost effectiveness

- ensure reporting requirements are met

### Policy Development

#### a. Strategic Planning

- develop vision and mission of policing service
- identify social and policing issues within communities receiving service
- identify opportunities for addressing policing issues and for referring social issues to appropriate agencies
- identify strengths and weaknesses of the policing service
- identify priorities and develop short and long term goals and objectives

#### b. Organizational Development

- convey organizational vision, mission and values to the chief constable, officers and staff
- ensure organizational structure is developed with updated organizational chart
- review monthly crime statistics

#### c. Policy and Procedures

- establish policy and procedures for policing consistent with the *Police Act* and regulations, other legislation local by-laws and ministry policies

### Personnel and Communications

#### a. Recruiting and Selection

- identify selection criteria and process for hiring chief constable
- identify appropriate media and other sources for recruiting
- develop with chief constable effective criteria and process for suitable selection of police candidates and civilian staff

#### b. Staffing

- determine staffing levels for officers and staff with chief constable within resource base available
- negotiate, develop and monitor employment contracts for all employees



- c. Chief Constable Evaluation
  - establish an action plan for evaluation that includes measurable goals and objectives for the position
  - conduct annual performance appraisal and job evaluation
- d. Officer Evaluation and Promotion
  - ensure criteria is established for annual performance appraisal, job evaluation and promotion
- e. Disciplinary Oversight
  - review any internal and service complaints received and establish disciplinary procedures for dealing with complaints should they arise
- f. Police Board Agenda and Minutes
  - set police board agendas for monthly or special meetings of the board and record minutes for board and public record

#### Community Relations

- a. Use of Force and Significant Incident Reporting
  - monitor use of firearms, high risk pursuits, o.c. spray, use of batons, lateral neck restraints etc. to ensure they comply with regulations and policy.
  - monitor reported incidents and call-outs to determine whether the response of the officer is consistent with protocols and other agreements
- b. Citizen Complaints
  - inform local citizens of the procedures to follow should they wish to launch a complaint
  - handle citizen complaints as required under the Act
- c. Service Issues
  - identify with chief constable effective means for ensuring policing issues are acted on through enforcement or addressed through prevention
  - establish means to ensure policing services provided are consistent with cultural expectations and community standards

d. Liaison with Council and Agencies

- keep council(s) apprised by providing monthly status reports

The general knowledge areas of responsibility identified were:

a. Legislative Mandate - British Columbia *Police Act* and Regulations

- mandate and purpose of a policing service
- role and responsibilities of police board
- procedures for processing citizen complaints
- role and functions of a chief constable
- Police (Discipline) Regulation

b. Community Policing Philosophy

- difference between reactive and proactive policing and how the different styles of policing influence the behaviors of a community

c. Principles of Governance and Administration

- principles of administrative law as it applies to the decisions and actions of the board when it exercises its authority
- difference between board functions and the administrative and operational functions carried out by the chief constable
- board member liability

d. Training

- block system recruit training, assessment center and exemption process
- annual certification programs
- advanced training

Once the areas of responsibilities and tasks were validated by the panel, a meeting was held with each board to seek their advice and input on the tasks and to determine whether there were other tasks to be included. No additional tasks were added.

After the surveys were completed and returned by the three members of the Ditidaht police board and four members of the Tsewultun police board, a follow up meeting was held with each board to discuss the results of the survey. This session was conducted as an open discussion using an appreciative inquiry approach.

The interview focussed on:

- clarifying the meaning of certain words used in the proficiency scale;
- reviewing the results of the survey to determine which general areas of responsibility were considered priorities;
- identifying cultural considerations not included in the DACUM proficiency scale; and
- seeking personal preferences regarding instructional design format and technology.

## STUDY FINDINGS

### 1. Use of the DACUM model

The resource panel and the police board participants were asked to comment on the DACUM process. The panel response to the process was positive. They noted that identifying tasks proved to be very useful means for creating context and providing substance to terms like “strategic planning”, “budget”, “policy and procedure”, “staffing”, which were general terms used in the Police Board Handbook.

Board members also responded positively about the DACUM process. Both boards indicated support for a process that seeks to include their views and advice. They also indicated that the list of tasks/skills gave them a clearer idea as to the range and type of functions expected of them as board members.

### 2. DACUM Results for Tsewultun Police Board

#### General Skills

HIGHEST RATING	Policy Development	2.44 mean
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The highest rating assigned to a task/skill was identifying priorities and developing short and long term goals and objectives (3.00). This was followed by conveying organizational vision, mission and values to the chief constable, officers and staff; ensuring organizational structure is developed with updated organizational staff; and, reviewing monthly crime statistics (2.50). The lowest rating in this category was for establishing policy and procedures consistent with the *Police Act* and regulations, other legislation, local by-laws, and ministry policies (1.25).

NEXT HIGHEST	Financial Management	2.00 mean
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The highest rating was assigned to setting fiscal priorities; determining financial reporting structure; and, using budget data for decision making (2.25). The lowest in this category

was identifying cost pressures and required resources (1.25).

LOWEST RATING	Community Relations	1.28 mean
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The highest rating was for liaison with council and agencies. (2.50) The lowest rating was for use of force and significant incident reporting which ranged from 0.00 for monitoring incidents and call-outs to 0.50 for monitoring use of firearms and other weapons.

NEXT LOWEST	Personnel and Communications	1.90 mean
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The highest rating was for setting police board agendas and recording minutes (3.00). The lowest conducting an annual performance appraisal for the chief constable and job evaluation (0.50) and establishing an action plan for evaluation that includes measurable goals and objectives for the position.

#### General Knowledge

HIGHEST RATING	Legislative Mandate	2.67 mean
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The highest rating indicated was for understanding the role and functions of the chief constable (3.25).

LOWEST RATING	Training	2.16 mean
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The lowest rating was a lack of understanding about annual certification programs for their officers (2.00).

The tabulation of total results for Tsewultun police board is provided in Appendix I.

### **3. DACUM Results for Ditidaht Police Board**

#### General Skills

HIGHEST RATING	Financial Management	1.50 mean
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The highest rating indicated was for using budget data for decision making (2.50). This was followed by setting fiscal priorities, and analyzing cost effectiveness (2.00). The lowest rating was for identifying cost pressures, and required resources and monitoring the use of resources through review of financial reporting (1.00).

NEXT HIGHEST	Policy Development	1.06 mean
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The highest rating was identifying strengths and weaknesses of the policing service (2.00). This was followed by developing a vision and mission statement for their policing service; identifying social and policing issues; and, identifying opportunities for addressing policing

issues and referring social issues to appropriate agencies (1.50).

LOWEST RATING                      Community Relations                      0.31 mean

The highest rating was for identifying effective means for ensuring policing issues are acted on, and for the liaison role they provide to council and agencies (0.50). The lowest rating was for monitoring use of force and significant incident reporting (0.00).

NEXT LOWEST                      Personnel and Communications                      0.60 mean

The highest rating was for identifying selection criteria and process for hiring chief constable (2.00). The lowest was for conducting an annual performance appraisal and job evaluation for the chief constable (0.00). The remainder of the tasks under the categories of recruiting and selection, staffing, chief constable evaluation, officer evaluation and promotion, disciplinary oversight, and police board agenda and minutes were rated at 0.05.

#### General Knowledge

HIGHEST RATING                      Legislative Mandate                      1.56 mean

The highest rating was understanding the role and functions of the chief constable (2.50 ).

LOWEST RATING                      Community Policing Philosophy &                      1.00 mean  
Training

The lowest rating was for a lack of understanding about the difference between reactive and proactive policing and how the different styles of policing influence the behaviors of a community, and for a lack of knowledge about the various training functions for their officers.

The tabulation of total results provided in Appendix I.

#### **4. Analysis of DACUM Survey Results**

There were some similarities between both boards in the general skills area. For example, both rated themselves low when it came to:

- identifying cost pressures and required resources, creating a system of control for budget monitoring, and cost/utilization;
- developing policy and procedures for policing;
- determining staffing levels for officers;
- evaluating the chief constable or developing an action plan for evaluating his or her performance;

- monitoring the use of firearms, high risk pursuits, in using restraining devices and monitoring reported incidents and call-outs to ensure consistency with protocols and other agreements;
- handling citizen complaints or identifying effective means for ensuring policing issues are acted on; and
- establishing means to ensure policing services provided are consistent with cultural expectations and community standards.

There were also some similarities for both boards in the general knowledge area. Both rated themselves low in knowing the difference between reactive and proactive styles of policing and how these differences impact the community. Also, both rated themselves low in understanding the principles of governance and administration and, as well, in the training requirements for their officers.

#### Tsewultun Police Board

The highest rating (2.44) in the general skills area was in policy development. This is consistent with initial work recently undertaken by the board in developing a strategic direction for policing in response to requests received from other Coast Salish First Nations wishing to receive policing services from Tsewultun.

As for the lowest rating, community relations (1.28), the board indicated that during the past year there had been much to learn about the profession, as well as the role they are expected to play as the employer. They also indicated that the role of the board is not well understood by some of the participating band councils. This has, in some instances, caused a strain in the relationship between the board member and the chief and council they are to liaise with. A suggestion made by one of the members was to have the provincial and federal representatives meet with band councils to discuss concerns they may have about the service; to inform them of the role of the board; and, to remind them of the need to work closely with the member they appointed as their representative.

#### Ditidaht Police Board

The overall rating by its members suggests either a lack of confidence in their ability or a lack of understanding about how their present knowledge and experience may apply to their police board role. The highest rating in the general skills area was in financial management (1.06). This reflects the prior administrative experience of two of its members. The lowest rating was community relations (0.31). The board indicated that they have left the community relations role to the chief constable as time had not allowed them an opportunity to find ways for keeping council and community informed. They suggested having the community join with them during a training program that focuses on general knowledge of policing and the role of the board.

## 5. Appreciative Inquiry Group Discussion

### a. Meaning of terms “quality”, “satisfaction” and “comfort” used in the survey

There was a question as to whether the meaning of the terms “quality”, “satisfaction” and “comfort” intended by the researcher was consistent with the meaning constructed by the respondents. The meaning of these terms was thought by the researcher to be that of the individual’s self-worth or value. During the group discussion, the respondents interpreted the words “quality”, “satisfaction” and “comfort” to mean a collective-worth measured by the community.

#### Tsewultun Police Board

“We know we are performing a satisfactory job when we are doing what the community expects. There is comfort in knowing that.”

#### Ditidaht Police Board

“Satisfaction of knowing that we did the best we could and comfort knowing we made a decision everyone respects.” One member recalled a time when he felt inspired by a learning process that involved chiefs from his community. It was during a meeting he had with chiefs that an issue arose about doing business another way. He felt energized by having collectively solved the problem. “Satisfaction, quality and comfort were the important ingredients” in that situation, he concluded.

### b. Identifying priorities from the areas of responsibility.

#### Tsewultun Police Board

Community relations was a key concern which the all respondents felt needed immediate attention. Relations with one community in particular had deteriorated following the dismissal of one of the constables. The board indicated that the liaison responsibility had been left to the chief constable, who was a significant player in helping to get the policing service established.

#### Ditidaht Police Board

The priority they identified was for learning more about the role of the police and the justice system. This does not exclude other knowledge areas of responsibility which were also viewed as an important part of understanding their role. One suggestion was to involve the whole community in these discussions instead of leaving the responsibility to the board alone. They saw this as an opportunity to develop a better relationship in their liaison role with the band council as well with the community.

c. Cultural considerations not included in the DACUM

Tsewultun Police Board

Culture was not perceived as an issue with respect to the DACUM model. However, board members did identify culturally-related policing issues. Two examples raised were: women wanting to be protected from certain cultural activities practiced by some communities; and, the lack of discretionary authority for police in handling spousal assault cases. For example, a conflict arises for the police officer when responding to spousal assault situations. Here the officer is required to comply with the Ministry of Attorney General's Violence Against Women in Relationship's Policy. In these situations, if the views of the victim was for an informal resolution that does not involve Crown Counsel or the courts, under the current policy these views would not be considered. The impact of the policy has, in the view of the board, caused a decrease in the reporting of these types of offences.

Other culturally-related criteria identified concerned the hiring of police officers. The board's preference is to first hire those with Coast Salish ancestry, followed by aboriginal and then non aboriginal ancestry.

Ditidaht Police Board

Board members were not aware of any examples of where culture was a concern with respect to the task functions set out in the DACUM model. Instead, they considered the DACUM process and overall training to be of benefit to the community, especially in its efforts to achieve self government.

d. Personal Preferences in instructional design format and technology

Tsewultun Police Board

All of the board members were of the opinion that "long lectures", "too much information" and "the old battleship talk" simply does not work. Their preference instead was for "smaller chunks", "life examples that drive your interest", or "something associated with the work we do". The use of scenarios was suggested by one member who was familiar with its use from courses she took at university. Support was given for a joint training session with other First Nations boards. A suggestion was made to limit the training duration to two days at a time, preferably on a weekend.

Ditidaht Police Board

All appeared concerned about a lecture style delivery. Their preference was to have all of the First Nations police boards undertake training together. This, they said, would enable them to share their experiences and to learn about ways other boards handle issues. They



would like to see the training sessions video taped for orientation purposes or for viewing by other interested members of the community. Like Tsewultun, they suggested using problems or scenarios as the focus of learning. A “hands-on” or apprenticeship approach taken in learning skills was proposed.

## RESEARCH RESULTS

### 1. Study Conclusions

Constructivist principles are used as a lens for comparing the study’s findings with the literature on instructional design and the DACUM model. The constructivist principles were:

- the outcomes of the learning process are varied and often unpredictable;
- learners play a critical role in addressing their own learning;
- learning activities should cause learners to gain access to their experiences, knowledge and beliefs;
- reflection and metacognition are essential aspects of constructing knowledge;
- learners personally imbue experiences with meaning; and
- knowledge and beliefs are formed within the learner (Lambert et al, 1995).

a. the outcomes of the learning process are varied and often unpredictable

The results of the DACUM survey for the Tsewultun police board indicated some familiarity with policy development and financial management, both areas of which had a rating of two or higher. (A rating of two indicated: “Have no prior board experience in performing this task but have the skills/knowledge to adapt to the task to be performed.”) Community relations was rated the lowest followed by personnel and communications.

Ditidaht rated themselves higher in financial management, followed by policy development. Both skill areas were less than a 2.00 rating (1.50 and 1.06).

b. learners play a critical role in addressing their own learning

Action research, as a participatory process, complemented the DACUM analysis of identifying training needs of the participants by providing an opportunity for participants to have input into the design features for their own training. This opportunity took place, as a follow-up to the DACUM process, in a group discussion with the researcher.

- c. learning activities should cause learners to gain access to their experiences, knowledge and beliefs

The nature of participatory action research and the design of this project challenged the participants and researcher to examine and compare their experience, knowledge and beliefs with insights gained from the DACUM process and followup group discussion.

- d. reflection and metacognition are essential aspects of constructing knowledge and meaning

The researcher's bias was that cultural considerations are believed to be important in dealing with matters of diversity and should be factored in whenever possible. For example, the role of elders in providing advice on cultural ways and means has in some communities visited by the researcher been considered important in matters of governance and in addressing peace and order.

The response from participants did not appear to support this view, when describing the role of the board member. Although culture is an important consideration when it comes to dealing with certain issues, as noted above, the need to involve members of the community, such as elders, or to fashion the role of the board member to adapt to certain cultural practices, was not raised by any of the board members. Some of the participants indicated that they viewed board training as a benefit to the community, especially those communities desiring to be self governing.

- e. learners personally imbue experiences with meaning

Most of the participants made it clear that they did not like the "chapter and verse style" lecture or lengthy presentation. They indicated a preference for activities that address the type of problems they encounter in their role. The learning preference suggested by some was to use scenarios or case studies to help guide the learning experience. Although this will be new for most, the willingness to try this approach gave support to the notion that learning is a shared inquiry.

- f. knowledge and beliefs are formed within the learner

If the words used by the researcher have a different meaning for the respondents, confusion results unless assumptions about meaning are unchecked. For example, the words "quality", "satisfaction" and "comfort" are words that may have certain meaning and value for the researcher that may be different for the respondent/participant. In this case, the words had a collective meaning for the board member, rather than an individualistic meaning as intended by the researcher.

## 2. Study Recommendations

The recommendations are set out in four parts: first, the use of the DACUM model; second, instructional design; third, curriculum content; and, fourth cultural considerations.

### a. DACUM Model

The modified DACUM appears to be well suited for identifying the skills and knowledge for constructing a police board training curriculum. The model used in this study received positive support from both the panel and the participating board members. The use of subject experts is an appropriate means for identifying skills and tasks as the basis for developing content. However, the process does not normally involve the views and advice of the participants.

**It is recommended that** the DACUM process involve participants, views to ensure the tasks and skills identified are appropriate to the task and in determining how the training should be delivered. Participants' involvement will help build their understanding of the process in order to achieve optimum support.

### b. Instructional Design

The literature supports the use of collaborative learning where an exchange of ideas within small working groups enhances learning while promoting critical thinking skills.

#### **It is recommended that**

- an experiential and collaborative learning approach, such as problem-based learning, be used to challenge individuals and groups to take responsibility for their learning while enhancing learning from each other's knowledge and experience;
- working groups consist of representatives from different boards with individuals selected based on how they rated themselves in certain categories. This would ensure that those who rated higher in some categories are presented with more complex problems to solve;
- the training be conducted in three two-day segments presented over a period of six months. This is to help reduce the difficulty some members may have committing themselves to an extended period of time away from other duties; and
- general information about policing and justice be presented in community forums to enable the larger community to better understand the nature and role of police and the criminal justice system.

**It is also recommended that** provincial and federal representatives meet with chief and council in communities where the role of the board may not be well understood.

c. Curriculum Content

The proposed content for training is based on the findings of the DACUM survey and the appreciative inquiry group interviews.

**It is recommended that**

- community relations and personnel and communications be the first of three training sessions held to reflect the priorities identified by both boards;
- the resource panel develop seminar information that addresses
  - staffing issues, such as determining staffing levels and developing action plans for evaluating the role of the chief constable and evaluation and promotion criteria for officers, and
  - communication, including developing communication plans, responding to citizen complaints and monitoring the use of firearms and other restraining devices, keeping councils apprised of enforcement and prevention initiatives;
- the resource panel design scenarios for use during the session, some examples of scenarios might include
  - discipline matter that leads to the dismissal of an officer and the hiring of another, and
  - citizen complaints about lack of service an allegation of inappropriate use of force;
- the focus of the second session be on policy issues as they affect the board and the resource panel develop seminar materials to assist the board to develop policies and procedures, mission and vision statements, and long and short term plans;
- the resource panel design scenarios that help strengthen the need for a structured approach to governing; and
- the third session should focus on the development of a financial management plan which includes budget planning and monitoring for use by the board and organizing a reporting system to ensure reporting requirements are met with each of the funding sources.

#### d. Cultural Considerations

Culture was not perceived to be an issue with respect to the DACUM model. However, the Tsewultun police board did identify culturally-related policing issues that reflect operational policing more than board functions. The Ditidaht police board members saw training as a benefit for those communities, like their own, which are moving toward achieving self government. It is recommended that cultural-related issues be added to the scenarios for use in each of the sessions.

## RESEARCH IMPLICATIONS

### 1. Organizational

The implementation of police board training should have wide reaching effects. Not only will it help the Province, in its responsibility to provide support to police boards through training, it will also serve the interests of the police officers employed by the board, and the communities they serve.

The same is true for municipal training. During the project a presentation of the modified DACUM model was made to the annual general meeting of municipal police boards. The response to the DACUM model was very positive and a number of requests were received to include municipal police boards in a similar project in the future.

Without suitable training, First Nations self-administered policing services, as well as independent municipal police services, are left without an adequate foundation on which to exercise their governance authority under the *Police Act*, which leaves them vulnerable should civil issues arise.

### 2. Future Research

The follow up to this project could be an evaluation of the training process. At the same time, more research is needed in both corporate and nonprofit sectors, for assessing training needs and for determining the effects of various types of board training.

## LESSONS LEARNED

### 1. Research Project Lessons Learned

For future research where a DACUM process is applied, one suggestion would be for the researcher to spend more time observing board meetings in order to see how members

address financial, policy and community related issues, as well as to observe how they interact as a group. This would provide additional context for the individual responses provided in the DACUM survey. It would also serve to illustrate the type of issues the board faces, which then could be used for the design of problem-based scenarios.

## **2. Program Lessons Learned**

There are five competencies outlined in the MA in Leadership and Training Program which must be demonstrated through the major project. These are: 1) providing leadership; 2) applying systems thinking to the solution of leadership and learning problems; 3) identifying, locating and evaluating research findings; 4) Using research methods to solve problems; and, 5) communicating with others through writing.

Trying to recognize one's own competencies is a little like believing that fantasy and reality are one and the same. One method for addressing this dilemma is to apply a system's approach to one's consciousness, with feedback loops to help acknowledge the difference between the two.

Throughout the program, there have been numerous opportunities for self reflection, and for challenging one's notion of self. It reminded me of a line from a poem by Charles Olson: "I would like to be an historian as Herodotus was, looking for oneself in the evidence of what is said."

Those of the five competencies which I believe to have acquired new skills in applying are: providing leadership; identifying, locating and evaluating; using research methods to solve problems; and communicating with others through writing.

The one competency I still need to think about and work on is applying systems thinking to the solution of leadership and learning problems. This is not to say that I do not conceptually apply a system's approach to finding workable and practical solutions now. My apprehension in doing so has to do with what I perceive to be the limiting perspective it creates in addressing complex problems. These are problems that are viewed as being non linear, complex and emergent. They are recognized as systems but they have qualities that go beyond the capacity for the successful application of reductionist processes, such as problem solving techniques, dispute resolution and other similar means. These type of issues are often culturally-bound, idiomatic and/or chaotic. In the final analysis, my sense of inadequacy when it comes to applying systems thinking, has less to do with conceptualizing the problem as a system, and more to do with the type of measures we rely on for seeking solutions.

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## **Other Documents**

Tsewultun Police Service Memorandum of Agreement (1996) Among the Band Councils of the Participating First Nations Communities of Lyackson First Nations and the Penelakut Tribe represented by the Tsewultun Police Service Board , the Province of British Columbia and the Government of Canada.

Ditidaht First Nation Public Safety and Policing Service Memorandum of Agreement (1996) Among the Band Council of the Ditidaht First Nation represented by the Ditidaht Public Safety Society, the Province of British Columbia and the Government of Canada.

## APPENDIX I

### POLICE BOARD PROFICIENCY SCALE

The following scale was used by participants to rate their skills and knowledge as a police board member.

- 4 RATING Can perform this task with quality, satisfaction and comfort and can lead others in performing this task as well.
- 3 RATING Can perform this task with quality, satisfaction and comfort.
- 2 RATING Have no prior board experience in performing this task but have the skills/knowledge to adapt to the task to be performed.
- 1 RATING Have prior experience in performing this task but need guidance and support to complete this task with satisfaction and comfort.
- 0 RATING Have no experience in performing this task and would need to rely on others for guidance and support.

The following are the results of the completed surveys by both Tsewultun and Ditidaht police board members.

#### GENERAL SKILLS

SKILL/TASK	MEAN	
	<u>Tsewultun</u> <u>Ditidaht</u>	
<u>Financial Management</u>		
a. Budget Planning		
• set fiscal priorities both capital and operating	2.25	2.00
• prepare budget, reporting spreadsheets	2.00	1.50
• identify cost pressures and required resources	1.25	1.00
• determine financial reporting structure and timing	2.25	0.50
b. Budget Monitoring		
• create system of internal control to monitor use of resources, payroll deadlines and to explain variances	1.75	1.50
• monitor cost/utilization	1.50	1.50
• monitor use of resources through review of financial reporting	2.00	1.00
• use budget data for decision making	2.75	2.50
• analyze cost effectiveness	2.25	2.00

- |    |                                         |      |      |
|----|-----------------------------------------|------|------|
| c. | Financial Reporting (funding agencies)  |      |      |
|    | • ensure reporting requirements are met | 2.00 | 1.50 |

Policy Development

- |    |                                                                                                                                                             |      |      |
|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------|------|------|
| a. | Strategic Planning                                                                                                                                          |      |      |
|    | • develop vision and mission of policing service                                                                                                            | 2.75 | 1.50 |
|    | • identify social and policing issues within communities receiving service                                                                                  | 2.75 | 1.50 |
|    | • identify opportunities for addressing policing issues and for referring social issues to appropriate agencies                                             | 2.00 | 1.50 |
|    | • identify strengths and weaknesses of the policing service                                                                                                 | 2.75 | 2.00 |
|    | • identify priorities and develop short and long term goals and objectives                                                                                  | 3.00 | 1.00 |
| b. | Organizational Development                                                                                                                                  |      |      |
|    | • convey organizational vision, mission and values to the chief constable, officers and staff                                                               | 2.50 | 0.50 |
|    | • ensure organizational structure is developed with updated organizational chart                                                                            | 2.50 | 0.50 |
|    | • review monthly crime statistics                                                                                                                           | 2.50 | 0.50 |
| c. | Policy and Procedures                                                                                                                                       |      |      |
|    | • establish policy and procedures for policing consistent with the <i>Police Act</i> and regulations, other legislation local by-laws and ministry policies | 1.25 | 0.50 |

Personnel and Communications

- |    |                                                                                                                              |      |      |
|----|------------------------------------------------------------------------------------------------------------------------------|------|------|
| a. | Recruiting and Selection                                                                                                     |      |      |
|    | • identify selection criteria and process for hiring chief constable                                                         | 1.75 | 2.00 |
|    | • identify appropriate media and other sources for recruiting                                                                | 2.00 | 0.50 |
|    | • develop with chief constable effective criteria and process for suitable selection of police candidates and civilian staff | 2.00 | 0.50 |

b.	Staffing		
	• determine staffing levels for officers and staff with chief constable within resource base available	1.25	0.50
	• negotiate, develop and monitor employment contracts for all employees	2.25	0.50
c.	Chief Constable Evaluation		
	• establish an action plan for evaluation that includes measurable goals and objectives for the position	1.25	0.50
	• conduct annual performance appraisal and job evaluation	0.50	0.00
d.	Officer Evaluation and Promotion		
	• ensure criteria is established for annual performance appraisal, job evaluation and promotion	1.50	0.05
e.	Disciplinary Oversight		
	• review any internal and service complaints received and establish disciplinary procedures for dealing with complaints should they arise	2.50	0.50
f.	Police Board Agenda and Minutes		
	• set police board agendas for monthly or special meetings of the board and record minutes for board and public record	3.00	0.50

Community Relations

a.	Use of Force and Significant Incident Reporting		
	• monitor use of firearms, high risk pursuits, o.c. spray, use of batons, lateral neck restraints etc. to ensure they comply with regulations and policy.	0.50	0.00
	• monitor reported incidents and call-outs to determine whether the response of the officer is consistent with protocols and other agreements	0.00	0.00
b.	Citizen Complaints		
	• inform local citizens of the procedures to follow should they wish to launch a complaint	1.50	0.50
	• handle citizen complaints as required under the Act	1.00	0.50

c. Service Issues

- identify with chief constable effective means for ensuring policing issues are acted on through enforcement or addressed through prevention 0.75 0.50
- establish means to ensure policing services provided are consistent with cultural expectations and community standards 1.50 0.50

d. Liaison with Council and Agencies

- keep council(s) apprised by providing monthly status reports 2.50 0.50

**GENERAL KNOWLEDGE**

The general knowledge areas of responsibility rating was as follows:

1	2	3	4	5
Not at all		Somewhat		To a large extent

**KNOWLEDGE AREA**

**MEAN**  
Tsewultun - Ditidaht

a. Legislative Mandate - British Columbia *Police Act* and Regulations

- mandate and purpose of a police board 3.00 2.00
- procedures for processing citizen complaints 3.00 1.50
- role and functions of a chief constable 3.25 2.50
- Police (Discipline) Regulation 3.00 2.00

b. Community Policing Philosophy

- difference between reactive and proactive policing and how the different styles of policing influence the behaviors of a community 2.50 1.00

c. Principles of Governance and Administration

- principles of administrative law as it applies to the decisions and actions of the board when it exercises its authority 2.75 2.00

d. Training

• block system recruit training, assessment center and exemption process	2.25	1.00
• annual certification programs	2.00	1.00
• advanced training	2.25	1.00