The Organizational Improvement Plan at
Western University

Education Faculty

8-29-2019

Increasing Support for Victims of Sexual Assault through the Adoption of a Victim-Centered Approach to Police Investigations

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Recommended Citation

Brooks, K. (2019). Increasing Support for Victims of Sexual Assault through the Adoption of a Victim-Centered Approach to Police Investigations. *The Organizational Improvement Plan at Western University, 69*. Retrieved from https://ir.lib.uwo.ca/oip/69

WESTERN UNIVERSITY

Increasing Support for Victims of Sexual Assault through the Adoption of a Victim-

Centered Approach to Police Investigations

by

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AN ORGANIZATIONAL IMPROVEMENT PLAN

SUBMITTED TO THE SCHOOL OF GRADUATE AND POSTDOCTORAL STUDIES

IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE

DEGREE OF DOCTOR OF EDUCATION

LONDON, ONTARIO, CANADA

AUGUST, 2019

Abstract

Police services across North America have been criticized for their lack of support for victims throughout the investigative process, especially when investigating crimes involving sexual violence. The Problem of Practice (POP) addressed in this Organizational Improvement Plan (OIP) focuses on the lack of victim support throughout sexual assault investigations in a large police service in Canada. Taking a victim-centered approach to sexual assault investigations pushes the police organization to consider victims' needs and rights ahead of strictly gathering information throughout a sexual assault investigation.

A gap analysis identified two main areas of focus for this (OIP): the need for enhanced training and resources for police officers and the need for increased oversight and accountability mechanisms of those investigating sexual assaults. A plan for implementing a tiered training approach along with easily accessible online materials and resources for police officers aims to increase their knowledge surrounding victim-centered, trauma-informed approaches to supporting victims of sexual assault. A reinvestment of several officers throughout the organization provides a cost-effective approach to ensuring the oversight and accountability measures are in place to conduct appropriate, victim-centered, sexual assault investigations.

Keywords: organizational change, sexual assault, law enforcement, trauma-informed approach, transformational leadership, adaptive leadership

Executive Summary

This Organizational Improvement Plan (OIP) focuses on a specific Problem of Practice (POP) that is currently being faced by many police organizations across North America: the lack of support for victims of sexual assault throughout the investigative process. Whether officers are demonstrating biases towards victims or they are lacking proper training and resources, the public attention and validation of this issue demonstrate the need for immediate action by the police service. Through an internal review in 2017, the organization acknowledged the scope of the issue and committed to making a change. The creation of the Victim Support Unit (VSU) confirmed the first step in dedicating resources allocated to improving the organization's support for victims of crime. The public acknowledgement of this issue by the organization provides an opportunity for this initiative to succeed. The lack of support that sexual assault victims face during their experiences with police shows that there is a need for enhanced training and resources for officers. Being particularly traditional and conservative, this organization will face unique challenges when attempting to implement this change but it can be accomplished through a combination of transformational and adaptive leadership.

Framing this reactive, radical change through a Combined Change Framework (Change Path Model and Kotter's 8 Step Process) displays the organization's readiness for change which fits well with the critical changes police officers and leaders will initiate for organizational improvement. The combined steps in the two models demonstrate the importance of awakening the organization and creating a sense of urgency around the issue. The Framework then focuses on mobilizing the members to form a new strategic vision for the organization and start teaching these new behaviours. Accelerating the change through empowering others to act themselves while focusing on and celebrating short-term wins helps the initiative to maintain momentum.

Finally, the Framework ensures the change is institutionalized throughout the organization for long-term improvement. Throughout this Combined Change Framework, gaining support of members throughout the ranks and having the right people on board to support the change are shown to be of utmost importance.

Without proper planning and communication, the implementation, monitoring and evaluation of this OIP would not be successful. The proposed implementation plan abides by the organization's strategic plan and objectives. It considers multiple stakeholder reactions and the personnel, time and resources required to tackle such a major initiative. The dedication of the Victim Support Unit and additional key players both within and external to the organization are imperative for both training development and increased oversight and accountability mechanisms.

Although planning and communication are both mentioned many times throughout this OIP, the specific details on the usefulness and application were brought to light through the final Chapter. The monitoring and evaluation plan allows for progress measurement. Baseline data is collected throughout the initial planning phases and is then continuously compared to ongoing data collected to measure and track changes. Utilizing feedback surveys, direct observation and course evaluations will ensure a fulsome report on the success of the change initiative. Finally, the communication plan aims to ensure all internal and external stakeholders are being kept apprised of the change's progress throughout its duration. Providing updates and progress reports to the whole organization as well as specifically to senior command helps to ensure that the support and momentum required for success is maintained.

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CHAPTER 1 – INTRODUCTION AND PROBLEM

Police officers are continuously faced with having to investigate complex crimes. A recent increase in media coverage (Doolittle, 2017a) and high-profile cases (Novac, 2017; Pirani, 2018) has highlighted police officers' roles in not only catching "bad guys" but also in supporting victims. Many police services across North America have been criticized for their lack of support for victims through the investigative process, especially when investigating crimes involving sexual violence. Chapter 1 of this Organizational Improvement Plan (OIP) provides the reader with a broad understanding of a Problem of Practice (POP) in a large police service in Canada. The Problem of Practice focuses on the lack of support for victims of sexual assault throughout the investigative process. Chapter 1 provides relevant organizational history and context on the situation, provides my personal leadership position, describes the POP in depth, and frames the POP through an analysis of external influences and factors. Finally, Chapter 1 discusses the leadership approaches to change and analyzes the organization's readiness for change using Armenakis, Harris and Field's (1999) key indicators.

Organizational Overview

This section provides an overview of the organization outlining the police service's historical background and the broad political, economic and social context it operates under. It discusses the organizational reporting structure and leadership roles located across and throughout the province. Finally, it provides some contextual data that provides further detail into the issue the organization is facing.

Organizational History

This Organizational Improvement Plan focuses on one of the largest police organizations in Canada. As a provincial police service in Canada, it is comprised of uniform, civilian and auxiliary members deployed across an array of lakes, farms, cities and highways. With unique

policing demands of providing essential services to over twelve million people and one million square miles of land, exceptional challenges are faced in the planning and provision of this organization ([Organization], 2016).

Established in the early 1900s, the police service has grown from approximately 50 employees to now almost 6,000 uniform officers, 1,000 auxiliary members and over 2,000 civilian staff members ([Organization], 2016). The organization's main objective is to ensure the protection and security of each community it serves. It works to provide the best and most professional service in order to earn the confidence of the entire province. The police service strives for a positive work environment for its employees while offering the public a culture of trust and transparency ([Organization], 2016). With over 100 detachments and satellite locations, this police organization faces unique challenges that must be approached differently than smaller, more contained police services.

Organizational Context

Being a provincial police service, the organization is directly accountable to the provincial government. Leadership and decision-making within the organization is impacted by a multitude of external influences, including the residing political party. In such a political climate, decisions that are made by police executives within the organization can be influenced by the government in power and the funding available for a particular program or initiative. Program budgets and expenditure reports are mandated to be reported regularly by the organization to the provincial government. Programs and initiatives created or adopted by the police service are monitored for progress by the provincial government annually (Government of Ontario, 2017). In order to acquire or maintain funding for programs, progress and improvements must be evident. Priority setting is also influenced by both the political and social demands of the public.

Due to the political, and inevitably social, influences on the organization, transparency and open communication is a top priority for the police service ([Organization], 2016).

Organizational mission, values, and purpose. As historically conservative organizations (Marks, 2000), police services of late have been supporting more liberal mission and value statements that commit themselves to delivering proactive and innovative policing in partnership with their communities (Hawkes, 2016; [Organization], 2016). With the implementation of the [Province]'s Mobilization & Engagement Model for Community Policing in 2010, an increasing priority of police services across the province is working with community members and human services agencies to keep neighbourhoods safe and secure (Hawkes, 2016). Building partnerships with external social service agencies provides opportunities to share expertise and provide the public with the support they need to feel safe in their communities (Hawkes, 2016; Police Executive Research Forum, 2018).

The organization's 2017-2019 Strategic Plan indicates a strong commitment to public safety and security while upholding values of professionalism, accountability, diversity, respect, excellence and leadership ([Organization], 2016). The Strategic Plan outlines the organizational focus for a three-year timeframe which includes the following 5 pillars: Leadership, Healthy Workforce, Technology, Analytics and Reinvestment ([Organization], 2016). The organization and its priorities have evolved into a holistic vision for community safety that aims to provide excellence in policing. It also recognizes the need for growth in a range of areas of the organization. Each new initiative in the organization needs to demonstrate a strong connection to several of the aforementioned pillars to be supported.

Although continuously striving to uphold the organization's mission and values, the police service undoubtedly is in need of improvement. Enhanced victim support has come to the

forefront of the organization's commitment to providing excellence in policing. In response to the February 2017 Globe and Mail article which criticized Canadian police services for their treatment of victims of sexual assault (Doolittle, 2017a), the organization conducted an internal review of sexual assault cases cleared by police as "unfounded" between the years 2010 and 2016. The review presented an opportunity to closely examine investigative practices, potential training opportunities and areas of improved collaboration and partnerships with community services and resources in order to increase support for victims ([Organization], 2017).

Organizational Structure and Leadership

The organization is overseen by the Commissioner, the highest-ranking member of the police service, who is appointed by the provincial government. Provincial policing initiatives and organizational business practices are managed and controlled through four different "commands": Corporate, Traffic and Operations, Investigations, and Field. Each command is directed by a Commander located at headquarters (see Figure 1 for a simplified version of organizational command structure). Due to geographical implications, the frontline (residing under the Field command) aspect of the police service operates through a deployment model that consists of leadership distributed among five regional Chief Superintendents located throughout the province. The regions are geographically defined as Central Region, East Region, North East Region, North West Region and West Region. There is one general headquarters located in the middle of the province and each region has its own respective regional headquarters. A region is comprised of multiple detachments, each with its own Crime Unit (number of members in each detachment and Crime Unit depend on the size and jurisdiction of the detachment). Figure 1 illustrates the general command structure of the police service.

Figure 1. Simplified organizational reporting structure of the police service.
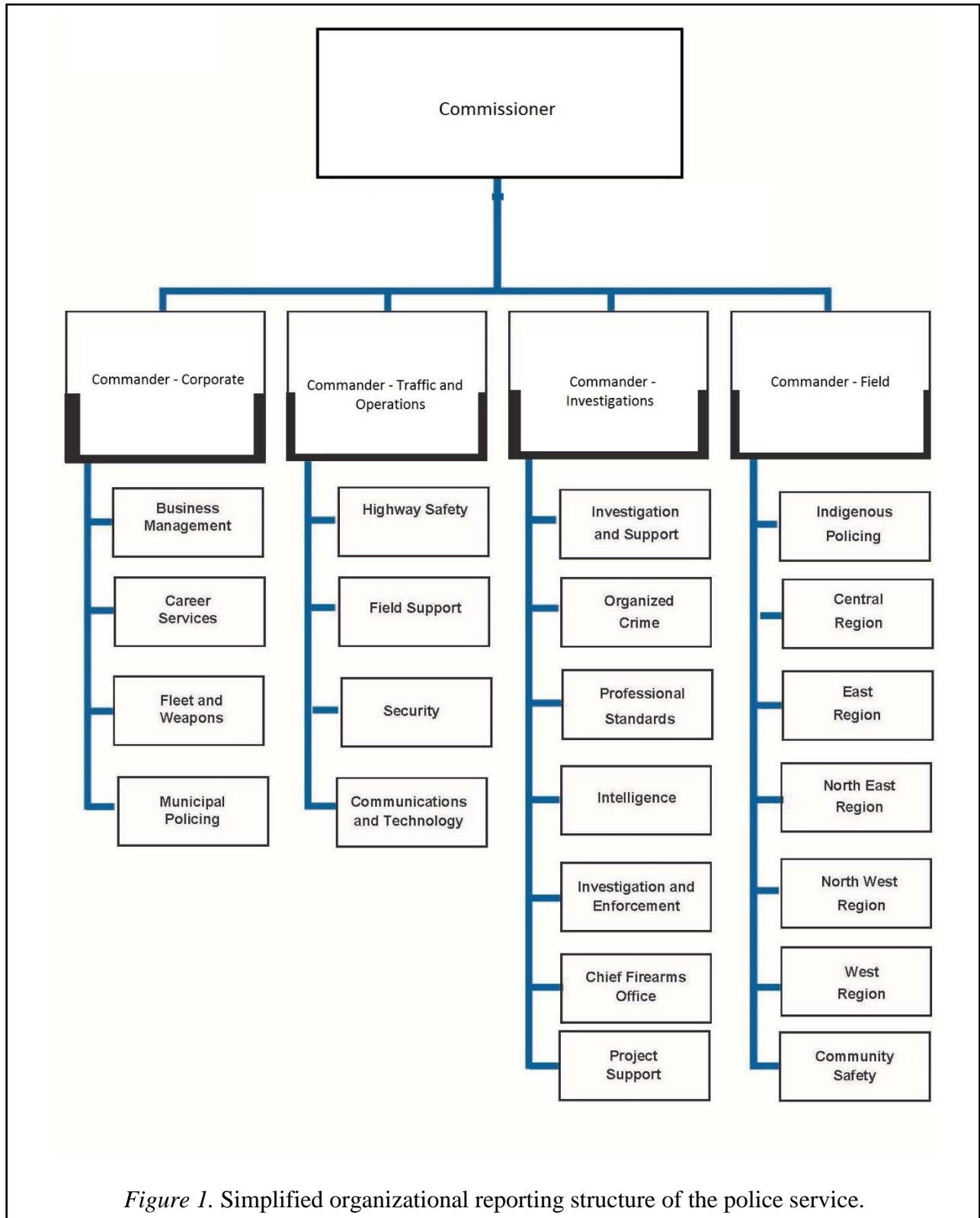
Many organizational initiatives are developed, implemented and evaluated by members at headquarters and then moved outwards, sometimes without adequate consultation or guidance.

Members working across the regions have reported headquarters being out of touch with what actually occurs on the frontline. Decisions are frequently made without adequate consideration of the impacts on different aspects of the organization. Silos are common across the organization demonstrated by duplication of work and a lack of communication and teamwork. Alternatively, initiatives are sometimes developed locally by an individual region or detachment and implemented/managed in that location only. Miscommunication is evident across the organization.

From the previously mentioned internal review, a Victim Support Unit (VSU) under Investigation and Support (in Figure 1) was created that consists of a Detective Inspector (D/Insp.), five Detective Staff Sergeants (D/S/Sgt.) and a Research Analyst (RA). The VSU's main objective is to improve the organization's response to reports of sexual assault and increase support for all victims of crime ([Organization], 2017).

Similar to the geographical implications of the organization, the distribution of the VSU spans the province. The unit's mandate includes providing support for officers and victims throughout investigations of sexual assaults; therefore one D/S/Sgt. is located in each of the five regions. These members were selected for the position through a job competition and have demonstrated a passion for victim services and support. The D/Insp. and Research Analyst are centrally located at general headquarters. Training, programs and initiatives developed by the VSU are communicated and implemented throughout the regions through the D/S/Sgts.

In terms of leadership, in this rank-structured organization, leaders are generally what Northouse (2016) describes as assigned leaders. These assigned leaders are in a position of power because they have been given or have earned a particular police rank within the service. Officers derive their authority from this rank and a certain amount of respect is expected (Hart,

1996). In this para-military style organization, decision-making abilities are assigned to those who are highest in rank.

There are many different types of leadership styles within this policing organization. Both transformational and adaptive leaders have been successful in creating and implementing initiatives within the police service. Operating at different levels of the organization, transformational leaders raise the motivation of their followers by connecting with them (Herold, Fedor, Caldwell, & Liu, 2008; Northouse, 2016). Adaptive leaders activate those around them by challenging them to take on new initiatives (Lindsay & Woycheshin, 2014; Northouse, 2016). The organization is often faced with issues with no clear solution which require an adaptive leader to maintain focus. The organization values leadership as one of its central pillars, as outlined in the 2017-2019 Strategic Plan, which states that leadership can come from any one, in any role. The organization supports leaders who lead by example and are open and authentic ([Organization], 2016). The organization's commitment to leadership development is demonstrated by the multiple leadership training opportunities available to members of the organization throughout their career.

Personal Leadership Position

As a member of the new Victim Support Unit (VSU) that was specifically created to address issues surrounding sexual assault investigations, I have a unique opportunity to lead this change. As an internal change agent within the organization, I will be utilizing established professional relationships and experience within the organization to help drive the initiative (Cawsey, Deszca, & Ingols, 2016). As a Research Analyst with the organization for the past six years, I have developed critical knowledge of research methodologies, policies and procedures of the organization and the most effective methods of gaining support and approval for the

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implementation of initiatives. This organizational experience provides an awareness of internal relationships and politics which can often impact the effectiveness or acceptance of a new approach (Cawsey et al., 2016).

Part of the workload assigned to the Victim Support Unit includes the development of training, tools, resources and supports for police officers faced with investigating sexual assaults. As the Research Analyst in the VSU, much of the responsibility for initial research and development lies with my position.

Northouse (2016) describes how one can either be an assigned or emergent leader within a particular situation. Although acting as an assigned leader within the unit for providing expert knowledge and evidence-based research to inform this new initiative, when it comes to the broader organizational structure, I will strive to be an emergent leader. While not in an official managerial or assigned leadership position when it comes to executive-level decision-making processes that guide the police service, I can gain the organization's support through a diverse range of methods. As an emergent leader, one is seen to be in a position of power due to the way other group members respond to them (Kickul, 2000; Northouse, 2016). Being extroverted, open to experiences and demonstrating the cognitive ability to accomplish outlined goals make an individual a strong, emergent leader (Kickul, 2000). People within the organization need to feel confident in the ability of an emerging leader to provide them with appropriate recommendations and necessary resources to guide them through this new approach to sexual assault investigations.

Through the development of valuable resources and training I can demonstrate expertise and capability in the area. Exemplifying and supporting a group goal also encourages people to follow an emergent leader (De Souza & Klein, 1995; Kickul, 2000). Police officers will be

looking for expert knowledge on how to apply academic research and evidence-based knowledge to their investigations and approach to supporting victims. It is imperative for me as an emergent leader to be confident and committed in my ability to provide updated data and information to support the needs of the officers (De Souza & Klein, 1995; Kickul, 2000). Incorporating these values and characteristics will help me prove my capabilities throughout the implementation of this initiative.

Leadership Theories/Style

Transformational leaders are described as being both charismatic and effective; they focus on follower development and building up their people in order to ultimately benefit the organization (Bass, 1990; Northouse, 2016). In order for organization-wide initiatives like this one to be effective, they need to have buy-in from those that are expected to communicate and implement the change (Bass, 1990; Herold, Fedor, Caldwell, & Lui, 2008). By empowering followers to explore the options, resources and training provided to them, a transformational leader in the organization can show the value in adopting these well-researched methods into a new approach to supporting victims (Northouse, 2016; Sherman & Murray, 2015). Providing adequate support for victims throughout a sexual assault investigation requires a need for change on the individual level as well as organizational. As a transformational leader, I aspire to engage followers and become a motivating supporter of the new approach (Northouse, 2016). Providing officers with the right tools and knowledge to make this change at an individual level will help ensure that the change is sustainable across the organization (Bass & Avolio, 1993; Northouse, 2016).

Adaptive leaders focus on mobilizing and motivating those around them (Glover, Rainwater, Jones & Friedman, 2002; Northouse, 2016). The aim is to encourage those within the

organization to change some of their initial thoughts and ideas about previous investigative

policing practices in order to learn and potentially adapt a new way of approaching their core

police work. Adaptive leaders recognize the need for systemic change by challenging the status

quo and identifying potential issues and roadblocks (Lindsay & Woycheshin, 2014).

An adaptive leader approaches issues with no clear solution and encourages individuals to

create effective solutions to problems (Lindsay & Woycheshin, 2014; Northouse, 2016). As a

Research Analyst, I aim to educate the organization's police officers on the need for this change.

I intend to provide them with current data and information to support the need for change,

prospective solutions to the issues and ways to embrace new approaches. By providing officers

with the right tools and resources to participate in this change, I can support them as they focus

on the problem and implement the change across the organization.

The adaptive leadership style complements my overall leadership approach to this OIP as

an additional follower-centered leadership style. Using a combination of transformational and

adaptive leadership principles throughout the planning and implementation of this OIP will help

to increase its possibility for success.

Critical Approach

Critical theory encompasses the need for an organization to continuously engage in

analysis and critique of current circumstances in order to make changes toward a better world.

Ongoing evaluation and challenging of norms is welcomed and supported in a critical approach

(Davies, Popescu, & Gunter, 2011; Held, 1980). For this police organization to adapt a new

approach to victim support throughout sexual assault investigations, it needs to pursue

transformative and emancipatory goals driven by critical theory. Transformative change requires

an organization-wide commitment aiming to improve or solve a particular issue (Davies,

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Popescu & Hunter, 2011). By employing a critical lens, the organization can support a new initiative that has proven to better support victims and in turn, result in greater community safety.

Through a critical lens, structured and historical knowledge is often considered biased and in need of reflection (Held, 1980). Knowledge claims should not just be accepted but should be interrogated and evaluated (Davies, Popescu, & Gunter, 2011). Through this lens, the historically accepted treatment of and biases towards victims can be productively critiqued and challenged and then transformed into an investigative approach that is supportive of victims and better suits the demands of the current social climate.

<div align="center">

Leadership Problem of Practice

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This Problem of Practice (POP) addresses the lack of victim support throughout sexual assault investigations in a large police service in Canada. Taking a victim-centered approach to this POP pushes the police organization to consider victims' needs and rights ahead of strictly gathering information throughout a sexual assault investigation (Police Executive Research Forum, 2018). The Police Executive Research Forum (2018) describes that a victim-centered approach:

> involves a focus on the needs and concerns of the victim, to ensure that investigations are not compromised by judgments an investigator makes about a victim, and that victims are treated in a manner that accounts for the unique traumatic effects of sexual assault. (p. 20)

The discrediting of rape myths and victim stereotypes (Du Mont, Miller & Myhr, 2003; Ryan, 2010; Suarez & Gadalla, 2010) that were once portrayed in criminological theories (see Historical/Theoretical Overview) now pushes police and the criminal justice system to adopt a new approach to victim reports of sexual assault. Thus, providing victims with the support they need to report and bring justice to these crimes (Police Executive Research Forum, 2018).

The police service of focus has shown a gap in the expected level of service delivery in regard to supporting victims of sexual assault. In light of evidence that has emerged supporting a victim-centered approach to investigations (Chiasson, 2017; Doolittle, 2017a; Police Executive Research Forum, 2018), policing organizations across North America have an opportunity to enhance their investigation skills while supporting victims of crime (Benoit, Shumka, Phillips, Kennedy, & Belle-Isle, 2015; Ko, Ford, Kassam-Adams, Berkowitz, Wilson & Wong, 2008).

Current vs. Future Organizational State

The gap between where the organization currently functions and the future, desired state where victims are supported through sexual assault investigations demonstrates a need for improvement. With the present focus of investigations mainly on catching potential perpetrators, victim needs are often overlooked (Government of Ontario, 2011; Police Executive Research Forum, 2018). This policing organization currently provides training for officers on how to properly conduct investigations and interviews with persons of interest. It delivers interviewing and sexual assault investigation courses but fails to provide explicit/specific training on how to properly and respectfully guide victims through the investigative process while supporting their needs.

A victim-centered approach to sexual assault investigations ensures that victims are fully supported, respected and are physically and psychologically in a position to share personal and accurate information about the crime (Chen & Ullman, 2010; Ko, et al., 2008; Police Executive Research Forum, 2018). This approach to investigations involving victims is grounded in evidence-based knowledge. In turn, this will increase the organization's confidence in creating a more humane and effective investigative process for sexual assaults (Maxim, Garis, Plecas, & Davies, 2015).

As an organization that publicly declares upholding and demonstrating values such as professionalism, accountability, diversity, respect, excellence and leadership ([Organization], 2016), a victim-centered approach to investigations complements those high standards (Benoit, et al., 2015; Ko et al., 2008). The lack of victim support throughout sexual assault investigations identifies a gap in the expected level of service delivery of this police organization. This vision for change comes at an important time where police services across Canada are under the microscope and urged to enhance their support for victims of sexual assault.

Framing the Problem of Practice

This Problem of Practice can be framed through several different theories and contexts. Of particular importance for this issue are the historical context and theories, the organizational view of the situation, and the recent literature and media attention. Viewing the POP through these lenses provides a greater understanding of the issue. Finally, the POP will be looked at through a political, economic, social and technological (PESTE) factor analysis to provide additional considerations and understanding.

Historical/Theoretical Overview

Criminological theories have historically attempted to explain crimes involving victims by placing blame on something the victim did or a lifestyle they chose (Fattah, 1979; Mustaine & Tewksbury, 1999). With the policing world being historically conservative and bureaucratic, victim-blaming and rape myths and stereotypes have been embedded in investigations of sexual assault for many years (Du Mont, Miller, & Myhr, 2003; Fattah, 1979; Police Executive Forum, 2018).

Wolfgang's (1957) victim precipitation theory was originally applied to homicide but was also later applied to victims of sexual assault. This theory explains many homicides by looking at the victim-offender relationship. It indicates that in many criminal acts, the victim is the major

contributing factor to the crime. The theory, although Wolfgang surmises is not applicable to all

homicides, describes that the victim most often provokes the murder.

The just world theory is another approach that has historically contributed to victim-

blaming. Lerner's (1980) theory states that "people need to believe that their environment is a

just and orderly place where people usually get what they deserve" (p.1030). It is based on the

assumption that people's actions and consequences are inherently fair. It states that all actions

(good and bad) will be eventually rewarded or punished by some universal force that restores the

moral balance throughout the world. Again, this theory supports victim-blaming by assuming

that the victim deserves the fate that was handed to them (Lerner & Miller, 1978).

Historically, these victim theories have placed part of the blame on victims for being

targets of crime (Meier & Miethe, 1993; Ryan, 2010). The victim precipitation theory and just

world theory are both prominent examples that place at least some responsibility on the victim

for a crime being committed against them. For victims of sexual assault, this can lead to victims

not being believed when reporting or to pre-judgments from those they are reporting to (Suarez

& Gadalla, 2010). Victim-blaming theories such as these are contributors to the rape myths and

stereotypes that are still alive in today's society.

Current Organizational View/Stance

As police services generally operate under a conservative, bureaucratic framework, these

traditional thought processes surrounding victims are still deeply rooted in many of their policies

and procedures (McCartney & Parent, 2015; Police Executive Research Forum, 2018).

Bureaucratic organizations are commonly characterized by strict professionalism, hierarchical

rank-structuring, explicitly defined roles and responsibilities, bounded authority and governed

decision-making (Weber, 1968). In an organization that has historically functioned under a

conservative ideological approach, policing strongly supports tradition and experiential-based

knowledge. Thought processes and approaches to investigations are not easily altered or changed (Marks, 2000). Through a conservative approach, when new elements are introduced to a traditional process, they should be introduced gradually to ensure they are properly and fully integrated (Bolman & Deal, 2008).

The police service in this OIP operates similarly to this thought process. Although the organization's mission and vision state a liberal and progressive approach to policing, citing a commitment to public safety, innovation and proactive policing ([Organization], 2016), the thought process and decision-making structures are still very much rooted in a traditional conservative ideology. The bureaucratic framework of this police organization makes enacting change a long, arduous process. These conservative and traditional values embedded within the system will require additional attention while introducing new methods for dealing with sexual assault investigations.

While police officers' main motivation has always been to catch the "bad guy", multiple media outlets have recently raised concern about how victims are treated throughout the entire investigative process (Doolittle, 2017a; Doolittle, 2017b; Young, 2017). In 2017, police services throughout Canada were challenged specifically in relation to the approaches utilized in investigating sexual assaults (Doolittle, 2017a). The Globe and Mail published an article in February of 2017 after a 20-month long inquiry into how police services in Canada handle sexual assault allegations (Doolittle, 2017a). It was reported that one in five sexual assault claims were being classified by police as "unfounded" (Doolittle, 2017a). Consistent with all Canadian police services, the national Uniform Crime Reporting (UCR) Survey definition of an "unfounded" incident is when, "after a police investigation it is concluded that no violation of the law took place or was attempted" (as cited in [Organization], 2017, p.4). Essentially, the Globe

and Mail (2017) article suggested that when police officers classify sexual assaults as "unfounded", they are dismissing the victim's account of the event as baseless. The integrity of sexual assault investigations by police was questioned in the article and police services across the country were called to action.

Recent Literature and Media Attention

Concerns have also been mounting surrounding Canada's criminal justice system response to reports of sexual assault. Literature has supported these concerns by documenting ways in which police investigations can be inconsistent and sometimes biased against the women who report sexual assaults (Benoit, et al., 2015; Chen & Ullman, 2010; DuBois, 2012). Victims often fear the response from law enforcement when reporting a sexual assault (Conroy & Cotter, 2017; Doolittle, 2017a; Fisher, Daigle & Cullen, 2003; Rotenberg, 2017), resulting in sexual assaults being the most underreported violent crime in Canada (Rotenberg, 2017). People who have experienced sexual violence have reported negative perceptions of and low levels of confidence in the police (Conroy & Cotter, 2017). Although there are also internal barriers to explain why some women do not report sexual assaults (Binder, 1981), victims often describe feeling nervous about speaking with police officers and have a strong belief that police will not support them throughout an investigation (Police Executive Research Forum, 2018; Rotenberg, 2017). A 2017 Statistics Canada report by Conroy and Cotter stated, "according to the General Social Survey on Canadians' Safety, there were 22 incidents of sexual assault for every 1,000 Canadians aged 15 and older in 2014" (p. 3). The number of unreported sexual assaults is growing (Conroy & Cotter, 2017) and victims need to feel safe and supported when reporting to police. Ignoring this issue contributes to more victims suffering in silence, sexual offenders avoiding punishment and a further decrease in a victim's confidence in an appropriate police response (Chen & Ullman, 2010; Conroy & Cotter, 2017).

PESTE Analysis

Cawsey, Deszca and Ingols's (2016) PESTE analysis considers a broad range of external factors that can affect an organization's ability to respond to a particular initiative. It surveys external political, economic, social, technological and environmental factors that impact an organization (Cawsey et al., 2016).

The overall political climate in the province and throughout Canada is heavily contributing to this particular Problem of Practice. It has presented an opportunity for police organizations to take action through publicizing some shortcomings of standard police practices (Doolittle, 2017a). The liberal shift in terms of victim support and female empowerment to report sexual assaults has recently been a focal point in the media and political reform (Chiasson, 2017; Doolittle, 2017a; Doolittle, 2017b). There is both political and public pressure on police services to demonstrate their efforts to enhance victim support and services across the country (Doolittle, 2017a; Government of Ontario, 2011; Police Executive Research Forum, 2018). Being a government agency, the police service must also gain support from current political stakeholders to receive funding and support for the necessary resources to enact these changes.

The economic climate of government organizations across the province demand the police services to "do more with less" (Payne, Oliver, Marion, 2017). As a government entity, the police service is impacted greatly with changes in all levels of government. Priorities of the organization change with the priorities of the government. With changing priorities come financial impacts and restraints. Budgets get stretched across multiple initiatives and competing urgencies. These changes impact all levels of the organization including the availability of officer training and development and also the creation of the Victim Support Unit (VSU) described in this OIP. The VSU, which was created to support sexual assault investigations, is

currently operating as a financial pressure to the organization with no budget. Where funds are allocated and how needs are prioritized is often driven by the political climate of the day.

The social and technological external factors that are impacting the current Problem of Practice strongly revolve around the #metoo movement[1] and the increase in public support for victims to report sexual assaults. These driving factors have created a need for police officers across North America to take responsibility and alter their approach to sexual assault investigations, creating a more victim-centered approach (Chiasson, 2017; Police Executive Research Forum, 2018). Large factions of society are encouraging victims to come forward which increases the reporting rate of sexual assaults. The media is pressuring police to respond and support victims through a variety of mediums including increased online support for victims through websites, computer/mobile phone applications and social media (Chiasson, 2017).

Finally, environmental complexities are impacting the organization and its capacity to adopt this initiative. Complex cultural views and overall distrust of police is regularly covered in the media from several different angles (Doolittle, 2017b; Goldscheid, Coker, Park, Neal & Halstead, 2015). The media coverage of the "unfounded rates" in Canadian police services has created a general sense of distrust of police by the public (Doolittle, 2017a). Distrusting the police and criminal justice system is a large factor in why victims do not report sexual assaults. As noted earlier, many victims of sexual assault indicate that they do not report the crime specifically because they do not think that police will believe them (Conroy & Cotter, 2017).

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[1] https://metoomvmt.org

Relevant Data

In Canada, the definition of a sexual assault includes criminal offences of a sexual nature ranging from unwanted sexual touching to violent, non-consensual intercourse (Conroy & Cotter, 2017). There is a growing body of information and statistics on victims and offenders of sexual violence both in Canada and worldwide yet little research is conducted. When tracking sexual assaults in Canada, Statistics Canada utilizes two main avenues; (1) police-reports of sexual assault and (2) self-reports of sexual assault. To track police-reports of sexual assault, Statistics Canada uses police-reported data from the Uniform Crime Reporting (UCR) Survey; to track self-reports of sexual assault, Statistics Canada uses the General Social Survey (GSS) (Conroy & Cotter, 2017; Rotenberg, 2017). The Uniform Crime Reporting Survey is an annual survey by Statistics Canada that collects information on all criminal incidents reported by Canadian police services. Alternatively, the GSS surveys the public every five years for self-reported experiences with crime (Rotenberg, 2017).

It is estimated, through comparing these two measures of sexual assault, that only approximately five percent of sexual assaults were reported to police in 2014 (Rotenberg, 2017). These two forms of measurement demonstrate that sexual assaults are the least likely violent crime to be reported to the police (Rotenberg, 2017). The discrepancy between police-reported and self-reported sexual assault demonstrates how difficult it is to gain a clear understanding of sexual violence in Canada.

The internal review conducted by this policing organization in 2017 of sexual assault cases classified as "unfounded" had two main objectives: to review unfounded cases for accuracy of classification between 2010 and 2016 and to determine what actions, if any, regarding the past classifications or investigative practices were needed ([Organization], 2017). The internal

review was guided by the principles of transparency, accountability and consistency. The organization utilizes a records management system that collects and compiles all police occurrences from multiple police services throughout the province. To quantify and track sexual assault reports and occurrences, extracts can be made from this system to analyze data and trends. The review focused on sexual assault data from the following Uniform Crime Reporting codes: 1310 Aggravated Sexual Assault, 1320 Sexual Assault with a Weapon and 1330 Sexual Assault. It reviewed over 5,000 sexual assault occurrences that were deemed "unfounded" between 2010 and 2016. As mentioned earlier, when occurrences are classified as "unfounded" it is generally thought that the officers do not believe the victims that any crime occurred (Doolittle, 2017a). These unfounded rates are thought to contribute to the low rates of reporting sexual assault occurrences (Rotenberg, 2017). At the time of the review, approximately 30 percent of sexual assault occurrences were being classified as "unfounded". The numbers in this internal review will act as a baseline comparator for this OIP.

In light of the evidence that has emerged supporting the need for a victim-centered approach to investigations, policing organizations have an opportunity to enhance their investigation skills while supporting victims of crime (Benoit et al., 2015; Ko, et al., 2008). Using relevant data as a baseline measurement, improvements towards the stated goals and objectives can be monitored and tracked.

Guiding Questions Emerging from the Problem of Practice

This Problem of Practice (POP) focuses on a large police service in Canada's approach to sexual assault investigations and the lack of victim support that is provided to victims throughout the process. Several questions and challenges arise when attempting to address an issue of this complexity in an established police service. Stemming from the main POP, it is important to

consider the most effective way to initiate this major change across the police organization. To

provide more support for victims while investigating sexual assaults requires officers to change

their way of thinking and change their approach to something they may have been doing for

many years (Police Executive Research Forum, 2018).

Additionally, consideration must be given to the fact that some officers may have strongly

engrained biases towards sexual assault investigations or particular victims of sexual assault

(Chen & Ullman, 2010; Doolittle, 2017a; Goldscheid et al., 2015). Senior police officers who

have a wide-range of experience investigating sexual assaults and dealing with victims can have

an increased risk of biases against victims (DuBois, 2012; Du Mont, Miller, & Myhr, 2003;

Saunders & Size, 1986). Taking into account officers' experiential knowledge of sexual assault

investigations is imperative to ensuring the Problem of Practice is fully understood and the

approach to resolve it is properly formulated. This potential for bias from officers can have a

great impact on how initiatives dealing with this issue are received.

Challenges also emerge from the main problem due to the highly public media support for

sexual assault victims and criticism of the police. The numerous media articles (Doolittle, 2017a

& 2017b; Froese, 2018) that have urged police to respond to this issue point to the public

pressure police organizations are dealing with. Although these media pressures have forced

many of Canada's police services to respond, changes of this nature within police organizations

across the country take time to implement (Maxim, Garis, Plecas, & Davies, 2015; Police

Executive Research Forum, 2018). Real, measurable changes to the amount and type of victim

support provided to those who have experienced sexual violence may not be as readily available

as the media demands.

Leadership-Focused Vision for Change

Community and officer safety is generally the main goal of police training throughout the country. Although an admiral goal of any police service, the approach to accomplishing this may be quite narrow in some police organizations. In order to keep communities safe, officers need appropriate training. Training must be based on best practices within the field, updated regularly in order to stay current, and supported by evidence-based research. The current training surrounding sexual assault investigations has a strong focus on the investigation and perpetrator. Any interaction with the victim(s) is often taught to be simply a fact-gathering method for the investigation (Government of Ontario, 2011; Police Executive Research Forum, 2018). With a heavy training focus on interrogation skills, officers are not always equipped with knowledge on how to appropriately deal with victims of sexual violence.

Gap between Current and Future Envisioned State

The current lack of support for victims of sexual assault from police officers is also reflected in the low rate of reporting sexual assaults to police. As previously mentioned, when surveyed, victims of sexual assault indicate that they are apprehensive to tell police about the incident for a variety of reasons including not thinking that the police would believe them (Chen & Ullman, 2010; Conroy & Cotter, 2017; Goldscheid et.al, 2015). This stems from a long history of police demonstrating biases against victims of sexual assault and not providing the support necessary to those who report. Across Canada, the rate of cases deemed "unfounded" by police is approximately 20 percent (Rotenberg, 2017). This rate is considerably high since the overall rate of false allegations of crime is generally only around 2 to 10 percent (Lisak, Gardinier, Nicksa, & Cote, 2010).

The Victim's Bill of Rights, enacted in 1995, aims to ensure those in the criminal justice system are supporting victims throughout the entire judicial process. This piece of legislation is

enforced through the Police Services Act which governs all police officers across the province

(Government of Ontario, 1990). In 1995, the Victim's Bill of Rights (VBR) outlined several

main principles regarding the appropriate treatment of victims of crime. These principles include

treating victims with dignity and respect; providing victims with access to information about

their role, the court proceedings, protection etc.; notification of status of the convicted; having

interviews conducted by police officers of the same gender; and having property retuned to

victim as soon as reasonably possible (Government of Ontario, 1995). Although the VBR has

been in place since 1995, victims of sexual assault have reported that it has not made a

significant impact when dealing with the police (additional details on the VBR in Chapter 2).

The envisioned future state of the organization will provide support to victims throughout

their experience with police and is supported by the VBR. A victim-centered approach focuses

on the needs of victims to help ensure that investigations are not influenced by preconceived

judgments of the investigator. Victims will also be treated in a manner that accounts for the

challenging traumatic effects of sexual violence (Campbell, Dworkin, & Cabral, 2009; DuBois,

2012; Police Executive Research Forum, 2018).

Priorities for Change

In order to successfully initiate an organization-wide change of this magnitude, it is

imperative to include community social services throughout the province (Hawkes, 2016).

Current partnerships (e.g. Victim Services and Sexual Assault Centres) will be capitalized on to

help build a vision for the future state of victim support throughout sexual assault investigations.

Gathering information and knowledge from experts in the field will help provide further

evidence and depth to the initiative (Rosenbaum, 2010). Ensuring that social services throughout

the province are adapting a similar approach to enhanced victim support will encourage a holistic

approach to this challenge (Police Executive Research Forum, 2018). Police officers will be

working with community service agencies and additional sectors of the justice system to create a

support system that is all encompassing and will provide the best outcome to victims (Hawkes,

2016).

A large emphasis of this OIP will be on the training and resources available to officers.

Police officers cannot be expected to provide support to victims of sexual assault throughout the

investigative process if they are not properly trained on how to do so (International Association

of Chiefs of Police, 2015; Police Executive Research Forum, 2018). Currently the organization

provides sexual assault training that is focused on fact-gathering and interviewing perpetrators.

The current Course Training Standards (CTS) lacks information on how to properly support a

victim throughout an investigation ([Organization], 2017). Altering the current training and

developing additional training will be a priority for this OIP. To abolish victim stereotypes and

biases held by officers requires educating and raising awareness of their own judgments and

predispositions they may have developed throughout their experiences (DuBois, 2010).

Providing knowledge and education on victim-centered approaches to interviews and

investigations will also assist officers in being more supportive and understanding throughout

their police duties (Du Mont, et al., 2003; Ko, et al., 2008). Providing police officers with access

to proper informative resources on victim-centered approaches will help them prepare for this

challenge.

Change Drivers/Constructing the Future State

This section will discuss the following three change drivers and their role in leading the

organization through this change: senior leadership, the Victim Support Unit (including my role),

and the organization's current and future community partners.

Due to the geographical nature of the organization (spanning the entire province), having all ranks and commands supporting the initiative is imperative. For a change to be successfully implemented within this police service, communication must be clear and ongoing. Leadership must be committed. This change will be influenced through direct, senior leadership and indirect leadership across the organization. One form of indirect leadership is described as action-oriented. This consists of leading through interacting with a small group of people who pass the messages down throughout the organization (Larsson, Sjoberg, Vrbanjac, & Bjorkman, 2005).

As a Research Analyst, I have the capability to develop and implement resources necessary for officers to create a culture of victim-centered investigative practices. I also have the ability to leverage previous relationship building efforts and stakeholder contacts within multiple internal areas of the organization to assist in imparting and applying the knowledge. Although most members of the organization do not report directly to the VSU through their rank structure, I work closely with the VSU's Detective Staff Sergeants. Tools and resources will be communicated (i.e., passed down) through these Detective Staff Sergeants throughout the organization. By providing evidence-based knowledge and research to support the recommendations and initiatives, change will be led indirectly (Larsson et al., 2005) by myself and directly by organizational leaders.

Community partnerships will also aid in the reform and in the establishment of accountability within the police service. The expert knowledge that community service agencies provide to the initiative increases confidence and transparency throughout the organization and its program development for victims of sexual assault (Hawkes, 2016).

Organizational Change Readiness

For an initiative to be successfully implemented, the organization and its members must be motivated and prepared for the change. Although not generally sufficient on its own, dissatisfaction with the current status of a situation is one way for members of an organization to engage in a change initiative (Cawsey et al., 2016). As a large police service, those who may be dissatisfied with the status quo may not be the same people who have the power and authority to enact change. Cawsey et al. (2016) indicate that the primary necessity for a change to be successfully implemented is high-level leadership support. They state that verbal support from managers and leaders is not enough; leadership must provide active support in crucial moments.

In 1999, Armenakis, Harris and Field described five indicators that signal readiness for change within an organization: demonstrated need for change, belief that the change is the right thing to do, confidence in ability to implement the change, support of key individuals, and knowledge of how the change will help the participants individually.

For an organization to be prepared to accept and implement change, a *need for change* must be demonstrated; a clear gap between the current state and future desired state must be identified. For the current Problem of Practice, the need for change was identified through the previously mentioned media reports (Doolittle, 2017a & 2017b). The gap between the current state and a future desired state was clearly articulated through the public discrediting of police response to sexual assaults across Canada. The organization, through its own internal review (discussed in Organizational Context), verified the issue internally and made an organization-wide decision to improve victim support from police officers throughout sexual assault investigations ([Organization], 2017).

Secondly, members of the organization need to believe that the proposed change is the

right thing to do (Armenakis et al., 1999). Once called to action by the media, it was obvious to

the police organization that it was not meeting its service delivery standards as outlined in the

2017-2019 Strategic Plan ([Organization], 2016). Although initially unaware of specifically what

needed to be done, the organization was aware that officers were capable of treating victims

better than they were currently. Through education and resources, police officers will become

knowledgeable about how they can provide more support to victims of sexual assault throughout

the entire investigative process (Goldscheid et al., 2015; International Association of Chiefs of

Police, 2015; Police Executive Research Forum, 2018).

To increase readiness for change, an *organization and its members need to have confidence*

that they are capable of making the proposed change (Armenakis et al., 1999). With training and

resource availability for officers being a focus of this OIP, confidence throughout the

organization will be enhanced with regards to this initiative. Providing members with proper

tools to implement the change will increase confidence in their capabilities (Police Executive

Research Forum, 2018).

Having the *support of key individuals within the organization* will also increase the change

readiness of the police service (Armenakis et al., 1999). Dealing with such a large police service

presents several challenges. Ensuring that key stakeholders and leaders in the organization are

supportive of the change initiative will help encourage frontline officers to adopt this new

approach to their investigations. Executive leadership support will show members across the

province that this is an important initiative that requires participation from all members (Miles-

Johnson, 2016). The creation of my unit demonstrated high-level leadership support across the

organization.

Finally, change readiness can be evaluated on whether the *"what's in it for me"* question has been addressed with the membership (Armenakis et al., 1999). In this OIP, it is imperative to show police officers how implementing this new approach to supporting sexual assault victims will save them time in their work, increase effectiveness in their investigations (Police Executive Research Forum, 2018) and enhance their status and credibility in the communities they serve (Hawkes, 2016).

Overall, from the above assessment of change readiness, the police service appears ready to accept this change initiative. As a leader of this change, it is important for me to provide clear, consistent communication in order to keep the organization at this desired state of change readiness.

Internal and External Forces

Whether the members of the organization are ready for this specific initiative, there are internal and external influences that will contribute to shaping the change. The core internal influence that will be monitored in this OIP is the cultural artifacts that are currently present within the police service and its members. Cultural artifacts include the "stories, rituals and symbols that influence employees' attitudes and beliefs" (Cawsey et al., 2016, p. 117). These cultural artifacts help define the overall culture of the organization. Experiences and beliefs that police officers currently hold will influence their ability to accept this new way of thinking (Cawsey et al., 2016; Hart, 1996). Existing culture within the organization can impair members' capability to recognize this need for change. Police culture is deeply rooted and change initiatives are often faced with resistance (Miles-Johnson, 2016).

Police officers throughout the organization with many years of experience have developed strategic frames--assumptions about how the world works (Cawsey et al., 2016). These strategic

frames, in many cases, have been supporting the status quo of sexual assault investigations. They often start acting as shields to external factors that are changing in the world. For example, a police officer that has been trained to utilize a victim strictly as an information source may not be as susceptible to newspaper articles describing poor treatment of sexual assault victims by police (Police Executive Research Forum, 2018). These same investigators may be perpetuating rape myths and stereotypes about victims without realizing it; thinking this new movement to increase victim support would not apply to them.

Externally, the media and other police services will be shaping this change as well. Doolittle's articles on sexual assault reporting across Canada from 2017 have contributed to multiple police services across the country focusing on improving their support for victims of sexual assault. Media outlets are monitoring police organizations' response to this issue and have created a public expectation for police reform (Doolittle, 2017b).

Key Stakeholders

There are several key stakeholders that play an important role in the change readiness of this organization. The development and management of executive leadership support of the change (including the Commissioner and senior command) is imperative to the initiative's success (Cawsey et al., 2016). As previously mentioned, as a structured organization that relies heavily on hierarchical rank, the police service follows the direction of the executive leadership. Due to the geographical complexities of this organization, distributed leadership (Northouse, 2016) is also imperative for success. Ensuring the engagement of the executive leadership will help gain support for the initiative across the province. The Victim Support Unit with members located throughout the province will take on leadership roles to help achieve the group's goals (Northouse, 2016).

The support of community service agencies throughout the province is also imperative for this change initiative to be successful (Police Executive Research Forum, 2018). As key stakeholders, they provide extra support and expertise for the police organization to create a vision for the future. Many of these community service agencies provide support for victims of sexual assault on a daily basis. The sole focus of some of these agencies is ensuring victims receive the support they need throughout the legal process of dealing with a sexual assault. As victim advocates, community agencies (such as Sexual Assault Centres, Victim Services and Children's Aid Services) are key stakeholders in this change and will provide necessary knowledge and support to the police organization as they move towards this new approach to sexual assault investigations (Benoit, et al., 2015; [Organization], 2017; Police Executive Research Forum, 2018). Overall, this organization is ready for change, with key leaders and stakeholders providing assistance and support.

Chapter 1 Summary

Chapter 1 of this Organizational Improvement Plan provided a broad overview of an issue that is currently faced by many police services in Canada: a lack of support for victims of sexual assault throughout the investigative process. Whether officers are demonstrating biases towards victims or they are lacking proper training and resources, the public attention and validation of this issue demonstrate the need for immediate action by the police service. The acknowledgement of this issue by the organization provides an opportunity for this change initiative to succeed. The lack of support that sexual assault victims are facing during their experiences with police shows that there is a need for enhanced training and resources for officers. Being particularly traditional and conservative, this organization will face unique challenges when attempting to implement this change but it can be accomplished through

flexible and adaptive leadership. The next chapter will focus on the planning and development

phase of this OIP.

CHAPTER 2 – PLANNING AND DEVELOPMENT

Chapter 2 discusses how adaptive and transformational leadership qualities will help to propel this change initiative forward. It outlines a framework for leading the change process that includes reactive, radical change through both the Change Path Model and Kotter's 8 Step Process for leading change (referred to as the Combined Change Framework). A critical organizational analysis includes a gap analysis and a diagnosis of the relevant changes. Possible solutions to the Problem of Practice are suggested including the resources required for each. Finally, leadership ethics and potential organizational change issues are discussed.

Leadership Approaches to Change

This section describes how the adaptive leadership approach applies to the Problem of Practice by outlining Northouse's (2016) adaptive leadership behaviours.   Further, it indicates how an adaptive approach, paired with a transformational leadership style complements this change initiative within the organization.

Adaptive Leadership

As outlined in Chapter 1, "adaptive leadership is the practice of mobilizing people to tackle tough challenges and thrive" (Heifetz, Grashow, & Linsky, 2009, p.14). Adaptive leaders aim to motivate, engage and focus the attention of their followers (Northouse, 2016). Given the geographical considerations of the police service, a single leader cannot lead this change across the organization. Additionally, as a leader who is not in a direct position of authority, motivating and engaging those across the province to help lead this change will enhance the success of this Organizational Improvement Plan (OIP).

Northouse (2016) describes six behaviours to employ as an adaptive leader: *get on the balcony, identify adaptive challenges, regulate distress, maintain disciplined action, give the work back to the people, and protect leadership voices from below.*

Get on the balcony. The police service of focus was faced with a challenging situation when they were questioned on the support they provide victims of sexual assault throughout the investigative process. In my position in the Victim Support Unit, I am able to step away from frontline policing and see the bigger picture surrounding the issue. Stepping away from the conflict and chaos allows me as an adaptive leader to gain a clear view of the reality, the key stakeholders involved and the potential causes of the problem.

Identify adaptive challenges. Moving this change forward, I will analyze and diagnose the challenges that are identified along the way (Heifetz, Grashow, & Linsky, 2009). Challenges within this particular police service can arise since there is such a large gap between the current and future envisioned state of the organization. The espoused values of the organization are not currently being reflected and demonstrated through officer behaviour. Ensuring a victim-centered approach to investigating sexual assaults will take support from the entire organization.

Regulate distress. Organizational change often creates a feeling of uneasiness for some employees (Cawsey et al., 2016). Although some stress may be inevitable, too much stress can be counterproductive (Northouse, 2016). When implementing a new approach, adaptive leaders monitor those around them to ensure people are on task and not overwhelmed. Police officers may feel that this significant of a change is overwhelming but with clear communication and sufficient resources, distress can be regulated and reduced.

Maintain disciplined attention. Northouse (2016) indicates that adaptive leaders must encourage members of the organization to focus on the challenging work that needs to be done to

implement a change. Police officers may not easily adapt a victim-centered approach to their

investigations both because it is not their normal approach and because the newness requires

them to change their thinking. This approach may not come naturally to many police officers

who have been conducting investigations differently for many years but as an adaptive leader I

will strive to maintain focus on the implementation of the change.

     Give the work back to the people. As a Research Analyst in the Victim Support Unit

(VSU), police officers will need me to provide them direction and structure to the new approach.

The officers will need to feel confident in their tasks but will want the freedom to solve their own

problems as they arise. Too much leadership can be supressing to followers (Heifetz, Grashow,

& Linsky, 2009; Northouse, 2016) so it is important for an adaptive leader to provide resources

and support required for followers to make the change themselves.

     Protect leadership voices from below. As an adaptive leader, Northouse (2016) describes

the importance of listening to all voices within the group; whether they are popular or not.

Within the organization I will be both challenged and supported by different groups of officers

and I will need to ensure that all stakeholders across the organization have a voice. Allowing

police officers of all ranks to have input into the initiative will gain support and legitimacy for

the change.

Transformational Leadership

     Another leadership style discussed in Chapter 1 that I aim to demonstrate throughout this

challenge is transformational leadership. "Transformational leadership is a process that changes

and transforms people" (Northouse, 2016, p.161). It focuses on emotions, values and ethics and

employs followers to go beyond what is regularly expected of them. A true transformational

leader will impact followers in such a positive way that they will start engaging in moral

decision-making and action on their own (Eden, Avolio & Shamir, 2002; Northouse, 2016). As

a transformational leader I will strive to demonstrate my competency, confidence and strong

desire to influence others positively (Bass; 1990; House, 1976).

Bass (1985) argued that a transformational leader will raise followers' awareness about the

importance of the group's specified goals. One of the most important tasks of this change

initiative is to ensure the organization and its members fully understand the reasoning behind the

new approach: increased support for victims of sexual assault. Through revealing my

transformational leadership characteristics, I aim to develop relationships with many members of

the organization to provide support and reasoning for this change. Implementing a victim-

centered approach to sexual assault investigations is an ethical responsibility of police officers

that has been overlooked for many years (Police Executive Research Forum, 2018). Educating

officers on the moral and ethical need for this change initiative will hopefully motivate them to

go above and beyond the demands of the new approach (Bass, 1985; Eden, Avolio & Shamir,

2002; Northouse, 2016) and employ this compassion for all their dealings with victims of crime.

Utilizing a combination of the adaptive and transformational leadership approach in this

change initiative ensures that I am a motivated leader who aims to help both the organization and

its members to achieve a common goal. Abiding by the behaviours that Northouse (2016)

outlined for an adaptive leader, I can help the organization understand the need for change,

combat potential challenges and ensure the right people are involved. As an adaptive and

transformational leader, I will foster relationships with members of the organization as the

initiative progresses to accomplish a long-lasting change that people genuinely support.

Framework for Leading the Change Process

This section discusses reactive, radical change and compares two frameworks for leading the change process: the Change Path Model and Kotter's 8 Step Process. It then combines the two frameworks to create a holistic, all-encompassing Combined Change Framework that suits the needs of this OIP.

Reactive, Radical Change

Organizational change can evolve from a variety of means and situations. Nadler and Tushman (1989) describe organizational change through a model that considers two dimensions (anticipatory vs. reactive and incremental vs. radical) and results in four different categories: tuning, reorientation, adaptation and re-creation. This OIP focuses on the quadrant dealing with "re-creating" a section of the organization in response to a significant performance crisis (Cawsey et al., 2016). As noted, this organizational change was brought to the forefront due to external events (media articles and press releases) that challenged the way police services conduct sexual assault investigations—thus it is a reactive change. A response this large and immediate requires a radical change across the entire organization. The core values of the organization and its approach to sexual assault investigations require an overhaul. With the actual change implementation being beyond my personal agency, as a leader in the research and development aspects of the organization I aim to leverage my knowledge and skills to speak to those who will be called upon the enact and embrace the change. Although the entire vision will require time to implement, the primary, strategic initiative aims to achieve rapid, organization-wide change (Cawsey et al., 2016; Nadler & Tushman, 1989).

Change Path Model

Cawsey and colleagues (2016) created a model of change that illustrates a four-step framework: awakening, mobilization, acceleration and institutionalization. The Change Path Model provides a broad guideline outlining how to approach change within an organization and provides a general structure to my change initiative in this OIP. Utilizing this simple and flexible model is one way to guide the change initiative and still be able to adapt to member reactions and the ever-changing external influences.

This Change Path Model indicates the importance of clearly defining the issue that needs to be changed/improved (the WHAT) and the specific approach (the HOW) that should be taken. Although this model provides a strong baseline to begin planning the organizational change, it falls short when it comes to detail. Applying this change model to such a large, complex, organization-wide initiative that encompasses a multitude of unique considerations such as geographical limitations, structured decision-making and government oversight, can prove to be too broad on its own.

Kotter's 8 Step Process

Kotter's process focuses on managerial tasks that help a leader create change within an organization. This model is prescriptive in nature and provides a step-by-step guide to implementing change (Kotter, 1996a). The steps, although similar to those in Cawsey's model, are more detailed and granular, explaining specific goals and objectives to each of the 8 stages. The steps are: creating a sense of urgency, building a guiding coalition, forming strategic visions and initiatives, communicating the vision and teaching new behaviours, empowering others to act on the vision and eliminate the obstacles that stand in the way, planning for and creating

short-term wins, consolidating improvements while still producing more change, and institutionalizing new approaches within the organization.

Kotter's (2014) process is detail-oriented and lays out specific steps for a leader to follow to ensure that change is well thought-out, supported and embedded within an organization. It provides greater detail into how to work with employees within an organization and how to ensure you choose the right people to help implement the change. There are some limitations that come with using this model on its own. Although the model is beneficial to a leader/manager who wants to implement change, it focuses solely on steps taken by a manager and almost always implies that employees are the objects of change who are manipulated to go along with it. Kotter's model also assumes that organizational change is a single event that has a clear beginning and completion point (Venkateswaran, 2014). This OIP requires a model that is adaptive and also allows employees to participate and provide feedback in the process while helping to lead the change.

Combined Change Framework

For this OIP, I take my organizational change planning one step further to combine the guidelines of Cawsey's Change Path Model with the detail of Kotter's 8 Step Process to create the Combined Change Framework. Applying the Combined Change Framework to this OIP increases the likelihood of implementation success by creating a holistic approach to change that includes both general principles and detailed direction.
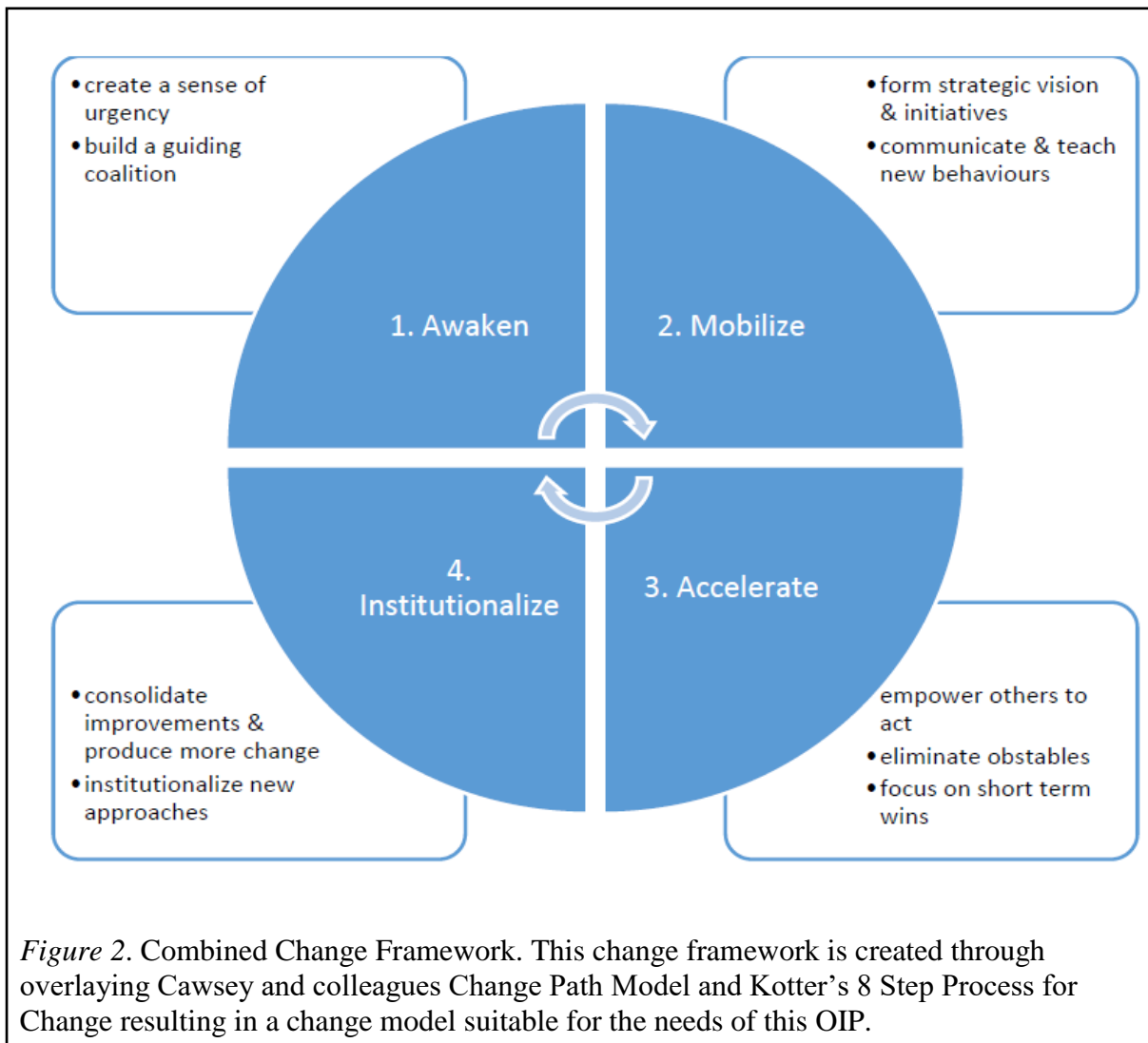
The step process of the Combined Change Framework models both Cawsey and Kotter's processes (see Figure 2). The first step is to *awaken* the organization. It is imperative to provide reasoning as to why the change is needed. Creating a sense of urgency and gathering the right people for the initiative (Kotter, 1996a) is important in this stage. Through the internal review

findings, media coverage, research articles and organizational data, evidence was provided to the membership about WHY the change is required (Cawsey et al., 2016). Many members of the organization are aware of the issues presented surrounding police services' approach to sexual assault investigations. Although aware of the issue, the organization was not immediately able to devise potential solutions. The Victim Support Unit was formed to tackle this issue. Providing evidence through organizational data and information helps members realize the depth of the problem and the pending opportunity for improvement—keeping their "awakening" active.

Second, Cawsey and colleagues (2016) describe how an organization and its employees need to be *mobilized.* In this OIP, a gap analysis was conducted through the internal review completed by the organization in 2017. This review demonstrated that victims of sexual assault were not being treated with the dignity and respect that they deserved ([Organization], 2017). Combined with Kotter's third and fourth steps, this stage presents the organization with a new strategic vision for victim support and begins the communication about the need for changed behaviours. The release of this review mobilized many leaders of the organization, resulting in the assignment of my unit (the Victim Support Unit).

The third step of the framework is *acceleration*. This step stresses the importance of action and implementation planning. The focus of this step is HOW the change should be approached and carried out (and will be addressed Chapter 3). Whether the cultural shift comes through training or additional tools and resources, the plan is to be actioned and carried out through my unit (the VSU) with organization-wide support. The elimination of potential obstacles and the celebration of short-term wins will be a focus. This stage is crucial in the overall success of the change initiative. Once the plan is in action, empowering people throughout the organization to take action in their respective areas is imperative.

Finally, ensuring that the change is embedded in the organization long-term occurs through *institutionalization*. This final step in Cawsey's model occurs in conjunction with Kotter's final two steps. The goal is for the implemented changes to become the norm within the organization and not fade out over time (Cawsey et al., 2016). A victim-centered culture in a police service should have long-lasting impacts on how reports of sexual assault are approached by officers throughout the organization (Police Executive Research Forum, 2018). This important change initiative should be sustained through both leadership and membership commitment.

Figure 2. Combined Change Framework. This change framework is created through overlaying Cawsey and colleagues Change Path Model and Kotter's 8 Step Process for Change resulting in a change model suitable for the needs of this OIP.

This OIP benefits from utilizing both the Change Path Model and Kotter's 8 Step Process to implement organizational change. While they both have their strengths and limitations, a combination of these models allows me to lead the change process with flexibility, given the context of this Problem of Practice. Making a change towards more support for victims of sexual assault requires a detailed and holistic approach to ensure members of the organization are supportive of the change initiative and understand the reasons for this change in approach to investigations. Not allowing proper time for planning and guidance of such a major change could impact the potential acceptance and success.

Critical Organizational Analysis

This section provides a critical organizational analysis that includes a gap analysis showing the need for change in the areas of victim support and the oversight and accountability of investigating officers. It further diagnoses and analyzes the needed changes through the Combined Change Framework.

Gap Analysis

A gap analysis can help to determine the state the organization is currently at compared to where it should be. What is revealed through an analysis outlines the specifics of WHAT needs to be addressed in the organizational change: in this case, the lack of a victim-centered culture. Creating and communicating a vision of where the organization should be in regards to victim-centered investigations provides a clear picture of the change and helps gain buy-in from members. Being clear and direct with the change requirements also helps ensure members of the organization are engaged in the initiative (Cawsey et al., 2016). The internal organizational review completed in 2017 enabled the organization to evaluate practices that had been embedded within the police service for many years. The review outlined key areas of sexual assault

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investigations that required change in order to increase support for victims ([Organization], 2017), namely victim support and oversight, accountability and structure.

Victim support. The media attention and the internal review both pointed to a lack of support provided to victims of sexual assault throughout the investigative process (Doolittle, 2017a; [Organization], 2017). Although the organization strives to ensure investigating officers are fully equipped with the necessary knowledge, skills and resources to respond to all types of crime, case reviews have shown that they are often falling short of their duties when it comes to supporting victims of sexual assaults. Across the country, reports of sexual assault are still being classified as "unfounded" at higher rates than reports of other crime (DuBois, 2012). Through case reviews by the organization and external partners, officers are often seen demonstrating biases towards victims of sexual violence - allowing stereotypes of sexual assault victims to impact their investigations.

Incorrect "unfounding" of reports of sexual assault can reflect the disbelieving attitudes of police officers who are demonstrating their biases towards victims (DuBois, 2012). Police officers are perceived as basing judgments about victim credibility on personal assumptions of how a victim of sexual assault "should" be acting after experiencing such an event. This is commonly seen through the language used in both officer reports and interviews with victims. Investigators are not always treating victims in a manner that accounts for the unique effects victims may be encountering after a sexual assault. Trauma-informed policing requires officers to recognize symptoms of trauma and its prevalence in victims. It is an understanding of how those symptoms can affect an individual who has experienced trauma (either recently or in their past). The way officers approach and communicate with victims can impact the level of comfort and cooperation of a victim (International Association of Chiefs of Police, 2015; Police

Executive Research Forum, 2018). The wrongful "unfounding" of a case can have long-term, detrimental effects on victims of sexual assault (DuBois, 2012).

Additionally, the needs of victims are not always being considered throughout the investigations. This can lead to further traumatization of these victims (Police Executive Research Forum, 2018) and increases their risk for post-traumatic stress (DuBois, 2012). Negative and/or unclear communication with police officers has shown to have a detrimental influence on a sexual assault victim's recovery and overall wellbeing (DuBois, 2012). For example, in many of this organization's reviewed cases, the simple confirmation that investigators are taking the sexual assault report seriously is missing from the initial dialogue with the victim. Many victims of sexual violence have reported "revictimization" when they feel they are not believed or taken seriously by police (Police Executive Research Forum, 2018). Enhancing support for victims of sexual assault throughout the investigative process has the ability to improve the overall wellbeing of a victim and the quality of the investigation.

Victim-centered approaches are not currently adopted organization-wide across this police service. Although some police officers are already skilled in adequately supporting their victims throughout investigations, they are not specifically taught trauma-informed or victim-centered approaches to sexual assault investigations. The lack of training and education surrounding these investigative approaches is contributing to the overall Problem of Practice.

Oversight, accountability and organizational structure. The lack of victim support throughout sexual assault investigations has been present in the organization for many years. Again, the recent internal review provided an opportunity to also look at the reporting structure of those responding to sexual assault investigations and those who are overseeing the investigations. There is an obvious lack of internal accountability measures and mechanisms that

oversee and aid in the organization's sexual assault investigations ([Organization], 2017). Crime Units throughout the province are tasked with investigating sexual assaults without formalized and enforced oversight by members who specialize in sexual assault investigations. The supervisor role is crucial to the success of appropriate responses to reports of sexual assault (International Association of Chiefs of Police, 2015; Police Executive Research Forum, 2018). However, due to geographical complications of the organization, each region had differing levels of oversight mechanisms being completed by members with diverse backgrounds, including senior leadership. There is no specific role with formalized responsibilities specifically dedicated to overseeing sexual assault investigations.

Furthermore, there is also a lack of external oversight of sexual assault investigations. According to the Police Executive Research Forum (2017), "an external auditing process increases transparency and legitimacy in departments' handling of sexual assault cases" (p. 70). Social service agencies throughout the province were not being utilized to their full potential to aid police officers in providing the support that these victims require. Since the review, Regional Collaborative Review Committees (RCRC) have been formed in each region to provide additional oversight into sexual assault investigations ([Organization], 2017). These committees are comprised of a multitude of social service agencies throughout the province including hospitals, sexual assault centers and multiple victim services. Beyond the RCRCs, there is still a lack of external accountability with regards to the quality and thoroughness of the organization's sexual assault investigations. Subject matter experts in the field of victim support are not being consulted and included as much as they could be; there is a lack of *formalized* partnerships with pertinent agencies across the province.

Diagnosing and Analyzing Changes

As Kotter's process provides the detailed direction of the Combined Change Framework applied to this OIP, it is important to recognize the eight steps he deems required in order for it to be successful. Applying these eight steps to the needed changes discussed above provides an important diagnosis and analysis of the pending change priorities.

Establishing a sense of urgency. As previously mentioned, the sense of urgency in the OIP was created and publicized by multiple media outlets: mainly the Doolittle news article from February 2017. The organization was brought into the spotlight and was directed to respond to the high number of "unfounded" sexual assault occurrences. There were allegations that sexual assault investigations by police officers in my organization failed to consider victim needs. Numerous news articles and further research have since been published that maintain the importance of supporting victims throughout the entire investigative process (Froese, 2018; Pirani, 2018; Police Executive Research Forum, 2018). This urgency stage of Kotter's process was demonstrated publicly throughout Canada. A major opportunity to improve investigative techniques and outcomes for victims was apparent and many police organizations were facing potential crises through public backlash if changes were not made.

Forming a powerful guiding coalition. This organization has since formed an internal team to address the issue. The team was formed to conduct the initial internal review of sexual assault investigations. From the review, the Victim Support Unit (VSU) was created to further the initiative and to provide ongoing support to the investigating officers. This unit (as previously discussed) is comprised of members of different rank, knowledge and skills. The unit is led by a Detective Inspector that has substantial power to influence change across the

organization. With a shared passion, the team works collaboratively towards the common goal: increased victim support. This needed OIP change is underway.

Forming strategic visions and initiatives. The vision of the desired future state of the organization's approach to sexual assault investigations is demonstrated in the earlier gap analysis. The development of strategies to achieve this vision is an ongoing focus of this OIP as the organization currently only sees the desired end goal of increased support for victims of sexual assault. The VSU focuses on in-depth, evidence-based research and consultation with subject matter experts to develop a holistic, well-informed, strategic approach to this change.

Communicating the vision and teaching new behaviours. Effective communication is always a challenge within this organization due to its size and geographical considerations (being spread across a large province and serving small, medium, and large communities). Utilizing a variety of methods including internal communications (internal websites, presentations, and emails) and external communications (media releases, the internet, and public campaigns) helps gain buy-in and maintain momentum across the organization. The Victim Services Unit has engaged in multiple presentations across the province to communicate the importance of the change. The unit (which is also dispersed across the province), leads by example: providing consultations and training wherever possible to those investigating reports of sexual assault.

Empowering others to act on the vision. As the team moves throughout the province communicating this change initiative, there are obstacles to overcome. The current structure and lack of training on victim-centered approaches are both obstacles that require time and effort to change. No organization-wide change can happen quickly when done correctly--so patience is important when acting on this vision. There are also some underlying "systems" that have the potential to damage this initiative. Police officers are not always welcoming to change or

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criticism (Miles-Johnson, 2016; Police Executive Research Forum, 2017) so in order to be effective, this new approach needs to be introduced slowly (Northouse, 2016). Senior officers who have years of experience investigating sexual assaults in a particular way could create roadblocks and continue to support potentially biased views of victims. These officers need to be dealt with on an individual basis by the Victim Support Unit. Encouraging those across the organization to take a new approach to sexual assault investigations by supporting the adoption of new activities (Kotter, 1996b) will help get officers out of their comfort zone to try a new approach.

Planning for and creating short-term wins. An important part of this change initiative is creating mechanisms to track and manage performance. People (e.g., leaders, officers and community advisors) who are supportive of the long-term vision should be celebrated and rewarded (Kotter, 1996a). Those who start adopting a victim-centered approach to investigations should be supported and seen as leaders of this change. There are police officers who already provide appropriate support to victims of sexual assault and they should be acknowledged as change leaders publicly with their peers and colleagues throughout the organization. Police officers who show a commitment for investigating sexual assaults and providing victims with ongoing support throughout the process will be encouraged and supported to take on initiatives that further the overall vision (Police Executive Research Forum, 2017).

Consolidating improvements and producing more change. Further, promoting and developing those officers who are going above and beyond their mandate to support victims of sexual assault will increase the credibility of the change initiative. This can show other officers within the organization that the change is being taken seriously. Supporting officers to initiate their own projects and movements across the province that support related organizational goals

will keep the momentum on the change moving. Any police officers that show a particular interest in this initiative will be engaged to help with different parts of leading the change.

Institutionalizing new approaches. Finally, to ensure that the change is sustained within the organization, a connection will have to be made between the new approach to sexual assault investigations, improved outcomes for victims, and more comprehensive and fulsome investigations by officers. Embedding the new approach into the organization will ensure it does not fade out as key players change (Cawsey et al., 2016). The continuous engagement of officers in this initiative and the succession management planning of the Victim Support Unit will help to embed the cultural shift within the organization long-term.

The clear gaps in both victim support and the accountability and oversight mechanisms for investigating officers can be addressed through the application of Kotter's 8 Step Process for leading change. The discussed change path model provides important steps and guidelines to implement this specific change initiative. In the following section, potential solutions to this Problem of Practice are discussed.

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Possible Solutions to Address POP

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The lack of victim support throughout sexual assault investigations can be attributed to multiple causes across the organization. Police officers do not currently have access to appropriate training or resources to provide accurate support to these victims. They are not trained in victim-centered approaches to investigations, making it difficult for them to demonstrate these techniques through interviews and statement taking. Additionally, the organization currently lacks the resources to provide this training and to oversee and supervise sexual assault investigations. The lack of direction, oversight and accountability for investigators dealing with this type of crime are main contributors to the police mistreatment of

sexual assault victims. This section will provide potential solutions and options for each of the three following issues: training, resources, and accountability measures.

Training

This OIP has clearly demonstrated the need for enhanced training for officers investigating sexual assaults. Investigating officers throughout the organization are regularly called upon to assist victims of such assault throughout the reporting and investigative process with little-to-no training on how to properly tend to victims' needs.   Increasing the support for victims through such a difficult time in their lives requires police officers to be properly trained in trauma-informed, victim-centered approaches to investigations (Police Executive Research Forum, 2018). Further, almost all frontline police officers in the organization have the potential to investigate a report of sexual assault. So although Crime Unit members are generally the focus of this need for additional training, it is important that all uniform members have some base knowledge of victim-centered investigative practices.

Mandatory two-day training. One option to improve the training provided to officers is to develop a mandatory, classroom-based course for all uniform members. Classroom-based learning has been deemed valuable by police officers as long as it is engaging and practical (Oliva & Compton, 2010). This course would be two days long and would need to be delivered across the province to all police officers. Mandatory police officer training in my organization is developed and delivered by the internal Police Academy (PA). Courses are created with subject matter experts from the field, as well as specialists in adult education and course development and design. Courses created by the PA are then delivered either at headquarters or through video conferencing across the province. The internal PA tracks who completes the classroom-based

training in order to ensure organization-wide compliance. The PA also audits and evaluates their courses on an ongoing basis.

Resource needs. Many resources are dedicated to the development of official course training standards within this police service. Although potentially the ideal training solution that allows for intense, detailed knowledge transfer on victim-centered sexual assault investigations, this approach is time consuming and costly for the organization. Currently, the PA is tasked with developing courses for the entire organization. It has many competing priorities and often has a waitlist for program area requests for course updates and new course development. With five different regions, spanning across a geographically large province, it would require commitment from the highest organizational leadership position (Commissioner) to dedicate such time and resources. Requiring all police officers to travel and take time away from their regular duties to attend in-class courses is costly. With government financial pressures and other competing organizational priorities, this option has a limited possibility for support from executive.

Mandatory E-learning. Online learning has become a popular option for training within many organizations. It is a relatively efficient and extremely cost-effective method of training a large number of people in a short amount of time. Members can complete online training almost any time and from any location (Lim, Lee, & Nam, 2007). In my organization, mandatory e-learning is also tracked through the Police Academy (PA) to ensure completion. Due to the size and distribution of the organization, training compliance tracking is usually a difficult task that is only completed by the PA. E-learning is often utilized as a valid choice within this police service but it has proven to not always be the most effective option.

Historically, research (Wegner, Holloway, & Garton, 1999) has concluded that there are no significant differences in content retention between e-learning and classroom-based learning.

My organizational experience with hands-on learners like police officers (Oliva & Compton, 2010) has suggested something different. From personal experience and consultation with members and other police services, I am aware that members do not always take e-learning seriously; often letting it play in the background as they are completing other work tasks. With such an important initiative, although it may help my unit to reach their training compliance goals, e-learning may not be the best training solution.

Resource needs. To develop online training for police officers within the organization, the Police Academy is still required to develop course training standards to consider it an official course. Similar resources are required for the development and creation of this training as the previously mentioned mandatory two-day training approach. The difference between these approaches is in the resources needed for delivery. Once an online course is developed and available for the officers, they can complete the course on their own from anywhere in the province.

Tiered training approach. A more realistic option that has the capability to satisfy several requirements of officer training is a tiered approach to victim-centered training. A tiered training approach can represent a multitude of training designs. In this circumstance, it signifies a three-level, long-term approach to training officers across the organization. As previously discussed, one goal of this OIP is to provide some level of training to all frontline officers (and select civilians who deal with victims on a regular basis). Although all police officers in the organization have the potential to investigate reports of sexual assault, some members will be encountering these types of offences more often.

The first level/tier of training would involve a general baseline knowledge of victim-centered approaches to investigations for all uniform members of the organization. This baseline

knowledge could be provided through an e-learning module, tracked by the internal Police Academy (PA). Through this limited, online learning, the organization could ensure that every officer that has the potential to come into a contact with a victim of sexual assault at least has some form of training on how to provide appropriate support.

The second level of training would be provided to Crime Unit members. Members of the Crime Unit are those who are regularly conducting thorough investigations of sexual assault. Once the initial report of sexual assault is taken by a uniform member, the case is often passed to a member of a Crime Unit (available in each detachment). This second level of training would be a more in-depth version of the e-learning modules that the officers already completed. Level two training could be conducted through an operational shift briefing (a meeting of platoons prior to the beginning of their shift) or through a mandatory one or two-day session delivered at a central location in each region.

Finally, the third and highest level of training would be provided to those attending the Police Academy's Sexual Assault Investigators course. Currently, this course is outdated and provides limited information on how to support victims of the assaults officers are investigating. It has a strong focus on how to investigate the incident and interrogate the accused. The course would be updated to reflect the principles outlined in this OIP that aim to increase the support for victims of these assaults. Although the organization aims to provide the Sexual Assault Investigator course to as many uniform members as possible, the five-day course is always full and in high-demand. This course runs two or three times a year and has approximately 25 officers per class so is limited in its capabilities to reach the entire organization. Registration in this course is decided on by regional leads and Crime Units. Those officers demonstrating a keen commitment to providing enhanced support to victims of sexual assault would be

nominated and approved to attend. This course would be provided through a collaboration

between my unit (the VSU) and the Police Academy to other champions of this change to ensure

everyone has the resources and knowledge to be leaders in their regions (a Train-the-Trainer

approach).

Resource needs. This tiered approach to training requires a large amount of resources but

has the potential to provide a high return on investment. The initial development of the course

training standards requires the dedication of resources by both the PA and subject matter experts

(internal and external). Through the development of the in-class, detailed training, the online

course can be created simultaneously by only including high-level information that is required

for all members of the organization. Since the number of officers that require the more detailed

training is limited to sexual assault investigators and Crime Unit members, the resource

requirements for course delivery are less than if we were providing it to all officers in person.

The rest of the organization can then gain a baseline knowledge of victim-centered approaches

through the e-learning module.

Additional Resources

Although training is one important way for officers to gain knowledge on victim-centered

approaches to investigations, it is also important for them to have access to resources that can

enhance the support that they provide to victims when conducting an investigation. Training

initiatives such as those listed above can create a knowledge base for police officers to draw

from when dealing with reports of sexual assault. Once officers complete this training, the

retention of knowledge may fade over time - depending on multiple factors (Compton & Chien,

2008). Creating a method of easy access to additional resources could help officers improve their

response to and interactions with victims. The development of an officer "toolkit" that provides

examples of proper interview techniques, statement taking, resource availability in their region, and experts in the field could enhance the support officers provide to victims and improve the overall experience of the victim.

Resource needs. The creation of an officer toolkit that provides easy access to pertinent information would require the dedication of the VSU (with input from external partners) for the information with assistance from the Communications and Technology section within the organization. Through this partnership, an internal website could be created and accessed by all members of the organization.

Accountability

The organization currently lacks sufficient oversight and accountability mechanisms to ensure that investigating officers are providing adequate support for the victims. Creating additional positions (and re-training/re-positioning some current ones) within the organization that are staffed with people who have the necessary skills and commitment to oversee officers is another important aspect of this OIP.

Sexual assault experts. Several police services throughout the country have implemented specialized investigative units that deal with all reports of sexual assault. These units are comprised of experts in sexual assault investigations who travel across the jurisdiction to investigate sexual assaults. For the organization to adopt this option, they would need to assign individuals throughout the regions who are dedicated and specifically trained to conduct sexual assault investigations. They would be available to all detachments within their regions to provide services and would be known as the experts/champions in the field. The positive of this option is that these specialists can be adequately trained in victim-centered approaches without having to train the entire organization (especially helpful in an organization as large as this one).

The downside of hiring select officers to solely investigate sexual assaults is that the burnout rate and potential vicarious trauma experienced by these officers could increase immensely (Police Executive Research Forum, 2018). Emotional job demands faced by police officers are a main contributor to burnout (Bakker & Heuven, 2006; Martinussen, Richardsen, & Burke, 2007). Maintaining such a heavy workload for a long period of time has the potential to negatively impact the officers and in turn, impact their ability to properly investigate these types of crime (Police Executive Research Forum, 2018). The organization would have to carefully consider that there may be an increased risk for these officers to experience burnout, vicarious trauma or post-traumatic stress disorder.

Resource needs. If the organization were to adopt this approach, it would need to reassign a minimum of six officers per region (total of 36 uniform members). These officers would also need additional training. Although there may not be immediate financial repercussions from this, these members would be solely dedicated to investigating sexual assault and no longer available to respond to other calls for service. This could result in detachments operating under pressure due to a lack of personnel resources.

Regional interviewing teams. My organization currently has uniform members who are expertly trained in interviewing. These members dedicate their time traveling to conduct interviews that require specialized skills (often child interviews or suspect interviews). The option of regional interviewing teams could incorporate some of this ideology but provide additional resources and training to these officers to also specialize in victim interviews. This option would build on current resources but also be supplemented by additional personnel to create a specialized team for each region. These teams would not focus solely on sexual assault interviews and investigations but provide full interview services for all Crime Units. They

would be provided with adequate training on child, victim and suspect interviews and statement-taking. Capacity across the province would be built by having a team in each region to complete interviews and provide training and support for frontline officers investigating sexual assaults. These interview teams would then report to members of the VSU, already in each region. The VSU would provide additional oversight and accountability to sexual assault investigations and the interview teams.

Resource needs. Regional interviewing teams would require the redistribution of approximately four officers per region. Since the organization would be reallocating officers who already specialize in interviewing techniques, the members would be maintaining their portfolios and gaining additional training to include victim-centered approaches. These regional teams would assist throughout their respective regions, providing interviewing and investigating support to all Crime Unit members.

Proposed Solution

Each of the potential solutions demonstrate plausible ways to address the current Problem of Practice within the organization. The solution this OIP proposes to implement includes a combination of some of the above options in order to create a holistic, organization-wide solution. The tiered approach to training, providing additional resources, and the implementation of regional interviewing teams would allow the organization to appropriately enhance their response to victims of sexual assault.

In terms of training, the tiered approach requires all police officers throughout the organization to receive a baseline knowledge of how to better support the victims they deal with on a daily basis. In the 2018 Police Executive Research Forum report on Practical Approaches for Strengthening Law Enforcement's Response to Sexual Assault, Chief Mike Brown of the Salt

Lake City Police Department states, "We set about changing department culture, and to change a culture within a police department, you do it through training. And not just a little training; you do it through a lot of training" (p. 54).

The importance of training all officers within an organization is evident. In this proposed solution all uniform members will be required to complete an online module to enhance their support to victims of crime (not just victims of sexual assault). Beyond this e-learning, two additional courses will be available for officers, depending on their level of engagement with investigating crimes of a sexual nature. Crime Unit members would be provided with operational shift briefings and the regional interviewing teams would be required to complete additional, in-depth victim-centered approach to investigation courses.

Providing officers with additional, easy to access resources for their investigations will aid in their confidence and competence to support victims. The knowledge development through training will be built upon and supported in these easily accessible resources. Sexual assault investigations are often complicated and very sensitive in nature; having a plethora of tools and resources at hand can benefit officers in a multitude of ways (Police Executive Research Forum, 2018).

Providing this additional training coupled with increased oversight and accountability throughout investigations provides police officers in the organization with the tools and supervision they require to better support victims. Having the Victim Support Unit leaders manage and supervise the regional interviewing teams helps to ensure consistency across the province, as the VSU leaders from the regions meet regularly. With this additional level of oversight, VSU leads can track caseloads of investigating officers and evaluate the staffing needs (Police Executive Research Forum, 2018) to prevent burnout within the unit. The VSU leads

and the interviewing teams will also provide that extra level of support for consultations or aid throughout difficult investigations with which the Crime Unit members may be dealing.

The next section addresses ethical leadership considerations as I guide this organization through such a comprehensive change. It also outlines how the organization is required to uphold certain ethical conduct due to its legislated responsibilities.

Leadership Ethics and Organizational Change Issues

This section outlines how my adaptive and transformational leadership approach to this OIP ethically aligns with the proposed solutions. It also provides additional legislative support for the proposed solutions by demonstrating the need to uphold provincially and federally mandated victims' rights.

Ethical Leadership Approach

Being a transformational leader requires one to demonstrate character and integrity and also meet the expectations of both followers and the organization (Dvir, Avolio & Shamir, 2002). Although not all leaders are intrinsically ethical (Lui, 2017), by nature, transformational leadership necessitates earning the trust of followers by demonstrating ethical and moral reasoning behind all decision-making processes (Caldwell, Dixon, Floyd, Chaudoin, Post, & Cheokas, 2011). Transformational leadership comes with a highly ethical standard for leading within an organization that, when approached correctly, produces the respect of employees (Dvir, Avolio & Shamir, 2002; Northouse, 2016). As a transformational leader in this OIP, I plan to lead by example and approach the proposed solutions in an ethical manner that will gain buy-in across the organization.

Building and maintaining public trust is a commitment that many police services (Clark, Davidson, Hanrahan & Taylor, 2017), including my own, strive to uphold. Answering calls to

action from the public (like those discussed that sparked this OIP) is just one way that this police organization can rebuild that public trust. In an organization that is constantly in the spotlight, ethical and moral bases for decisions are often publicly analyzed (Clark, et al., 2017). As a leader that aims to guide this organization through a large, public, period of change, I will need to ensure that my actions and decisions are ethical and able to withstand public scrutiny. Caldwell et al. (2011) describe how moral leadership increases the trust of followers and also increases their commitment to the leader. Transparency in leadership is also important to preserve these relationships (Hannah, Lester & Vogelgesang, 2003). Throughout the implementation of this OIP, I will strive to maintain the trust and transparency that I build with both followers (and colleagues) and the communities that we serve.

The decision to implement the described combination of options discussed in the previous section was made based on my own ethical leadership approach to this OIP. A combination of police officer training, increased availability of resources for officers and enhanced oversight and personnel support addresses several factors contributing to this Problem of Practice. Choosing a holistic approach to this issue is, for me, the right thing to do because it considers not only the experience of the victims of sexual assault but also the needs of police officers who are required to investigate these occurrences. Ensuring that the officers are provided with adequate training and resources to properly engage in this initiative shows dedication by the organization's leadership. Expecting officers to change their approach to investigating sexual assaults but not actually dedicating the time or financial resources to the initiative is unethical and unrealistic. Recognizing and supporting the needs of these police officers throughout this OIP is one way that my ethical leadership practices will maintain the trust of my colleagues and my organization.

As a police service, there are numerous ethical obligations that the organization must uphold (Clark, et al., 2017). The organization is accountable to the public and the government to ensure the safety and security of the communities they police ([Organization], 2016). The police service is also governed by legislation that requires the organization to uphold moral and ethical standards of service (e.g. the Victims' Bill of Rights and the Police Services Act).

Victims' Bill of Rights

As a police service, the organization is required by legislation to uphold certain standards when it comes to victim treatment. The Victims' Bill of Rights (1995) sets out the principles for the treatment of victims (see Figure 3). Each of these principles provides additional support for my approach to this OIP.

The following principles apply to the treatment of victims of crime:
1. Victims should be treated with courtesy, compassion and respect for their personal dignity and privacy by justice system officials.
2. Victims should have access to information about,
   a. the services and remedies available to victims of crime,
   b. the provisions of this Act and of the *Compensation for Victims of Crime Act* that might assist them,
   c. the protection available to victims to prevent unlawful intimidation,
   d. the progress of investigations that relate to the crime,
   e. the charges laid with respect to the crime and, if no charges are laid, the reasons why no charges are laid,
   f. the victim's role in the prosecution,
   g. court procedures that relate to the prosecution,
   h. the dates and places of all significant proceedings that relate to the prosecution,
   i. the outcome of all significant proceedings, including any proceedings on appeal,
   j. any pretrial arrangements that are made that relate to a plea that may be entered by the accused at trial,
   k. the interim release and, in the event of conviction, the sentencing of an accused,
   l. any disposition made under section 672.54 or 672.58 of the *Criminal Code* (Canada) in respect of an accused who is found unfit to stand trial or who is found not criminally responsible on account of mental disorder, and
   m. their right under the *Criminal Code* (Canada) to make representations to the court by way of a victim impact statement.
3. A victim of a prescribed crime should, if he or she so requests, be notified of,

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Currently, in terms of victim support, the organization is falling short of its commitments. Leading this organizational change by supporting a commitment to improve victims' experience with police speaks to both our ethical obligations as an organization but also to many police officers' personal moral compasses.

Increasing the support for victims of sexual assault is only one small part of a greater, overarching goal to treat victims of crime fairly throughout the judicial process. Although police organizations are just one piece of the puzzle when it comes to a victim receiving justice for a crime committed against them, it is one piece that can be improved upon in a timely, ethical manner through this OIP.

Chapter 2 Summary

An adaptive, transformational leadership approach is necessary to enable this comprehensive change for victims of sexual assault. Framing this reactive, radical change through the Combined Change Framework (Change Path Model and Kotter's 8 Step Process) displays the organization's readiness for change which fits well with the critical changes police officers and leaders will initiate for organizational improvement. In Chapter 3, the change implementation plan is developed in detail. A communication and evaluation plan is also provided.

CHAPTER 3 – IMPLEMENTATION, EVALUATION AND COMMUNICATION

This Chapter provides a detailed implementation plan for this Organizational Improvement Plan (OIP). It outlines a strategy for implementation while considering goals, stakeholder reactions, resource requirements and limitations. The chapter then outlines a monitoring and evaluation plan as well as a communication plan to finalize the OIP.

Change Implementation Plan

This section provides details on how to implement and operationalize the proposed plan for change. It begins by drawing on Chapter 2's organizational analysis to outline a strategy to achieve the desired future state of the organization. It summarizes the outlined goals and strategies for the planned change and incorporates potential stakeholder reactions and concerns as the implementation progresses. The section then describes how personnel have been strategically selected to aid in this change and what additional resources and supports will be required to implement the initiative successfully. Finally, potential issues and limitations are identified along with ways to address and manage them throughout the implementation of this major organizational change.

The goal of this Problem of Practice is to address the lack of victim support throughout sexual assault investigations in this police organization. The proposed solution incorporates a tiered, organization-wide approach to training with an increased availability of resources in order to enhance police officers' response to and support for victims of sexual assault. The solution also employs an increased amount of oversight and accountability mechanisms to ensure the operationalization of the new approach across the organization.

Goals and Priorities of the Planned Change

From the critical organizational analysis in Chapter 2, it is evident that there is a lack of a victim-centered culture throughout the organization. Two clear themes emerged from the gap analysis that was completed on the organization's response to victims of sexual assault: the lack of support provided to victims of sexual violence and the oversight, accountability, and organizational structure currently in place to handle these types of occurrences. Improving these two themes have become the major goals of this OIP.

The police service's current Strategic Plan rests on five core pillars: Leadership, Healthy Workforce, Technology, Analytics and Reinvestment ([Organization], 2016). In order to garner the support of members across the organization, and approval from senior executive decision makers, an initiative's goals and objectives must be guided by these strategic priorities.

Leadership, as described by the organization's Strategic Plan, "is proven by the ability to listen, motivate and empower others while providing support and direction" ([Organization], 2016, p. 8). Victims of sexual assault require support throughout the investigative process in order to have confidence in the police service. How members of the organization communicate with victims reflects on the entire police service. Being leaders in an initiative that is widely supported throughout the media and public will build trust and confidence in the organization's leadership abilities. In terms of oversight and accountability, leadership is a key aspect of driving this change forward. As mentioned previously, having the support of the executive leadership in the police service helps to gain buy-in from police officers throughout the rank structure.

A healthy workforce is an essential part of any sustainable, effective organization (Mattke et al., 2013). One way of maintaining health and wellness within a police organization is by

providing members with the proper training, skills and knowledge required to do their job competently. Engaging with victims of sexual assault can be very challenging and officers who do not feel equipped to do their work effectively may question their choices and approach (Police Executive Research Forum, 2018). Providing officers with the right tools and resources (through training and online resources) will add to their confidence when dealing with difficult investigations (Police Executive Research Forum, 2018).

Incorporating the third pillar, technology, provides an opportunity to implement this change initiative in a way that is accessible to all of the organization's members in a shorter amount of time.   The tiered training approach allows all members to gain baseline training on a victim-centered approach to investigations through online learning. Without the use of online learning technology, training members across such vast geography would be costly and cumbersome. Utilizing various forms of technology (including computer and cell phone applications) also allows members across the province to access resources and materials to support them when conducting sexual assault investigations and dealing with victims. Uploading additional resources and training materials to the organization's internal network can provide officers with up-to-date information whenever and wherever they need it.

With the rise of evidence-based decision-making processes in policing (Maxim, Garis, Plecas, & Davis, 2015), analytics in the form of tracking, data entry and data analysis have become part of police officers' daily functions. The organization's Strategic Plan (2016) describes analytics as "the process of gathering reliable data, looking for meaningful patterns, analyzing the information and using it effectively" (p. 14). This OIP's implementation, monitoring and evaluation plans include measures to track, analyze and evaluate training initiatives. Additionally, as mentioned in Chapter 1, unfounded rates of sexual assault

occurrences are known to the public as an indication of officers demonstrating different biases and victim stereotypes. This is another example of analytics and the tracking of data that guides the implementation of this OIP.

Finally, the fifth pillar – reinvestment, is an integral part of OIP implementation. Reinvestment is one of the ways that the organization aims to meet increasing demands for service with limited resources. The oversight and accountability aspects discussed in the critical organizational analysis require the reinvestment of several officers with particular commitment to engage in different duties. Although financial restraints may adversely impact the organization's ability to create additional positions for this initiative, the reinvestment of resources keeps the implementation plan cost effective and on track for success. The proposed solution can be accomplished with minimal-to-no additional cost to the organization. Only a dedication of time by already-serving officers will be required for this change to succeed.

Accomplishing the two main goals of this OIP while keeping the strategic priorities in mind will enhance the support of members across the organization. It will provide additional purpose for the initiative and provide grounds for the organization to gain financial support from the government if required. The approach to this change initiative will lead to an improved situation for both organizational and other social actors by bringing everyone together to create an investigative process for victims where they feel they are heard and supported.

Stakeholder Reactions

As with most major change initiatives within an organization, a variety of reactions from stakeholders can be expected. Concerns and encouragement from those impacted by the change can be anticipated throughout the planning and change process. Though not all reactions to this change will be validated by altering the initiative, they will still be addressed. Both concerns and

comments deemed legitimate and constructive by the Implementation Team (outlined in Selecting the Right People) will be included in the change management plan as appropriate.

It is important throughout the change initiative that concerns are not always seen purely as resistance from stakeholders. Some concerns and suggestions maybe utilized as a resource, and potentially as constructive feedback, to build on the current strategy (Bertram, Blasé, & Fixsen, 2015; Hayes, 2010). For example, as part of the ongoing communication with external social services, discussed in the next section, a wide range of feedback is expected (including feedback that may not be positive). As a learning experience, I aim to use this feedback constructively to inform my work.

Conducting proper consultation and research aids in preventing potentially negative feedback (Bertram, Blasé, & Fixsen, 2015). As subject matter experts (from victim services agencies and sexual assault centres) weigh-in on the implementation plan, they feel included and may even take some responsibility and pride in the initiative. Utilizing feedback constructively throughout the planning and implementation phase ensures that stakeholders' voices are heard and limits the amount of negative feedback post-implementation (Bertram, Blasé, & Fixsen, 2015).

Another method of understanding and dealing with potential negative reactions from stakeholders is to ensure that communication is two-way and ongoing. In order to gain the support that is required for this initiative, internal and external communication must be designed and conducted properly (communication plan discussed later in Chapter 3). Internally, communication will be of utmost importance to the police officers expected to adopt this new approach to investigations and victim support. If the initiative is not communicated clearly and thoroughly to those whom it impacts most, their reactions and feedback may not be positive. A

key aspect of the internal communication plan will be to show the organization's members that the new approach to victim support will not only benefit victims of sexual assault but that it will also make their jobs easier and more rewarding. Externally, communication will be more consultative in the beginning and provide updates once implementation begins.

Receiving input from stakeholders at different stages of the process, along with providing communication and updates, will help internal and external stakeholders understand the process and progress of the change initiative. Including both victim service agencies and police officers throughout the planning and implementation stages of this change gives them a voice in the initiative. Although they may not agree with everything that is decided along the way, proper research, consultation and communication can show that a well-designed and thought-out process is being followed.

Personnel, Time and Additional Resource Requirements

For this change to be successful, leaders must allocate appropriate personnel, time and resources. The assigned leaders of this change initiative have already been chosen across the organization. As mentioned in Chapter 1, there is one Detective Staff Sergeant (D/S/Sgt.) from the Victim Support Unit (VSU) located in each region throughout the province. These individuals were chosen based on experience and a demonstrated commitment to supporting victims of violent crime. These police officers are also experts in investigating violent crime and have expressed support for a new organizational approach to victims. They will be key resources when communicating the change across the organization. These D/S/Sgts. have demonstrated expertise in interviewing victims, providing necessary support for victims and witnesses of sexual violence and building relationships with external social service agencies. Figure 4

provides details of the Implementation Team who will be engaged throughout this initiative, along with their roles and responsibilities.

Title	Number	Role/Responsibility
Detective Inspector	1	- VSU lead and manager - First in the approval process for decision-making before brought to senior executive members - Subject matter expert with experience in investigating violent crime and supporting victims of violent crime
Detective Staff Sergeant	5	- VSU members and regional leads - Subject matter experts with experience in investigating violent crime and supporting victims of violent crime - Act as regional contact for all frontline members and social service agencies through the change - Maintain relationships with external agencies - Subject matter experts in the development of victim-centered training at all levels
Research Analyst	1	- Research and evaluation specialist - Point of contact for best practices and research in subject matter - Aid in the development of training materials and online resources for officers - Manage the flow of the change initiative - Evaluate OIP upon implementation
Course Developer – PA	1	- Expert in course development and adult education - Point of contact for course content and development into training for all levels
Victim Services Representatives (including victims/survivors)	Multiple Agencies	- Subject matter experts in the field of victim support - Ongoing consultation - Multiple agencies consulted throughout the development of resources and training materials/content

Figure 4. The information above provides details on the roles and responsibilities of the VSU Implementation Team for the purpose of this Organizational Improvement Plan.

As mentioned in the Potential Solutions section of Chapter 2, some additional resources are required to successfully implement this change—most importantly, dedicated time by members

of the organization. In order to completely implement the tiered training approach and change

the oversight and accountability structures, allocation of time and resources will be needed

throughout the organization. The tiered training approach requires personnel from both the

Victim Support Unit (VSU) as well as the Police Academy (PA). In order to create three levels

of training, experts in both adult education and victim-centered approaches are needed to bring

together knowledge that resonates with the police officers in a way that helps them *want* to

change their approach (to create a motivational change). A standard course from the Police

Academy takes, on average, six months to develop. As all three levels of this training will build

on one another, approximately 12 months of development for all three training courses is

reasonable (given competing demands of both the VSU and the PA). Technological resources

(including online platforms and online course developers) are also required to develop the online

training available to all frontline officers. The technology and software necessary is already

commonly utilized by the organization and available for this initiative. The additional resources

and toolkit that is to be created for officers will also take time and human resources to create.

With the help of the D/S/Sgts. and external victim service agencies throughout the regions,

research and development of these resources can be uploaded for our officers to access.

Finally, the implementation of a new oversight and accountability structure will take time

to receive internal approval. This OIP demonstrates the need for change and can be presented to

executive level decision makers. Although the new structure does not require additional fiscal

resources, it will take time to be accepted and implemented across the province.

Potential Implementation Issues and Limitations

Although measures are incorporated into the implementation plan in an attempt to prevent

issues from arising, there is always the potential for challenges when implementing a change

initiative. Being proactive in trying to predict these potential issues ensures a well-developed strategy if and when they occur.

The lack of funding and resources is always a potential issue throughout the implementation of an organizational change. Since the organization is government funded, funding for projects, programs and initiatives is decided by many stakeholders (both internal and external to the organization). In order to prevent the change from being cancelled (or funding decreased) before it is fully implemented, regular report-backs outlining progress are very important. The following of standardized processes for reporting and communicating progress is imperative for this OIP. This change does not require additional funding from the government. However, part of the plan requires the borrowing and reinvestment of previously allocated resources in order to work with what the organization already has. The reinvestment of officer time and resources is key to the success of this initiative. Utilizing resources that are already available will help keep the potential risk of funding reductions to a minimum since the initiative does not solely rely on funding, but on organizational support of the (re)allocation of resources.

Although funding is a minimal risk due to the reinvestment of resources, competing priorities within the organization are a more realistic risk to successful implementation. Since the OIP aims to develop and provide training to all officers and enhance the oversight mechanisms for sexual assault investigations, if there is not full support at the senior executive level, competing projects and initiatives could take priority. In order to maintain the support of senior executives, a communication plan will play an important role. Being open and transparent about the goals, objectives and progress of the OIP helps to clarify the need for the change and the anticipated successes, needs and challenges along the way. Additionally, having leaders

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from all levels of the organization participate from the beginning of the initiative helps to maintain support throughout (Miles-Johnson, 2016).

There are also limitations to this OIP. It is likely that not all members of the organization will accept and support the change. While training and resources may be provided to all police officers, they cannot be forced to buy-in. As mentioned in Chapter 1, police officers can be resistant to change (Hart, 1996; Miles-Johnson, 2016). Providing additional reasoning and support for the change can help to minimize such resistance, but some members will inevitably refuse to accept the change.

A further limitation of this OIP is that police officers comprise only one aspect of the justice system when it comes to improving support for victims of sexual assault. This plan is limited to changing or altering police officers' approaches to victims of sexual assault—it cannot account for how victims are treated beyond their experiences with officers. Judges, lawyers and victim service agencies each have their own responsibility to provide appropriate support for the victims that they encounter (Police Executive Research Forum, 2018). Working alongside some of these external agencies will help ensure that all are working together toward a common goal, however the organization's role is limited.

Building Momentum

To build momentum across the organization for large-scale change, it is important to identify and celebrate short-, medium- and long-term goals. Goal setting holds involved stakeholders accountable to tasks. Establishing goals will also increase the likelihood of this organization-wide change maintaining momentum throughout the change process. Short-term goals to be completed within the first year of the change include

- communicating the importance of the change;
- researching best practices and consulting with Subject Matter Experts (SMEs);

- developing training materials and resources to be utilized with frontline members;
- developing all three Police Academy courses;
- monitoring key aspects of development;
- piloting and evaluation of the new regional interviewing teams in one or two regions to measure effectiveness.

Medium-term goals will be achieved in 12-18 months and will need to maintain momentum over a longer period of time. These medium-term goals include successfully training all members of the organization according to the three-tiered training approach, and fully implementing the regional interviewing team across the organization. Training that many members to three different levels of expertise will take the time and dedication of members throughout the ranks. Supervisors and managers across the organization are required to prioritize this initiative in order to have all of their members successfully trained in victim-centered investigations. The new oversight and accountability structures will also be in place within 1-2 years of the implementation plan.

Long-term goals of the implementation plan include the evaluation and improvement of the OIP as required. Two years after initial implementation, enough data will be collected to enable an evaluation of the success of both the training components and the new oversight and accountability structure. Although evaluation is important, it is often overlooked if not included in the initial planning stages. Evaluation will be conducted using the data sources discussed in Chapter 1, course evaluations through the Police Academy, as well as a survey of the organization's members about the change components.

Overall, this change implementation plan aims to increase support for victims of sexual assault by providing police officers with appropriate training and enhanced oversight and accountability mechanisms. Using the organization's strategic priorities to guide the goals and objectives will help to increase support from all levels of the police service. Incorporating

stakeholder feedback and identifying potential issues will enhance the success of the project while keeping the momentum strong throughout the process.

Change Process Monitoring and Evaluation

A key aspect of any change initiative is the continuous monitoring and evaluation of the process. Evaluating programs is essential in ensuring continuous improvement and evidence-based decision-making surrounding the program. As a government organization, this police service has grown accustomed to the monitoring and evaluation process. As mentioned in Chapter 1, continuous reporting and evaluation is required by the provincial government to ensure that necessary funding is provided. If a program does not prove to be effective, accomplishing the objectives it intends to, it will be changed or the funding will be withdrawn.

While there are many ways to monitor and evaluate a program, the model used in this OIP is adapted from Bennett's Hierarchy for Evaluation (Bennett, 1975). This model provides a systemic approach to tracking, monitoring and evaluating change within an organization. The simple and straight-forward process for program evaluation is applied to the OIP's change initiative in this section.

In this framework, the monitoring *and* evaluation of a program can be completed using the same model. It is important to keep a monitoring and evaluation framework in mind throughout the development and implementation phases of an initiative to ensure the change is accomplishing what it originally intends to and that the measurements are in place to provide evidence.

As outlined in Bennett's Hierarchy for Evaluation (1975), the first step is to document the program's objectives and proposed outcomes. The current change focuses on the enhancement and streamlining of police officer training with regards to sexual assault investigations and

victims as well as increased mechanisms for accountability and supervision. As mentioned previously in this OIP, for many years officer investigations have been focused on the perpetrator and the crime rather than the victim. Therefore, the two main objectives of this initiative are: (a) to increase support provided to victims of sexual assault by police officers and (b) to enhance oversight and accountability mechanisms for sexual assault investigations.

The monitoring and evaluation framework of a program is based on its objectives. Showing how the program successfully or unsuccessfully accomplishes the intended goals and objectives guides future decisions and planning of the program as well as delivery and sustainability. Monitoring of this program requires the continuous tracking of the development, implementation and daily functions. Evaluation of the program is to be done yearly by the organization to make program-wide required changes. To evaluate whether the program implementation is accomplishing its two main objectives, Figure 5 outlines the levels of hierarchy the program should be ascending through, throughout its implementation. This framework provides guidelines and milestones that are to be accomplished throughout the program's implementation. It describes the level of Bennett's Hierarchy, how the level will be achieved and provides a source to gain evidence for the success or failure of the level.

Hierarchy Level	Event Descriptors	Evidence
7. End Results	• Increase in reporting rate of sexual assault occurrences by the public • Increase in public confidence when investigating a report of sexual assault	• Statistics Canada Reports (self-reported and police-reported)
6. Practice Change	• Increase in officer usage of available resources for supporting victims • Decrease in "unfounded" sexual assault occurrences • Increase in supervision and oversight of sexual assault investigations	• Internal website "hits" • Internal Records Management System (RMS) reports • VSU and management observation
5. KASA Change	• All police officers within the organization should have a baseline knowledge of victim-centered practices after training • There should be a significant decrease in myths, biases and stereotypes relating to victims of sexual assault being demonstrated by officers • All Crime Unit members should have detailed knowledge about victim support and trauma-informed interviewing after their 1-2 day course • Each region will have members with the appropriate knowledge and skills to investigate sexual assaults while providing appropriate support to victims	• Course evaluation • Sexual assault investigation audits – direct observation and supervision, audits of report writing and occurrence classifications
4. Reactions	Police Officer Survey • Satisfaction/effectiveness evaluation of all three levels of training • Comfort level with investigating sexual assaults and supporting victims of sexual assault • Knowledge of trauma-informed interviewing and victim-centered investigations Community Service Agency Survey • Increase in confidence in the organization's treatment and support of victims • Increase in ability of organization to support victims	• Course evaluation • Police officer survey • Stakeholder survey
3. People Involvement	Development • Ongoing engagement and consultation with community service agencies, Police Academy, Communications and Technology Training • All frontline officers (approximately 6000) will receive the minimum 1 hour online training • Crime Unit members (approximately 1600) will receive more detailed 1-2 Day course • Specialized members (approximately 75/year) will receive 5 Day Sexual Assault Investigator Course	• Training compliance (Police Academy records)

2. Activities	Training Development/Enhancement • Research, internal and external consultations Resource Development • Research, internal and external consultations • Provide access to members through Internal website Oversight and Accountability • Supervisor approval of all sexual assault occurrences • Audits to ensure proper report writing and UCR codes applied • Increased oversight and clear reporting • Enforcement of a victim-centered approach to investigations with rewards and consequences	• Daily Activity Reporting (organizational report) • Supervisor reporting • Direct observation

1. Inputs	Human Resources
	• 7 Full Time Employees
	• 1 Detective Inspector
	• 1 Research Analyst
	• 5 Detective Staff Sergeants
	• Additional support from:
	   o Senior Executives
	   o Regional Crime Units
	   o Police Academy
	   o Communications and Technology
	Technology
	• Online training platform
	• Online portal for internal website development and maintenance
	• Survey/evaluation analysis
		• Daily Activity Reporting (organizational report)

Figure 5. Bennett's Hierarchy for Evaluation as applicable to this OIP's objectives.

Specific measurement tools are required to be able to report on the success or short

comings of each level of Bennett's Hierarchy of Evaluation. As indicated in the Evidence

column of Figure 5, this program aims to measure progress through multiple surveys

(stakeholder surveys and police officers/participant surveys) and data collection from pre-

existing organizational databases. Data will also be collected through publicly available reports

including those from Statistics Canada. Some of these data sources were also used in the

development of this initiative to gather baseline data for comparative purposes.

Finally, Markiewicz & Patrick (2016) describe that in order for a monitoring and

evaluation plan to be useful to the organization and the program itself, it is imperative that the

results of these activities are "disseminated and actively used" (p. 4). Regular reporting to senior

leadership is critical (especially due to the time needed for development and implementation).

Ensuring that the recommendations are taken seriously and acted upon is an important final step

of the program evaluation cycle. Often within my organization, those who complete the program

evaluation and monitoring will include a recommendation in the final report that requires a

dedicated team to implement the proposed recommendations to ensure the momentum continues.

The main goal of monitoring and evaluation is to ensure that the initiative is accomplishing

its original objectives. Recommendations and suggestions stemming from this reporting

structure will inform the future of the program. Each step of the implementation plan should aim

to work towards the objectives and proposed outcomes of the change initiative. Measuring the

success of the change implementation can show gaps and areas of focus for the program moving

forward.

<p style="text-align:center">Plan to Communicate the Need for Change and the Change Process</p>

This section describes how the need for change will be strategically communicated across

the organization during the implementation process. The importance of continuous

communication is reinforced throughout this organizational change by providing examples of

communication strategies, tools, and methods that will be utilized in each milestone of the

implementation of the change.

Building Awareness of the Need for Change

As previously demonstrated in this OIP, communication is a key factor in the success of

any major change initiative. From the beginning, communication is an important tool to build

awareness, gain buy-in, create and maintain momentum and disseminate organizational changes

and expectations for a variety of stakeholders. Specifically, there are several different internal

audiences that should be aware of the need for this organizational change. Increasing the support

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provided to victims of sexual assault will ultimately be the responsibility of the police officers that engage with the victims, but a variety of players across the organization will need to be involved in the development and implementation of any potential solution.

Senior executive awareness. The organization's internal review (discussed in detail in Chapter 1) is the main communication tool utilized to ensure the importance of this change is recognized by the police service's executive decision makers. Distribution of the 2017 internal report helped high-ranking members throughout the organization understand the Problem of Practice and the growing need for increased support for victims of sexual assault. The report is currently used as a communication tool to display the issue and the initial steps that have been taken to enhance the support for victims of sexual assault. The original intent of this report was to increase awareness of the lack of support currently being provided to victims of sexual assault and to demonstrate the need for commitment by the organization to finding a solution.

The distribution of this internal report through all levels of the organization will be combined with presentations by the Victim Support Unit to the senior executive through requests for approvals to initiate this change. Ensuring that leaders are aware of the importance of the initiative increases the likelihood of approval and support of the change. Framing this issue for senior executive level decision makers within the organization requires a focus on risk mitigation and communication about the potential benefits to the organization. This communication includes risks the organization could face if they do not increase the support for victims of sexual assault. Public published media articles also help these decision makers understand how important improving the situation is to the organization's reputation. These articles have displayed the detrimental effects sexual assault investigations are currently having on victims.

From a risk perspective, senior executive leaders understand the need to commit to decreasing this harm.

To prepare for proper, informed communication with decision makers, it is important to anticipate questions that may arise. Senior executive members will be interested in why this change is needed, how much the change initiative will cost the organization, how will they be involved and how long it will take to implement. Providing a clear, well-developed, proposal and potential solution will aid in gaining support from these leaders. They need to be confident that there is a need for this change and that change will/can be measured. Providing the plan for monitoring and evaluation of the implementation is also important to these organizational leaders (see previous section).

Frontline officer and Crime Unit member awareness. Although the distribution of the internal report may be beneficial to inform some audiences (such as those in regional headquarters or working in an office setting), it is not realistic to assume that all police officers will have access to the report or the interest or time to read and thoroughly understand it. Being located across the province, police officers with a large geographical distance between their detachment and headquarters are not always in touch with new programs and initiatives. Communication across the entire organization is the responsibility of the change leaders.

There are additional methods of knowledge distribution and information sharing that is pertinent to building awareness of the need for this change. Frontline officers and Crime Unit members are some of the busiest members of the organization but also the most important for this OIP to be successful. Gaining buy-in from these members and ensuring they understand its importance can greatly increase the change initiative's potential for success. Alternative

methods of communication need to be employed to reach this geographically distributed, busy audience.

An easy and effective way to build awareness of the need for this change among police officers across the province is to use technology. Communication can be sent through email, internal websites and corporate screen savers (a communication tool that changes a screensaver into a digital announcement). Using multiple communication channels will help increase the number of police officers reached. These frontline officers and Crime Unit members are expected to adopt the change and therefore need to be aware of its importance from the onset. Although many members throughout the organization are already aware that there is a need for some change when it comes to dealing with victims of sexual assault, they have not received organization-wide direction on what the change will look like.

As awareness of this change initiative grows, questions are likely to arise from members of all ranks. Similar to the planning process for communicating to senior executives, it is important to anticipate challenges and questions about the necessity of the initiative. Frontline officers and Crime Unit members may be inclined to ask how this change will impact their daily work and why they should participate and endorse the change.

Keeping in mind that some officers will be more receptive to this change than others, explaining how solutions to the Problem of Practice can improve their daily work functions is imperative to gain support. A main objective of this OIP is to ensure that officers have the tools and resources they need to properly support victims of sexual assault throughout the investigative process. For officers, this means providing them with enhanced training (amount will vary depending on position within the organization) and access to additional resources to help them be more effective in their job. Although some officers may not see immediate impacts

to their daily workload, they will be expected to engage in a prescribed level of training during the implementation phase of the project. Ensuring the officers that they will be involved in the planning and development of the training and resources can also help gain support for the initiative. Communication will also be provided through the methods discussed on how to contact the planning and Implementation Team if any officers have additional questions, input or would like to help with the change.

      External stakeholders. Due to the recent media attention this issue has received across North America (as discussed in Chapter 1), there is a limited need to raise awareness of this change to external stakeholders. Many of the community service agencies (such as victim services, hospitals and sexual assault centres) across the province are very aware of the limited support that police officers and the justice system currently provide to victims of sexual assault. The importance of communicating with these stakeholders is to reassure them that the organization is committed to making this vital change and ensuring them that they will be consulted along the way. Utilizing these experts throughout the planning and implementation of this change will bolster support and strengthen these important partnerships.

Communication Plan

      In addition to building awareness of this organizational change across the province, a communication plan is needed to organize and deliver the change components. There is some overlap in this discussion of the plan details with the awareness discussion earlier, but the most important component of both is clear and continuous communication throughout the implementation of this change initiative. Without the ongoing support of both internal and external stakeholders the change will not be successful. Through each step of the Combined Change Framework outlined in Chapter 2 (Figure 2), communication is of utmost importance.

Figure 6 provides a graphic summary of the communication plan for this OIP as it relates to the Combined Change Framework.

Although the communication plan in Figure 6 provides an overview of when to communicate with stakeholders, it is important to mention that contact information for the Implementation Team will also be provided for stakeholders to answer questions or to offer feedback and suggestions. Two-way communication with all stakeholders (internal and external) will be encouraged throughout every step of this change.

The proposed communication plan takes into consideration each of the steps in Cawsey et al.'s (2016) Change Path Model that was coupled with Kotter's 8 Step Process to create this OIP's Combined Change Framework (Figure 2).
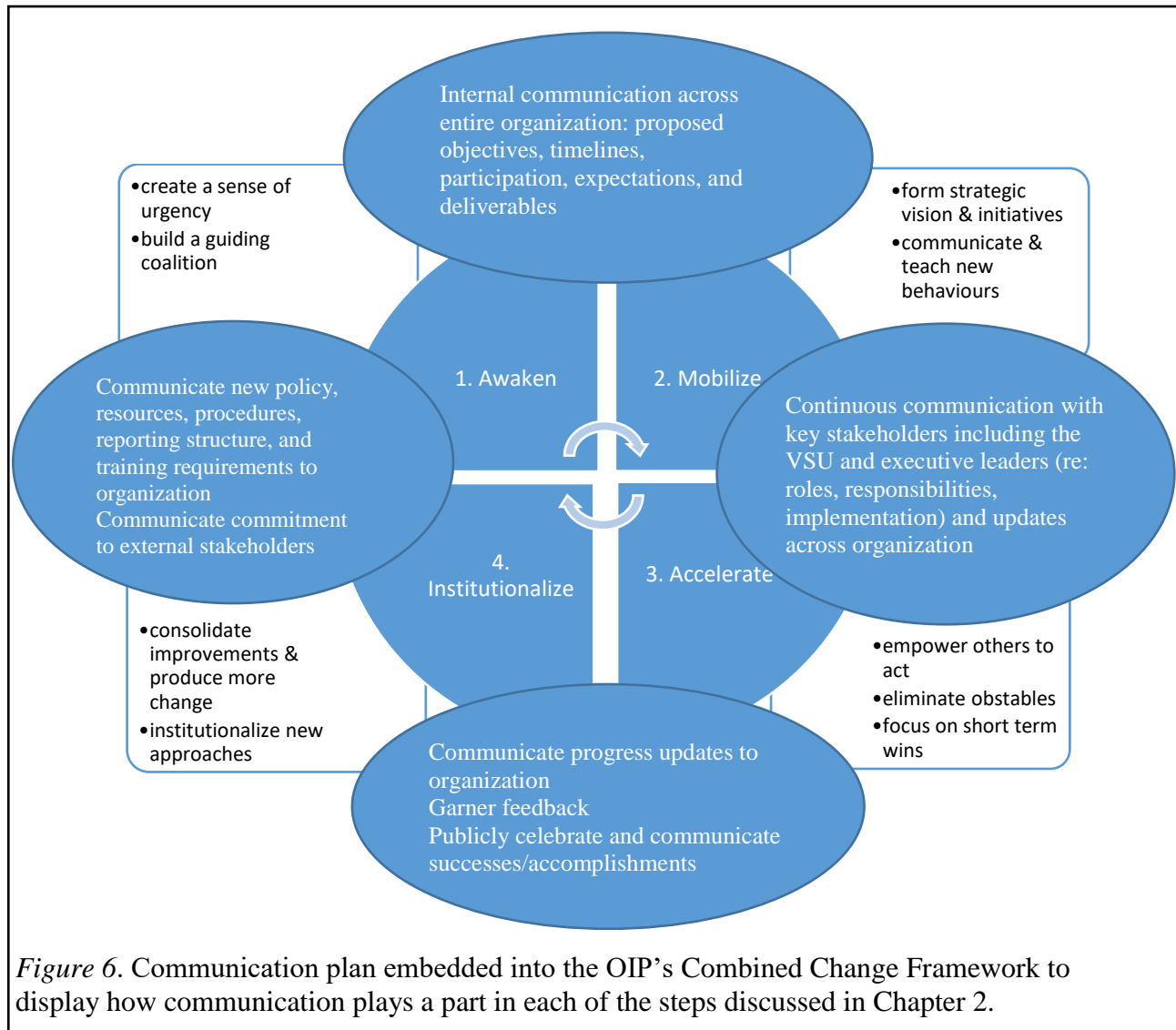
Figure 6. Communication plan embedded into the OIP's Combined Change Framework to display how communication plays a part in each of the steps discussed in Chapter 2.

As discussed, the first step in communicating change is ensuring stakeholders and potential participants understand the need for the change. Building this awareness of the need for change at both the executive and frontline levels satisfies the *awaken* phase of the Combined Change Framework (illustrated in Figure 6). A proposed plan for change would be communicated to senior executive, asking for approvals to proceed.

Once approval for the proposed change is received, communication focus will shift to members across the organization. Providing the approved program/project objectives, expectations and deliverables within reasonable timelines will prove to the members of the

police service that this is a priority. Communication of the commencement of this change will be sent out through internal website postings across the entire organization. Members across the organization will become aware that there are issues with sexual assault investigations in the police service and will be asked to be part of the coalition to tackle it (see Chapter 1 – context data).

Step two of the Combined Change Framework requires *mobilizing* the organization and the key players in the change. In this stage, continuous communication is required with key stakeholders including all members of the Victim Services Unit (VSU) and executive leaders to provide progress updates. Although members of the VSU will be involved in the implementation of the change, roles and responsibilities will differ and the communication of such is important. Communication within the group, to form strategic visions and initiatives and to hold members accountable, will be done primarily through email and meetings. Updates will be sent to senior executive members of the organization quarterly to communicate ongoing challenges, successes and setbacks throughout the initiative. While these formal types of communication are being utilized by the Implementation Team and executive members of the organization, it is important for team members to continue demonstrating their commitment to the change through less formal channels of communication as well. This can be accomplished through conversations with colleagues and by demonstrating the new cultural values and beliefs in their investigations that victim-centered training will aim to teach. Members of the VSU will also act as role models of the change to all police officers by providing additional support to sexual assault victims prior to the official introduction of additional training or policy changes.

The third step of the Combined Change Framework includes *accelerating* the change though empowering others, eliminating obstacles and focusing on short-term wins. From a

communication perspective in this stage of the Combined Change Framework, it is essential to ensure the organization and its participating members are aware of the progress and short-term successes. Posting internal communication about the accomplishments the Implementation Team has completed by this stage is important in keeping the momentum elevated and the organizational-confidence high. Milestones such as the development of training and online tools and resources will be properly communicated through the organization's internal website. Members will be invited to test the online training and provide feedback. Implementing the change in stages through continuous communication will help empower those across the organization and get them involved in the change.

Communication in the final step of the Combined Change Framework will be just as important as it was in the first step. *Institutionalizing* the change requires embedding those new approaches into the organization to ensure they are long-lasting. Stakeholders will need to know what the organization's expectations of them are. All police officers in the organization will be required to take some level of training and if it is not communicated properly there is potential for unnecessary confusion. The Police Academy (PA) has an internal tracking system for courses. Police officers will be notified of their requirements for training through a posting on the organization's internal website. Officers can access the tracking system to see which level of training they are required to complete and can register online.

To support the institutionalization of this change, the communication around available resources will also have to be clear and convincing. Links to the resources and tools will be provided to officers through the internal website but additional support must also be available. Presentations at conferences across the province can be done to both demonstrate the necessity of these additional resources but also the accomplishments of the program. Clear and consistent

messaging across the organization is important to increase the chances of it being supported and adopted long-term.

Building awareness for the need for this change is just as important as the communication strategy throughout the change process. Adhering to a well-planned communication strategy throughout the implementation process can help ensure that the organization continues to support the change even after the implementation is complete. Using a variety of communication methods throughout a change can increase the number of people reached and build confidence through transparency of progress.

Chapter 3 Summary

Chapter 3 provided some of the most important, practical details of this OIP. Without proper planning and communication, the implementation, monitoring and evaluation of this OIP would not be successful. Although planning and communication were both mentioned many times throughout this OIP, the specific details on the usefulness and application were brought to light through this final Chapter. The implementation plan outlined the need for time and resources while the monitoring and evaluation plan allows for progress measurement. The communication plan ensures that all stakeholders are kept apprised of the change progress throughout its duration.

Conclusion and Next Steps

This Organizational Improvement Plan takes a broad approach to increasing the support that is provided to victims of sexual assault by the police service. The sensitive nature of this issue and its ensuing publicity along with the sheer size of the organization and the challenge of embedding change within it, demands a change initiative with strong leadership and organization-wide commitment. Although support and decisions must come from the executive

level of the organization, as an emergent, transformational leader in the Victim Support Unit, I have a responsibility to try and change the engrained biases towards victims that may be evident in some police officers.

A goal of this OIP is to create a culture where police focus on the victim first and the investigation second. Enhancing the training that is provided to police officers across the organization is just the beginning of this major cultural shift. Through the trial and error of adaptive leadership and providing officers with victim-centered and trauma-informed training, myths and stereotypes that were once believed can be broken down and the way that officers interact with victims will start to change. Although victims of sexual violence are the current focus of this OIP, all victims of crime deserve the same level of support throughout the reporting and investigative process. Developing this victim-centered approach across the organization for investigations of sexual assault can lead to a more supportive culture for all victims of crime. Putting victims first at each step of the investigation will eventually increase public trust and confidence in police.

Throughout this change, planning, organization and communication are imperative. Dealing with a large organization with many competing priorities often comes with difficulties beyond control. Perseverance of the Victim Services Unit may be tested through the implementation as leadership changes in the organization and public pressure can influence success. Being a strong leader of this change, I realize the importance of my role and the impact it can have on victims of sexual assault across the province and will work to have this initiative fully implemented.

Since police services are just one part of the justice system, working with external stakeholders and victims/survivors is also a key aspect of this OIP. The partnerships created

through this change initiative and maintained post implementation can help decrease the detrimental effects on victims when reporting a sexual assault. The ongoing relationships between the police service and different victim service agencies throughout the province can impact the overall experience of the victim. Through these external partnerships, the organization will aim to set an example for other areas of the justice system to work together towards a more supportive cross-sectoral experience for victims.

The broader vision of this OIP extends much beyond this specific police service. It aims to increase support for all victims reporting violent crime across the country. Changing the police culture around victims (particularly of sexual assault) is a lengthy process that requires dedication by all police services. Although this OIP focuses only on one police service in Canada, the hope is that it can provide a guideline for other police services to adopt a similar framework and approach to supporting victims. Increasing the support for victims of sexual assault through police organizations has the ability to eventually increase reporting rates and decrease the damaging, long-lasting impacts of these heinous crimes on victims.

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