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**BUILDING BRIDGES
"FUTURE POLICING ON THE SAANICH PENINSULA"**

By

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MASTER OF ARTS

In

LEADERSHIP AND TRAINING

ROYAL ROADS UNIVERSITY

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Chapter One – Study Background

The Opportunity

There have been many debates relating to the amalgamation and/or regionalization of police services in the Province of British Columbia. At the present time the Royal Canadian Mounted Police (RCMP) and 12 independent municipal police organizations provide service. Although the Attorney General has the ultimate responsibility for policing, it should be recognized that decisions on policing must reflect the interests and the needs of the users.

There are five municipal police forces and several detachments of the RCMP on Vancouver Island. On the Saanich Peninsula policing is shared between the RCMP and the Central Saanich Police Service. Policing is provided to three independent municipalities and four aboriginal reserves.

Funds are being reduced and costs for policing are on the increase. To address these challenges individuals must explore and consider future possibilities. A process must be created which the police service, municipalities and aboriginal communities can accept. It must include a fair and honest comparison of the options available. This process must be understood clearly by all those involved in its completion and evaluation. They will ultimately make the decisions on the service provided.

During the course of this research I attempted at all times to use an interest-based approach in the examination of future policing services on the Saanich Peninsula. The research focused on the following question.

What options are available to the residents of the Saanich Peninsula that will ensure that their policing services are delivered in an effective, efficient and financially responsible manner?

I was hired recently by the Central Saanich Police Board to assume the role of Chief Constable for the police service. I was also asked to explore the feasibility of amalgamation on the Peninsula. There are many options available. We have an opportunity to explore, rethink and possibly restructure future policing services on the Peninsula.

Municipalities are feeling the impact of provincial downloading, reduced policing grants and increased costs of police service delivery. Amalgamation may provide uniformity of enforcement; specialization; better coordination of resources; on-going, in-service training; fewer infrastructures; improved efficiency and the avoidance of duplication. However, amalgamation could create more bureaucracy, result in the loss of community ownership and identity and impede community policing. Communities faced with increased policing costs need to explore their options. What options are available to stakeholders?

In 1992 the prospect of a regionalized police service was examined in the Ottawa-Carleton region. The citizens of Ottawa-Carleton were aware that they were receiving a fragmented police service plagued by duplication, ineffectiveness and diseconomies of scale. Two reasons were proposed for considering the amalgamation of police services: first, it might be a more economic avenue for providing a police service and second, a more efficient and effective police service might be possible at the same cost, if not for less (Ottawa Police, 1992, p.3). The results of Ottawa-Carleton's amalgamation (1995) will be discussed in this report.

Potential Causes of the Problem/Opportunity

The question of amalgamating municipalities in the Greater Victoria Region has been ongoing for many years. In July of 1999 about 70 residents met together at a public forum in Victoria to start a debate on merging municipalities. The timing was considered

appropriate as municipalities were gearing up for November's municipal elections. Presently, there are 13 municipalities in the Capital Region. The public forum focused on the question: "Will the current governance structure in the Capital Region be suitable for the economic and social future of our community?" This is not a new question. Several participants advocated a three-municipality model for the region – the core, the Western Communities and the Saanich Peninsula. The focus of questions from the audience ranged from the role of the provincial government in amalgamation, to the importance of economic development studies and the feasibility of a region-wide transportation system, to the complexity of the 911 service (Coombs, 1999, p.9).

If stakeholders do not work together, what will be the results? Is it possible that the government will legislate changes as was recently done in Toronto with the amalgamation of municipalities? The critics of the Toronto amalgamation feel the outcome would have been more acceptable had the stakeholders been involved (Holden, 1997, p.26). In 1997 the Ontario Government passed legislation that directed 23 separate municipalities and 8 police forces to amalgamate into one region known as Chatham Kent. They gave the municipalities 90 days to develop a draft amalgamation plan and, if approved, another 90 days to begin implementation (Kopinak, 1999).

Legislated amalgamation or regionalization of policing on the Saanich Peninsula is a real possibility. A collaborative process to address future policing needs may make it possible for concerned citizens to avoid this outcome.

This study focused attention on seven communities located on the Saanich Peninsula. These communities are described below.

1. The Municipal District of Central Saanich (Population 16,747)
2. The Municipality of North Saanich (Population 10,850)
3. The Town of Sidney (Population 11,000)
4. Tsartlip Band (Population 735)
5. Pauquachin Band (Population 314)

6. Tseycum Band (Population 80)

7. Tsawout Band (Population)

There are presently two police forces providing services to these communities. The RCMP (26 members) is responsible for services to Sidney, North Saanich, Tsartlip Band, Pauquachin Band, Tsawout Band and the Tseycum Band. The population base is approximately 23,628. The Central Saanich Police Service (21 sworn officers) provides service to the District of Central Saanich (pop. 16,747). These two police services have co-existed for over 50 years. The relationship between the departments has been excellent, although they have existed quite independently.

The RCMP entered into a new contract with their constituents in 1992 and currently subsidizes the policing costs by 30%. Every five years this percentage is negotiated. The contract expires in the year 2012. The intention of the Federal Government is to move to full cost recovery. The recent contract with the city of Moncton, New Brunswick, exemplifies this initiative. Moncton is responsible for 100% of the costs of the RCMP policing services it uses.

The relationship of aboriginal people to the Canadian justice system is unique. A unified system of policing may not be appropriate for the aboriginal communities. During his commission on policing in British Columbia, Justice Oppal (Oppal, 1994, p. XXii) recommended that the aboriginal communities needed to determine if it would be in their best interest to establish their own police forces or to maintain their present arrangements with either the RCMP or the municipal forces.

Municipalities in British Columbia of more than 5000 persons are required to bear the expense necessary to maintain law and order. The Police Act gives such municipalities three choices: they may establish their own police force, they may contract with the provincial police agency or they may contract with another municipal police force.

The subject of governance is a serious matter. Two fundamental principles relate to policing in a democratic society:

1. The police who enforce our laws are ultimately responsible to civilian authorities.
2. The police must be independent in all operational matters.

The Solicitor General is the minister responsible for federal policing. The provinces have a constitutional mandate to ensure that the province is policed effectively. Within the province of British Columbia the Attorney General is responsible for policing. Municipal police forces are accountable to police boards that represent the community at large. Oppal found that there were serious limitations when the province superintends the policing in areas policed by the RCMP. He suggested that the Province of British Columbia could not properly fulfill its responsibility to ensure an adequate and effective level of policing with the RCMP, as it had no effective governance authority (Oppal, 1994, p. B-81).

The impact of reduced funding from policing grants and increased costs of police service delivery are also challenging as communities explore their options.

During the Oppal inquiry Chief Constable Patrick Wilson of the Delta Police Department had this to say,

Our system of policing is not in serious trouble yet...I am suggesting that it will be if we do not plan and structure our organizations to meet the demands that are ahead. We see more serious crime and violence in our urban areas. We see an increasing disregard for law and order. We see restless and often disturbed young people who are challenging all our social agencies. We still have some choices in BC; however our time line is getting short. What is occurring to our south and what we are experiencing – and can anticipate in the next 10 years...from across the Pacific...should be giving us a message that now is the time for serious planning (Oppal, 1994, p.iv).

The time is right to begin to plan for the future. The stakeholders have the opportunity to participate in and design a collaborative process that can address their individual and collective needs. This opportunity exists today.

Chapter Two – Literature Review

Review of Organization Documents

Throughout the 1990's police in Canada have been asked to deal with new and escalating crime problems in an era of static, if not declining, financial resources. As a result of pressures to respond to short-term problems and issues, and, at the same time, to work within budgetary constraints in an increasingly complex and volatile environment, the Ottawa-Carleton Police developed an organizational structure and service-delivery model which was consistent with the needs of the community (Ford, 1996, p.4). They amalgamated police forces and expanded and enhanced services. Their experiences provide valuable lessons for both internal and external decision-makers in other regions who wish to change police services. The Ottawa-Carleton program was based on detailed research (Planning, 1999). This level of research has been absent in previous studies in the Greater Victoria area.

Earlier studies in the Greater Victoria Capital Region focused on patterns of service production and delivery by municipalities in the region. Five municipal departments and three RCMP detachments police the region. Bish (1999, p.19) conducted interviews at the five municipal departments. He was unable to determine how far local policing had evolved into the pattern identified as most efficient in research from other areas in North America. What he did find was that small departments perform basic services such as patrol more efficiently. Specialized activities such as communications, homicide investigations, crime laboratories and training are performed more efficiently by organizations serving a larger population. The relationships between all departments were found to be very good. Bish commented that it is difficult to determine the efficiencies with which police services are provided without detailed research (Bish, 1999).

A consultant is presently studying communications and dispatch in the Greater Victoria region. The Capital Regional District has asked that this consultant establish an integrated

voice/data radio communications system for the service providers in the Capital Region. Forty-seven stakeholders have been identified. An early objective in the study was the establishment of a consensus process to deal with diverse opinions on the issue. The final report is expected in February 2000 and will provide the detailed research Bish suggested as necessary (District, 1999). The objective is to make all communication systems compatible, eliminating duplicate data entry and enabling police to transfer data from one system to another. The intention is to allow all stakeholders to communicate with each other. Oppal (1996, p. D-51) describes a common communication system in Pennsylvania, which allows over 300 police organizations, the ability to talk to one another.

Review of Supporting Literature

This literature review focused on several key themes that apply to this project:

- **Decision Making**
- **Leadership and Change**
- **Team Building**
- **Mergers, Acquisitions, Amalgamation and Regionalization**

A number of common conclusions have surfaced in reviews of each topic area. The inclusion of all appropriate stakeholders is seen to be essential in the formation of collaborative, participatory teams. The creation of effective teams requires an environment of trust, respect and open communication that starts with individual commitment. A consensual decision-making process is possible once these requirements have been met.

Possible options for future policing needs seem unclear. But it seems essential that a collaborative, decision-making process be established within communities to ensure that individuals find meaning in and solutions to their own issues and concerns.

a. Decision Making (Interest-based negotiation, collaboration and consensus)

Experience and research suggest that decision-making strategies for achieving sustainability usually require active participation and clear understanding from all stakeholders. Fisher and Sharp (1997) describe the difficulties of working collaboratively. People do not work together with precision. Each individual has their own mind. Perceptions, values and worldviews are often different. Individual egos, anger, insecurity and jealousy make it difficult for people to work together easily.

Wheatley and Kellner-Rogers (1996) believe that failures in organizational change can be traced to a fundamental but mistaken assumption that organizations are machines. They indicate that there is a need for a different view of organizations. Organizations need to be adaptive, flexible, self-renewing, resilient, learning, intelligent, all attributes found only in living systems. We treat organizations as machines when what we really need to do is to treat them as living systems.

(Cornick, Dale, Emond, Sigurdson, & Stuart, 1996) support this notion. They claim that organizational and community challenges involve dealing with people and their diverse cultures, interests, visions, priorities and needs.

It is through consensus that the “people” differences can be addressed, understood, and resolved within the context of the best technical and scientific information (p. 3).

The literature emphasizes the value of collaboration and consensus building. Bhasin sees these processes as the two primary tools of partnerships (Bhasin, 1999). According to Bhasin (p. 32) authentic partners depend on each other in order to maximize their individual and collective productivity.

The formation of new partnerships with willing participants who break traditional boundaries creates an environment of new possibilities. Covey indicates that individuals interested in change must first suspend their own personal perceptions so they can participate effectively in a collaborative process. They must step out of their own personal, traditional boundaries and attempt to look at the issue through another lens (Covey, 1989).

We began to realize that if we wanted to change the situation, we first had to change ourselves. And to change ourselves effectively we first had to change our perceptions (p. 18).

Smith presents a different view of collaboration (Smith, 1996, p. 207). He believes that we need to develop a new organizational culture, one that self-consciously practices and celebrates both “following skills and leading skills” within its people. Organizations must become shifting collaborations of individuals who make performance and change happen. Individuals must both lead and follow depending on the task at hand. As a result of this kind of collaboration people can make a difference.

Communication has been seen to be a major problem in decision-making processes. A study conducted in 1997 examined communication levels between various stakeholders who were involved in a forest management decision-making process in Cote d’Ivoire (Koudou & Vlosky, 1999). The authors found that relationships among stakeholders affected the way they used the forests. “Forest utilization” in turn, influenced approaches to deforestation, forest regeneration and forest protection. They concluded that in order to increase the probability of successful outcomes in forest utilization and management activities, they had to narrow communication gaps among stakeholders and improve overall communication.

Innovation and thoughtful solutions to difficult problems are accomplished through communication and consensus-based processes. Cormick, et al (1996) agree that it is through building consensus that we develop a collective commitment to manage scarce resources wisely. Stakeholders must be involved and heard.

Fisher and Ury (1981) suggest three problems with communication. First, people do not talk to each other, or at least not in a way that ensures they are understood. One person for example talks to impress someone else. Effective communication is not possible if individuals “play to the gallery.”

Second, people do not pay enough attention to what is being said. If one person is not hearing what the other person is saying then he is not communicating.

And third, people often misunderstand what others are saying. Cultural differences and different word meanings contribute to misunderstanding.

Margerum (1999) suggests that research in the United States and Australia supports the idea that collaboration is a more effective approach in planning and managing, especially when people deal with complex topics such as the environment. He highlights weaknesses in the implementation of results of consensus processes. He notes a lack of strategic direction, limited public participation and a lack of stakeholder commitment to implementation.

Jim Hackler (1999, p. A18) a sociologist at the University of Victoria recently wrote an article in the Times Colonist in which he states that conflict belongs to the stakeholders. Hackler describes a related article entitled Conflicts as Property, written by Nils Christie of the Oslo Law School, which supports this notion. Hackler claims that those societies with a sense of community attempt to resolve conflict by involving stakeholders.

In Designing Conflict Management Systems, Constantino and Merchant (1996) describe the design of an effective conflict management system. They assert that viewed systemically conflict management presents opportunities for discovery of the core concerns of organizational or community stakeholders.

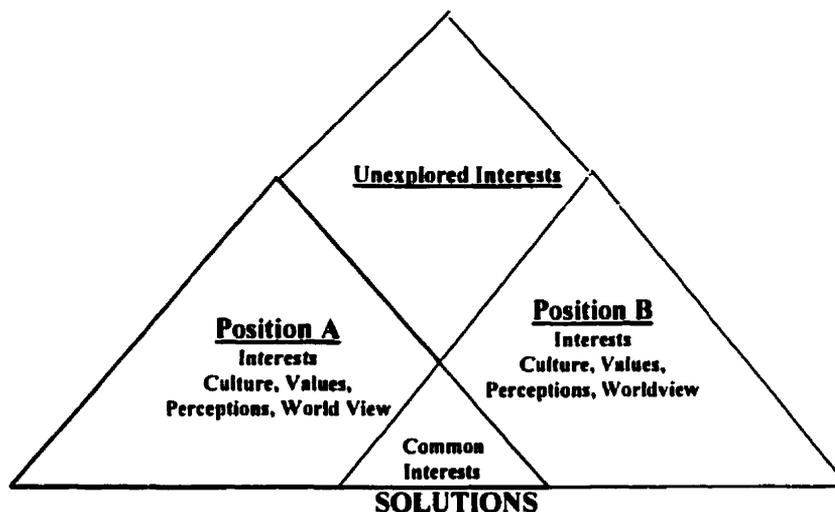
The literature on decision-making emphasizes the need to involve stakeholders in a collaborative decision-making process. Although some authors use the word 'collaboration,' others 'consensus-based' and yet others 'interest-based' to describe decision-making processes, they all focus on the needs of the stakeholder. Kouzes and Posner (1996) claim that they have studied thousands of personal-best leadership cases and have yet to encounter a single example of extraordinary achievement that occurred without the active involvement and support of many people.

Negotiation and decision-making are more successful when parties embrace difference and appreciate one another's cultures, values, and circumstances. When we encourage respect for and understanding of differences, differences contribute to rather than hinder decisions. By embracing diversity among parties, we can forge creative solutions or options required to develop and sustain healthy relationships and communities (Cormick et al., 1996).

The following model illustrates an interest-based approach to negotiation. This model is useful in demonstrating the value of moving away from an adversarial process. Sloan introduced the original model (Sloan, 1996). Clearly, when people focus on interests they discover they have things in common. They can even discover unexplored interests.

Creative and innovative solutions can be found once people move beyond their traditional approaches to managing conflict. In an adversarial process interests become polarized. When they move from positions to unexplored interests, individuals expand the potential for finding solutions. Interests can be defined as needs, desires, concerns, fears and hopes. By approaching difference or conflict in an interest-based way, individuals create a state of uniformity or convergence of purpose or means. They can realign their differences. As a result, opposing forces seem less damaging (Sloan, 1996, p. 3.08).

Figure 1: Expanding the Pie



(Sloan, 1996)

b. Leadership and Change

According to O'Toole (1999, p.18) there are seven things in common in successful change processes.

1. Change requires support from the top.
2. Change is built on the unique strengths and values of the corporation or community.
3. Change is holistic.
4. Change is planned.
5. Changes are made in the guts of the organization.
6. Change is approached from a stakeholder point of view.
7. Change is ongoing.

O'Toole (1999, p.18) suggests that leaders fail to implement change when they have a poor attitude and philosophy about the relationships between themselves and their followers. Leaders cannot lead without the trust and respect of their followers. Inclusive leaders share information by nurturing relationships and fostering a sense of community and by creating a consistent system of rewards, structure, process and communication. Disagreement and divergent viewpoints are encouraged. Leaders of change concern themselves with the short and long term. They realize that their success is dependent on the active support of their people. An environment of trust and respect makes it possible for stakeholders to risk strategic and tactical change.

It is clear that attitudes, values and behaviors must be congruent for successful change to occur. When behaviors and values are incongruent, followers do not trust and respect leaders (Cufaude, 1999). It follows that the engagement of stakeholders in conversations about the future enhances a leader's ability to effect change.

Change can be implemented successfully when the leader considers the concerns people have. It is not that people oppose change; they oppose not understanding why change is taking place. According to Blanchard (1995) there are six reasons why individuals are concerned about change:

1. They don't know what the reason is for the change. Often leaders try to sell the benefits of change before change is fully understood.
2. They don't understand the impacts that change will have on them individually. When an interest-based process is used the interests of stakeholders can be addressed (Fisher & Sharp, 1997).
3. People do not know who will organize the change, how and when it will start and what the details are of its implementation.
4. They do not know what the overall impact of the change will be on the organization.
5. Stakeholders who are interested in collaborating only wish to know how they can work effectively with others.

6. The individual becomes focused on looking beyond the intended change for new and related ways to innovate.

Change inevitably creates conflict (Costantino & Merchant, 1996). It generates division among competing interest groups. According to Bolman and Deal (1997, p.325) successful change requires an ability to frame issues, build on relationships and establish environments where diverse interests can be addressed and forged into workable pacts.

The initiation of change is difficult. Kayser (1990, p.ix) quotes Machiavelli to illustrate this point.

It must be considered that there is nothing more difficult to carry out, nor more doubtful of success, nor more dangerous to handle than to initiate a new order of things.

Successful leaders strike a balance between opposing forces and competing interests. Costantino and Merchant (1996) use the following analogy:

We need water to survive; we need an appropriate level of conflict to thrive and grow as well. How we manage our natural resources of water through dams, reservoirs, and sluices determine whether we achieve the balance necessary for life. (p. Xiii).

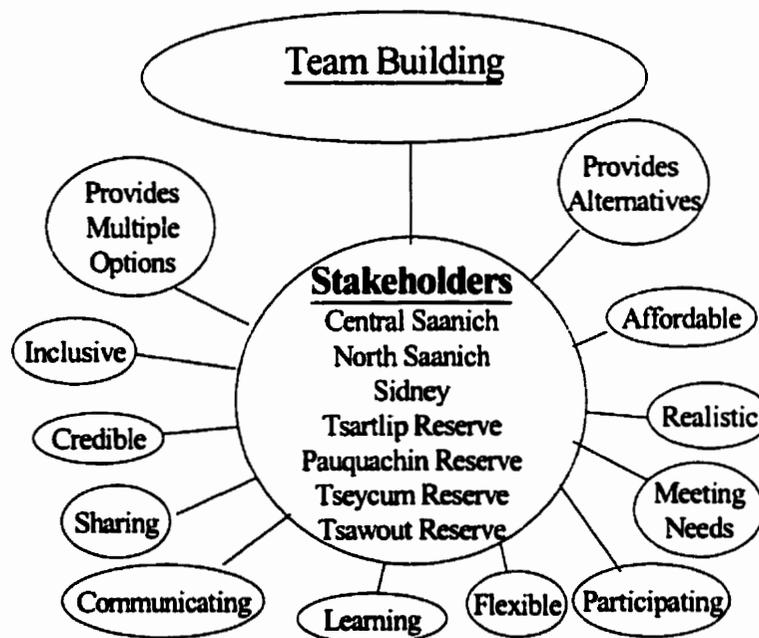
Kouzes and Posner (1995) have associated leadership and change with innovation. Although their focus was on innovation, they found that leaders chose to discuss times of change, not stability and the status quo. Some fundamental principles came out of their case studies. Change requires the taking of risks, acceptance of responsibility and accountability for actions. It requires respect for all people and their involvement.

Leadership, change and decision making require active involvement of all stakeholders. Environments that honor the contributions of diverse individuals and allow for open dialogue are key to implementing successful change.

As leaders of change our success is dependent upon our ability to build efficient and effective teams. In discussing amalgamation of police services, O'Donoghue emphasizes the importance of not underestimating how change affects the personal lives of staff members (O'Donoghue, 1999).

c. Leadership and Team Building

FIGURE 2: STAKEHOLDERS



Good leaders know how to develop and create teams. How can leaders bring people together when there is so much diversity and conflict and so many opposing views on the decisions to be made? Morgan (1997, p.203) suggests that the simple call for teamwork

is likely to fall on deaf ears. Most employees today are far too sophisticated to take such a call seriously. Trust, respect, commitment and the building of relationships are fundamental stepping-stones to the creation of effective teams.

Learning Teams

Robert M. Fulmer, a professor of management at the Graduate School of Business at the College of Business Administration at Georgia Southern University, interviewed Peter Senge, author of The Fifth Discipline. He discussed Senge's philosophy and reflections about leadership and teams. Senge emphasizes the importance of organizational learning: "...a learning organization is still a group of people working together to collectively enhance their capacities to create results that they truly care about" (p. 35). He defines learning as the ability to enhance one's capacity to accomplish something one really cares about. According to Senge effective teams are learning teams within organizations that contribute to a learning organization (Fulmer & Keys, 1998, p. 33-42).

Leadership Communities

Senge discussed his idea that a learning organization is a learning community in Communities of Commitment (Senge, 1993). He was interested in determining if people could work together in creating profound change. He suggested that leadership is always collective. It is important that we begin thinking about leadership communities involving diverse people working collaboratively in the service of something they care about. In conclusion, Senge noted that the two major themes that separate success and failure are commitment and community.

Teams and Collaboration

In Building Team Power: How to Unleash the Collaborative Genius of Work Teams (1994) and Mining Group Gold: How to Cash in on the Collaborative Brain Power of a

Group (1990) Thomas A. Kayser offers suggestions for building and maintaining collaboration within and across teams. He emphasizes the importance of continuously leveraging the synergy and collaborative brainpower of stakeholders in many configurations, at all levels and across all functions.

Collaboration, according to Kayser, is an essential philosophy of organizations in pursuit of customer satisfaction. Destructive conflicts among individuals working at selfish cross-purposes must be eliminated. To build team power, leaders must understand how to share and process knowledge from the collective wisdom of stakeholders. Kayser (1990) stresses the importance of an environment of trust and openness. Members of teams develop a full understanding of substance and create greater commitment to the final decision.

Teams and cultural difference

People from different cultures vary in terms of their values, attitudes and beliefs. These differences can affect work in a variety of ways. Employees may differ in their attitudes toward authority, preferred communication patterns, ways of dealing with conflict, sources of motivation and emphasis on individual competition versus group cooperation. Of particular interest are cultural differences that affect communication, team building and interpersonal relationships. When a workforce or community is diverse, with a variety of cultural and linguistic differences, effective two-way communication becomes more problematic (Strong & Weber, 1998). Strong suggests that a lack of respect among team members may hinder the development of an effective team. Negative assumptions and attitudes by employees or community members may lead to the fragmentation of teams. Teams may become further fragmented as result of self-grouping of individuals from the same culture. This self-grouping may lead to isolation, suspicion, resentment and a lack of cooperation.

Leaders may have difficulty in building and maintaining effective relationships with culturally diverse employees. To meet the challenge leaders must develop the awareness,

knowledge and skills that will enable them to increase cultural self-awareness, enhance understanding and respect for cultural differences, learn about other cultures and develop specific skills for multicultural effectiveness (Ritvo, Litwin, & Butler, 1995).

Teamwork within communities will remain a dream until we move beyond the barriers we have built around race, gender, equal access and workforce composition. Hesselbein (1998, p.177) reinforces the value of community partnerships as something that will lead to community renewal. Teams that include all appropriate stakeholders are essential to success.

Smith and Kelly (1997, p. 205) believe that “Lone Rangers” will have limited opportunities in the organizations of the future. According to these authors teams that are led effectively will be powerful and productive in meeting objectives in these organizations.

Ulrich (1996, p. 213) believes that in an increasingly interdependent world leadership must be created through relationships more than through individual results. Individuals will learn to overlook personal ambition for the sake of the greater good. Leaders who learn to collaborate through teams will see the value of team success. Diversity, as evidenced by teams that are composed of individuals with different talents, becomes a competitive and collaborative advantage. Ulrich refers to a transition from individual champions to team victories to illustrate this point.

d. Mergers, acquisitions, amalgamation and regionalization

Strategic collaborations as alternatives to the usual go-it-alone entrepreneurial ventures are evident everywhere. Many municipalities throughout Canada are forming partnerships and are providing services regionally. Police forces have not escaped from the pressures of reduced funding and as a result have explored the options available to them. Since 1992, the number of municipal police services in Ontario has decreased from 114 to 93 (Chambers, 1998).

Lynch (1993) dispels the myths and fears surrounding alliances and provides time-tested, practical techniques and tips that enable leaders to create powerful linkages and provide for sustainability. Lynch offers his own counsel as well as the ideas of many of the world's strategic thinkers including Peter Drucker, Kenichi Ohmae and Harvard's Michael Porter. He reveals the advantages and drawbacks of collaborations and how people can benefit from them. He claims that there are eight essentials for successful cooperatives:

1. **Critical Driving Force** – motivating factors that compel companies or individuals to act
2. **Strategic Synergy** – strength that is acquired through partnerships
3. **Great Chemistry** – cooperative spirit
4. **Win/Win Scenarios** – operations, risks and rewards that are fairly apportioned leading to individual needs being met
5. **Operational Integration** – alignment of goals, rewards, methods of operation and corporate culture
6. **Growth Opportunity** – actions that place the Company in a leadership or growth condition
7. **Sharp Focus** – excellent clarity of purpose
8. **Commitment and Support** – leadership and employee support

Lynch supports the idea that the design process leading to mergers is more important than the actual negotiation. He describes a successful process as having three steps: the establishment of common ground, strategic planning for the future, and operations planning. Cormick, Dale, Emond, Sigurdson and Stuart (1996) reinforce the necessity to create a healthy process. Conflict can be part of this process. Lynch advises that one should identify conflict early but not formulate resolution until trust has been developed. The importance of creating a process for the resolution of conflict is clearly articulated in the work of Constantino and Merchant (1996). Lewis (1990) emphasizes the idea that

alliance partners need to build trust, develop mutual understanding, make joint decisions and, at the same time, protect core interests.

The likelihood of success in a merger or takeover may depend on the manner in which the human resource department is involved in the changes brought about by the merger. According to Neslon & Mauer (1999) human resource professionals are good at managing the people-oriented challenges of mergers. While it is sometimes impossible to be completely open about what a merger will mean to individual employees, the more forthcoming an employer is, the more employees will feel they are an integral part of the process. The authors emphasize the importance of developing a variety of interactive ways to foster true communication and the spreading of information before and after a merger is discussed. Many of the messages that need to be conveyed will be related to human resources. Blanchard (1995) elaborates on the importance of communicating the reasons for change. He agrees that leaders need to consider the concern people have about change and to include them in the process.

In many telecommunications companies, mergers and acquisitions have become an essential business strategy. The amalgamations are roads to sustainability. Yet mergers have always been risky ventures, and with today's roller coaster stock market it pays to be as careful as possible. There appears to be reluctance among some companies to actively pursue amalgamation opportunities because of the many failures. Nestler and Titan (1999) state that this is a time of incredible opportunity for many telecommunications providers. But as some companies pull back from planned mergers or stop looking for potential partners, they may be inflicting irreparable damage for their near-and long-term futures. The authors suggest that companies need to embrace the opportunities for their own survival. Communities can learn from their corporate neighbors. Is it possible for communities to work together like companies to ensure their own sustainability?

Mergers are tough and risky and involve high stake decisions. When accomplished successfully, they can boost competitiveness and profitability in dramatic ways. When poorly executed, they can drain the very life out of both firms. Finding the right path is

no easy matter. Nestler & Titan suggest that by leveraging state-of-the-art risk management tools and techniques, potential partners can gain a complete and necessary understanding of the true quality of the pre- and post-merger portfolio. This in-depth knowledge will go a long way to ensure that the combined journey will be a profitable one from the very first step (Nestler & Titan, 1999).

Experts agree that if leaders involved in mergers would heed five pieces of advice, there would be fewer disappointments, briefer post-merger transition periods, happier employees and more productive firms (O'Malley, 1999). The advice includes these tips:

1. Think the deal through. (Specify the reasons for the partnership before cutting the deal).
2. Avoid mass exodus. (Treat employees fairly and professionally.) "People can put up with just about anything, as long as you tell them what you're going to do to them and treat them in a professional way" (O'Malley, 1999, p.43).
3. Beware of culture collisions.
4. Don't mess with success.
5. Manage expectations. (Develop measures of success).

NationsBank, now Bank of America, has more than 100 mergers under its belt (Darnell, 1999). According to Darnell, the most critical determinant of success during these mergers has been leadership - at all levels.

He believes that organizations need to develop a common culture. By doing so, they establish a solid foundation of trust and teamwork. Darnell found that it was important to reinforce core values, a passion for winning, inclusive meritocracy and doing the right thing for customers, associates, communities and shareholders (p. 4). To build a common culture leaders must establish a strong communications function and continually keep associates apprised of how their new company is taking shape. Darnell believed in being truthful, focused and participatory.

NationsBank made it known up front that much of what gets done during a transition is based on an unwavering commitment to trust. Trust doesn't come easily with new acquaintances, but it must be there. And it starts at the top. The best way to build trust is to communicate the good and the bad – and to communicate often.

The literature emphasizes the importance of open dialogue and of building teams in which individuals trust and respect each other and are committed to working together. My research is intended to engage the community in a collaborative process that will bring common issues and concerns to the surface. Change is necessary. The problem is that the Provincial government may eventually legislate change. If it does the communities in the Greater Victoria Area will lose the opportunity to participate fully.

Chapter Three – Conduct of Research Study

Community-based action research was appropriate for this project. A collaborative process was used at several levels. The initial research focused on personal interviews followed by several focus groups. A survey was also used to solicit comments from the public. The survey, however, applies only to the residents of Central Saanich. This researcher attended several community meetings and discussed this project with many community members throughout the course of the project. In the early stages of the research a “Search Conference” which was intended to be the final stage of the research was planned. Several problems occurred which resulted in the cancellation of the search conference. A more detailed description of the process and issues will follow.

Research Methods

Stringer (1996, p. 9) outlines the importance of a collaborative approach in action research, “...research by envisaging a collaborative approach to investigation that seeks to engage “subjects” as equal and full participants in the research process.” Stringer suggests that by involving members of a community or organization people will then find the solutions to their own problems. Throughout the research it is clear that collaboration is seen to be an effective and necessary skill. The following information was an essential ingredient in my research. I incorporated these collaborative skills while conducting personal interviews and focus groups.

Roger Fisher and Allan Sharp (Fisher & Sharp, 1997, p. 1-21) provide an overview of a process that improves collaboration within groups. The authors suggest that members of a group tend to see themselves as smart enough to appreciate time, effort and emotions that are often wasted in group process but yet fail to make the collaborative process more effective. Fisher and Sharp found that collaboration in groups is poor for three reasons:

1. Individuals working inefficiently normally hold someone else responsible. They like to blame their colleagues for their own inefficiencies.
2. They don't know how to improve their collaborative behavior even when they recognize the inefficiencies.
3. They don't have a clear picture of a good collaborative practice that they are trying to bring about.

Fisher & Sharp suggest that individuals to enhance collaborative processes use five elements and corresponding skills. They add that individual abilities to help others get things done will be greater if individuals have a systematic way of getting things done themselves. The elements were found to be extremely useful during the course of my research and became a theoretical framework for this study.

1. Element: Purpose

Skill: Formulate goals in terms of results.

It is hard to do anything unless individuals know what is to be accomplished. They need to formulate what they would like to achieve. To guide their efforts their purpose should be ambitious enough to inspire them, concrete enough so that they can measure progress and immediate enough to help them decide what to do next. When one purpose is to improve the collaboration among those working together, individuals will want to identify a distant vision, a mid-distant goal and some near-term results.

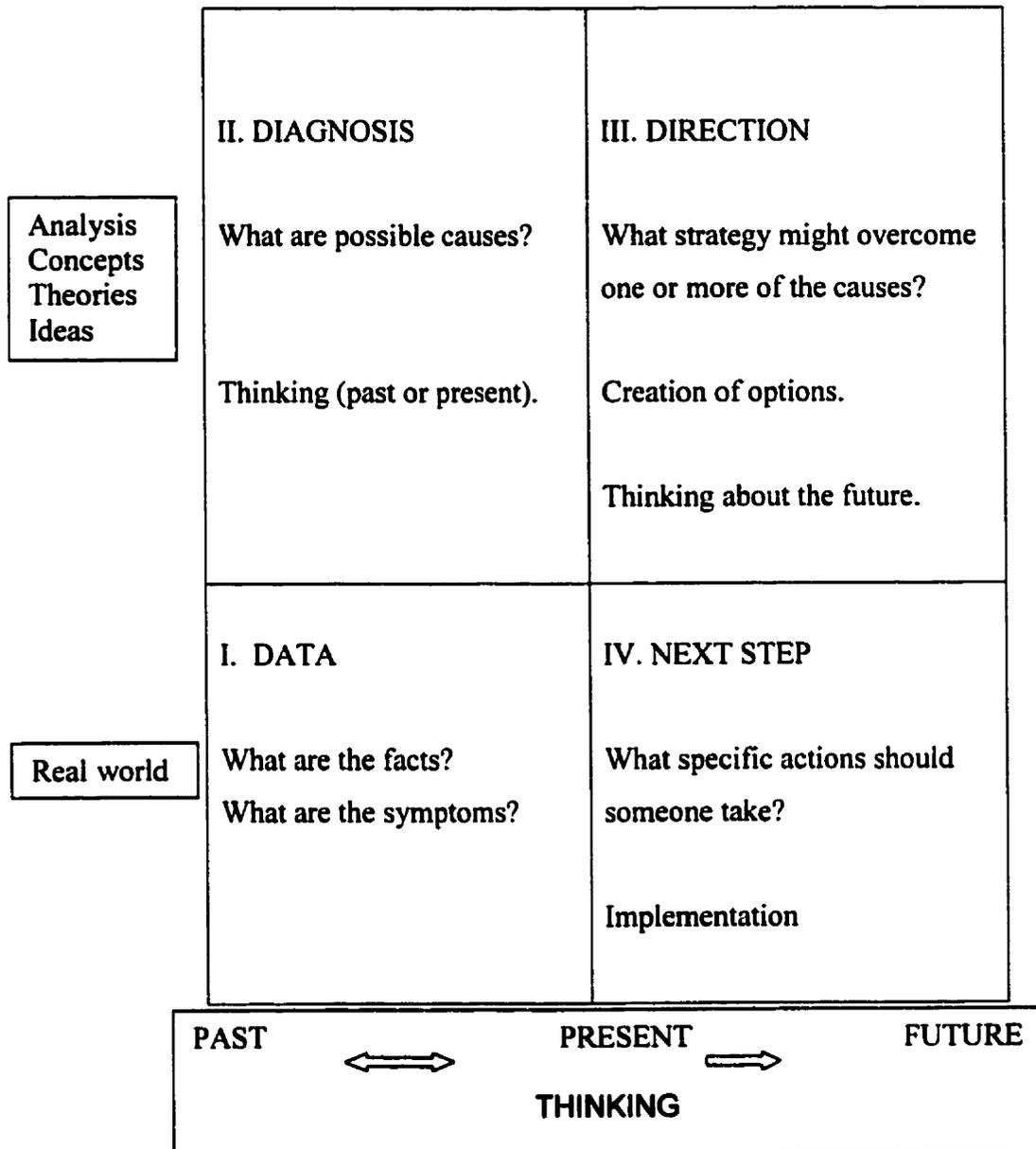
What was the research trying to accomplish? The goal was to provide an opportunity for individuals and groups from the community to engage in discussion about policing on the Saanich Peninsula. I was impressed with the willingness of all who participated and also with their contribution. The goal was ambitious. Difficulty in organizing a focus group of Royal Canadian Mounted Police members was attributed to the fact that they did not understand this goal. This will be discussed further.

2. Element: Thinking

Skill: Think systematically.

The following model (see Figure 3) provides a basic map of a thinking process. It was my intention to encourage and promote individuals to think through the data, diagnosis and direction systematically and end up in the “do next” quadrant. Rational problem solving starts with the facts. In quadrant I the facts and the symptoms are examined. Next people think about what is causing the factual problem. After studying potential causes individuals move to quadrant III where they focus on possible strategies. Several options can be created. In quadrant IV individuals decide on specific steps. By thinking systematically about a shared situation people can improve it. Systematic thought about a common purpose was helpful in looking at policing. It was evident that there were many issues that could interfere with a systematic approach to the research question. It is unfortunate that time was not adequate to move into quadrant IV. Much more can be done. Action and implementation will be addressed in the future. Participants moved through the first three quadrants easily.

**FIGURE 3: SYSTEMATIC THINKING PROCESS MAP
(STEPS IN SOLVING A GROUP PROCESS PROBLEM)**



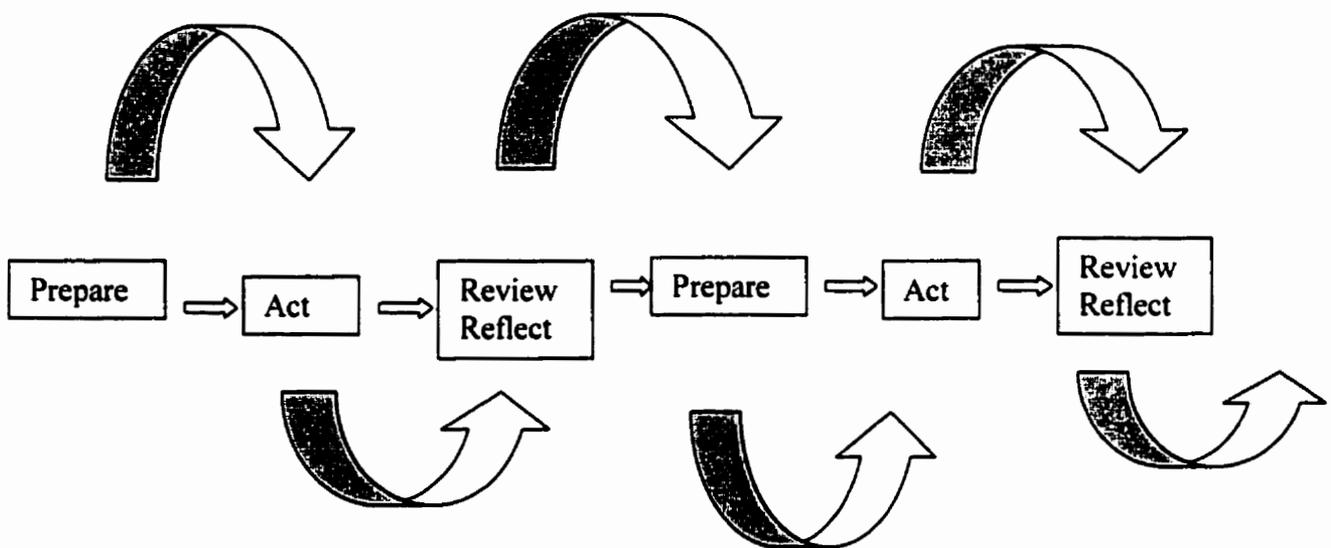
(Fisher & Sharp, 1997)

3. Element: Learning

Skill: Integrate thought with action; start action early, review often.

Too often people separate thoughts from action. They start doing after the plan is in place, but they stop thinking. If people include thought with action and follow with review, thinking and action will be of a higher quality.

FIGURE 4: THOUGHT INTEGRATION



4. Element: Engagement

Skill: Be committed fully.

The success of any activity also depends on those who are involved. People need to be committed to the activity. They need to be fully engaged in what they are doing while they are doing it. The more skilled they are at becoming fully engaged the more productive and satisfied they will be. The more engaged they become in the task of improving the collaboration process, the better able they will be able to stimulate such

engagement on the part of others. Such involvement develops commitment, and commitment, like disengagement, is contagious.

In one focus group I asked why participants were so willing to participate. They responded by saying that they were interested and felt validated because they had been asked. Personal contact led to their commitment.

5. Element: Feedback

Skill: Seek and offer advice.

By learning as much as they can from those they are involved with people can stimulate community collaboration. Collaboration leads to community improvement. Others have skills they do not have. They are able to observe others with a degree of detachment. They have insights into shared experiences that are bound to be illuminating.

Feedback can be divided into three categories: advice, appreciation and evaluation. According to Fisher and Sharp the most useful is advice. By asking for advice the other person is placed on the same side of the table. This approach demonstrates that the other person is considered as a colleague not an adversary. As they learn from each other they become joint fellow participants engaged in improving the way they work together.

This was evident during the course of the research. Participants felt honored that their opinion was being sought.

In good collaboration individuals use the same five skills jointly.

They formulate results to be achieved (purpose).

They think in sync (thinking).

They integrate thought with action (learning).

They design jobs together to get maximum participation (engagement).

They create an atmosphere of support and mutual coaching (feedback).

After improving a personal approach one can do things to stimulate others to adopt behavior that will be more productive. The following is a summary of the advice Fisher and Sharp (1997, p. 2-11) offer.

Telling people what to do doesn't work and generally deters participation. People disengage because they don't understand why they should change. They feel left out. They feel judged by the leader.

To improve a collaboration process the leader must invite participants to help change the group process. The problem needs to be separated from the people. Remember to be tough on the problem but soft on the people. Any confrontation is between all members of the group and the problem, not between individuals. Interaction is something that is created together.

The degree of successful collaboration in a group is the sum of individual behaviors. Each member must accept his or her share of responsibility. Each member is also involved in the thinking. The four quadrants can be used to organize the group's thinking. Behavior will be more visible if it goes against people's expectations. Group behavior will be most effective when group members notice it as something out of the ordinary.

Personal Interviews

Interviews provide an opportunity for participants to describe their situation. The outcome usually provides a record of individuals' views and perspectives. According to Stringer (1996, p.62) the interview also, "...symbolically recognizes the legitimacy of their points of view."

Palys (1997) suggests that interviews offer some advantages and some disadvantages. The biggest advantage is that it provides a forum in which the interviewer can hear from

respondents directly. The process is also versatile. The disadvantages involve the presentation and substance of the questions.

Designing thoughtful, interesting, and appropriate questions: providing an ethical context in which respondents will be most likely to give insightful and candid responses; and understanding just what we have at the end of the process – all are challenges with which we must be constantly concerned (Palys, 1997, p.145).

A set of questions was designed for the personal interviews (Appendix B). The intention was to use the same questions throughout the research.

Focus Groups

Focus groups are a useful vehicle for encouraging team building. They can provide some advantages as a result of the social composition of the group. Differences among perspectives can be highlighted and negotiated. A second advantage according to Palys is, "... the opportunity to "witness" (as opposed to "influence") extensive interaction on a topic within a relatively limited time frame"(p.157). The use of focus groups within my research provided another means of building teams that allowed participants to focus on common interests. The same questions that were used in the personal interviews were used in the focus groups (Appendices, D, E, and F).

Data Gathering Tools

A survey was created and forwarded to 2000 Central Saanich residents, 152(8%) of whom responded. The survey was developed as part of a criminology student research project at the University College of the Fraser Valley (Conn et al., 2000). The intention was to assess how residents of Central Saanich feel about their personal safety, police services and the Central Saanich Police Service (CSPS). The survey and results are attached to this report (Appendix H). The results will be described in more detail in the following chapter. The survey is of limited value as it is specific to Central Saanich

residents. However, it does reflect public attitudes about policing within the District of Central Saanich. A similar survey was conducted in 1992. Results of the two surveys will be compared (Linguanti, 1992).

Study Conduct

Prior to commencing my research I met with my sponsor to discuss the proposed plan. As Central Saanich was one of seven communities in my research I was concerned with the potential for bias. It was important that my research not be directed in any way toward a pre-conceived outcome. My sponsor was open to all outcomes and relieved me of this concern.

The research was to follow the following steps:

- A local survey
- Personal interviews of Chiefs of Police who had experienced amalgamation
- Personal interviews of the 7 local political leaders on the Saanich Peninsula
- Focus groups with police personnel and community members receiving police service
- The organization of a search conference

The survey was created in co-operation with the CSPS. During the course of my research a student from The University College of the Fraser Valley took on the responsibility of conducting and compiling all information from the survey. His final report was submitted to me in January, 2000.

Ottawa-Carleton Regional Police Service and Chatham-Kent Police Service in Ontario and the Abbotsford Police department in British Columbia are all police organizations that have recently experienced amalgamation. I interviewed key personnel from these

departments. The interviewees were open to sharing their experience and provided valuable insight.

It was my intention to interview the seven senior elected officials on the Saanich Peninsula. Regrettably, two officials could not be interviewed. Several attempts were made with no avail. I was left uncertain as to why they would not participate and disappointed with the loss of their involvement. The remaining 5 officials were interviewed.

Four focus groups were planned.

- Members of the CSPA
- Members of the RCMP (Sidney/North Saanich Detachment)
- Community members who receive service from the CSPA
- Community members who receive service from the RCMP (Sidney/North Saanich)

I was unable to organize the focus group of members of the RCMP. Several attempts were made, but, unfortunately, each appointment was cancelled. Staff shortages and apathy account for their non-involvement. Members of the RCMP are transferred regularly. Junior members of the Sidney/North Saanich Detachment were uninterested in volunteering their time because they were not affected. The Detachment Commander was supportive and agreed to be interviewed and to represent one RCMP member's perspective.

The three remaining focus groups were held. The groups consisted of between 7 and 10 participants.

In the early stages of my research a fellow student approached me to enquire about the possibility of working together. She was researching a process known as search conferencing fully. For the purpose of this report it is not important to understand a

search conference. The purpose of a search conference is to create a well-articulated desirable, achievable future with action plans for implementation within a definite timetable by a community of people who want to and know how to do it. All political leaders were invited to attend a luncheon on November 15, 1999, to discuss the planning and organization of the search conference. Each party had met with me on an earlier date to discuss the process. It was clearly my understanding that each party was prepared and willing to participate in organizing a larger group of individuals who would attend the search conference. On the day of the luncheon it was the intention of my colleague to give an overview of the process. We also hoped that we would be able to select participants and organize a date.

During my introduction I was challenged as to the purpose of our meeting. It was clear that members were not prepared to work together. I was left with the impression that some individuals attending the luncheon believed there was a hidden agenda. Participants at the luncheon would not entertain an explanation as to the process of a search conference. Mistrust, lack of communication, perceived hidden agendas and relationship issues were evident. One participant had this to say.

I guess I'm going to say issues of turf, but I mean that in both ways. I think for example if someone feels that either trying, if they get the perception that they are trying to be taken over, it then makes it very difficult to get that person back to the table, because they may feel they have a stronger position if they're not there, right?

One political leader was unable to attend. The perception was that there was an alternative motive. The luncheon meeting ended with the recommendation that I focus my research at the grass roots level. My topic was and continues to be a sensitive political issue. Much of my early research was conducted during local municipal elections. The timing and the nature of my study made it difficult to have a full collaborative process.

Municipal politicians are suspicious that amalgamation is a likely outcome of this form of study. O'Donoghue suggests that amalgamation processes have had less opposition where they have been undertaken under a one-tier municipal government. She found that amalgamation might be complicated significantly if it occurs in an election year (O'Donoghue, 1999). A second interviewee had this to say concerning the proposed search conference.

We will be faced with new municipal councils, new members. Timing in January is not the best. My advise for you is that you are new on the block, you come with an RCMP background but you now are the Chief of a municipal force, some will think you come with a hidden agenda. Some will feel threatened.

I had intended initially to hold a "round table" session with representatives from each focus group. More preparation and time is needed prior to a larger group process. In planning my research I was optimistically naïve and believed I could accomplish much more than was possible.

Chapter Four – Research Study Results

My research has only begun to address the needs of residents of the Saanich Peninsula. A process was developed in the early stages of my research that will form the basis of a model to be utilized on a continuing basis. Collaboration and open dialogue form the foundation of this model and are essential to meeting the future challenges of policing.

For nearly 50 years, the question of amalgamating police services has been the subject of numerous reports and studies. Not much has changed over time. This question continues to be debated. My research focused on the future of policing. The question of amalgamation surfaced in every interview and in all focus groups. Common themes and thoughts prevailed.

I began my research by studying the experiences of three police organizations each having been involved in an amalgamation. I developed general interview questions that were used for all components of my research. The research was broken into the following areas.

- Interview of executive members of police organizations who had experienced amalgamation**
- Survey of Central Saanich residents**
- Interview of political leaders on the Saanich Peninsula**
- Interview of police members responsible for service delivery on the Saanich Peninsula (Focus Groups)**
- Interview of community members receiving police service on the Saanich Peninsula (Focus Groups)**

I was interested in identifying common concerns. I also wanted to know if each group shared a common vision as to the future of policing. My study findings are presented based on this division. Study conclusions and recommendations will follow.

Study Findings

Other Police Organizations

As a result of a referendum conducted in 1990 the municipalities and police services of Abbotsford and Matsqui in British Columbia were amalgamated in January of 1995. Matsqui voted for amalgamation with a majority and Abbotsford was split approximately 48% for and 52% against. The RCMP (29 members) who previously policed Abbotsford were absorbed by the Matsqui Police Department (85 members) (Daniel, 1994). The new organization became the Abbotsford Police Department.

In July, 1999, I interviewed Barry Daniels the current Chief Constable of the Abbotsford Police Department. Chief Daniels was involved in the amalgamation and at that time was the Chief of Matsqui. Daniels made a submission to council on behalf of the municipal force that resulted in their police department absolving the RCMP. Although invited to make a similar submission the RCMP did not choose to do so. The RCMP did not have any policy or means of pursuing regional contracts. A RCMP briefing note reflects the attitude at the time. ("E" Division represents British Columbia.)

The Commanding Officer "E" Division has made it clear that the RCMP will not be promoting the particular point of view that policing should be provided to a combined area by the RCMP. It will stand removed from the debate while continuing to meet the obligations of those policing commitments currently in place (Services, 1993).

Daniels was surprised that the RCMP did not present a submission. When asked what led to the amalgamation Daniels stated,

I think it was just the, I don't know all political reasons, but from what I read and listened to, obviously it was I think that the timing was good, aside from policing,

everyone thought it was one community and for all intents and purposes it was. Just roads separated us, the economies of scale, they figured they, meaning both councils feel they could provide services a little cheaper, a little more cost effective (Daniels, 1999).

According to Daniels the end result was a more efficient and cost effective service. The removal of boundaries between Abbotsford and Matsqui enhanced the service delivery. There was difficulty with personnel and considerable bad feelings. Members of the RCMP were uncertain as to their future. They were being uprooted. The new organization did not have as many personnel, particularly at the management level. Daniels advice for me while conducting my research was to be sure that I included all stakeholders (Daniels, 1999).

Daniels' conclusions are similar to those of criminologist Robert Gordon from Simon Fraser University. Gordon believes that the pooling of police resources creates efficiencies. In a Vancouver Sun article Gordon described the current system of policing in the greater Vancouver area as absurd.

splitting up police resources along city borders makes no sense because few criminals or policing problems confine themselves within a municipality. Activities such as prostitution, the drug trade, organized gangs and violent serial offenders have regional, national and international patterns (Bocking, 1996).

In his report Justice Oppal stated, "Since criminals do not respect municipal boundaries, combining municipal police agencies may enable police personnel in neighboring cities or towns to cooperate more effectively" (Oppal, 1994, p. D-3). This would suggest that since crime is not local but regional, police services should be regional and not local in methods and capabilities.

Vancouver City councilor George Puil promotes regional police services. He believes that the only way regional police services will ever come about is if the provincial

government legislates it, "The smaller municipalities have been very parochial. The only way it will ever come about is if the provincial government imposes it"(Bocking, 1996).

I interviewed Gail Johnson, the Director of Corporate Planning for the Ottawa-Carleton Regional Police Service. She indicated that the question of amalgamation had been debated in Ontario for a number of years. What was lacking according to Johnson was the political will to make it happen. Most people believe it was important to consider economies of scale, to eliminate duplication, to provide better service to the public and to ensure less confusion as to boundaries. Five different police agencies were providing policing services in the Ottawa area. As Johnson stated, "this led to a lot of confusion by the public, who you know didn't know where to call, I mean you could be on one side of the road and you're in one policing jurisdiction, you cross the street you're in another police jurisdiction and the criminals knew that"(Johnson, 1999). The Chief and the executive members of the smaller departments were against amalgamation. The members, however, thought it was a good idea. They believed there would be more opportunity for diverse experiences and the development of expertise.

Gordon supports this notion. He believes that a larger force would enhance morale and would create more opportunity for promotion and diversity in postings. In addition officers would be able to transfer from one branch to another. Johnson stated, "we've downsized the senior management structure by 36 percent" (Johnson, 1999). By downsizing, Ottawa-Carleton was able to put more resources on the front line. The results of amalgamation included enhanced economies of scale, less confusion, less duplication and the need for fewer governing bodies. Johnson believed that communication was important and suggested that it was necessary to have different vehicles for communicating the message. Good communication reduces uncertainties, resistance and unhappiness.

The Ottawa-Carleton amalgamation was evaluated in several ways.

- An analysis of the service provided pre- and post amalgamation was conducted.
- An analysis of the financial impact of amalgamation was conducted.
- Surveys were used to probe the views of members as well as the general public.
- A criminology professor and graduate assistant from the University of Ottawa conducted focus groups and interviews with the Executive, the President of the Police Association and the primary groups involved in the planning and execution of the process.

The results were impressive. Service delivery was both expanded and enhanced. More officers were providing front line service. Amalgamation achieved financial savings. Although members experienced hardships with the transition the outcome translated into more opportunities for them and a better service to the public. The public did not observe any disruption in service and believed that they had been adequately informed throughout the process. The human equation created the greatest challenge in the process. In conclusion the report stated, "During periods of unprecedented change, leadership must be visible and the leaders committed to the chosen direction" (Planning, 1999, p.i).

Chatham-Kent was the third police organization I researched. As a result of provincial legislation in Ontario in 1997, twenty-three municipalities and eight police services (5 municipal police services and 3 Ontario Provincial Police Detachments) came together. The final phase of the amalgamation occurred on January 1, 1999. The local municipalities were given 90 days to develop a draft amalgamation plan and if approved another 90 days to implement it. After the initial shock people realized that the change was inevitable and that they should get involved in order to control their destiny. After six months one municipality and one police service remained. In total 106 elected officials lost their position. The OPP and municipal forces collectively submitted tenders on an agreed policing model. The OPP's tender was approximately \$200,000 per year more than the municipal component. The lowest bidder was awarded the contract (Kopinak, 1999).

The Chief of Police for Chatham-Kent, John Kopinak, believes that amalgamation has been a positive experience. Particularly noticeable in the Chatham-Kent region was the decrease in response times. Kopinak created rate payers/community groups for feedback and now meets on a quarterly basis with the general public. Specialized services such as marine patrol, canine unit, mounted patrol and expanded community service programs are all indicators of enhanced service delivery. They did not find significant difference in costing. Kopinak believed that one of the critical enhancements was the creation of a positive work environment. Members had new opportunities and positions available to them (Kopinak, 1999).

Upon reflection the three amalgamated police services and their constituents conclude that the amalgamation of their services has been a benefit and is meeting the community's needs.

Survey

Residents of the Saanich Peninsula are pleased with the police service they receive. The survey (1999) conducted by students from the University College of the Fraser Valley bears this out for the Municipality of Central Saanich. Two thousand surveys were distributed and 152(8%) were returned. Residents feel safe in the community. After dark their feelings of safety diminish. Few residents were in favor of any decrease in current levels of policing and would support increased taxes to increase police services. The study concluded the following:

The Central Saanich Police Service should be complimented on the results of the survey-residents see Saanich as a safe place to live, and they have a very positive view of the detachment and its members. It is also clear from the survey, however, that it will not be easy to maintain these positive results in the future. Specifically, residents do not want to give up what they already have in the way

of services, but it is becoming increasingly difficult to obtain the resources to make this maintenance of services possible. Residents indicate that they may be willing to pay more, but there are obvious limits on more (Conn, 2000,p. 15).

A previous survey was conducted in 1992. A random sample of 552 residents, 16 years of age or older, was contacted by phone. The British Columbia Police Commission conducted the survey as part of a general audit. The population of Central Saanich at the time was 14,000. The survey results were similar to the results obtained in 1999.

In conclusion, this survey reflected a high level of community support...On the whole, the survey reflects a police department which is clearly held in high regard by the citizens in this municipality (Linguanti, 1992, p. iv).

A strategic planning session comprised of staff members and elected officials was held in Central Saanich on January 22, 2000. The opinion of staff and council in Central Saanich is incongruent with public views. When asked what service should be reduced the majority believed that we need a decrease in police service (Johnston, 2000). Survey respondents did not share this view.

Political Leaders

After interviewing and researching the experiences of Ottawa-Carleton, Chatham-Kent and Abbotsford I formulated interview questions (Appendix C). I interviewed five political leaders. Each was willing to participate in a personal interview. The five represented three municipalities and two aboriginal communities on the Saanich Peninsula. The questions were designed to give the interviewee an opportunity to reflect on past, present and future policing. The interviews occurred between August 9, 1999, and October 19, 1999. All interviews took place prior to Municipal and Band Council elections. Although cautious, interviewees were cooperative.

As I prepared to conduct the interviews I was aware that I had been influenced by my earlier research. It appeared to me that amalgamation made sense and was a logical step for the Saanich Peninsula. Aware of this bias I was careful not to lead with or suggest my personal thoughts during the remainder of my research.

Policing on the Saanich Peninsula has been working well. The RCMP and the CSPS have worked together with no animosities between jurisdictions. One interviewee described local policing as a "country style policing atmosphere." Another interviewee commented, "law enforcement has run well, with good cooperation between the neighbors."

A problem does exist with policing First Nation's communities. It makes more sense that the CSPS would provide services to the Tsartlip and Tsawout Bands. The RCMP must travel through the Municipality of Central Saanich to respond to calls. Response time is affected. Jurisdiction is a problem. Some comments reflect this concern.

So the RCMP have to come from all the way north, through Central Saanich to police Willis Point. So really it is a policing jurisdiction for the RCMP that's rather ridiculous and it's much more convenient for Central Saanich to police those areas.

I've found in the past that often times by the time that they do arrive (RCMP), they've missed out on a big part of the incident and its those times that I think that if somebody closer could be contacted to come down, such as the Central Saanich Police, then it might be beneficial...

...I think the people would have liked to have municipal police come onto the Reserve to help out at times.

...there needs to be a better partnership and working together with the RCMP and the municipal police, especially in the areas of Tsawout and Tsartlip which are in

the boundaries of Central Saanich...its going to be a hard sell because the membership of the two reserves see us as strictly federal jurisdiction.

with the RCMP turn over the way it is, it probably has hindered some of that relationship...we could have got closer, especially in the last 15 years or so, got a closer liaison with a number of Band members, just for the reason that we didn't want to step on someone's toes, meaning it wasn't our jurisdiction.

Well, my personal feeling that I would like to see us sort of work in cooperation with the police forces here.

I attended a council meeting on the Tsartlip reserve on December 1, 1999. I was invited to talk about police practices and ways to improve service. Members of the community were also in attendance. It was apparent that residents on the Tsartlip reserve would like to see more CSPS presence. They would like to see the jurisdiction problem sorted out. Communication, co-operation and better understanding are needed. Some community members were skeptical suggesting that they had talked for many years with no change. One elder stated, "I am sixty, and I have been listening and talking since I was in my early twenties and nothing has changed. I hope this will be different" (Hames, 1999).

Since the release of the Oppal report a tripartite framework has been developed that includes the federal and provincial governments and aboriginal bands. Many options were available but the framework focused on two: the dedicated member option and the aboriginal police force option (Oppal, 1994, p. G-13). On the Saanich Peninsula the bands have entered into agreement with the RCMP with the understanding that the force will dedicate an officer to police the community for a specified number of days per week. A dedicated officer is generally an aboriginal RCMP member who is selected after consultation with the band. During the time of my research the tripartite agreements were signed. Because of the apparent problems mentioned earlier it seems odd that the CSPS was not included in these discussions. It is also possible for a band to enter into an agreement with a municipal police force.

Most residents on the Saanich Peninsula feel good about policing services. How do individuals see policing in the future? The political leaders believe that the culture on the Saanich Peninsula is unique. Most people interviewed believed that there was a need for change. However, one person saw it differently, "But you see I don't know, I don't know that policing in the future needs to look any different." They went on to say, "...it's not about the appearance, it's about the function, and that's where we get back to the delivery of service versus amalgamation."

Political leaders were supportive of the police force serving their community. There was interest in sharing services and enhancing co-operation. The majority believed that residents of the Saanich Peninsula would be better served with one police force. Identity of that force was an issue. The following comments reflect this concern.

There is no need talking unless you are suggesting that the RCMP take over.

It would be nice if the whole Peninsula could be on the same page. Central Saanich although they have their own police force should maybe be looking at becoming part of the RCMP.

Policing on the Peninsula would work probably in a more coordinated fashion, would definitely be a coordinated fashion with one jurisdiction.

There shouldn't be boundaries where it's handled differently by one.

It is possible to have one police force on the Peninsula.

I think with a municipal force you would get more of that consistency.

A police officer interviewed during the Oppal commission saw it differently.

...whether the shoulder flash on a police constable's shirt says Oak Bay Police Department, RCMP or Vancouver Police Department is irrelevant. The public does not expect a doctor to have a shoulder flash saying Vancouver General Hospital or St. Paul's Hospital. The public does not seem bothered by Emergency Health Service attendants throughout BC having a shoulder flash with Ambulance Service of British Columbia on it (Oppal, 1994, p. D-11).

Communities policed by the RCMP recognize that there are other resources available to them because of the size of the force. The RCMP gives access to specialty units for major investigations, marine service, identification and tactical support. CSPA contracts with neighboring police departments for these same specialty services. One suggestion was that the Saanich Peninsula communities share infrastructure such as prisoner facilities and communication. Reduced budgets require police agencies to become more financially efficient. Duplication of local services represents poor management. One interviewee told me, "I don't have a problem with different services being provided, I have a problem with needless duplication and I have a problem with things that won't mesh." Another leader stressed the importance of working together in the future, "I think there needs to be a better partnership and working together with the RCMP and the municipal police."

Oppal reports, "If police agencies are combined, specialized services such as emergency response teams, forensic laboratories and special investigation or enforcement units can be made available to municipalities that otherwise cannot provide these services." Oppal studied the police amalgamations in six jurisdictions in Multnomah, Oregon and lists the following factors in support of amalgamation (Oppal, 1994, p. D-3).

- Reduction of policing costs
- Reduction of duplication
- Increased capacity for police to deliver specialized services
- Enhanced personnel development

The Central Saanich Police Service is examining the potential of outsourcing communications and the handling of prisoners. Discussions are ongoing with the RCMP in Sidney and the Saanich Police Department. The municipal council has asked the Central Saanich Police Board to respond to the following motion.

Whereas the Facilities Plan report and four development options prepared by Matrix Planning Associates contain assumptions regarding the continued operation within the Central Saanich Municipal Hall complex of a Police Dispatch Centre staffed on a continuous basis, as well as the continued provision of on-site prisoner processing and holding facilities;

And whereas the report notes that the potential for contracting out these services with one or more other jurisdictions, or entering into some other alternative arrangement for the provision of these services, should be fully explored prior to the municipality making any commitment to any development option;

Therefore be it resolved that the Central Saanich Police Board be requested to advise Council of the current status of its review of these two functions, and advise Council of the Board's future intentions with respect to either outsourcing these functions or retaining them on-site (Flanders, 2000).

Shared services are seen by most political leaders to be cost effective. However, there is reluctance on the part of members, police associations and the community to give up anything that is seen as part of a local identity. The outsourcing of specific functions is seen by some as the first step to a regional or amalgamated force. One of the strongest arguments against regionalization or amalgamation is that it may be detrimental to community-based policing. During the Oppal commission a police board representative said, "It is our view that regionalization would significantly change policing in Oak Bay and remove one of the key under-pinning of our community. Local governance, accountability and responsiveness to needs would be diminished" (Oppal, 1994, p. D-5).

According to the political leaders financial matters will have an impact on the future of policing.

Municipalities are taking on more costs, will probably be at 100% when the contract expires. We will have to explore ways of getting a better bang for our dollar.

Well one of the reasons why costs do not go down as you get bigger is things like grants share changes and all of a sudden you're responsible for more of your direct costs.

Money will be getting tighter.

There is no doubt in my mind that the federal and provincial governments are attempting to bring more of the dollar that you spend closer to the person that receives the service and I think that general costs in municipalities will go up slightly.

The Provinces that contract with the RCMP have enjoyed a division of costs that were first established in 1928. The original division of 40% provincial and 60% federal funding originated in Saskatchewan and set the precedent for municipal contracts that were to follow. The contracts were reviewed on a regular basis. In 1960 the federal government had come to believe that the contractual relationships had evolved in such a way that the provinces and municipalities were no longer paying their "fair share". Negotiations have taken place over the years resulting in the present cost-share formula (Holdright, 1995, p.ix).

Provincial Contracts:

Provincial 70% Federal 30%

Municipal Contracts:

Under 15,000 residents (Municipal 70% Federal 30%)

Over 15,000 (Municipal 90% Federal 10%)

The current Agreements between the Solicitor General of Canada and eight provinces (excluding Ontario and Quebec), three territories and over 200 municipalities for RCMP policing services were signed in 1992 and will conclude in 2012. The cost of this policing is shared between the respective governments.

Historically, the renegotiations of the agreements have focused on the cost share ratio that has risen from 40% provincial and 60% federal in 1935 to the current ratio. In the renegotiations that led to the current agreements, the federal government unsuccessfully attempted to attain an 85/15 ratio for provinces and a 95/05 ratio for municipalities.

After the signing of the 1992 Agreements, the federal government introduced policy that required 100% cost recovery for any new policing contracts for municipalities over 5,000. Contracts now recovered at 100% include Moncton, New Brunswick and Vancouver, Edmonton and Halifax International Airports.

Past renegotiations, the recent 100% cost recovery policy and subsequent contracts will, no doubt, determine the strategy for the federal government leading into the 2012 negotiations. The federal government will attempt to move all contracts to 100% cost recovery. With the Moncton precedent, municipalities in provinces such as British Columbia and Alberta will have little chance of countering the federal government's proposal. Provincial governments will stand a better chance but, again, based on past negotiations, the cost share ratio will increase in favour of the federal government (Macleod, 1999).

Sidney and North Saanich are both communities with fewer than 15,000 residents.

Sidney and North Saanich are protected by their agreement until 2012. The cost base for policing costs was allowed to increase over time to reflect rising component costs such as

wages, pensions, accommodations and equipment. New provisions to ensure greater financial accountability to local governments were also introduced (UBCM, 1999).

What does effective policing mean? How do we address the challenges and obstacles to meet our future needs? One leader compared effective policing to a referee in a sports match.

I think its just like, it's just like a referee in a sports match. At the end of a game when you judge on how effective the referee was, it's more so that he was, you didn't hear him much. His presence was there, but there was no need to get involved in the game that much and the same with the police. The presence is there but they're visible, but they do not have to be overly active other than being part of the community.

All leaders agreed that effective policing meant availability, responsiveness, safe communities, understanding, accountability and affordability. Another leader described effective policing as:

Effective policing means that our population can go out and walk our main streets, doing it with comfort without feeling threatened and that our area does not become a haven for those who commit crime, need effective enforcement.

When discussing effective policing I learned of some concern with police services. Manpower shortages and a lack of visibility are detrimental to the concept of community policing. RCMP members are subject to transfer. There has been some difficulty with replacements and continuity within the community. This same issue is not evident with a municipal force.

In order to address our future challenges we must work together. We must build trust and set our personal perceptions to the side. The most difficult challenge at a political level is to address the question of boundaries. One leader told me the following.

I guess I'm going to say issues of turf, but I mean that in both ways. I think for example if someone feels that either trying, if they get the perception that they are trying to be taken over, it then makes it very difficult to get that person back to the table, because they may feel they have a stronger position if they're not there.

...they're afraid that they're going to lose their identity, that your community is going to lose its identity, that your service is going to lose its identity, so I think that's one of the biggest obstacles...

Part of the challenge ahead involves the co-operation of appropriate stakeholders. Several comments reflect the importance of this.

I think you will be very successful because you're not going to be offending anyone, you're just asking for people's input.

One of the things that's important to me is that we work together as one group to look at the future.

You have to have everybody working together.

I think you have to keep your eyes focused straight forward, because there's going to be times when it seems like that you're not getting anywhere, like its not happening, but it's just like bringing up your own children, it seems like, it doesn't seem like at times they're growing. You can't see these things until you step away, step back and take a good look at it.

How do you know if the appropriate stakeholders are included? The following comment addresses this question.

How does anybody ever ensure in a consolidated process, that they've got it? You wait, you put out your final report at the end of the day and you see who screams if they weren't included.

Police Members

Several members of the CSPS participated in a focus group. I was not able to get the participation of members of the RCMP. The Detachment Commander was supportive and offered to present his perspective in their place. He believed there was a number of reasons why RCMP members did not participate.

They see how things are now, they see things as doing well. What is the purpose of this, what is it going to really do to that person in the long run if they participate in the study?..If they have a feeling that this is going to be a major change, lets say the merger of Central Saanich and Sidney is going to be eminent, then I want my input into the policing of that role because it impacts me directly at this point (Lenz, 2000).

There was consensus concerning the future of policing. Individuals who participated in the focus group believed there is a need for change.

There will be some kind of amalgamation, either we take over Sidney or we get taken over by Saanich, something like that.

For us to be effective I think we have to be able to change with the times.

We will see a major change in the way we police but what we see today and what is going to happen in the future will be very different due to technology.

For a person who actually wants to continue on to do an effective job, he's going to have to learn to change?

The way we're going to police in the year 2000 and beyond, we're going to have to change and you're going to be willing to accept those changes, if not you're not going to be effective.

I think that every police officer in, well the majority of police officers within greater Victoria would all like to see some sort of amalgamation, regionalization, whether it be the three regional police force model, or the big model, something I think we all feel the need for...

It would be easy for us, if it was up to us we would probably do it, we would probably get together and say, yeah we're going to be one police department, let's get going.

It did not make sense to the group to have so much duplication of services in such a small geographical area. Unlike some of the political leaders, this focus group did not think that the status quo was adequate. They believed that the political leaders and the Chiefs of larger police forces were more interested in protecting their positions, and consequently, were reluctant to look at change.

Because who wants to give up their kingdom? You know you think the chief of Victoria wants to now be the deputy chief of Metro Victoria, not likely. Nobody wants to give up the power and the glory, same for the mayors and the councilmen.

You have too many municipalities in one small area and they all protect their municipalities or their kingdoms as its been referred to and they don't agree on the concept of regionalization or amalgamation.

In February 2000 greater Victoria areas mayors met to discuss economic development. Ken Stratford of the Economic Development Commission was quoted as saying, "I found it ironic for a group of municipalities to say that the organization should amalgamate when they're so proud of their own individuality" (Cleverly, 2000, p. B1).

There was some discussion concerning the rivalry between the Victoria and Saanich Police Departments, "...it comes down to this bitter rivalry between Victoria and Saanich and it starts up at the Chief's level and works its way through the rank and file. They can't get their act organized, they both want to drive the bus." During the last year Victoria and Saanich have hired new police chiefs. I participate with all local chiefs and am of the opinion that this rivalry is diminishing. There is a sense of common purpose and shared vision. Integration and shared services are subject to ongoing discussions.

How do people look at change? How do they perceive the world? What are their attitudes towards change? The "Satir" family therapy model addresses these questions. According to this model our attitudes towards change are dependent upon either a hierarchical or growth model. The following comparison highlights the different attitudes (Satir et al., 1991, p.15). I suggest that a hierarchical structure is evident throughout the policing culture. This attitude has been evident at times in my research. There is a movement within police organization to move beyond this traditional 'command and control' structure.

Hierarchical Model

Security requires maintaining the status quo.

People view change as undesirable and abnormal. They therefore reject and resist it.

The familiar is more valued than the comfortable, even if the price is painful.

People fear the unknown.

People judge changes as being right or wrong.

People feel fear and anxiety when they face the prospect of change.

Growth Model

Security grows out of confidence in the process of change and growth.

People view change as ongoing, essential and inevitable. They therefore welcome and expect it.

People view discomfort or pain as a signal for change.

People take risks and opportunities to move into the unknown.

People delight in discovering new choices and resources.

People feel excitement, connectedness, and love when they encounter the prospect of change.

(Satir et al., 1991, p.15)

Several challenges stand in the way of change. The attitudes of individuals are important. There are several other considerations as well. At the political level there needs to be strong leadership. Members of the focus group saw the possibility of one police force on the Peninsula but remain skeptical of provincial and municipal politicians.

Yes, one police force, that would make the most sense although I don't see it happening because of too many political obstacles.

We have as police officers talked about this since the seventies and it all depends on who's in government at the time and the political willpower to make the three regional forces or one big regional force, it won't happen until the provincial government, like they did in Ontario, makes everybody join up.

Some had extreme views of local politicians.

First of all, the trouble is in the municipalities, who's council, mayor and council, and what are they made up of? Amateurs, weekend warriors in effect with little or no job experience and they're main mandate... is not to increase taxes, but unfortunately the municipality is falling down around their ears...

I believe it's because we don't have leaders in our politicians and we have a dismal ministry of politicians in BC.

We have done the surveys, where they said that they don't mind paying for policing...

Political leaders were concerned that they would lose resources if amalgamation or regionalization occurred. They believed this to be eminent, as there would be an increased need for resources in the downtown core. Focus group members did not share this concern.

Oak Bay's argument is that they're going to lose all their men. It's just crap, as if we amalgamate with Saanich or we take the Peninsula there's still going to be minimum staffing requirements for each sector of the area we police.

I mean you could have, even if we become a regional police department, we could still have community officers in Central Saanich doing the parks, knowing the schools and it would be the same result.

Operational autonomy and I think you can have that on the Peninsula...the resources we have on the Peninsula stay on the Peninsula, and yes every once and a while there will be an emergency that will draw some.

Innovation, creativity and increased taxes are some of the ways that are available to deal with rising police costs. A community-based policing model is the model of choice of British Columbia residents. Many residents feel the police are isolated and uninvolved in community affairs. We need to rely more upon our community and ensure that leadership is directed to their needs (Hames, 1998, p. 4). Community policing emphasizes community empowerment reflecting the transformation that takes place when people stop being passive consumers of police service and become active participants in helping to make their neighborhoods better and safer places to live and work. Many comments were directed toward public involvement.

The public is going to have to be brought into this and I agree that if we could convince the public, the public are the ones that are going to put pressure on the politicians, the politicians will have to go along with what the public wants.

I think that it's time that we, as police officers, get involved with our future instead of sitting back and having us dictated by councilors, mayors, who are not as well informed on policing aspects as we are.

But the bottom line is the public is in the dark on everything to do with policing and like what has been said at one time it's when they 're the victim of a crime that's when they become suddenly interested in policing in their community.

Financial pressures have led to some dramatic changes. Private policing has been on the increase. Business people unsatisfied with police service are hiring private protection.

I believe that private policing will continue to grow and I believe the public policing will in fact shrink in the future.

They want to have their own security people there and pay them 15 bucks an hour so that they'll watch their building.

They're willing to pay twice, to have their own private security guards there and to have police.

Private security was examined during the Oppal commission. Statistics from Justice Canada reveal that between 1971 and 1991, while Canadian police officers increased by 41 per cent, the number of private security guards increased by 126 per cent. In Canada today, there are more private security employees than police officers. The private security business continues to grow significantly, particularly in BC. The security officer's main function is loss prevention. In public policing the primary objective is law-enforcement. The Canadian public can expect private policing to have an increasing impact on their lives (Oppal, 1994, p. F-11).

Police personnel are looking for new ways to deal with shrinking budgets. Inherent conflict comes with some of these approaches. More and more is being asked of the police officer.

If you look at a job description for a constable from 1960 and compare to the year 2000, there's a huge difference in what we are expected to do now and what we have to do compared to what they did 40 years ago and the money's gone, we don't have the money. I think that one of the biggest things is to become creative in revenue generation.

How are you going to share resources and keep our costs down? I think it may come down to the point that they are going to say, you share so much together what's the difference between the two uniforms.

Partnerships have been developed with the Insurance Corporation of British Columbia (ICBC). Police officers in British Columbia are paid by ICBC to participate in programs

such as 'Counter Attack,' a program focusing on impaired drivers, and 'Speed Corridor' a program focusing on speeding. Should this be necessary? Individual officers are now budgeting their year based on the availability of this additional funding resource.

We have to get into bed with ICBC...ICBC is dictating policy to Sidney RCMP in order that they get some of the gravy train money.

You know it is not unrealistic to see us in 20 years from now with patrol jackets sponsored by corporations as well as for our cars.

Focus group members were concerned with public perception. Half price meals, free coffee and now corporate sponsors all challenge the integrity of the operational independence of a police officer. What happens when the president of a corporation who sponsors the police is caught committing an offense? How do officers deal with these issues?

As soon as you start getting into bed with corporate power you're prostituting yourself.

The public recognizes that boundaries between jurisdictions create problems for policing. This same concern was identified in Ottawa-Carleton and in Abbotsford. Focus group participants also see boundaries as an important issue.

Jurisdictional issues work against us.

People would say that's ludicrous to have 4 detachments within such a small community.

The question of police force identity was discussed. Group members did not believe that the community cared. They had loyalties to individual officers not departments. They also stressed that service was what was important not identity.

Generally speaking when people need police service and they phone, they don't really care what that policeman looks like, male, female, big, small, the patch they could care even less, as long as they get service.

Fifty percent of the people you run into would think that we're the same police force. I get it all the time, Central Saanich, Saanich, same thing.

The Times Colonist, professional reporters, report us as Central Saanich RCMP and they're people that live in the Greater Victoria area.

I think it doesn't matter if you are municipal or you are RCMP or whoever. People are willing to pay if the service what they are getting is appreciated and is what they want.

Members of the CSPS have an attachment to their community. They get to know the residents. They live and bring up their families in the community. They are not at risk of transfer. Their continuity with the community is seen as effective. Effective policing was described with these comments.

Getting to know your community.

Providing a good sense, providing a sense of safety in the community.

A good professional job.

We're in the service business and the public in fact pay us to deliver that service...if they feel confident and served well, everybody wins.

There needs to be an atmosphere in which we can adapt and change.

Team work.

Focus has to be on efficiency.

We represent the safety of their property, their investment in the community.

Technology also equals effectiveness.

During our discussions I was amazed at the resourcefulness of police officers. The job gets done regardless of limitations. Their concerns are real and their dedication to the public they serve is impressive. They make things work because of their sense of duty.

In preparation for the next stage of my research, I solicited input from the Central Saanich Police Board and from long-term community residents. My intention was to organize focus groups that reflected the community. In order to do this I invited individuals (male and female) from the following groups.

- Business community.**
- Representative from each of the local municipal councils.**
- Representative from the CSP Board and the RCMP advisory committee.**
- Retired members of the community.**
- Representatives from the school and school board.**
- Representative from the aboriginal community.**
- Concerned citizens.**
- New members of the community.**

I originally believed that it would be difficult to solicit volunteers for this research. However, what I did find was that individuals were willing and eager to participate. No one rejected my request. What follows are the results of the two community focus groups. The questions at this stage are the same as those previously used.

Community Members

When they arrived for focus groups participants were given a copy of the questions that I intended to ask during our session. The duration of each session was approximately two hours. The focus groups occurred during the last two weeks of January, 2000.

We began by talking about policing, past and present. All participants saw the need for change. Although content for the most part, focus group members did not believe the status quo would sustain policing in the future. The future of policing was described in many ways.

Some amalgamation will be required and whether it will be the entire peninsula or a division is arguable.

The future of policing would be municipal forces for the smaller areas and federal force to pick up on federal issues.

I think there should be a greater Victoria area up to and including Central Saanich, should be one police force, but I think the remainder of the peninsula should be a different force, whether its RCMP whether its municipal is immaterial.

There should be some amalgamation of a number of services in order to foster good communication and efficiency.

I see it being less centralized, that there's more community policing with a strong emphasis in civilian participation.

If we were forced into some sort of amalgamation or regionalization, my preference would be for a municipal force on the peninsula.

It was agreed that the peninsula should remain an area of its own but that it could benefit with an increase of shared services. The lifestyle and rural setting were seen as distinguishing features of this area. Regardless of what occurs the community needs to be involved.

There were a number of issues that had an impact on policing. Communication, fragmentation, professionalism, technology and financial pressures were highlighted as major obstacles. One participant said, “that the concept of policing in the next ten years will be unrecognizable to us.” Technology will change the way policing is done. Individual perceptions were seen to be in the way of addressing the future of policing.

I think that if you continue to look at a problem from a particular perspective you’ll keep getting the same answer. I think that if you try a different approach, try different kinds of things, you might get other results.

Einstein believed that you had to approach problems from a different perspective.

The world we have created today as a result of our thinking thus far has created problems that cannot be solved by thinking the same way we thought when we created them (Einstein).

Another group member put it this way.

I think our biggest obstacle is our ability to be imaginative and maybe try things that haven’t been tried to be done before.

Questions concerning boundaries and fragmentation of services were discussed. People from within the business community found the separation of police jurisdictions to be frustrating. “We always run into a jurisdictional situation. Where we don’t want to handle that, go to the RCMP, RCMP go back to Central Saanich, so forth and so on.”

One region with one police force was thought to be an effective solution. A long time resident described how boundaries have become part of our society.

Society is so different, I mean when neighborhoods are built the first thing people do is built fences and when I look at old home movies and are back yards, everybody's back yard joined together and you would get out and mingle.

There was discussion of the value of going back to a more participatory or community-oriented process. Business, community and police need to form better partnerships to deal with escalating demands. This responsibility was not seen to be only a police issue. The community was seen by some to be apathetic.

I have never once seen a citizen of Central Saanich sitting in the gallery while we were having a meeting...even when we had an information meeting when we were replacing the Chief of Police, and we said come forth, we had two people and they were both applicants for the job.

After hearing this comment, I asked why participants volunteered to participate in this focus group as they certainly were not apathetic.

There's a difference between a personal invitation than a notice in the paper...I think most people, citizens are prepared to do those kind of things when they have the personal invitation.

I had personally invited each member of the focus group to the meeting. I would have had limited success if I had placed an invitation in the paper. The lack of personal contact in policing was noted.

The entire complaint, the resolution of it required no face to face contact and there is some discomfort as a community member with that process...The lack of face

to face interaction doesn't leave you feeling quite the same way as it would with face to face.

Members of the groups thought shared services would be cost effective.

Every police force can't afford to have a helicopter or a dog or an ident service so pooling resources and having one that we can draw on is great. It's a money saver for all the communities that are involved in it.

Not unlike other groups, individuals agreed that financial matters would dictate in many ways the future of policing.

As a municipal politician it seems that generally what drives people who contact me is the tax dollar. From what I see municipal policing is more expensive than the RCMP.

We won't be able to afford the policing that we think we deserve in the future.

Most of them complained because of the cost of policing because it was such a major budget item on the list.

A little business like my own pays \$20,000 a year in taxes, I think over half of it goes to the police department, a lot of fellows in the industrial park there feel that if they took that \$10,000 they could have a permanent security.

Private policing growth is a topic of interest and perhaps is seen to be a result of a lack of efficiency with public police, "I see an expanding private police force and I think that social and economic factors are definitely driving that agenda."

is going to open the door I think for more private policing function.

We're already seeing that we have more private police than we have public police at this point in time.

Although rising costs are of concern to the public, many are prepared to pay more if necessary.

If we have to pay some extra taxes so our communities are safe then I say we have to pay the extra tax.

People are willing to pay for a level of policing if they are comfortable with that level of policing but when they lift up their phone and dial 911 they want somebody there within a couple of minutes.

We think of the dollars too much...there's something more than dollars.

I'd be willing to pay more taxes to add another person.

The willingness to pay more for policing was highlighted in the survey conducted in Central Saanich.

Community members served by the RCMP were concerned with police officer shortages, the frequent transfer of officers and a lack of community accountability.

The police can't be expected to pick that up because they are just under staffed.

Mayors have no authority over the RCMP at all.

Leaving the force or being transferred out, so the numbers have been very short...Like one member went off to Bosnia...Good ...but there was nobody there to take her place.

I've had 5 staff sergeants since I've been here in 9 years.

The CSPS often recruits from the municipality. Individuals thought it would be positive if police who do community policing came from the community, live in the community and work in the community. It was recognized that police officers are professional and that they have always gotten the job done. There was concern that this would not last, "you're not going to get them going the extra mile." The morale in the RCMP was described as at an all time low.

How did members of these two groups describe police effectiveness?

Not just a timely response but a sensitive response.

I'd say well effective policing would mean to me that I don't have to have this run around and you know that I can have more of a coordination of my investigation.

An increased professional police force... a multi dimensional response.

Accountable to the community.

Safe community...getting to know one another.

Personalized service, and that's what we want as a community.

Feeling secure in my community and getting a reasonable response from the police when I need them.

The needs for change and for working together were emphasized in both community focus groups. These two subjects were the focus for ongoing dialogue and, in the end, a desire for future focus groups.

Chapter Five - Study Conclusions and Recommendations

Study Conclusions

Individuals living on the Saanich Peninsula for the most part are satisfied with police service delivery. There is a difference in perceptions among the diverse groups. As an example, police officers and community members see the future possibility of one police force on the peninsula. Political leaders are not as convinced that one force is the appropriate answer. They prefer autonomy but with an increase in the sharing of services between departments.

If there was amalgamation or regionalization on the peninsula would it matter which department was responsible for policing? Although loyal to their respective organization the community and police officers do not believe it matters. Political leaders are not as flexible. They have strong connections to their individual police force. The protection of the status quo was evident. The support for the RCMP is primarily associated to costing. Municipalities policed by the RCMP are not prepared to pay more money for an independent municipal police force. There was strong support for the RCMP because of the associated resource base.

There was concern as to the relocation of RCMP members and the associated vacancies that would occur. The CSPS did not fear the same shortages. Members of CSPS generally live and work in the area for their entire career. This consistency is seen favorably by the public. A local police board provides direction and holds members of a municipal police service accountable. The RCMP report through a chain of command to Ottawa.

Local governance of the RCMP does not seem adequate. The RCMP has the authority to act unilaterally in many instances. One example, referred to in Article 8.4(a) of the Provincial Police Service Agreement allows the Commissioner of the RCMP to

temporarily withdraw up to 10 per cent of the provincial complement to deal with an emergency in an area of provincial responsibility outside British Columbia. Part of a letter written to the Honourable Russell G. Fraser, Solicitor General of British Columbia, from the Solicitor General of Canada illustrates this point.

The purpose of this correspondence is to inform you that 15 members of the provincial and 38 members of the members of the municipal policing services in your province have been assigned to assist the provincial policing services in Quebec (Holdright et al, 1995, Appendix F).

Manpower shortages and lack of control over the RCMP continue to be of concern. Municipalities would like more say in the governance of the RCMP.

Many agreed that the timing was right for discussions concerning our collective futures.

If you are saying that the contracts are coming up in 2012 then it is not too early right now to start talking about that because obviously for the transition or whatever change is going to happen, it has to be well thought out.

The political will to address the question of amalgamation or regionalization does not exist at present. There has been a lack of leadership and direction at the provincial level. On February 20, 2000, the NDP elected a new leader. Ujjal Dosanjh, the previous attorney general, has become the third premier in six months and B.C.'s 33rd premier. As the minister responsible for policing Dosanjh has always maintained that he would support amalgamation or regionalization should the municipalities bring the issue forward. He is not prepared to legislate any change.

What will be the catalyst for future change? I am convinced that change will be slow unless the provincial government, as was the case in Ontario, forces the hand of municipalities. A crisis, which threatens the confidence of the public, may stir the government to take action. Should an incident occur as a result of jurisdictional issues or

a lack of resources the public will be in a position to gain the attention of those who lead. The research has demonstrated that unless faced with personal issues community members tend to be silent about policing.

Many of the individuals involved in my research favored an amalgamated police service. They preferred to see three separate forces, one in the western communities, one in the Victoria core and the third on the Saanich Peninsula. Others thought it prudent to explore fully the sharing of services while maintaining individual police identities.

Community members do want to participate and are ready to take on the shared responsibility and ownership of enhancing community safety and developing direction for the future. The research showed that individuals are prepared to build new bridges to trust and cooperation both inside and outside the police service. They only need to be asked.

The future of policing requires strong leadership. Leadership in today's society is a challenging task. A provincial election is anticipated in 2001. A change of government may lead to a change of philosophy concerning policing. The present provincial government is not prepared to face the political heat associated with this question.

Good leadership produces constructive change by establishing vision, securing commitment and motivating and inspiring people to achieve common goals.

Study Recommendations

This study focused on the future of policing. Police forces and communities throughout British Columbia are faced with the same question. The research although at a micro level may be helpful in addressing the question in other jurisdictions.

The following are my recommendations.

- Provide forums for ongoing dialogue at all levels.
- Communicate results of action research to the public and local police officers.
- Provide copy of this report to the office of the Attorney General.
- Share research results with the British Columbia Association of Chiefs of Police.
- Provide communities with a clear understanding of police costs.

It is necessary to continue with the development of a process that honours organizational, community and individual values. A process such as this will provide a fair and effective way of resolving questions about the future of policing. Unfortunately these questions continue to create conflict. When we speak of conflict within a community, or within a police service, we speak of conflict between persons who will generally have some form of continuing relationship. The police, community and political leaders will work better when there is mutual respect, concern and honesty, regardless of individual status. Individuals must learn to tolerate differences, to realize that differences are unavoidable and essential to growth.

Justice Oppal stated, "British Columbians, many police chiefs and municipal officials recognize the growing need for more effective, specialized, and cooperative law enforcement (Oppal, 1994, p. D-35). This group feels the time is ripe for systematically exploring greater opportunities for rationalization.

Communication is extremely important in nurturing a change from traditional approaches to new ones. Better communication will narrow the gap between police, community and political leaders. One member of a focus group is the editor of a local paper. I plan to release the results of this research with the assistance of this individual.

British Columbia Chiefs of Police are working together to find ways to enhance service delivery and to ensure financial responsibility. New technology will bring departments together and lead to incremental steps in enhancing service delivery. I am confident that the Chiefs will continue to explore all possible options for police service delivery.

This research focused on policing. Policing does not stand alone. It should be addressed in relation to ambulance, fire and public works services and municipal governments. Each service has an impact on the others. The Capital Regional District Commission has a responsibility to examine this question and coordinate future research.

Strategic partnerships can be developed in order to meet the future challenges of policing. The London Metropolitan Police, which is usually considered to be the orientation of modern-day municipal policing, was established in 1829 by Sir Robert Peel. Several principles were developed to assist police constables with their duties. One principle exemplifies the importance of community relationships.

To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police. The police are simply members of the public who are paid to give full-time attention to duties that are incumbent upon every citizen, in the interest of community welfare and existence (Daniels, 1994, p. 5).

Chapter Six – Lessons Learned

The journey began nearly two years ago. For most of my adult life I have looked outside of policing to attempt to understand things inside. The Master of Arts program in Leadership and Training has given me an opportunity to grow and to challenge and confirm many of my beliefs.

Research Project

When I first started the Royal Roads program I was a member of the RCMP. I had the opportunity during my first year residency to apply for my present position. I was successful and accepted the position of Chief of Police in Central Saanich. I retired from the RCMP in January 1999 and moved from Ottawa to my new position in Central Saanich. Initially I intended to conduct research within the RCMP. I was interested in alternate methods of dealing with internal organizational conflict. I organized my project to include the skills that I had learned. It was possible to conduct my research in an interest-based way.

I viewed the communities and individuals on the Saanich Peninsula like organizations. By introducing a process that encouraged participation and one that valued individual contributions I assumed that any problem could be addressed. I believed that it would be necessary to encourage people to identify underlying issues. My fear was that individuals usually approach difference in an adversarial way. By doing so they focus on their own position. It was the intention of the researcher to encourage participants to examine individual desires, needs, concerns, fears and hopes. I found that it was difficult for some to explore the research question in a non-adversarial way.

When I began my research I intended to answer the research question and to create the necessary catalyst to bring about change. I was aware that my topic was sensitive but did not realize how entrenched some individuals were. Somewhat naïve, I expected full cooperation and did not think for a moment that I would be met with resistance. I thought I could do much more than I have actually done. More work is necessary to develop an environment of trust.

My project sponsor was supportive and thought this project would go hand in hand with my responsibility as Chief of Police. I was warned that some would be reluctant to participate particularly considering the political nature of my research. I found this to be true.

Although interested, the office of the Attorney General preferred to remain at arm's length. Members of the CSPS were suspicious of my intention. Being new to the service I fully understood their concern. Was I hoping to get rid of the Central Saanich Police Service that has been in existence for more than fifty years?

I began my research by talking with officers from other police forces that had gone through major transition. The information I received was instrumental in helping me formulate questions for the other interviews and focus groups. I learned early that individuals in British Columbia do not want to be compared with those in Ontario. They consider themselves distinct.

I became frustrated with some participants. I learned that it was necessary for me to be tolerant and patient. By doing so, I could understand the perception's of others. There were times when I thought I knew the answer. Action research requires the participation of individuals. Pre-conceived answers on the part of the researcher are dangerous.

The research question has been debated for many years. It will continue to be addressed in the years to come. Individuals are interested in working together. Leadership is required to help community members explore all options.

Program Competencies

Provide Leadership

The learner organized and maintained a research schedule. He valued the contributions of all individuals involved in the research. His quiet leadership approach brought tremendous presence, composure and value to all interactions. His sensitivity and quiet demeanor stabilized group processes. He ensured full participation by valuing all contributions. His leadership approach was consistent and helped provide an environment of trust and comfort.

Apply systems thinking to the solution of leadership and learning problems.

A systematic thinking process map was used during the research. The learner encouraged individuals and groups to move from the past to the present and then to the future. Facts and symptoms were diagnosed during discussions. As we moved from the present to the future the focus changed to strategy and option creation. The researcher did not have time to develop implementation or action plans. Two interviewees could not be interviewed in person. To solve this problem the researcher scheduled telephone interviews.

Manage people within organizations.

A great deal of effort was required to manage the activities of all research participants. The researcher communicated by telephone, email, letter and in person. Through communications he ensured that all individuals were clear as to time and location of meetings and knew what was expected of them. Members of the CSPPS required continuous explanation and updates during the course of the research.

Create and lead teams.

During the process the researcher made great effort to bring individuals together. This was evident in the creation of diverse focus groups. The researcher found it easy to work with people who value each other and promote involvement. The strength of the teams was a result of team members' combined experiences and skills. As a group leader the researcher had the responsibility of ensuring that participants were treated fairly and equitably. He recognized that his effectiveness in dealing with interactions among diverse interests and in managing relationships was critical to group success.

Help others learn.

The research process was participatory. It allowed for individual and group interaction with the researcher. Continuous feedback was important to stimulate reflection and further input. The researcher shared all information with participants. The initial proposal was distributed to ensure that selected individuals knew what academic research was available. Research results were shared with participants, peers and subordinates to encourage additional feedback.

Identify, locate and evaluate research findings.

The researcher spent many hours gathering information, preparing transcripts and analyzing data. The final report illustrates this competency.

Research methods to solve problems.

The researcher searched out and synthesized several bodies of research within the scope of this project. He applied action research processes and inquiry techniques during the research. By integrating consensus-building approaches into the action research cycle he demonstrated creativity. Sensitivity to the ethical and cross-cultural issues was also evident.

Interpret oral communication / Communicate Orally

During group discussion the researcher tried to encapsulate the essence of convoluted discussions. By speaking clearly and succinctly he articulated the substance of conversations to ensure that all group members understood the meaning of what had been said. The researcher spoke with conviction and confidence about the conversations. Oral communication was interpreted effectively by the researcher who demonstrated excellent active listening skills. The researcher continually summarized divergent discussion. His communication skills are well honed. This made it possible for him to encourage full engagement of participants.

Communicate with others through writing.

During the course of this research the researcher forwarded correspondence to participants on several occasions. The writing was succinct and easily understood. Each interviewee and focus group member required a consent form. Participants were provided with copies of questions. The researcher corresponded on a regular basis with his supervisor. The highlight of the researcher's learning journey was the completion of this report. It demonstrates this competency clearly.

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Appendices

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Appendix A-H

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