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Evaluating the Communities Foundation of Texas's Gift to the Dallas Police Department

The Caruth Police Institute's First Leadership Course

Robert C. Davis, Karin E. Kitchens

In 2006, the Dallas Police Department (DPD) received an unprecedented $15 million gift from the Communities Foundation of Texas (CFT). Of that total, $10 million was given to bring about a transformation in the department through the creation of the W. W. Caruth Jr. Police Institute at Dallas (CPI), a unique partnership between the DPD and two local universities, the University of North Texas and the University of Texas at Dallas. CPI was designed to provide training for police officers at all stages of their careers and to serve as the research and problem-solving arm of the DPD, using resources from the universities and the business community to provide solutions to complex policing problems.

An earlier RAND Corporation report, *First Year Evaluation of the Caruth Police Institute at Dallas* (Davis, 2011), presented findings from the first-year evaluation of CPI and described the implementation process and obstacles that the institute faced during its formative year. CFT subsequently asked RAND to evaluate CPI's first course—a leadership training course for lieutenants.

Some key findings from that study included the following:

- The first leadership training course for lieutenants offered by CPI was highly regarded by participants.
- According to most participants, the course changed the way in which they viewed their jobs, encouraging them to be more analytical in making decisions or to take a longer view of their role and responsibilities as lieutenants in the DPD.
- A majority reported having a better understanding of their leadership role and responsibility to develop junior staff.
- The fact that the course was open only to Dallas officers had an unexpected positive effect: It encouraged team-building and a sense of solidarity among participants.

- Participants reported having more pride in the department and closer bonds with their coworkers and reported developing a common language and way of thinking about policing issues.
- However, a standardized leadership assessment instrument did not show any change in leadership styles among course participants relative to a comparison group of lieutenants.
- Key questions that will determine the direction the institute takes down the road center on whether courses should be restricted to DPD staff or open to other departments, whether the courses should be voluntary or mandatory for officers, and whether the city should reconsider reimbursing officers who take CPI courses to encourage more participants to take the courses for university credit.

Introduction

Background

Police departments today are expected to pursue a wide range of missions. For example, communities expect departments to engage in traditional *reactive* policing, including responding to calls for service, apprehending offenders, and assisting victims of crime. At the same time, many more *proactive* roles and missions have been added, including those focusing on crime prevention, addressing fear of crime, and managing broader quality-of-life issues in communities. The addition of such proactive roles has expanded the responsibilities of police forces beyond solely fighting crime and has made them broader "problem-solving organizations." These more proactive roles are embedded in a variety of contemporary policing approaches, including problem-oriented policing, community policing, "broken-windows" policing, "hot-spot" policing, "pulling-levers" policing, and some elements of the CompStat process (Weisburd and Braga, 2006).[1] These new approaches to policing

often require technological support to be implemented effectively.

The DPD has faced all the challenges of a modern metropolitan police agency, including changing demographics and budget cuts. Under police chief David Kunkle and now David Brown, the department has responded actively to such challenges by developing sophisticated crime-fighting strategies. Under their leadership, the crime rate has gone down five years in a row, and the DPD has been a forerunner in community policing strategies.

As the world of policing grows more complex and multifaceted, it has become clear that police agencies must invest more in both information technology and leadership training to cope with the increased demands. Departments that make investments in these areas will be the leaders in law enforcement in the 21st century.

The DPD has been the beneficiary of two gifts from the CFT that have addressed the need for technology that provides better information to patrol officers and enhanced opportunities for high-quality leadership training. In this report, we assess the results of the CFT-funded leadership training initiative; a companion report (Davis and Kitchens, 2012) focuses on the assessment of the technology initiative.

The Role of Leadership Training in Promoting Departmental Change

History has shown the importance of strong and effective police leadership. Policing experts have come to recognize that the tone set by senior leaders and the management skills of line supervisors heavily influence officer conduct and integrity (Davis, Mateu-Gelabert, and Miller, 2005). In his book *Turnaround*, William Bratton, the former New York City police commissioner, popularized the argument that effective leadership can make a substantial difference in how a police agency (even one as large as the 40,000-strong New York City Police Department) functions and, ultimately, in the level of crime and disorder in the community.

Effective leadership has become even more important in the fast-changing world of modern policing. It is no longer enough to learn the principles of policing early in one's career: The explosion in technology has made it essential that police managers keep current with new developments and that organizations have the flexibility to change appropriately. Given this current state of affairs, leadership training is seen

> **Effective leadership has become more important in the fast-changing world of modern policing.**

as essential to produce leaders capable of confronting the complex challenges of modern policing.

To capitalize on the potential offered by information-led policing and other new developments, the DPD needs to have a cadre of better-educated and more effective midlevel managers who can maintain and continuously improve the increasingly sophisticated technologies and communication systems being used in policing. CPI, created with a $10 million gift from CFT, has given the DPD the capability to develop and train future leaders. The institute was designed to make leadership and other types of training an integral part of staff development and career advancement in the DPD. It was also intended to partner the DPD with local academics, the business community, and national experts in addressing complex policing problems and developing innovative solutions to preventing and deterring crime.

CPI has greatly expanded the opportunities for leadership training, not only for senior DPD administrators but also for midlevel supervisors. Through its courses, the institute can promote the kind of transformative change that CFT sought in making the gift by exposing officers to new ways of leading and new ideas in policing so that they can return to their jobs with a new set of expectations and new motivation to promote positive change in the DPD. If the department responds well to these demands for change, it will transform policing in Dallas.

Evaluation Goals, Objectives, and Research Methods

The purpose of this review is to support CFT's efforts to assess the value of CFT's investment in leadership training.

There have been few formal efforts to evaluate leadership training programs in policing, and the studies that have been published have generally not been sufficiently rigorous to draw concrete conclusions. One noteworthy study examined the benefits of the Police Executive Leadership College in Ohio. It compared program attendees to a control group and found that participants in the program were more inclined to endorse leadership concepts than were police executives in a comparison group (Wurschmidt, 1992). Brick (1995) evaluated training offered through the Florida Department of Law Enforcement's Senior Leadership Program. Although he did not include a control group, Brick found that supervisors noted an improvement in program graduates' ability to think through problems and cope with changes as a result participating in the program. In another study, the Police Executive Research Forum (2007) reported that attendees of the Law Enforce-

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[1] CompStat is a system of promoting greater accountability of police commanders through detailed computer analysis of crime statistics.

ment Management Institute of Texas and their executive officers found the program content helpful. Finally, Miller and Ventura (2004) evaluated the Moscow Police Command College, a cooperative venture of the U.S. State Department, the Russian government, and the University of South Carolina. Evaluation results indicated that program graduates brought about organizational changes to enhance officer deployment and implemented a competitive promotion process and a geographic information system–based approach to tracking criminal activity.

At least one evaluation of the effect of police leadership training courses has suggested that course graduates' supervisors perceive them as more adept at problem-solving or more willing to push for ambitious departmental reforms, such as implementing a more competitive promotion process (Brick, 1995).

We hoped to assess how the first graduates of CPI's course for lieutenants effected change in the DPD. Specifically, we examined how the course affected the way they approached their jobs, their career aspirations, and their views of the department. To determine how the course affected participants' approach to leadership, we administered a standardized assessment instrument to lieutenants who had registered for the course and to a control group of lieutenants who had not registered. The instrument, administered both prior to and immediately upon completion of the course, assessed leadership skills and styles.

To assess how the course affected participants' approach to their jobs, career aspirations, and opinions of the DPD, we interviewed course participants while they were taking the course and upon completion of the course. Six months after completing the course, some of the graduates participated in a focus group. In the interviews and focus group sessions, we asked course participants about the most significant ideas they took away from the course, whether and how the course had changed their approach to their leadership role, how they had applied concepts from the course in their daily work, and how these efforts had been received by senior DPD staff. We also interviewed the Dallas police chief and two other members of the DPD executive staff to gauge their perspectives on the course and how the institute could be used for the benefit of the DPD.

In the remainder of this report, we discuss the content of the CPI leadership training program and, in particular, the lieutenants' leadership training course. Then, we assess the outcomes of the inaugural class, closing with some conclusions and some thoughts about key questions that should be addressed in the future as the institute continues to evolve.

CPI Leadership Training Programs

According to the grant proposal funded by CFT, the CPI leadership training program was intended to identify the "best and the brightest" among DPD personnel early in their careers and reinforce leadership skills through "learning by doing." At the earliest stages of an individual's career, a "leadership portfolio" would be established at the institute to record all facets of leadership (e.g., education, experience, self-development, mentorship), not unlike a college transcript. This would offer a systematic means of recording accomplishments (e.g., for inclusion in résumés), as well as allow the DPD and the officer to monitor his or her progress and identify leadership gaps. Students would assume responsibility, with the help of mentors and faculty, for designing their own leadership and career paths.

The overall goal was to promote leadership development through the following activities:

- At the recruit and sergeant levels, CPI would supplement current DPD training programs. For recruits, the supplement would emphasize community policing and tactical crime-fighting. For sergeants, the supplemental material would stress problem-solving, applying research and best practices, and understanding police culture to promote effective leadership.
- At the midlevel manager (lieutenant) level, CPI courses would include small business management, strategic planning, evidence-based and problem-solving approaches to policing, CompStat processes, and theories of leadership.
- At the executive (assistant chief) level, the CPI curriculum would incorporate courses on understanding policing in the context of other city services, comparative approaches to policing in major metropolitan departments, organizational theory and change, and "futures" research (i.e., understanding how the context for policing will change in the coming years).

The mid- and senior-level programs were to include a core set of mandatory courses and a set of lengthier voluntary courses for university credit. Participants would be able to earn bachelor's and master's degrees in criminal justice, with an emphasis on police administration. Demonstrated initiative in taking for-credit classes and performance in the classes would become part of the basis for evaluating officers for promotion.

Description of the CPI Lieutenants' Course
The first class of the CPI lieutenants' course convened on September 14, 2009. Participants could earn nine

The CPI leadership program identifies the "best and brightest" among early-career DPD officers.

hours of master's-level or 15 hours of undergraduate-level credit. However, few of the participants took the course for college credit, likely because the city no longer reimbursed officers for enrolling in college courses.

The course consisted of six one-week modules, the content of which was inspired by a series of focus groups that CPI staff had conducted with DPD command staff. The first two days of each module featured lectures by CPI staff based on assigned readings. On the third day, a case study was introduced, customized from the *Harvard Business Review*. On the fourth day, a guest lecturer took over the class. The lecturers were nationally recognized experts in policing, including both police leaders and academics. The final day of each module included a discussion between the guest lecturer and a high-ranking member of the DPD, moderated by the CPI director.

The course consisted of one module per month, through February 2010. Approximately one-third of the 240 classroom hours were devoted to traditional lectures. Key themes explored during the course included leadership practices, organizational structure and impediments, organizational change, performance evaluation, and human resources and diversity issues. The coursework emphasized the role of leadership within organizations. For example, the first module consisted of a general discussion about police leadership and what it entails, which was then followed by a block on leadership and organizational development and a block on best practices in organizational leadership. Lecturers included university professors, external police executives, and internal command staff. This blend provided participants with a broad-based understanding of the issues under examination and allowed for candid discussions, emphasizing current issues in the DPD.

Between each module, participants were expected to complete a demanding reading list, which included several seminal works on leadership and approaches to policing. Many of these texts are used in competing police leadership courses. Examples included Malcom Gladwell's *Tipping Point* and Jim Kouzes and Barry Posner's *Leadership Challenge*. The extent and depth of the reading material was substantial. By the end of the course, the lieutenants were exposed to a wide breadth of leadership material.

Each weeklong module was capped by a case study. The case studies expanded on issues raised in the class using a problem-solving approach. The case studies were produced by the Harvard Business School, and a senior faculty member from the University of North Texas led the instruction. Case studies have gained increased popularity in law-enforcement training, being used most notably by the Senior Management

Institute for Police, which was created by the Police Executive Research Forum in conjunction with faculty from Harvard's Kennedy School.

Participants in the CPI lieutenants' course were required to work both in groups and independently to formulate real-world solutions to the issues raised in the case study. The senior faculty member led the discussions, and students were encouraged to provide feedback and recommend actions that might be taken to respond to the problems presented in the case study. At the conclusion, students submitted a written report outlining the issues raised in the case study and their proposed solution to the problem. This, in turn, was graded and returned to the students. The conversations during the case studies were spirited. The instructor believed that participants showed an improvement in writing quality and problem-solving over the course's duration.

The topics and visiting faculty for the six modules of the lieutenants' course included the following:

- *September 14–18, 2009, Defining Police Leadership*: Darrel Stephens, former chief of the Charlotte-Mecklenburg Police Department, North Carolina, and former president of the Police Executive Research Forum, presented material on the role of the chief of police in a major city.
- *October 26–30, 2009, Organizational Strategies and Change*: Michael Heidingsfield, senior assistant sergeant at arms for the U.S. Senate and former chief of the Scottsdale Police Department, Arizona, discussed his two years of experience as a consultant attempting to reform the police department in Baghdad, Iraq.
- *November 16–20, 2009, Diversity and Promotional Systems*: Charles "Mike" Swanson, former director of the Carl Vinson Institute of Government at the University of Georgia, presented material on promotional systems.
- *December 14–18, 2009, Policing Styles and Philosophies*: John Liederbach, a professor at Bowling Green State University, Ohio, and Sheldon Greenberg, director of the Police Executive Leadership Program at Johns Hopkins University, led an extensive discussion on police subculture, corruption, ethics, and the role of police in communities.
- *January 19–22, 2010, Decision-Making and Political Management*: Married couple Lowell Cannaday, former chief of the Irving Police Department, Texas, and Rose Cannaday, Irving city council member, discussed the politics of policing and led a discussion about making a personal relationship work while serving as the top police executive.

The CPI lieutenants' course included case studies and visiting faculty.

• *February 16–19, 2010, Contemporary Issues: Police Response to Violence Stemming from the U.S.-Mexican Border*: Robert E. Casey, Jr., special agent in charge at the Federal Bureau of Investigation's Dallas field office, and Michael Lee, special agent in charge at the Secret Service, provided in-depth briefings; Chief Gregory Allen and Assistant Chief Peter Pacillas of the El Paso Police Department, Texas, offered their insight into violence on the border.

Characteristics of the Inaugural Cohort of Lieutenants

Twenty-four lieutenants signed up for the CPI's inaugural course—all volunteers. Part of the original evaluation plan submitted by RAND to CFT was to track the careers of a cohort of ten DPD officers. We decided that participants in the first CPI lieutenants' course would be an ideal group for this study. That cohort consisted of relatively young officers, only two of whom had been lieutenants for more than three years. Seven of the ten had four-year college degrees. None had a graduate degree, although three were pursuing master's degrees. Eight had had some leadership or management training prior to the CPI lieutenants' course. Four planned to take the course for credit, and eight of the ten sought promotions in the DPD. We will continue to follow the careers of these ten individuals over time.

Assessment of the CPI Lieutenants' Leadership Training Course

In this section, we discuss our assessment of the inaugural CPI lieutenants' leadership training course.

Participants' Evaluation of the Lieutenants' Course

The 24 participants in the lieutenants' course were asked to fill out evaluation forms at the conclusion of each week's module. The results, averaged across all modules and presented in Figure 1, were very positive. Participants agreed or strongly agreed that the course had improved their understanding of leadership concepts, the classroom setting was conducive to learning, the Friday morning panels were useful, there was sufficient time for discussion, reading materials were relevant, the discussions about the case studies were effective, and the course objectives were clearly defined. The only evaluation item to receive an overall neutral rating from participants asked whether the homework assigned in the course was excessive.

Mid-Course Interviews with Participants

RAND staff conducted semistructured interviews with the ten lieutenants in the research cohort mid-way through the course. The interviews revealed that the cohort was very enthusiastic about the initial sessions of the lieutenants' course. They were especially impressed by the final day in the first week's session when Darrel Stephens, executive director of the Major City Chiefs Association, and David Kunkle, then-chief of the DPD, shared personal thoughts on the job of police chief. (In fact, several of the lieutenants said that this session had given them pause in considering whether they would ever like to be a police chief themselves.)

The interviews indicated that participants liked the course design and structure and thought the mix of learning sources was a positive aspect of the training. Several participants recounted gaining valuable information from the outside police executives, while others believed that the candid interface with their own chief was the most positive aspect of the course. The use of the case-study methodology was also well received. A large majority of the ten lieutenants interviewed had never experienced a case-study learning method prior to the course, but all seemed to appreciate its value. The lieutenants' least favorite aspect of the course was the amount of work required outside the classroom. Some thought that the reading was too extensive and required too much time to complete.
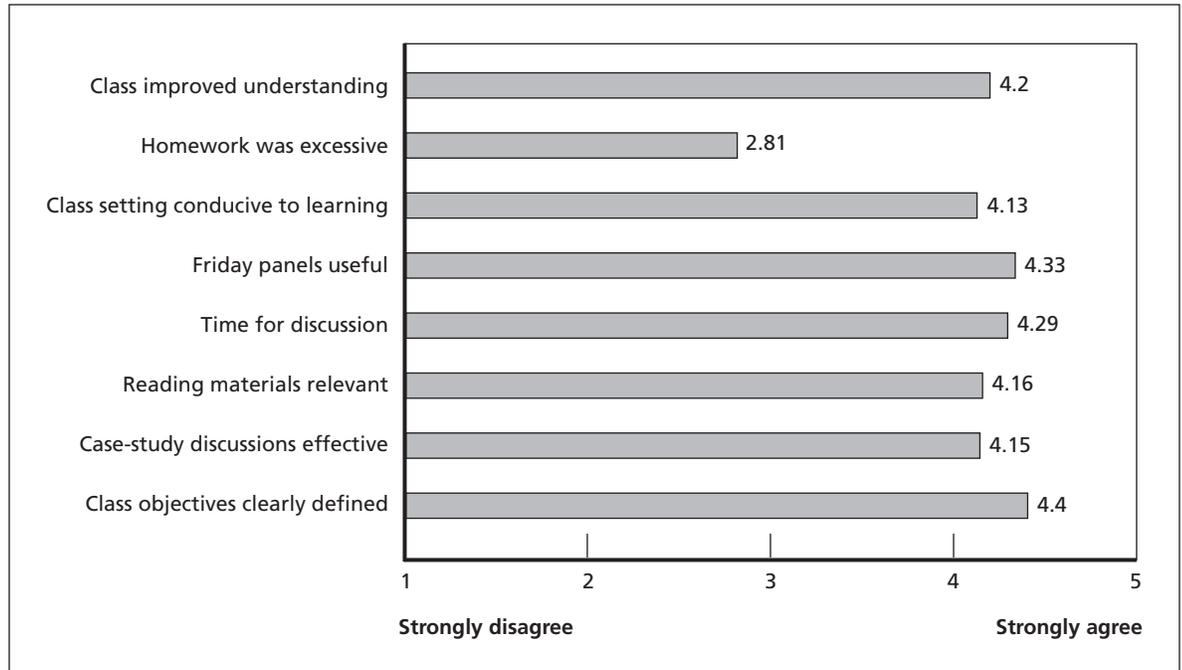
The decision not to open up the initial lieutenants' course to officers outside the DPD was a sound one. Course instructors reported—and we confirmed in our interviews with the cohort of participants—that the course had team-building value. Several of the ten course participants talked about developing a greater appreciation for their peers and a sense of solidarity in the class. The sense of solidarity may have been particularly strong in this first course because the participants were the initial volunteers for the program and because the lieutenants were young and relatively new to their positions. (Most had been promoted within the previous three years.)

The lieutenants with whom we spoke had a sense of enthusiasm about their jobs and a strong desire to participate in improving the department. They were eager to apply the leadership principles they were learning about in the course. However, some expressed concern about how these new ideas and the participants' increased desire to participate in decisions would be received by top managers at the DPD. A few participants saw this as a critical test for the institute: If CPI graduates were able to put into practice the principles they learned in the course, the institute would come to be seen as a positive force for change, and officers would seek to participate in its courses.

Particpants were overwhelmingly positive in their opinions of the course.

Figure 1
Participants' Evaluation of Lieutenants' Course

Class improved understanding	4.2
Homework was excessive	2.81
Class setting conducive to learning	4.13
Friday panels useful	4.33
Time for discussion	4.29
Reading materials relevant	4.16
Case-study discussions effective	4.15
Class objectives clearly defined	4.4

1 — Strongly disagree   5 — Strongly agree

Interviews upon Course Completion

We conducted individual interviews with 19 of the 24 participants immediately upon completion of the first lieutenants' course. The interviews included questions about how participating in the course might have affected their approach to their jobs, their relationships with others in the department, their career aspirations, and their feelings about the department.

The most common response to how the course had affected participants' approach to their jobs was that it had resulted in more analytical decision-making, followed by an increased ability to see the big picture—both concepts emphasized in the course (Figure 2). Less common responses included greater personal accountability, greater confidence, and more respect for staff. Three lieutenants were not able to point to any specific way in which the course had made a difference in their job performance.

Most participants (13 of 19) thought that the course had affected their relationships with the staff they supervised, but there was little consensus on how those relationships had changed (Figure 3). Some of the thoughts offered were that the participants were more likely to help staff set priorities and model desirable behavior and that the course had made them more interested in the development of junior staff. Seven of the 19 could not think of any specific ways in which the course had altered their relationships with subordinates.

Most lieutenants interviewed (12 of 19) were not able to describe how course participation might have affected relationships with officers of higher rank (Figure 4). A few believed that they had become more understanding of chiefs or more assertive with them, and one participant said that the course had led him to try to model the behavior of respected superior officers.
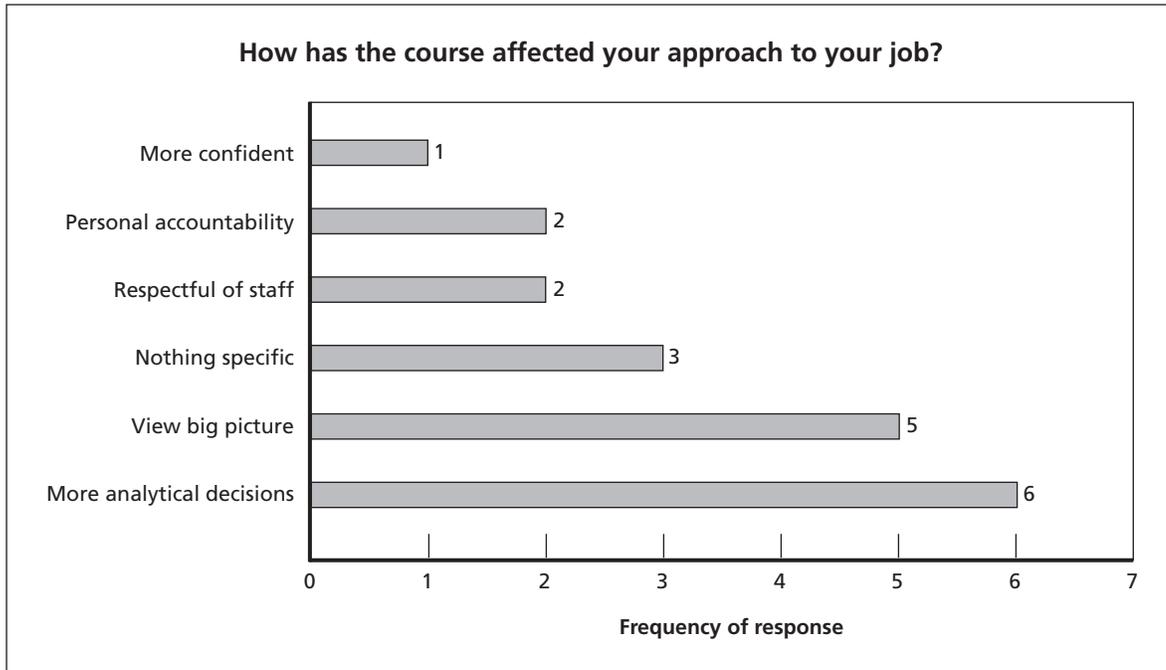
Most respondents (12 of 19) said that taking the course had not affected their career plans (Figure 5). Five said that it had increased their professional motivation or their desire to leave a positive legacy. Two said that taking the course had made them less interested in being promoted because they had a more realistic appreciation of what being a chief entailed.

The final question asked whether the course had affected participants' feelings about the DPD. Eight respondents said that it had given them greater pride in the organization. Six said that they had more positive feelings because they had developed strong bonds with other lieutenants in the course. Five did not name a specific way in which the course had altered their opinion of the department (Figure 6).

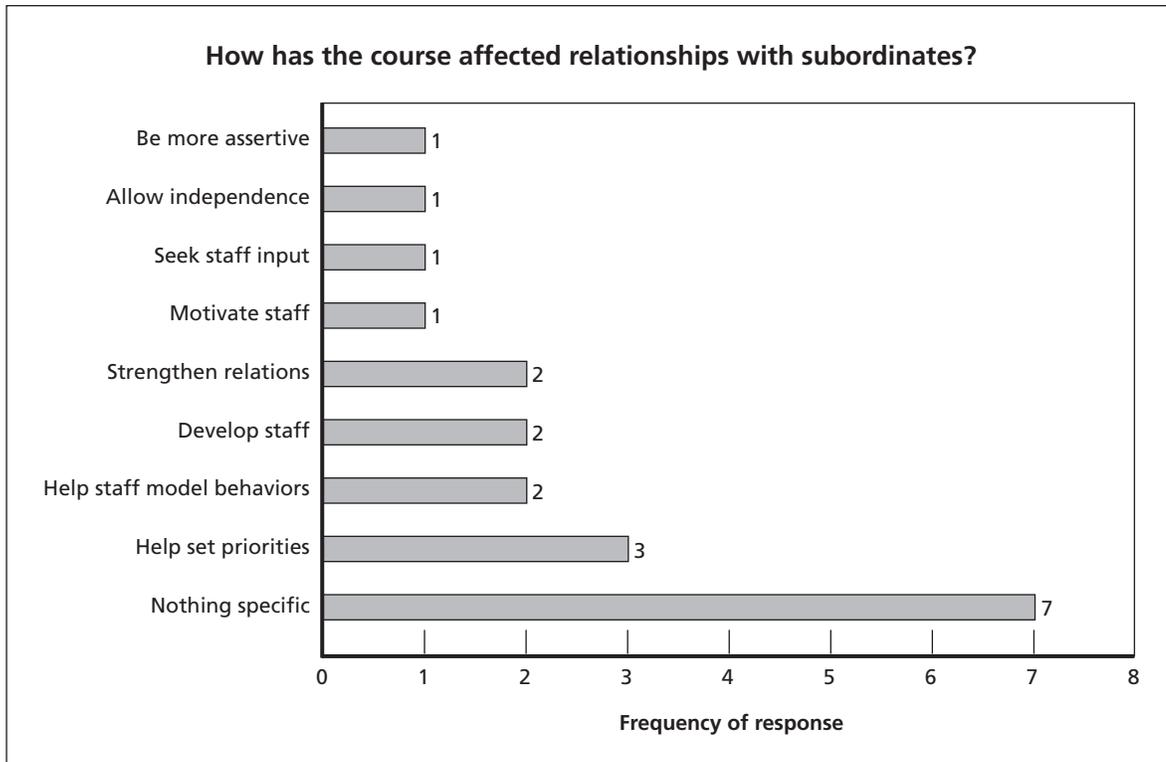### Focus Group Six Months After Course Completion

Approximately six months after their completion of the first lieutenants' course, we invited all 24 participants to a focus group session to discuss how the course had affected their approach to their jobs. Four lieutenants attended the session.

There were positive effects on participants' approach to the job and professional relationships.

Figure 2
Course's Effect on Participants' Approach to Job

How has the course affected your approach to your job?

Category	Frequency
More confident	1
Personal accountability	2
Respectful of staff	2
Nothing specific	3
View big picture	5
More analytical decisions	6

Frequency of response

Figure 3
Course's Effect on Relationships with Subordinates

How has the course affected relationships with subordinates?

Category	Frequency
Be more assertive	1
Allow independence	1
Seek staff input	1
Motivate staff	1
Strengthen relations	2
Develop staff	2
Help staff model behaviors	2
Help set priorities	3
Nothing specific	7

Frequency of response

Figure 4
Course's Effect on Relationships with Superiors

How has the course affected relationships with superiors?

Response	Frequency
Model superiors' behavior	1
Understand supervisors	3
More assertive	3
Nothing specific	12

Frequency of response
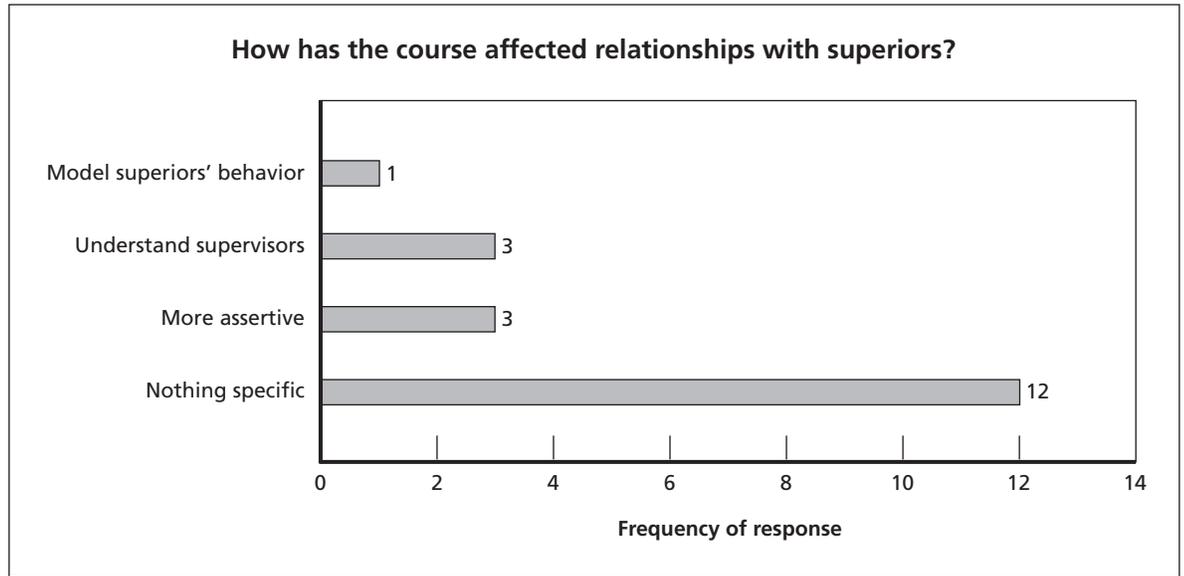
Figure 5
Course's Effect on Goals or Aspirations

How has the course changed goals or aspirations?

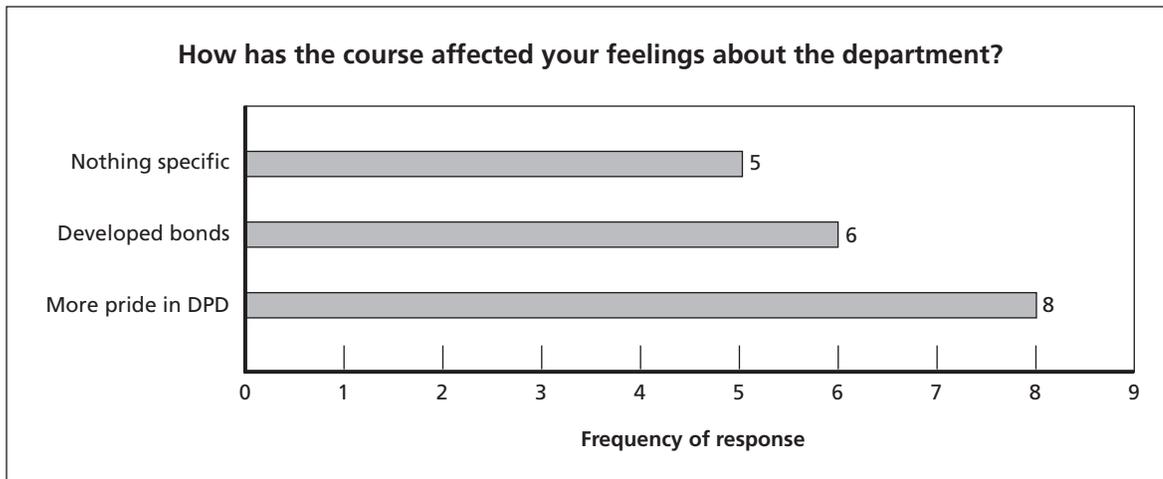| Response	Frequency
Diminished ambition	2
Want to leave positive legacy	2
Increased motivation	3
Nothing specific	12

Frequency of response
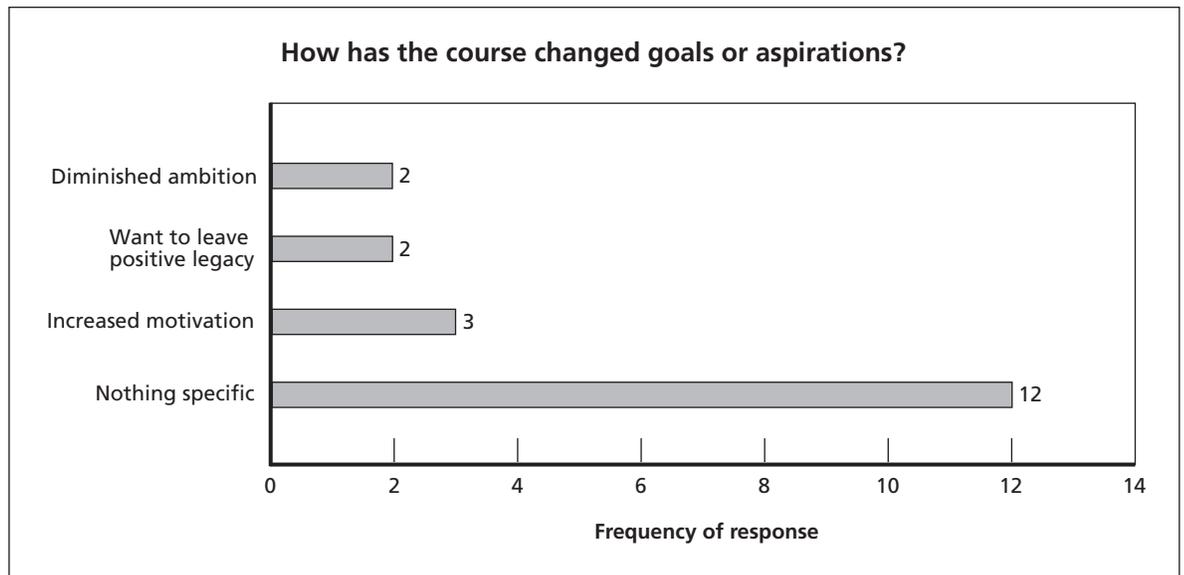
Participants highlighted the course's effect on their decisionmaking.

Many of the opinions expressed in the focus group reinforced our findings from the earlier assessments. We first asked about the concepts or lessons that the participants took away from the course and how they were being applied on the job. The most discussed idea was "white space" from *Blink* by Malcolm Gladwell—taking time to think things through when making decisions and determining the level of urgency when making decisions. Part of the concept involves examining the ramifications of decisions from different perspectives and being able to justify the choices made. Participants also felt that the course had increased their appreciation of the need to communicate with and set expectations for the staff they supervised.

One example of how the white space concept was applied on the job was a situation in which the supervisor of a course participant called a citizen a liar in a community meeting. This posed a difficult situation for the lieutenant, who used the white space concept to both discuss the misstep with his superior and deal with the community in a way that accounted for the motivations and needs of both parties. Another example involved a sergeant whom the lieutenant

Figure 6
Course's Effect on Perceptions of DPD

How has the course affected your feelings about the department?

Nothing specific — 5
Developed bonds — 6
More pride in DPD — 8

Frequency of response

believed had written up an officer inappropriately. Rather than criticize the sergeant, the lieutenant tried to understand why the incident happened and what he might have done to contribute to it. He realized that he had failed to tell the sergeant that disciplinary actions had to be discussed with him first and changed his instructions to the sergeant about the process for handling such cases.

A second topic discussed in the focus group was whether participants believed that the course had made them better lieutenants. Again, they emphasized their improved ability to think through issues and to look at problems from the perspectives of others. Also prominent in the discussion was the notion that participating in the course helped lieutenants realize that other lieutenants—including those with more years of experience—were facing similar problems and offered different perspectives on how to cope with them. One lieutenant described the interactions between class participants as substantive discussions about issues, not just a "bitch session." Others noted that they had formed strong bonds with others in the class.

The human contacts made during the course persisted after the course ended. Focus group participants gave examples of times that they had sought advice from other lieutenants whom they had met in the course. One participant suggested that the same degree of bonding had not occurred during the second lieutenants' course offered at CPI because some of the participants were ordered to participate and did not approach the course with the same enthusiasm and openness as the original participants; as noted earlier, all 24 lieutenants in the first course were volunteers.

We asked the participants how their efforts to apply concepts from the course on the job were received by their superiors. One of the focus group members indicated that efforts to "think outside the box" were sometimes not well received, but, in general, the lieutenants did not feel that taking the course had strained relations with superiors. In fact, it may have facilitated them.

Finally, we asked whether the course had changed the participants' career goals or aspirations. One focus group member said that he was now back in school and working on a bachelor's degree. Two others said that they were thinking about pursuing a master's degree but had not yet made the decision to enroll in an academic program. The focus group members said that they had expected the course to increase their chances for promotion. They were disappointed that, of five officers promoted to chief, none had been CPI lieutenants' course participants.

Assessing Changes in Leadership Skills: The Multifactor Leadership Questionnaire

We conducted a baseline assessment of lieutenants enrolled in the course and of a comparison group of lieutenants not enrolled. We repeated the assessments using the same instruments at the end of the lieutenants' course for both the course participants and the comparison group. Leadership styles were assessed using the Multifactor Leadership Questionnaire, or MLQ (see Bass and Avolio, undated), which assesses 12 leadership styles, as shown in Table 1.

The lieutenants' course content emphasized a *transformational* model of leadership that stressed connecting the subordinates' sense of identity and self to the mission and the collective identity of

Participants reported positive feelings toward the DPD but were concerned about promotions.

Table 1
12 Leadership Styles from the MLQ

Leadership Style	Definition
Idealized influence (attributed)	Assesses admiration and respect from subordinates
Idealized influence (behavior)	Assesses behaviors that contribute to a group sense of admiration and trust
Inspirational motivation	Assesses the extent to which leaders motivate others by providing meaning and challenges
Intellectual stimulation	Assesses the extent to which leaders stimulate followers' efforts to be innovative and creative by questioning assumptions and reframing problems
Individual consideration	Assesses the extent to which leaders pay attention to individuals' needs for achievement and growth by acting as coach and mentor
Contingent reward	Assesses the extent to which leaders offer recognition when goals are achieved by subordinates
Management by exception (active)	Assesses the extent to which leaders specify standards for compliance and punish deviance from those standards
Management by exception (passive)	Assesses whether leaders remain "hands-off" until problems become serious
Laissez-faire leadership	Assesses the extent to which leaders avoid responsibilities and decisionmaking
Extra effort	Assesses the extent to which leaders instill in others the desire to try harder
Effectiveness	Assesses the success of leaders are in meeting the needs of subordinates, meeting organizational requirements, and representing the group to higher authorities
Satisfaction	Assesses the extent to which leaders instill job satisfaction in subordinates

> **The evaluation did not show any changes in leadership approaches.**

the organization. They also stated that being a role model for subordinates inspired them and reported challenging subordinates to take greater ownership of their work and understanding the strengths and weaknesses of individual subordinates. With this orientation, we would expect course participants to show increases on the inspirational motivation, intellectual stimulation, and individual consideration scales of the MLQ.

Table 2 presents the means for each of the scales of the MLQ for course participants and the comparison group. For each group, we present pre- and post-course scores. Scores on each item range from 0 (not at all) to 4 (frequently, if not always). Scores on the MLQ's 12 subscales were calculated as the mean of items included in that scale.

To test whether the course improved leadership scale scores among participants relative to non-participating lieutenants, we conducted analyses of variance, testing main effects of group, time (pre-versus post-course), and the group × time interaction. In essence, this last term tests whether course participants showed a greater change in scores on leadership scales than did the control group from the pre-course to the post-course administration of the MLQ.

None of the interaction terms—indicating relatively greater change over time among course participants—

even approached statistical significance. A closer inspection of the means in the table reveals that there was, in fact, little change in scores from the pre-course MLQ to the post-course MLQ in either group. We also note that on the initial MLQ, scores were already very high on the scales for traits that most people would consider socially desirable, such as inspirational motivation, individual consideration, and effectiveness, and very low on the scales for undesirable traits, such as laissez-faire leadership and management by exception. Since there was not much room for improvement on the scales, it is not surprising that scores did not improve over time. In other words, the failure to find a significant effect of course participation on leadership scores may have more to do with shortcomings of the measurement instrument than a failure of CPI instruction. Of course, it is also possible that the course for lieutenants—many of whom had been in supervisory positions for a number of years and may have developed habitual approaches to leadership—did not have an effect on leadership style.

Interviews with DPD Executive Staff
About nine months after completion of the first lieutenants' course, we interviewed three members of the DPD executive staff to get their perspectives

Table 2
Pre- and Post-Course Scores on the MLQ Scales for Class Participants and Nonparticipating Lieutenants

Leadership Styles	Pre-Course		Post-Course	
	Participant Mean (n = 23)	Control Mean (n = 29)	Participant Mean (n = 20)	Control Mean (n = 19)
Idealized influence (attributed)	3.11	3.25	2.89	3.01
Idealized influence (behavior)	3.13	3.24	3.23	3.18
Inspirational motivation	3.18	3.22	3.19	3.12
Intellectual stimulation	3.04	3.22	3.11	3.35
Individual consideration	3.10	3.36	3.25	3.25
Contingent reward	3.05	3.18	2.89	3.14
Management by exception (active)	1.82	2.02	1.76	1.93
Management by exception (passive)	0.65	0.65	0.65	0.71
Laissez-faire leadership	0.34	0.26	0.33	0.29
Extra effort	3.10	3.06	2.90	3.21
Effectiveness	3.41	3.30	3.16	3.28
Satisfaction	3.30	3.40	3.28	3.26
NOTE: None of the differences reported in the table were statistically significant.				

on the value of the course. Two themes dominated the discussion. The first was enthusiasm: Lieutenants who had taken the course were seen as having developed a renewed sense of engagement and spirit that is "contagious" and "helps keep us in line." The other theme was the course's effect on lieutenants' ability to consider situations from different perspectives. This was seen as giving them a more global view of their functions and how their actions and the department's actions as a whole affected the Dallas community. The executive staff also thought that this broadened perspective made course participants more effective in mentoring, guiding, and training subordinates and better able to influence the decisions of supervisors.

The DPD chief believed that the institute had value to offer the DPD. He argued that, prior to CPI's establishment, the managers who were least expendable were not given the opportunity to attend leadership classes because the classes were remote and the participants "were lost" from their jobs for extended periods. CPI changed that and had the potential to allow all staff to participate in courses that developed their abilities without long absences from their jobs.

As mentioned earlier, none of the five officers who were promoted from lieutenant to chief came from the ranks of participants in the first CPI course. The chief noted that many of the lieutenants who enrolled

in the course had relatively little experience as managers. He believed that the CPI courses would, in the long run, exert an influence on promotions by helping motivated officers earn college degrees.

Conclusions
The findings of the evaluation strongly support the idea that CFT's gift to the DPD helped the department implement major changes in its approach to policing. The first CPI course consisted of a group of young and enthusiastic lieutenants, all of whom volunteered to participate. Participants gave the course high marks in all areas, including clarity of learning objectives, relevance of reading materials, and improved understanding of their role as lieutenants. Interviews with course participants indicated that they valued the case-study approach to learning, the variety of instructors, and the discussion sessions held at the end of each week. The fact that the course was open only to DPD officers had an unexpected positive effect, encouraging team-building and a sense of solidarity among participants. The course served to engender in participants a common language and common ways of thinking about policing issues. However, a standardized leadership assessment instrument did not show any change in leadership styles among course participants relative to a comparison group of lieutenants.

DPD executive staff praised the course's impact on officer engagement and perspective.

Interviewed midway through the course, participants were eager to apply the leadership principles they were learning about to their work on the job. Interviews conducted immediately upon course completion determined that most participants felt that the course had changed the way they viewed their jobs, encouraging them to be more analytical in making decisions or to take a longer view of their role and responsibilities as a lieutenant in the DPD. A majority reported having a better understanding of their leadership role and responsibility to develop junior staff. Participants reported little change in career aspirations as a result of taking the course but did report having more pride in the department and closer bonds with their coworkers. In a focus group with participants six months after completion of the course, the same themes emerged: an improved ability to analyze situations and make decisions, along with more attention to their role as leaders and mentors of junior staff. There was little change reported in relations with superior officers. Contacts developed during the course had been maintained, and participants offered examples of instances in which they had reached out to classmates for advice in handling problems.

Focus group members expressed disappointment that no one from the course had been among the five lieutenants promoted to chief since the course had ended. Expectations had been high at the start of the course that volunteering for it would boost the officers' chances for promotion. Indeed, this was part of the vision of the institute in the grant proposal funded by CFT: "This Institute will also take a principal and active role in career development within the Dallas Police Department. . . . Demonstrated initiative in taking credit classes and performance in the classes will become part of the basis for evaluating officers for promotion."

In considering the reasons for the failure to promote any lieutenants who participated in the class, it is important to realize that participants tended to be young, with relatively little experience in their role as lieutenants. Moreover, the new chief's vision of the role of the institute in staff development may be somewhat different from that of his predecessor. Chief Brown has suggested that participation in voluntary CPI courses alone should not be a consideration in promotional decisions; however, participating in CPI courses for credit may indirectly affect chances for promotion to the extent that it would help officers obtain advanced degrees.

Participating in CPI courses for credit may indirectly improve chances for promotion.

Thoughts for Future Development of the Institute

CPI's involvement in staff development is evolving, and the upcoming years will be crucial in determining its role as a key resource in the department. However, several questions will need to be addressed to determine the direction the institute will take:

- **Should courses be open only to DPD staff, or should they be open to officers from other agencies on a fee-for-service basis?** The team-building value of limiting classes to DPD staff was established in the first lieutenants' course. Indeed, it is one of the important advantages of CPI over other police leadership training organizations. But there is also value in opening up enrollment and exposing DPD officers to ideas and procedures from other law-enforcement agencies. Extending invitations to other agencies could also form one of the pathways to the institute's sustainability.

- **Should courses be voluntary or mandatory for officers?** The institute's original concept was to offer courses on a voluntary basis, allowing motivated staff to improve their skills, earn credits toward a college degree, and enhance their chances for promotion. One of the reasons that the original lieutenants' course produced a strong sense of solidarity may have been the fact that participants were volunteers. However, it also can be argued that, if the training is good for some, it is good for all.

- **Should the city reconsider reimbursing officers who take CPI courses for tuition to encourage more participants to take the courses for university credit?** When CPI was conceived, the city provided tuition reimbursement for police officers earning credits toward an undergraduate or graduate degree. Our interviews with participants in the lieutenants' course indicated that significant unreimbursed cost was a reason that few were seeking college credit for the course. Possible promotions that may result when degrees are earned offer some incentive to take courses for credit. But if the institute is to serve as a serious tool to encourage DPD staff to earn degrees, then there must be a way to reduce the financial burden on staff who take courses for college credit.

The answers to these and other questions will determine CPI's future direction as a local, regional, and national resource. ∎

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About This Report

History has shown the importance of strong and effective police leadership, and the recent explosion in technology has made it essential that police managers keep current with new developments and that organizations have the flexibility to change appropriately. In 2006, the Communities Foundation of Texas allocated $10 million for the establishment of the W. W. Caruth Jr. Police Institute at Dallas, a partnership of the Dallas Police Department, the University of North Texas, and the University of Texas at Dallas. The institute was designed to provide training for police officers at all stages of their careers and to serve as the research and problem-solving arm of the Dallas Police Department.

This report evaluates the first course offered by the institute, a leadership training course for lieutenants in which participation was voluntary. It considers participants' opinions of the course, including its impact on their approach to their jobs, their relationships with supervisors and subordinates, and their sense of solidarity with coworkers, as well as changes in leadership style relative to a control group of non-participating lieutenants.

The research presented here was sponsored by the Communities Foundation of Texas and will be of interest to police agencies that are interested in exploring options for personnel development and foundations that are seeking to fund such efforts.

The RAND Center on Quality Policing

This research was conducted under the auspices of the Center on Quality Policing (CQP), part of the Safety and Justice Program within RAND Infrastructure, Safety, and Environment (ISE). The center's mission is to help guide the efforts of police agencies to improve the efficiency, effectiveness, and fairness of their operations. The center's research and analysis focus on force planning (e.g., recruitment, retention, and training), performance measurement, cost-effective best practices, and use of technology, as well as issues in police-community relations.

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