

**PRIME BC:**  
**A Case Study of Change Management**  
**In a Multi-Jurisdictional Policing Environment**

By

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## ABSTRACT

This research project is a case study examination of the implementation of a multi-jurisdictional information system across four municipal policing agencies in Victoria, British Columbia. During extensive interviews, ten participants shared their experiences and knowledge about the process of organizational change in policing. In an analysis of their descriptions, three key categories emerged. Categories of organizational change, culture, and leadership were the core elements of change management in this case study. Organizational change includes patterns of external governance, inter-agency positioning, workload discrepancies and training. Culture focuses on patterns of identity and day-to-day practices. The final category of leadership, the most impassioned issue of discussion for participants in this case study, reflects patterns of project structure, participatory leadership and an effective communications plan. Implications resulting from this analysis suggest that *experiential credibility*, a conceptual outcome of this project, is a critical factor in the process of organizational change management in policing.

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## CHAPTER ONE - EFFECTING ORGANIZATIONAL CHANGE

*If you start out with the premise that the object of the system is to protect the public, then we have to keep abreast of the technology and the changes.*

W.T. Oppal  
(personal communication,  
November 21, 2003)

### *Defining the Research Opportunity*

Almost a decade after the release of the *Commission of Inquiry on Policing in British Columbia*, the Honourable Mr. Justice Wallace T. Oppal maintains that a most critical aspect of policing in British Columbia is the implementation of effective and efficient communications and information sharing technology (personal communication, November 21, 2003). In his 1994 report, Oppal offered over three hundred recommendations to improve the ability of the police to serve communities. While many recommendations led to structural changes within policing, Recommendation #38 (a), a seemingly innocuous administrative recommendation, has emerged as perhaps the most significant outcome of the report:

The Law Enforcement Branch create and fund a police communications and information systems committee with representation from provincial and municipal governments, regional districts, police boards, municipal police, and the RCMP

to: review current systems, available technologies and options for the implementation of provincially or regionally-based radio communications and information systems. (Oppal, 1994, p. D-56)

Embedded in Recommendation #38 is the process of effecting organizational change in policing, for “to superintend policing ... there has to be a series of actions taking place. We need to be action-oriented” (Participant 8). Today, Oppal’s Recommendation #38 is the basis of organizational change that is not only revolutionizing the day-to-day practices of policing, but restructuring the systems of delivery on a scale that is unprecedented in Canada.

Recommendation #38 holds a tangible form as a multi-jurisdictional information and records management system known as the Police Records and Information Management Environment of British Columbia, or PRIME BC. The purpose of PRIME BC is to provide real-time information to front line officers (Participant 9). In my report, I examine two key components of this process of organizational change. On the macro level, I document the history and examine the key players of organizational change management associated with PRIME BC. On a micro-level, my data analysis focuses on Phase 2 implementation of PRIME BC as a case study of police leadership and organizational change in action. By researching the process of change management across multi-jurisdictional environments in policing, I investigate:

*What are the processes of multi-jurisdictional change management during Phase 2 implementation of PRIME BC?*



In essence, PRIME BC is a turning point that translates Oppal's recommendation into action. This information system is the conduit through which core procedures and technologies associated with policing are redressed based on the evolving business environment of police services and a mandate to ensure the public receives a valued service. Policing of tomorrow is contingent on understanding the necessity of adapting, controlling, and effecting change. PRIME BC is an integral part of the framework of the new model of organizational change in policing.

### *Setting the Scene: The Macro-Level of Organizational Change*

A number of major and minor critical events converged and culminated to generate a growing momentum around Recommendation #38. Examining the historic landscape of organizational change reveals elements of political, social, economic, technological, and environmental events that highlight emerging tensions and gaps in the systems of policing between 1998 and 2002. By identifying these events on a timeline (see Appendix B), the process of change management is visually represented and reflects a manifestation of the input, energy, ideas, creativity, and willingness of change agents to navigate a scene which may be characterized as resistant to change. Yet the critical events during of this time period precipitated the forward movement of Recommendation #38.

### *A Review of Critical Events*

According to Justice Oppal, the Oppal Report was commissioned by the provincial government because several "visible incidents caused the political machinery to go into effect ... after there [was] a call from the public. Those incidents caused public

controversy and public discussion, editorials, hot-line shows” (W.T. Oppal, personal communication, November 21, 2003). As a result, the terms of reference for Oppal’s report were wide-ranging and inclusive of all aspects of policing, including the type of firearm, use of force, training methods, and the role of government and civilians. Because of the scope of Oppal’s mandate, the depth of research conducted into policing was unusual. This depth enabled a close examination of the systems of policing across the province during fifty-seven days of public hearings. As Oppal states:

The most heartening part about it was, the police, the rank and file of the police were interested in reform as much as many members of the public and that is not generally known, that the rank and file, and really the BC Federation of Police Officers was right at the forefront. (personal communication, November 21, 2003)

During the research phase a number of key change agents within policing emerged to contribute to the meaningful reform of policing within the context of the Oppal report. Oppal observes:

They were very instrumental. We are very fortunate to have thinkers like Chief Battershill who are visionaries in policing. And that has not always been the case, where we get visionaries, people who are bright, and have visions as to where the future of policing

lies, and we are getting more and more of those people in policing, and that helps. (personal communication, November 21, 2003)

It is interesting to note that many of the original players involved in the Oppal Report remain leaders in the development and implementation of PRIME BC today.

Immediately preceding the release of the Oppal report another critical event, Vancouver's Stanley Cup riot, underscored the importance of Recommendation #38. During the riot, police officers from every agency across the Lower Mainland were dispatched to Vancouver's business district. But because different agencies utilized different radio and communications systems, police officers were unable to communicate with fire, ambulance and each other, creating a personally dangerous and potentially volatile situation in the streets.

In addition to the technical problems experienced during the riot, the lifecycles of existing police communication systems in the Lower Mainland were nearing an end. With Y2K looming, fears that the communication systems would fail, or not be recoverable in a disaster, heightened awareness of the limits of the existing technology within police agencies (Participant 7). At the same time, the sophistication of software programs had evolved to a level suitable for the reliability and stability required for police agencies. Simply the timing was right, and the political, social, and economic events began to overlap and intersect with technology, creating an opportunity for change. "As the technology changes, so too the system has to change, to keep up with the technology" (W.T. Oppal, personal communication, November 21, 2003).

The first step towards commonly shared systems focused on radio and dispatch activities with the creation of the Emergency Communications Centre for Southwest British Columbia (E-Comm). E-Comm facilitates the collection of information in one central location, and the redistribution of that information to the agency involved. A second step towards sharing information took place when the Vancouver PD actively sought system partnerships with other agencies such as the RCMP. The RCMP was already developing a national records management system known as Integrated Police Information Reporting System (IPIRS). However, efforts to create partnerships with federal policing agencies stalled due to lack of funding and ultimately the RCMP shelved the IPIRS project. The third step came with a resolution by the BC Association of Chiefs of Police in 1998 to adopt a common information system in British Columbia. It was the impetus of key change agents, like Vancouver's Deputy Chief Battershill and RCMP Superintendent Martin, who brought technological issues to the foreground at the BCACP meeting and raised awareness throughout policing of the need to support officers in the delivery of police services (Participant 7 & Participant 9).

As a result of the BCACP resolution, interest in an information system for the province began to evolve. By 1998, a steering committee was formed among stakeholders such as the provincial government and police agencies. Through consensus, a vision statement between the BC Chiefs of Police, police agencies, police boards, government, and other players concerning the multi-jurisdictional philosophy of PRIME BC was formulated and adopted. "We wanted something that truly function[ed] as a partnership and had to be seen as a partnership. There were no minority players involved in this

structure” (Participant 8). The steering committee placed a request for proposals among vendors and, after extensive analysis, Versaterm, a Canadian company, was selected in part because of the feedback of rank and file police members in numerous stand-alone police agencies already using this software (Participant 7). By adopting an approach “of ‘evergreening’, we built a product, we’ve bought a product that is upgraded every year, so you never get an old system” (Participant 7). As the first inter-agency model in North America, British Columbia presented a number of new challenges in terms of change management for the police agencies as well as product implementation for the software provider.

Working with the vendor, a four-phase plan of action was developed with Phase 1 involving three agencies in the Lower Mainland; Phase 2, the Capital Region of Vancouver Island; Phase 3, the remainder of the Greater Vancouver region; and Phase 4, all remaining geographic regions in the province of British Columbia (Appendix D).

Phase 1 functioned as a pilot project. In Phase 1, the municipalities of Vancouver, Richmond, and Port Moody funded their individual police agency in the project. As a result, some agencies did not purchase the whole package, instead opting for specific components (Participant 9). Additional issues of “personal agendas, political agendas, fear of the unknown, fear of losing control [and] changes to a culture” impeded development of PRIME in the Lower Mainland (Participant 5). Ultimately the operating systems were not well integrated, and “in reality, it was very fragmented at times ... we had this ideology that there was no way to get there and we were at the vagaries of every municipal budget. Clearly we could see where we wanted to go, but as that developed, we had a change in

government which brought about a very pro-active perspective” (Participant 8). The new governing body quickly sought solutions to these ongoing problems, and according to Participant 8, two key issues were identified as stumbling blocks to organizational change:

One of the things we had to come up with was some funding and the other thing was a provincial perspective of what being on a common platform had to do ... What we needed was the Province to take some direction and authority and say, ultimately, we’ll support it financially, but it has to be structured in such a way that it is truly going to deal with multi-departmental and multi-jurisdictional policing, and truly be a shared resource environment.

By 2002 the provincial government had allocated \$14.5 million towards the implementation of PRIME BC in accordance with the four-phase action plan. Given the infrastructure required, the funding was only sufficient for an open database shared among many agencies. In an effort to facilitate the “effective management of policing in this province” and ensure “policing will not have boundaries and silos in its way,” the Government of British Columbia then introduced legislation to mandate the implementation of a shared real-time information management environment (Coleman, 2003, p. 1520). Under the banner of PRIME BC, every police agency in British Columbia – municipal, RCMP, the Organized Crime Agency and E-Comm Corporation – was

mandated to participate in the information system. This sparked an intensive episode in the history of PRIME BC.

While the Treasury Board approved funding for PRIME BC in January 2002, the steering committee was required to implement a number of change management structures within one fiscal year or funding would be lost. The steering committee had to bring forward a business case, governance model, and identify the how the funding would be administered before being released.

But the planning process encountered several pitfalls. It took nearly a year to establish a project management matrix to satisfy the needs of all the partners of PRIME BC and, because of on-again-off-again negotiations with the RCMP, the steering committee lost a number of months of implementation time (Participant 8). Initially the business case identified the RCMP as the agency which would procure the funding, but the RCMP had not agreed to adopt the Versaterm system. Instead, the RCMP wanted to opt for a national records system and over the next eight months, repeated delays in the final decision of the RCMP placed considerable pressure on the steering committee even though the RCMP was an agency named under legislation mandating PRIME across the province. When the RCMP declined involvement, the steering committee went “scrambling back to redo the business case and we had to decide what entity” would manage the project (Participant 8). Finally the concept of PRIME Corp emerged as the entity that would provide the governance structure and administer the funding, ensuring all agencies continued to play an equal role in the planning and implementation of PRIME BC in each of four phases (Appendix D). It was some months later the RCMP announced that, in British Columbia,

they would be partners in PRIME, while in the rest of Canada the RCMP will use another system. The entrance of the RCMP into PRIME was a critical turning point. Without them, it was unlikely that PRIME BC would be economically feasible given province-wide software licensing (Participant 8). The operating plan too underwent numerous revisions until an interim plan was accepted by the steering committee and PRIME Corp to allow the project to move forward.

Once the program management structure was finalized, the steering committee developed project plans, implementation plans, purchased the software, and “started to get things done ... to ensure the Province’s mandates are being met in terms being multi-jurisdictional, multi-departmental ... [under] a shared resource model [that] still allows the autonomy needed so the police departments can look after community needs” (Participant 8). As funding deadlines drew close, posturing by members of the steering committee dictated being “very forceful, we were really under the gun, and sometimes [communications were] very much on a one-to-one level, very forcefully with some members very high up in the policing community to make it known, we appreciate what you are saying, but this is the way things are going to go” (Participant 8). In some respects, it is not surprising the steering committee encountered measures of resistance on some issues as it is composed of “people with referent credibility, a power base, and who came from within the operational setting and understood it.” But at the same time, those same committee members “give credibility to the project and what changes we are introducing” (Participant 8).



Unlike the rest of Canada, policing in British Columbia has evolved under a historic model of multiple independent departments and multiple independent municipalities in large urban areas. From every perspective, PRIME BC is a tool that facilitates change within police departments and in how those departments do business across geo-political boundaries. The integration and sharing of resources addresses political, social, economic, technical, and environmental aspects of policing:

First, it makes sense from the perspective of crime detection and crime investigation that there has to be some kind of cooperation. We have ample evidence in this province ... The days of having small, regional police forces are numbered. People who commit crimes do not respect geographic boundaries so we have to get into some kind of integration; we have to get into some kind of communications system that will make investigations more efficient and less costly. The duplication of services themselves and the expense involved should be reasons in and of themselves for people to start cooperating on this.

W.T. Oppal (personal communication, November 21, 2003)

As Participant 8 observes, British Columbia “was always an interesting [police] environment to watch and see how things are done ... the walls had to come down.”

*Entering Phase 2: A Case Study of Organizational Change in Action*

Phase 2 implementation of PRIME BC was significantly different than Phase 1 as legislation, provincial funding, and a multi-jurisdictional vision statement provided an operating platform which did not exist in the pilot project. Phase 2 includes areas on the southern tip of Vancouver Island that fall within the boundaries of the Capital Regional District (CRD). The CRD is composed of twelve municipalities and two regional districts. Five of these municipalities are served by four municipal police agencies. The remaining municipalities are served by the RCMP under federal-provincial policing contracts. While PRIME BC will eventually include the municipalities policed by the RCMP, this report concentrates on the implementation of PRIME BC in the five Capital Region municipalities served by municipal police departments in 2003.

The agencies involved in this project include the Central Saanich, Oak Bay, Saanich, and Victoria police departments. Each agency has the same organizational structure, with a police board, chief, executive officers, and a rank structure that includes managers (sergeants) and practitioners (constables). Each agency has the same operational structure, and all agencies follow a shift rotation, have wage parity, and each agency's union is a local within the BC Federation of Police Officers. Training for sworn members is consistent across the region, with members attending recruit training at the Justice Institute of British Columbia or another recognized Canadian police academy if the member has prior service elsewhere in the country. Yet there are key differences between agencies, most notably, agency size (see Table 1) and policing activities. Policing activities vary between agencies from urban to rural, commercial and industrial to

residential, violent crimes to property crimes. There are also opportunities for members to specialize in fields of investigation such as Strike Force, Forensic Identification, Marine

Agency	Sworn Members
Central Saanich	25
Oak Bay	23
Saanich	143
Victoria	213

**Table 1: Agency Membership**

Unit, Bike Squad, and Traffic. Within this region, there are existing examples of multi-jurisdictional cooperation with the Greater Victoria Emergency Response Team, as well as inter-agency agreements concerning Canine Units and Forensic Identification Services.

Phase 2 implementation of PRIME BC was an opportunity to investigate multi-jurisdictional change management in action and to document the process as it unfolded. As a case study, an analysis of change management in four municipal police agencies in the Capital Regional District over a one-year period served as the basis for this research project.

The project deliverable is to provide a comprehensive research paper to Police Services Division of the Ministry of Public Safety and Solicitor General, Province of British Columbia. This report may serve as a resource for a post-implementation study.

This project is organized into six chapters. In this introduction, the macro-level of change management is summarized by examining the critical events and key players that framed PRIME BC and change management in policing. In Chapter Two, a review of existing literature highlights the limited available academic research concerning organizational change in the field of policing. The methodology and the steps taken in this research project are documented in Chapter Three. In Chapter Four, a case study of Phase

2 implementation serves as a micro-level analysis of change in action. Chapter Five details the research implications, and Chapter Six reflects the lessons learned in the course of completing this research project.

## CHAPTER TWO – ENGAGING IN THE LITERATURE

A review of existing literature locates this report in the ongoing dialogue of change management in police organizations. Exploring academic literature that engages in areas of shared interest and relevancy reflects the breadth and depth of research relating to the study question: *What are the processes of multi-jurisdictional change management during Phase 2 implementation of PRIME BC?*

### *Review of Organizational Documents*

Because this report documents the process of organizational change and management as it unfolds, there is no documentation available that speaks directly to the research question. Related documentation, from both PRIME Corp and individual police agencies in the Capital Region include internal communication plans, minutes of meetings and draft models for governance. These documents provide background information and the opportunity to chart the process of change in Phase 2 of PRIME BC in the course of this report.

### *Review of Supporting Literature*

To begin my investigation, I conducted a search for literature relating to the process of organizational change management within police services. In my review of this field of study, I became aware of the limited number of academic works relating to the internal dynamics of policing in the Canadian context. As King states, “little academic work has been published to date on the policing systems of Canada despite its complex diversity and

comparative interest as a contrast to that of the US” (King, 1997, p. 47). Much of the available Canadian literature, rooted in sociology and criminology, offers an outsider perspective on the practices of policing, often focusing on aspects of policing which are socially sensitive, such as community policing, drug enforcement, or police misconduct, placing these topics within a broad context. In many cases, the externalization of policing objectifies the individual in the uniform, and seldom places the research in the context of lived experiences. Consequently, the theorizing and conceptualization of practice which defines the academic dialogue may be described, at best, as remote to police practitioners. The absence of connectivity is further reflected in Murphy’s statement, “broader more speculative or theoretically oriented work on policing does not necessarily require police access” (Murphy, 1999, p. 209).

In an assessment of the current Canadian policing research environment, Murphy describes Canadian academic researchers of police studies as members of “a single cohort of academics produced in the early seventies” and notes that the “future of academic based police research in Canada may remain in the hands of a few current and recent graduates” from specific Canadian universities, including York, Toronto, and Simon Fraser (Murphy, 1999, p. 209). While Murphy does recognize “research for and by the police” as “the production of usable applied police knowledge,” Murphy (1999) defines this body of work as research produced within agencies (p. 210). At no point does Murphy acknowledge the influential work of individual police practitioners engaged in ongoing research, such as Inspector Jim Chu, Inspector Kim Rossmo, or Staff Sergeant David Ashbaugh. Murphy states:

The police themselves need a more vigorous body of ongoing evaluative and reflective research information and critical knowledge in order to help them not only to provide efficient and effective police services but also to engage them to initiate and adopt progressive policing initiatives and reforms. (pp. 210-11)

The separation of academic from practitioner is reinforced in the use of the rhetorical “us/them” delineation, a theme attributed to police culture which has generated criticism of police practice, ironically by academics. The assumption that “there also appears to be little police interest and investment in research” further reinforces the otherness of the academics driving the police research environment in Canada (Murphy, 1999, p. 210).

Unlike other professional fields, including teaching and engineering, police practitioners are certified outside of the academic institution. The resulting exclusion of the voice of the officer from the academic realm reflects not only a gap in academic thinking, but a measure of classism that wedges academia apart from professional practice, creating a fundamental and entrenched tension between. As a comparable example to teaching, police officers are generators of knowledge, with experience continually informing practice. Just as “the educational leader ... is in a pivotal position in schools to bridge the gap between theory and practice by demonstrating the importance of research in the day-to-day operation of a school,” so the police officer is in a similar pivotal position (Kagan 1995, in Glanz 1998, p. 5). Drawing the parallel that “research is a major

professional responsibility of any educational leader,” police practitioners must be located within, engaged and contributing to, the ongoing academic discourse to ensure the field of police studies becomes viable and meaningful beyond the current boundaries of thought (Glanz, 1998, p. 5). Based on the available literature, bridging this gap is a critical issue facing police studies in the future.

The absence of readily available Canadian policing literature indicates a need to undertake action research projects into all arenas of the Canadian policing experience. For the purposes of this review, I refocused my literature search to explore four general themes: 1) integration of services, 2) police culture, 3) leadership, and 4) organizational change in policing, which forms a framework to investigate the process of organizational management within a case-specific example of police services, the implementation of Phase 2 of PRIME BC.

### *The Integration of Police Services*

The integration of police services is defined in literature as shared resources, consolidation, and/or amalgamation of policing. The trend towards integration is universal. In 2001, the Council of Europe met in Spain to discuss police training, and concluded that “opportunities offered by new technologies, by intranets ... are an important challenge and a change for tomorrow’s police services,” with “the integration of police services’ internal management and information systems resulting in an increase in internal productivity” (Council of Europe, 2001, p. 1). Other examples of police



integration include New Zealand, Ireland, numerous jurisdictions in the United States, and Canada.

*An American Case Study: Northern York County*

In a quantitative study, Krimmel compares unconsolidated municipalities to the full consolidation experience of eight rural police agencies into the Northern York County Regional Police. In this case study, rural municipalities were struggling financially, and the regionalization of police departments presented an opportunity to deliver police services more effectively by “eliminating duplication of efforts between police departments,” increasing efficiency of smaller departments by “providing resources previously unavailable to them,” and by “taking advantage of centralized record keeping systems, crime laboratories, and other specialized services” (Krimmel, 1997, p. 497). As an “opportunity for innovation,” altering the “structure of existing police departments” to “improve the quality and delivery of police services” laid the groundwork for inter-agency cooperation and for further sharing of municipal services, such as fire and rescue (Krimmel, 1997, p. 498). Areas of potential resistance were municipalities with a “history of strong autonomy” and officers who “may value their unique characteristics and identities” (Krimmel, 1997, p. 498). For Krimmel, “the fear of losing local control ... most often derails attempts to eliminate or regionalize police departments” (1997, p. 498). Krimmel observes that “despite the lack of research in the area of municipal consolidation the literature strongly predicts the benefits of consolidation to include a proactive shift to crime fighting, better overall management practices, quicker response rates, better training

... better salaries leading to higher quality personnel, increased planning capacity and more accountability” (1997, p. 503).

In an analysis of unconsolidated and consolidated police services, Krimmel concludes that consolidation has resulted in the delivery of services “for twenty-eight percent less total aggregate costs,” but the “cost per officer is higher by thirteen percent” (1997, p. 504). Statistically, the “cost per crime incident is fifty percent less,” the “cost per call is seventy percent less,” and the “number of officers per one thousand population is thirty-four percent less” (Krimmel, 1997, p. 504). While consolidation seems to be positive in this case study, Krimmel cautions “research has identified some negative aspects of inter-agency approaches to policing. They include management problems with discretion and accountability and the inability to settle conflicts, especially when one agency dominates” (1997, p. 505).

### *A Canadian Experience*

McDavid’s (2002) analysis of the impacts of amalgamation on police services in the Halifax region “compares the costs, resources, service levels, crime rates, workloads and citizen perceptions of police services before and after amalgamation” (p. 538). McDavid (2002) states that the “amalgamation of police services in the Halifax region is associated with higher costs, lower numbers of sworn officers, lower service levels, no real change in crime rates, and higher workloads for sworn officers” (p.538). Citizen surveys indicate a general dissatisfaction with the levels of service since amalgamation. Furthermore, McDavid (2002) argues:

Claims about the efficiency and cost-effectiveness of amalgamations have tended to rest on evidence that is generally inadequate to assess the actual consequences of this kind of organizational change ... there is a considerable gap between the rhetoric and what actually happens when police departments are amalgamated in an urban setting. (p.538)

McDavid (2003) reiterated these findings in a recent newspaper article in which he drew an analogy between Halifax and the Greater Victoria region:

The findings in the Halifax study are not unique. Most previous studies have concluded that costs increase, and where they do not, service levels are reduced as the numbers of sworn officers are reduced ... There may be scale economies in support services such as communications, information and records, identification, crime labs and some criminal investigation functions, but in full amalgamations these are offset by substantial labour cost increases.

(p. A7)

In contrast, the *White Paper on the Development of a Policing Plan for Nova Scotia* “encouraged greater cooperation in sharing services and information between the RCMP and municipal police services” (Province of Nova Scotia, 1996, p. 1). According to this study, restructuring of rural police services in Nova Scotia protects “the integrity of small

town policing, while reaping the advantages of consolidating services,” for “it is becoming more and more clear that consolidation is the only way to ensure the long term stability of municipal policing in many communities” (Province of Nova Scotia, 1996, p. 1). Murphy, assessing the merits of regionalization in a 1993 address to the Nova Scotia Police Boards, responded:

Regionalization has recently become attractive to governments and the police as a response to the costs of meeting ongoing and increasing demands for new and sometimes better police services. Regional policing is usually proposed 1) as a way of saving money or being more cost effective and 2) a way of improving local police services without incurring new expenditures.

(Province of Nova Scotia, 1996, p. 2)

While economies of scale imply that streamlining areas within police services, such as reducing the number of ranks, produces potential cost savings, Murphy suggests “the results ... have been mixed. There are potential savings, but typically these savings are re-allocated for new services” (Province of Nova Scotia, 1996, p. 2). Yet in terms of information systems, Murphy, like other researchers, agrees that “regional policing can provide better communication and coordination of effort against regional patterns of crime” (Province of Nova Scotia, 1996, p. 2). Evidently, as in the case of Halifax, “if departments consolidate without a careful plan they may not realize any fiscal benefits” (Krimmel, 1997, p. 505).

In the province of British Columbia, many police agencies are now expressing the desire to move towards greater integration. For example, in Abbotsford, the municipal police department and the RCMP are working towards the integration of key services. Chief Constable Ian Mackenzie, in speaking to the police board, recently stated:

Integration would make the Abbotsford police force more cost effective ... switching over to a common file-sharing system, known as PRIME, will make crime fighting agencies more effective ... crime is a regional problem that can easily escape detection because agencies aren't all on the same filing or communication system ... the BC Association of Police Chiefs is firmly behind the idea of integration. (Gillies, 2003, p.1)

There appears to be two distinct camps in a review of literature, “for integration” and “against integration,” but these polarized positions raise many questions regarding the process of organizational change. Rather than assessing outcomes only, what actually happened in these case studies? What steps were taken during the planning process? Did integration take place instantly, or was integration progressive, step by step, with consultation and revision throughout the process? If there are both negative and positive outcomes of integration, how then is integration deemed successful, or not? What are defining elements of success? How specific to time and place are these case studies? Such questions guide my examination of Phase 2 implementation of PRIME BC.

### *Understanding Police Culture*

O'Toole (1994) defines culture as “a system of beliefs and actions that characterize a particular group” (p. 72). Police culture is defined by Manning as the “accepted practices, rules and principles of conduct that are situationally applied and generalized [as] rationales and beliefs (Manning 1989, in Waddington 1999, p. 288).

Moving from definition to practice, the day-to-day ways of being and knowing shared among police members commonly takes shape in the retelling of stories about their experiences. This is a form of socially constructed knowledge within a learning community. Talk serves as a critical coping strategy in an occupation defined by “the continual exposure to potential dangers in the situated environment of policing” (Skolnick 1994, in Innes 2002, p. 3). The sharing of stories is termed “figurative action,” and is “central to the maintenance and reproduction of a shared perspective between the individuals of an organization” (Shearing & Ericson 1991, in Innes 2002, p. 2). Innes argues that the process of making sense of the policing environment “provides a way in which a commitment to the core values and understandings associated with the organization are effectively reproduced amongst its members” (2002, p. 2). The methods and modes of communicating among officers are central to the evolution and change of the organization. According to Waddington, “expressive talk [is] designed to give purpose and meaning to inherently problematic occupational experience” that defines the “notion of sub-culture ... invoked by academic researchers and commentators to explain and condemn a broad spectrum of policing practice” (1999, p. 288).

Based on the available literature, the belief that “the police possess a distinctive occupational sub-culture lies at the center of much research and theorizing about policing and police work” (Waddington, 1999, p. 287). According to Marks, “scholars of the police have recognized the centrality of police occupational culture with regard to police conduct and police views of the world, and conceptualizations of cop culture are viewed as key in discussions of police transformation” (Marks, 2000, p. 4). It may be argued that the experience of serving as an officer produces unique knowledge, which informs police culture, but this knowledge is exclusive in that it is not easily transmitted beyond the parameters of this group, nor is the knowledge creation readily understood in other contexts within society. Perhaps this uniqueness of experience accounts for the historical portrayal of police culture as “subscription to mission, macho, us/them and cynicism” which permeates much of the existing literature (Waddington, 1999, p. 297). Why academic literature privileges these rhetorical themes as defining police culture is unclear. The complexity of the police community is lost to a large extent when, as Chan states, “police culture [becomes] a convenient label for a range of negative values, attributes and practice norms among police officers” (Chan 1996, in Waddington 1999, p. 294).

Broadening the concept of police sub-culture to the functioning of the organization may offer a balance to such literature. It may be argued:

Not all members of the police may share the same cultural knowledge. For example, managers and supervisors may hold cultural knowledge as to the way things should be done and the

basic assumptions which underpin such behaviour, but this knowledge is not necessarily shared by members of other ranks.

(Marks, 2000, p. 4)

Theoretically, an agency is then a composite of multiple police sub-cultures, with differing groups of front-line officers, paramilitary units, detectives, traffic officers, dog handlers, forensic officers and others engaged in specialist tasks, all forming threads in the fabric of police culture. According to Innes, (2002) “different forms of organizational communication can be analysed ... to understand the mechanisms through which a specific organization attempts to construct and reproduce a particular identity for itself, its members and those external to it” (p. 3). All sub-cultures operate concurrently within an organization. This multiplicity of sub-cultures is then compounded between organizations and perhaps explains, in part, ongoing desires for agency autonomy.

In contrast to this discussion, Giacomazzi (1999) questions “do certain factors contribute to unique police cultures in particular jurisdictions, based on management style, the types of individuals recruited and selected for police employment, or the population characteristics of a jurisdiction?” (p. 924). If the “working personalities” of the police reflect or magnify the societal values of the community they serve, then, as Waddington cautions, “there is a danger that just because a group like the police exhibit a common trait, that [trait] is too readily interpreted as a distinctive characteristic attributable to their culture, especially when the focus is exclusively on the group in isolation” (Skolnick 1966, in Waddington 1999, p. 298; Waddington, 1999, p. 292). Conversely, police culture may



“be conceived of as a space for creativity and new kinds of interpretation that can in fact enable change” (Chan 1996, in Marks 2000, p. 4). Chan states, “for lasting and comprehensive change to take place, there needs to be change in both the habitus (the cultural knowledge and established ways of perceiving and acting) and in the field (objective, historical relations anchored in existing forms of power)” (Chan 1996, in Marks 2000, p. 4). In fact, Chan argues that “structural and cultural changes need to take place concurrently and should reinforce each other” because “unless the field changes in ways that will facilitate and support change in the habitus, police may retreat back to old ways of thinking and behaving (Chan 1996, in Marks 2000, p. 5). In this context, police culture may offer the key to internal and external stability to the organization during transformative phases.

### *The Role of Police Leaders and Leadership*

Drawing on definitions in existing literature, Bryman and Stephens (1996) describe leadership as “acutely context sensitive,” and leaders as “tenants of time and context” (p.3)

Quoting Biggart and Hamilton:

Leadership is a relationship among persons embedded in a social setting at a given historical moment. Strategies of leadership must consider the normative basis of the relationship and setting, and the distinctive performance abilities of the actors involved.

(Biggart & Hamilton 1987, in Bryman & Stephens 1996, p. 4)

Genuine leaders encourage “effective and creative relationships in organizations by exploring and developing shared missions, visions, and strategies in teams, organizations, and the wider community” (Royal Roads University, 2003, p. 12). Within this broad spectrum of leadership, the role of leaders in police organizations may best be explored.

The complexity of leading and leadership in police services is well documented in Bryman and Stephens’ detailed qualitative analysis which examines the effectiveness of police leadership in England and Wales. This study of police services determined that within policing, police officers value both the “consistency and order” of instrumental leadership, and the “constructive or adaptive change” of new leadership.

Instrumental leadership emerged throughout the rank structure as an important facet of leadership in a police agency. Under this traditional model of leadership, “a leader ... gives clear direction as to how work should be done and provides resources for the accomplishment of that work” (Bryman & Stephens, 1996, p. 7). Officers define effective leaders as those who “take charge of situations, who direct personnel and resources in a clear way, and who ensure that their officers know what they are supposed to be doing” (Bryman & Stephens, 1996, p. 7). When asked about ineffective leadership, “the absence of instrumental leadership was the most frequently mentioned feature.” Bryman and Stephens attribute the “respect for instrumental leadership” to the hierarchical organization “in which rules, regulations, and procedures are inescapable” for “the inherent unpredictability of ... police work ... place[s] a premium on leaders who provide a framework which minimizes the impact of ... unforeseeable events” (Bryman & Stephens, 1996, pp. 8 & 17).

The new leadership approach is defined as a transformational model of exchange based on factors including creating trust, communication, and intellectual stimulation. Unlike other organizational environments, charisma was not cited as a key factor in effective police leadership. Instead, police officers interviewed identified trust, “the emotional glue that binds followers ... and leaders together,” as an “important component of the leader’s credibility” (Bryman & Stephens, 1996, pp. 6 & 7). The theme of trust was defined as leaders needing to have “credibility, integrity and respect” (Bryman & Stephens, 1996, p. 11). Communication of vision was cited as critical in police leaders because “police leaders are not simply addressing one audience – police ... they are simultaneously sending a message to the public” and “are largely responsible for setting operational policy ... the vehicle through which their vision of the future of policing is intended to be implemented” (Bryman & Stephens, 1996, p. 13). Yet such vision seems to remain the property of senior ranks (Bryman & Stephens, 1996, p. 15). Intellectual stimulation was also identified as an important element in effective leadership. A leader who “maintains a flow of new ideas and who incites others to think about new possibilities has a benefit effect on the effectiveness of his/her officers” (Bryman & Stephens, 1996, p. 15).

If police organizations reflect social and cultural beliefs and values, then “leadership cannot be fully understood apart from the context in which it exists” (Briggart & Hamilton 1987, in Bryman & Stephens 1996, p. 17). Perhaps this explains why “prominence [is] given to leaders with integrity, credibility and the ability to inspire others” which in many ways is “a reflection of the everyday exigencies of police work, which place a considerable premium on teamwork and commitment to the leader” (Bryman

& Stephens, 1996, p. 17). As Bennis, Mason, and Mitroff (1992) argue, “leadership and culture are conceptually intertwined,” and “the only thing of real importance that leaders do is to create and manage culture,” because “leaders create and change culture, while managers and administrators live within them” (p. 5). Bennis et al. argue, “if leaders ... do not become conscious of the cultures in which they are embedded, those cultures will manage them” (1992, p. 15).

Specific elements of the British case study offer platforms for further discussion concerning perspectives of leadership and the role of leaders, particularly in terms of individual empowerment. Stupak’s lens onto leadership is built on the premise that “there is not one best way to lead, manage and assist an organization in the areas of strategy, policy, performance, productivity, human relations, or implementation. Organizations are more like ... clans and tribes than they are ... mechanistic entities” (Stupak, 1997, p. 1). This more organic approach to leadership emphasizes, “leaders must create an atmosphere and climate where employees want to develop, where they can blossom and flourish” (Stupak, 1997, p. 3). Badaracco’s unorthodox view of “leading quietly” defines effective leadership as “generally working in the middle of ... organizations, not the top,” always doing “what is right for their organization, for the people around them, and for themselves – inconspicuously and without casualties” (Badaracco, 2002, p. 1). Both Stupak and Badaracco have an underlying theme of shared decision-making in their view of leadership.

Bennis and Townsend support a theory of leadership based on a premise that “today’s leaders find themselves benefiting from a more collaborative approach to

management,” for “when a leader creates an atmosphere in which employees feel free to offer contrary views and speak the truth, an empowered workforce is created” (Bennis & Townsend, 1995, pp. 1 & 73). Acknowledging the interconnectivity between leaders, followers and functional leadership enables the empowerment of individuals to take place, because as employees who are motivated to build a positive self through personal discovery find space within the organization they begin to maximize their potential. This essential starting point for leadership in any organization encourages employees to “serve as vital allies in transforming the organization” (Bennis & Townsend, 1995, p. 73). In this context, effective leadership is clearly predicated on cooperation and a willingness to redistribute power in the management of the organization.

#### *Exploring Organizational Change and Management in Policing*

Literature concerning organizational change is rooted in broad concepts about implementation that are applicable to generic organizations. Innes (2002) defines the organization as “fundamentally constituted through ordered and regulated patterns of action and communication” and that the “organization can be conceptualized as being constructed out of a number of over-lapping and interspersed discourses, which influence how the organization and its environment is understood and how actions are performed accordingly” (p. 3). When organizations experience change, change management methods are applied. The “application of management discipline and rigour to the process of change,” involves “thinking through and planning for the future, given a realistic assessment of the present” (Seeley, 2000, p. 2). Managing change effectively requires

shaping a framework based on understanding the process of how work is completed, the structure of the organization and the interrelationships, the level of experience and expertise of the people, and the culture - the patterns and codes of conduct within the organization. Stakeholders of change include the individuals directly affected - the change agents, sponsors, the layers of management, and external parties (Seeley, 2000, p. 4). Critical elements for change management include the organization's communication system, learning system, and systems of recognition. Change management is viewed as a means for knowledge sharing within any organization.

Much of the policing organizational change research documents the American experience and reflects a belief in "an emerging police organizational management paradigm" for "policing is in the middle of what organizational theorists call a paradigm shift, a period in which external demands, unanswered questions and operational experimentation are challenging the established beliefs of the profession" (Walsh, 2001, pp. 348 & 349). Sewell also observes, "law enforcement agencies are in an era of change. The needs of communities and constituencies, rapid technological growth and enhancements, and the changing capabilities and structures of law enforcement organizations demand that agencies regularly examine and improve their ways of operation" (Sewell, 2002, p. 1).

If this paradigm is driven in part by technological advancement, "the implications for the increasing technical nature of police organizations" must be explored in greater detail (Haarr & Hultsman, 1996, p. 93). According to Manning, technological innovations "focus on the means for managing the environment (they shape work routines) and

monitoring work tasks rather than on the ends: changing or transforming work – the “police output” (officers’ skills, problem solving capacity of police managers, supervision practices)” (Manning 1992, in Haarr & Hultsman 1996, p. 101).

The extent to which technology changes the way police organizations are managed is unknown, and, generally, the question of technological propriety over the individual officer is not evident in the existing literature. Advancements in technology have been, and continue to be critical to the effective delivery of police services and police organizational management, but if the “newly created work serves primarily to drive the technical advances that created the work which in turn results in a cluttering up of the time available for police organizations to fulfill their primary functions,” then the organization must assess whether the “time and effort saved is, in fact, negative” (Haarr & Hultsman, 1996, p. 105). If “police organizations are busier with their technical sophistications today than in earlier times,” creating more work than is saved does not result in effective organizational change nor management, and any factor limiting the organization must be reviewed in the context of the organization’s primary mandate, to serve and protect (Haarr & Hultsman, 1996, p. 111). If police organizations are to remain healthy, organizational change “must seize upon the things as yet unorganized, for only they offer the means to keep the organization alive” (Juenger 1949, in Haarr & Hultsman 1996, p. 107). Technology is indeed a thing yet unorganized.

In this new era of policing, significant degrees of stress are associated with organizational change. In response, Sewell proposes a set of factors that will guide the

process of change management and facilitate growth within the organization (Sewell, 2002, pp. 2-7):

- 1) awareness of the impact of change by all levels of management and the ongoing efforts of management to mitigate resulting stress,
- 2) communication of change to ensure individuals find meaning and understanding in the process, avoiding a vacuum of information,
- 3) the agency's leadership must have a visible presence; through the course of change, "management by walk around" and the encouragement of interaction with leaders,
- 4) encouragement that change will make the agency stronger,
- 5) formalized support systems are developed such as employee assistance programs,
- 6) some organizational elements able to reduce the sense of loss of control by professionals,
- 7) involvement of personnel in the implementation of major change,
- 8) programs of education and training to support organizational change are introduced,
- 9) change is strategically timed,



10) change-oriented leadership in agencies “undergoing waves of change” are aware of the potential for burn out and strive to achieve balance.

Sewell believes that change in law enforcement agencies can only be successful if the leadership “recognize and properly address the stress that such change brings” (Sewell, 2002, p. 5). In this vein of thought, Harrison (1998) observes, “many police leaders have been thwarted in their attempts to engender change in the organization due to existing cultural barriers inside their own departments” (p. 1). But Harrison contends that these same cultural characteristics can prove to be the key to improving the organization. For example, “participative decision making and strategic planning exercises that include persons from all ranks will go a long way to open the policy process and reduce the isolation barrier,” and it is the leadership which “can set the tone for openness and inclusion versus one of organizational isolation” (1998, pp. 6 & 7).

The transformative process of organizational change in policing is a topic of ongoing debate. Organizational theory is not well-developed in the literature, which lacks “a comprehensive approach to police transformation” (Marks, 2000, p. 3). Some research indicates that it is very difficult, perhaps impossible, to fundamentally change the police organization, while other research contends that change is continually taking place, because “all law enforcement agencies experience varying degrees of change due to such factors as a new administration, new policing methods, or new crime trends” (Ursino, 2001, p. 1). Adopting a life cycle analogy, Marks (2000) offers an insightful analysis of police organizational change, noting that “they continually strive for increased efficiency

and effectiveness and this involves restructuring, defining new objectives, and developing new ways of operating” (p. 3). While the “distinct levels of status and authority that exists [in police organizations] has the potential to promote change at a speedier pace than most other organizations,” how the process of change is evaluated remains problematic (Marks, 2000, p. 5). Performance is often tied to more traditional statistical indicators, like the number of arrests over a given time period, rather than “performance or achievement of new objectives” (Marks, 2000, p. 5). Assessing the organizational system, structure, and strategy also involves assessing changes in behaviour and the values of members. The transformation of police organizations “involves changing the very nature of how work is organized so that there is space both for increased participation and ownership on the part of rank-and file members,” which moves “towards more participatory forms of management” (Marks, 2000, p. 14). French and Stewart (2001) agree, “today’s law enforcement organizations engage new organizational practices that focus on empowerment, teamwork, and participative management” (p. 14).

French and Stewart (2001) suggest the application of change models, particularly Organizational Development (OD), to actual organizational practice. The Organizational Development (OD) model assesses “problem and action-oriented processes that focus on both technical and human improvements within the organization” (p. 14). A key element of OD is the use of “action research, or actual field research, with a continuous cycle of diagnostics: data gathering, analysis, planning, implementation and feedback” as a means of informing practice and assisting police managers “by enabling them to take both effective direction and action in their organizational improvement” (French & Stewart,

2001, pp. 15 & 14). Following an action-reflection cycle, OD encourages the police organization to be “dynamic and synergistic” rather than static (French & Stewart, 2001, p. 16). Perhaps the process of organizational change in the new policing paradigm must be placed within a philosophical and a strategic context, such as OD, to ensure change contributes to, rather than delimits, the profession and the organization.

Based on this review of the existing literature, it is clear that police-based organizational theory is only just becoming an area of research interest. Given the scope of available literature, I recognize that this project is a unique opportunity to witness such organizational change in action. To bring the salient elements of change management in policing to the forefront, I adopted a blended methodological approach combining action-research and case study methods to engage in my research in the next chapter.

### CHAPTER THREE – DEFINING THE RESEARCH STRATEGY

In an effort to critically examine the “intellectual puzzle” around multi-jurisdictional change management issues, I adopted a blended approach to my research strategy that offered flexibility and openness (Mason, 1998, p. 19). As I sought to investigate a complex case involving not only multiple police agencies, but multiple levels of government administration, an experiential approach to the research strategy was most appropriate to identify the salient processes of change. Rooted in the theoretical perspectives of qualitative research, my methodological approach (practitioner-based action research) and my methods (case studies) framed my investigation into my research question.

#### *Research Strategy*

According to Creswell (1998),

One undertakes qualitative research in a natural setting where the researcher is an instrument of data collection who gathers words or pictures, analyzes them inductively, focuses on the meaning of participants, and describes a process that is expressive and persuasive in language. (p. 14)

Adopting an inductive approach, I sought to understand my research question through action research-case study “as patterns and relationships reveal themselves” in Phase 2 implementation of PRIME BC (Royal Roads University, 2002a, p. 2-25).

### *Action Research*

Action research is an “approach to inquiry ... that provides people with the means to take systematic action to resolve specific problems” (Stringer, 1999, p.17). This approach is based on a continuous cycle of action and reflection that bridges the gap between theory and practice by enabling the researcher to develop applicable knowledge in the field. Action in a field setting facilitates change based on the experiences of participants and the practitioner-researcher. As Gehl (2000) states, “one of the essential understandings of action research is that those people or stakeholders who will be affected by the change need to be involved in all stages of the planning process” (p. 44).

Reflection involves evaluation of the experience, “the process of delineating, obtaining, and applying descriptive and judgmental information about the worth or merit of some object’s goals, plans, operations and results in order to guide decision making, maintain accountability and/or foster understandings” (Stufflebeam & Webster, 1988, p. 571). The continuous cycle of action research encourages ongoing engagement in the questioning of data and critical reflection on the experience, ensuring the research phase is both rigorous and valid.

Action research was selected as the methodological approach for this project in an effort to “improve practice” and “produce additional knowledge” (Morton-Cooper, 2000, p. 9). As a working officer, I am engaged in an organization where the implementation of PRIME BC is underway. Through a process of ongoing inquiry with participants involved at all levels and in all agencies associated with Phase 2, I placed myself in the paradigm of

action research as a practitioner-researcher to determine the scope of the research opportunity and design an action-oriented strategy to record the process.

### *Case Studies*

A case study involves a detailed description of an occurrence, bound spatially and temporally, based on detailed, multiple data collection techniques (Creswell, 1998, p. 36). Multiple sources of information, such as in-depth interviews, organizational documents, and observational notes, are “rich in context” and facilitate the development of “layers of analysis” and “broader interpretations of the meaning of the case” (Creswell, 1998, p. 61). According to Reinharz, “multiple methods work to enhance understanding both by adding layers of information and by using one type of data to validate and refine another” (1992, p. 201). Case study research is appropriate for questions where few previous research projects have been carried out, and in this report, “the case study allows an investigation to retain the holistic and meaningful characteristics of real-life events – such as ... organizational and managerial processes” (Yin 1989, in Mason 1998, p. 129).

This research project examined one case, Phase 2 implementation of PRIME BC, across multiple sites within the Capital Regional District. As sites selected for the case study were in different physical locations within the geographic boundary, this study is defined as “multi-site” (Creswell, 1998, p. 251). These sites included four municipal police departments and one government agency united under the collaborative PRIME BC Steering Committee (see Appendix C). The activities that took place at each site represent critical components in the whole implementation of Phase 2. By constructing my

investigation based on such “purposeful sampling,” I was able to “show different perspectives on the problem, process, or event I want to portray” (Creswell, 1998, p. 62).

Through the exploration of multiple sites, I developed both a chronological narrative of events and a categorical approach based on the experiences of participants in this case study. As a practitioner-researcher, I adopted case studies as my research method as a means of gaining insight into the general perspectives and conceptual frameworks of the diverse organizational bodies and managements involved in the implementation of Phase 2. At the same time, case study methods enabled my exploration of situational understandings of subject experts in policing during the process of organizational change.

Given that Phase 2 implementation of PRIME BC is part of a larger implementation plan across the province, my “beginning and ending points” are blurred (Creswell, 1998, p. 64). Consequently, I have defined the boundaries of this case study as the relational events taking place between January 2003 and December 2003.

### *Data Collection Methods*

Once I received approval from the Ethics Committee in July 2003, I began my research project, *PRIME BC: A Case Study of Change Management in a Multi-Jurisdictional Policing Environment*. Within the framework of action research-case study, data was gathered through three key sources: 1) in-depth interviews; 2) a review of organizational documents; and 3) personal reflection about what I had seen and experienced (Creswell, 1998, p. 61). Several data gathering tools were involved in this project as I built “an in-depth picture of the case” (Creswell, 1998, p. 123). Over a three-

month period I collected and analyzed data, focusing primarily on the interviews, with background and support information emerging from documents and observations.

### *In-Depth Interviews*

As a practitioner-researcher, I hold an insider's view of Phase 2 implementation within a single organization. I sought to gain access to the multi-jurisdictional scope of Phase 2 by gaining confidence of "gatekeepers" and "participants" involved in implementation (Creswell, 1998, p. 112). To ensure validity of this research, I adopted a maximum variation strategy when defining the selection criteria for potential participants in the project (Creswell, 1998, p. 120). My goal was to represent as many diverse perspectives about this case as possible. Participants had to be actively involved in Phase 2 implementation and/or have knowledge and experience that informed the project. Furthermore, participants had to be willing to share experiences and to participate as co-analysts in the data analysis and drafting stages of the project.

Participant selection may be described as a two-staged formal and informal process. My first step in recruiting participants was to send a formal invitation to participate to the four municipal police agencies involved in Phase 2: Central Saanich, Oak Bay, Saanich, and Victoria (see Appendix A). This generated five interviews. During those interviews, referrals were given which facilitated contacts at various levels of the collaborative PRIME BC project team. I secured another five interviews with representatives across the organizational spectrum of PRIME BC through a process of informal networking. In my participant selection, I purposely sought to balance participants with operational



knowledge and participants with administrative perspectives. Once I had representatives from all levels of the organizational structure of PRIME BC, I confirmed a final list of ten interviewees. All participants may be described as subject-matter experts in Phase 2 implementation (Participant 5).

Each participant selected the location of the interview. At the start of each interview, I discussed the participant's right to voluntarily withdraw at any time, the means of protecting confidentiality, and the procedures to be used in data collection and analysis (Creswell, 1998, p. 115). During the interview stage, I adopted a strategy of open inquiry by asking related, but modified questions of interviewees based on individual roles within organizations involved in Phase 2. For example, government administrators were asked different questions than operational police members as a means of soliciting meaningful information reflective of the experience and viewpoint of that individual. Such flexibility in the structure of the interviews enabled me to identify where information and experiences intersected between change agents. All interview questions were exploratory, encouraging descriptive responses by asking "how" and "why" (Creswell, 1998, pp. 99 & 124).

Interviews were transcribed from audiotape and returned to participants for review. I encouraged each participant to edit the transcript as required and when ready, to confirm the transcript as data for this project. Each participant had an opportunity to review and amend their transcript. Nine participants signed off and one participant did not respond prior to the end-date of the data collection phase. The interview of Participant 6 was excluded from this research project and does not form part of the data set.

### *Review of Organizational Documents*

In the course of data collection, I completed an extensive review of organizational documents that included minutes of meetings, records, legislation, action plans, charts, and PowerPoint presentations. Sources of documentation included police agencies, provincial government agencies and the PRIME BC Steering Committee. This documentation takes the form of written, electronic, web-based, and visual information. The diversity of the documents helped identify common patterns and trends within organizations participating in Phase 2.

One key example of documents that contributed to the data collection phase was the provincial legislation compelling all police agencies in the province to participate in PRIME BC. References to this legislation emerged in my interviews and contributed to my understanding of the interrelationship between the provincial government, PRIME BC, and the police community.

The information learned from all documents during this examination provided two benefits to the formulation of this case study. First, critical events were placed onto a timeline, which provided a referential framework for the project (see Appendix B). The timeline plots important events in the evolution of PRIME BC. Historical data are summarized between 1992 and 2002, and the case study phase is recorded between January 2003 and December 2003. Second, as milestones in the implementation of Phase 2 took place, I was able to gain foundational knowledge about the project in real-time, making this project an example of research in action.

### *Personal Observations*

In accordance with Creswell's observational protocol, I made descriptive and reflective notes in the field (Creswell, 1998, p. 129). During interviews I recorded aspects about the physical environment, activities, and my reactions and thoughts. When I attended meetings concerning PRIME BC, I noted my observations and any questions that arose for me as a researcher. Journaling also formed a key component of observations in each stage of the research project. My reflections describe engaging in the literature, the data collection and analysis phases, and the process of writing the final project.

I recognize that such personal observations form a potential bias and may impact the project. By continually reflecting on my observations in relation to the data of participants and the literature, I maintained a consistent self-check throughout the research project. Recording personal observations has given me greater insight into my role as a researcher as well as a deeper understanding of the knowledge, means of communication, and change management taking place in all sites of Phase 2.

### *Data Analysis*

Data analysis of an action research-case study "consists of making a detailed description of the case and its setting" (Creswell, 1998, p. 153). Focusing on the interviews as core data, my data analysis followed a systematic approach. After reading the transcripts several times, I developed an understanding of the data in detail, memoing as I read to guide me in the formation of initial categories that describe the case study (Royal Roads University, 2002a, p. 5-44). To classify the information, I began

“winnowing” the data by breaking the interviews into parts and identifying general patterns of information that formed both a narrative of events and organizational categories (Creswell, 1998, pp. 140 & 143).

As documented in Chapter Four, this case is supported by organizational categories, which are confirmed by multiple forms of evidence, reflecting multiple perspectives about the processes of Phase 2 implementation. These layers of analysis were placed on a table to help formulate “larger meanings of what is going on in the situations or sites” and to uncover the interrelatedness of categories (Creswell, 1998, p. 145). From the analysis of data, I formed generalizations which I feel may inform audiences beyond this case study.

As an exploratory case study, this report is limited in terms of the generalizability of the research beyond the participating organizations. This case may serve to inform other policing organizations in terms of issues that may occur during periods of organizational change.

#### *Research Verification and Validity*

The trustworthiness of data in qualitative action research is based upon verification and validity throughout the research phase. In this report, verification and validity of data was sought through an ethical review, member checks, confirmability, and triangulation of data (Creswell, 1998, p. 197).

#### *Ethical Review*

In accordance with the *Royal Roads University Research Ethics Policy 2000*, this

project conforms with all principles set out in the policy statement, including, but not limited to, respect for human dignity, free and informed consent, respect for vulnerable persons, privacy and confidentiality, justice and inclusiveness, minimizing harm and maximizing benefits (Royal Roads University, 2002b, p. 3). These considerations relate to “the participants, the researcher, any sponsors, organizations or communities that may be directly involved, the academic community, and society” (Royal Roads University, 2002b, p. 3).

As the researcher, I ensured participants were aware of free and informed consent, which was “given voluntarily without undue influence” (Royal Roads University, 2002b, p. 9). In this case study, I did not “control variables in the organizational setting” (Royal Roads University, 2002a, p. 5-45). Prior to each interview, each participant was given an informed consent agreement which outlined the necessity of maintaining confidentiality in this project, personal privacy, and participants’ ability to withdraw from the research project at any time and have their information removed from the research (see Appendix A). Anonymity for participants was addressed by “assigning numbers” (Creswell, 1998, p. 132). Each interview participant in this project was assigned a number from one to ten.

As an active member of the community under review, I was acutely aware and responsive to concerns of the possible ramifications of misconstrued data, as well as issues of power relationships within the organization, and externally within the region (Royal Roads University, 2002a, p. 2-16). I addressed these concerns by following “the golden rule,” and continually asking throughout the research phase two essential questions: What are the likely consequences of this research? How well do they fit with my own values and

priorities? (Zeni, 1998, p.17). By building these safeguards into this research project, I believe this report is a positive addition to the general body of knowledge of organizational change in policing.

### *Member Checks*

As the researcher, I requested participants' views on the interpretation of data and the credibility of my findings at each stage in the data analysis phase. In this case study, participants "play a major role directing as well as acting in case study research" (Creswell, 1998, p. 203). Participants were co-analysts in this project, defining the direction and outcome of research findings based on what each individual shared during the interview stage. Participants remained part of the process by providing feedback on the interview, transcripts, and by reviewing sections of the project, which are based on their interviews. Such reciprocity is a key underpinning of the data collection process and defines the researcher-participant relationship (Creswell, 1998, p. 196).

### *Confirmability*

Confirmability is the state of the research once there is agreement from a number of sources that the outcomes are correct and all events have occurred as described (Royal Roads University, 2002a, p. 5-45). Confirmability of the research is "established through an auditing of the research process (Creswell, 1998, p. 198). In accordance with Creswell, I assessed confirmability in data by asking several questions (1998, p. 209):

1. What indicators point to this category?

2. Do participants agree with my interpretation of their data?
3. How are discrepancies accounted for?

Through ongoing validity checks, participants corroborated this case study. As the researcher, I incorporated any corrections by participants to further validate the research. Reciprocity with participants throughout the data collection process ensured the reliability of data.

### *Triangulation*

Triangulation makes “use of multiple and different sources, methods, investigators, and theories to prove corroborating evidence” (Creswell, 1998, p. 202). The triangulation of information takes place when “searching for the convergence of information [that] related directly to the data situations” (Creswell, 1998, p. 213). Data analysis in this project followed Jick’s suggestions for triangulation in action, which guides the collection of data by “asking research subjects directly,” and “observing actions of participants” (Jick 1979, in Royal Roads University 2002a, p. 5-44). By drawing on multiple sources of data, in this case, in-depth interviews, a review of organizational documents, and personal observations, I ensured triangulation of data within my research strategy (Royal Roads University, 2002a, p. 5-46).

Verification and validity is an active part of this action research-case study project. The credibility of this project was built on four key components: 1) an ethical review, 2) ongoing member checks, 3) confirmability as participants review my interpretations of the data, and 4) triangulation of data from multiple sources. The application of the research

methodology – action research – and the application of research methods – case study – provided a framework to analyze the depth and breadth of organizational change in Phase 2 implementation of PRIME BC.

Through the application of this research methodology and these rigorous research methods, I am confident I have appropriately framed the analysis stage of this project and that the research results discussed in the next chapters represent quality data which serves to inform the field of organizational change management in policing.



## CHAPTER FOUR – AN ANALYSIS OF CHANGE MANAGEMENT

*We're setting a model for policing ... clearly,  
we are being watched all over North America.  
Participant 8*

In this case study, data analysis consists of interpreting the detailed descriptions given by participants. Descriptions were sorted into categories and charted on tables to show the relationships between the experiences of participants (see Appendix F). I reviewed the tables to establish patterns between two or more participants (see Appendix E). From the patterns, I developed “generalizations from analyzing the data ... that people can learn from the case either for themselves or for applying it to a population of cases” (Creswell, 1998, p. 154). Through this case study research, I addressed these generalizations in my data analysis and reviewed how these generalizations inform change management in police organizations.

A limitation of this study is the inability to address all issues raised by all participants within the parameters of this project. The amount of data collected in the course of this research was significant and I recognize that this project may omit incidents that, from the perspective of individual participants, were fundamental to the change management process. My analysis is based on the key issues, the generalities, shared by multiple participants, which serves to form my assertions and summary of this case study.

Of the ten interviews I conducted, nine were approved for use in this project, with one participant not confirming their transcript before the end of the data collection phase. A second interview focused solely on the historical context of PRIME BC and also did not

form part of the data analysis of Phase 2 implementation. The remaining eight interviews were the basis of my analysis. Through an iterative review process, categories were developed from the interviews. The categories that emerged reflect the view points shared by participants in this case study. Three core categories were readily apparent: organizational change, culture, and leadership. Each core category is further defined by sub-categories that captured patterns within the data.

### *Core Categories of Data Analysis*

The core categories document the critical steps taken in the implementation of Phase 2 of PRIME BC. From this collection of data, I have interpreted “issue-relevant meanings ... to make the case understandable” (Creswell, 1998, pp. 249 & 251). The category of organizational change includes patterns that highlight external governance, inter-agency positioning, workload discrepancies of participants and training. The category of culture includes patterns of identity and day-to-day practices. The category of leadership includes patterns of project structure, participatory leadership and an effective communications plan.

### *Organizational Change*

While there are many facets to organizational change, there were four key elements which emerged in the descriptions of participants in this case study.

### *External Governance*

Several participants highlighted the role of external governance as a key element of organizational change. Two factors repeatedly appear in the descriptions: 1) a change in provincial government, and 2) legislation that compels every agency in the province to participate.

A change in provincial government energized the process with a combination of effective governance and funding. As Participant 8 stated:

We had a change in government which brought in a very pro-active perspective on things. So at that point in time, there were talks about how do we take all the good intentions and spear-head them into something more focused and definitive. And clearly, one of those things we had to come up with was some funding, and the other thing was a provincial perspective of what being on a common platform had to do.

In the view of participants the decision to enact legislation was vital to the success of organizational change. As Participant 7 stated:

Because they felt that there would be five years of game playing, unless they made it clear that they wanted police all on the same system. It came hand in glove with the fact that they had contributed provincial funding to municipal systems, and I think it

had to be done, because everybody started to swim in the same direction, a lot of the nonsense, the arguing, complaining, wanting to go to other systems, and thinking this was a stupid idea, sort of ended. And people did toe the line.

Legislation was clearly viewed as an endorsement of Phase 2 by Participant 8:

Certainly, the legislation was a big one because it legitimized the direction we wanted to go and it suddenly put it in place. It made no question about what is going to have to be done.

The Minister also made it very clear at that point in time, that aside from any integration or amalgamation issues currently on the table BC-wide, that if the police couldn't get into an environment where they were truly going to operate in a shared information environment then he was willing to take whatever steps it took to make sure that then, we'd only need one shared environment because there would only be one police department. He made that very clear.

The initiative of the provincial government to enact the *Police Amendment Act 2003* was the most commonly cited organizational change issue among participants. While this legislation compelled all agencies to participate, Participant 3 felt legislative change

“was critical” to the process. Participant 1 summarized the impact of legislation as “I think the fact that it’s been provincially mandated, it’s basically law that everyone has to come onto this system ... the system is coming, it has been legislated, and that’s that.”

Participant 8 felt the government “stopped a good deal of the interdepartmental positioning” by introducing legislation.

In addition to legislation, the provincial government provided funding to build the infrastructure for all agencies involved in PRIME BC. By removing potential barriers like the ability to opt out and budgetary constraints on individual agencies, external governance set the stage for the management of organizational change at the beginning of Phase 2.

### *Inter-Agency Positioning*

While the legislation facilitated organizational change, there were instances of inter-department positioning discussed by participants which presented challenges during Phase 2. Confrontations emerged around two aspects of organizational change: 1) the final design of the multi-jurisdictional hardware platform and, 2) individual agencies’ responsibilities to participate in a multi-jurisdictional information system. Embedded in these issues are concerns that reflect a fear of loss of power and control by individual agencies within the Capital Region:

The Steering Committee was focusing on how they could expand the system, but it was coming down to a lot of departmental and jurisdictional issues on whether they did want to indeed implement

that kind of change or get on a common platform, or should they look at a means of simply linking the ... platforms and forget about a common product. (Participant 8)

Now the latest thing is what they are calling the hidden costs of PRIME, which is a bizarre aberration ...Yes, the concern a lot of people have is they are giving up power and control. (Participant 7)

There has been some concern because as a small agency, it is hard for us to take a large hit, financially ... so there is some talk that PRIME BC should have gotten everything up and running to start with. (Participant 4)

We planned ahead, but ... this came mid-budget year, when we really started to get into what we were going to have to do ... that is a significant amount of money in a budget year in a year when that money wasn't there. (Participant 3)

Participant 1 offered in-depth insights into the dynamics of inter-departmental positioning with a comprehensive description of the experience:

I think a lot of the resistance has got to do with control and a lot of the resistance has got to do with a perception that people [are] losing their spheres of influence.

Sometimes when it gets up to administration, it's not about the guy in the street and what is easiest for him, although sometimes that is touted, it often seems to come down to, am I going to have control over this and is this going to affect my budget and how.

And there are a couple of things that I guess, with the dynamics of that group, that I guess then ends in a disagreement, at times, and sometimes, finding the reason for that disagreement, it seems on the surface, that the reason when you say white, they say black is just because you say white. And the biggest issue throughout this whole thing has been the cost and if it isn't the biggest issue, it is the biggest reason given for a lot of the issues.

While such inter-agency positioning during the planning and implementation phase created tensions among regional departments, these issues served as a forum for ongoing mediations of the processes of organizational change. Through acts of positioning, individual departments were in fact negotiating structural shifts, in a trial and error manner,

that were required to move forward with a multi-jurisdictional environment of information sharing.

### *Workload Discrepancies*

A central issue for participants in this research project focused on the discrepancies of individual workloads of members seconded to PRIME BC. Members of individual agencies were assigned to be managers, coordinators or trainers under the joint project of PRIME BC, yet differences in individual workloads significantly impacted the degree to which designated members could participate. Several designated members worked dual roles during the implementation of Phase 2, serving both as members of PRIME BC and as active members within their departments, continuing to perform their day-to-day functions. As Participant 1 summarized the experience, “At the end of the day, I think it worked out, there were some growing pains for smaller agencies, but to be fair, 1 person out of 24-member department is like giving 10 people.”

In part, the failure to release designated members fully to the PRIME BC project may reflect an under-estimation of the scope and scale of the project within individual agencies. According to Participant 4:

I ended up in a bit of a friction area because I was getting pulled from the PRIME people to be down there doing PRIME stuff and getting pulled, because my primary responsibility, according to our management, is to the department, and if I'm needed there in an operational role, then that is the way it is.



[They were] concerned about how much time this would take. I think [they] had a tough time visualizing this was a full-time job. And it took me a long time to convince [them] of that. I think they failed to realize we're a joint group making a joint effort to make this work for the CRD.

I told them, you have to commit to this, it is a big project. They did not understand that in my mind, and I said several times, just how big a project this was. In my mind, we're not taking it seriously enough ... It took a lot of talking on my part to convince them that this is not a small project, it is very important for policing in general, for a lot of places, not just in the CRD, and finally I questioned if they were committed enough to it and then I started to question my commitment because here I am getting pulled down there and then I'm being pulled back here and I'm trying to explain to them I have to be down there because I'm not pulling my load right now.

Yet even members who were able to concentrate solely on their roles with PRIME BC stressed the importance of having sufficient human resources to complete their assigned task. Participant 1 stated, "I think that obviously we'd need a lot more people. I

would have liked to have seen at least another police officer full time involved.”

Participant 2 stated:

The only change I would have made was, whether this would have required full-time commitment on my part, if I had committed more time originally, when I first started, in other words, if I have gone to Vancouver ... I would have been better able to judge how much time I would have to commit between then and [the] go live date. But without the knowledge of the system, I can't make that decision ... It should be a full-time occupation, no distractions from your own department. Maybe I didn't see it as major a commitment as I thought it would be. But I had no idea what PRIME was all about before I started.

In terms of organizational change, such differences in professional responsibilities added a layer of complexity to the management of Phase 2. These differences proved to be a delicate balancing of diplomacy and dedication by the members assigned to PRIME BC within their home agencies to ensure the process of organizational change was successfully completed.

### *Training*

Training became an issue of symbolic importance for participants in this case

study. As Participant 3 expressed, “we kept saying, we’re frustrated because we don’t know what we’re doing. We’re doing something but we’re not sure it is right.” In fact, levels of individual training on the information system paralleled with roles as decision makers of organizational change. Over time, as training increased, confidence in decision-making capacities also increased. Participant 1 captures this duality saying, “sometimes it felt like you were growing feathers and learning to fly at the same time.”

Participants were dissatisfied with their training and the information system served as a conduit of this expression. For example, participants were frustrated when defining modules of the system which would be used in their department before they felt knowledgeable with the design of the software product. Participant 2 explicitly stated “I think we started designing a system not really understanding how the system was ever going to fit together, not knowing exactly what PRIME had done.” In essence, training serves as a metaphor of experiencing organizational change. This reveals participants’ understanding of the enormity of responsibility they held as designated members, and the critical importance of making good decisions given the scope of change embedded in PRIME BC. As Participant 2 stated:

For the first four or five months, we were basically the blind going into the dark shadow of PRIME ... and not really knowing, not really understanding how this was going to fit together and the bottom end. \*\*\* did come out on two occasions, possibly three, to give us sessions on how this was all going to fit together. But

these were sessions aimed towards department coordinators and I think they were on the understanding or the belief, that we already knew it, how [it] worked, the system worked, and we didn't, not to the extent that they assumed.

The issues associated with training on the PRIME BC information system may be interpreted as manifesting larger, more global issues of uncertainty experienced during the planning and implementation of organizational change throughout Phase 2. Factors like training reveal the extent to which multiple levels within a given organization and multiple dimensions of individual experiences may be impacted by the process of organizational change.

### *Culture*

PRIME BC is contextualized by participants as a vehicle transforming police culture and redefining the organizational structure of policing in British Columbia and potentially across Canada. As Participant 8 stated:

I just came back from a conference ... on information sharing and partnerships, and BC is being watched very closely as the way to do policing. We are the front-edge of a large wave of change in policing in this country.

Culture emerged as a central category in the interviews, with patterns of identity and day-to-day practices evident in the descriptions of participants.

### *Identity*

The implementation of PRIME BC signals a shift in police culture in the Capital Region. The extent to which localized police cultures will change is unclear at this time, but recognition that change is underway is evident in the descriptions of participants. As Participant 2 stated, “What will change the department is the constant link to other departments now. We won’t be as isolated as we were. I think you are going to be forced into accepting the outside world through PRIME.” Participant 8 defined the shift in terms of geopolitical boundaries:

It is going to tear down a lot of parochial borders, like it or not, it will tear them down, because at the point that there is a free-wheeling of information exchange at the operational level, regardless of politics or parochialisms at higher levels, policing will carry on despite those other perspectives that may oppose things like integrated policing and that type of thing. It will certainly address the public safety needs of large urban areas.

Given the critical role of organizational identity within police culture, several participants discussed the hesitation to accept change which alters current perceptions of self within agencies. Participants described the active resistance from front line members who were operating under the impression that their roles would significantly change and reduce their effectiveness as police officers. As Participant 1 stated:

The resistance that has occurred has been resistance to doing what is conceived as being Records jobs, scoring ... entering property, for instance, a list of all the stuff that was stolen at a B&E, “why can’t I just give it to Records and have them enter it for me and do the report.” There has been that kind of resistance from the front line people thinking they are going to take hours and hours to do one report. And at first that might be the case, like any new system, once you get proficient at it the timeframes will collapse.

Within resistance to change are issues of protecting identity through day-to-day practices. Given the complexity of police culture, I felt this issue was best conveyed through a short narrative by Participant 5:

In terms of the resistance to change, let’s go to the members for a second, some of the resistance we’ve seen has been members saying, “I’m not a data entry clerk, I can’t learn how to do mobile reporting.” Well, Phase 1, Vancouver Police was in a similar situation ... they moved their 1200 members off of Dictaphone and ... I guess part of that was articulated to our members ... “Vancouver was able to do it, why can’t we?”

And again it relates to “our members won’t accept this, our members won’t be able to, they don’t know how to use a computer, our members don’t know how to type.” Those types of issues. We’ll deal with that as it comes.

The resistance is dealt with more by department coordinators within agencies. They make every effort to bring in the communications plan to communicate with sworn members, support staff, the police board ... there is a big resistance to any new technology, how will it affect my job, will I have a job after all this, and we said right from the start that part of the communications plan is that no jobs will be lost.

You still retain your jurisdictional identifier. Your identity may change in terms of what your current business processes are now, how you are doing your report, how you are writing them, but I think for the most part, we as police want to keep things the same way ... In terms of identity and business processes, yes, that will change, and I think it is fair to say all the agencies have made changes to their existing business processes.

So it is trying to manage those issues as they come up, but it is a two-way street. The members themselves have to be willing to do their part in trying to make these changes happen. I think, for the most part to date, we have been successful. Now, other agencies with different cultures ... we'll see how that goes.

Change to a multi-jurisdictional platform opens discussions within each agency and between agencies about the tenets of police identity, which are deeply rooted in the history, methods of practice, and social dynamics of each organization. Based on this case study, such shifts in self-definition across agencies can only be facilitated through careful planning of organizational change.

#### *Day-to-Day Practices*

The ongoing diligence of members dedicated to the PRIME project to establish a team-oriented atmosphere of sharing responsibility and vested interest among all members of all agencies was critical to the implementation of PRIME BC. PRIME BC embodies significant cultural change on a behavioural level, as all daily information-based activities from the entry, definition, collection, distribution and maintenance of data are centralized and uniform between all agencies. In terms of organizational change, Participant 3 described this process as an opportunity to assess the relevance of long-standing practices:



I think one of the things this has done is made us look at our current practices, and ask “Why are [we] doing this? Is it still necessary?” And I think we found some, where it is because we have always done it.

The opportunity to adjust or eliminate residual practices surfaced in discussions with several participants and proved to be an important part of organizational change in this case study. As Participant 1 suggests, “one of the biggest parts of this whole change management is, not so much that what we’re doing is new, what we’re doing is getting people to let go of the old ways of doing business.” Participant 5 described the cultural shift from traditional methods of information management as:

The physical paper will cease to move ... from one file tray to another, it will move electronically from one to another. So that is a key part of the change, and it is overcoming that culture that I must have paper in my hands for it to exist.

In the past “if you have the right contact in a department, you might be able to learn about something. Now the information is for the taking” (Participant 8). With the introduction of PRIME BC, individual officers no longer record information strictly for use by one agency. For some officers, this may mean a

significant increase in the use of technology in their daily practice, as Participant 1 described:

The majority of people are positive and it is new. On one hand they like getting new stuff, on the other, they don't like giving up the old, and we're asking them to do both. And we have different levels of comfort within our department with technology. We have people who are very comfortable with technology and will easily learn any system you give them. We have people who are users of technology and learn only what they need to know, but are still comfortable with technology. Others who only use technology because they have to and will fight you every step of the way, but will eventually learn it. And the group of people that are wishing that typewriters would make a comeback, and not the electric, the manual ones. I think as a whole the department has a pretty high level of skills when it comes to technology and acceptance.

For other officers, this technological shift suggests a loss of control and a loss of ownership over their work. As Participant 8 stated:

And the bigger challenge beyond the IT is how do we construct common business processes and procedures and still allow the

autonomy needed so the police department can look after its community's needs.

Finding a balance between the needs of front line officers and the global information requirements of PRIME BC is a critical challenge linked to identity:

I think that with PRIME coming in, the fact that PRIME is coming in, is going to lead to other integration of services and that will change our way of doing business and change some of our identity. Patrol will still be patrol. And that is where the front line guy meets with the public. (Participant 2)

Participant 5 reiterated the importance of finding balance between the information system and the needs of all officers in all agencies:

It provides a regional information infrastructure where all information silos are going, everybody is using one system, they are reporting and collating and collecting information all the same way, the same business rules, our provincial basis provides wider access to the information we need to do our jobs.

Through the implementation of PRIME BC, standardization among policing agencies throughout the region, and eventually the province, may in fact shift identity to a more individualized notion of police officer. According to Participant 7, "that will be a

Gen-X phenomenon, where people say, I'm a professional, I paid for my own training ... the collective agreements are the same, I can market myself." As skill sets, training and workplaces become standardized, current members may realize increased mobility, seamlessly shifting between agencies. In effect, all municipal agencies will become part of a larger, intra-policing body under the PRIME BC umbrella. As Participant 1 stated:

I mean, honestly, if you look at it, if all the business practices are the same way, if we all capture information in the same way, if we record information in the same way, and with little variation proceeding within our departments, doing business the same way, everything has to be standardized. We've gotten to a point now within PRIME that table values are standardized, that everyone's procedures and policies were shared back and forth because no one wants to reinvent the wheel. It's amalgamation through attrition more than anything else. How far in four or even three years from now, once everyone in the Capital Regional District is on, how far away are we from an amalgamated police department, I mean really, I think you are there in everything but name alone.

According to the participants in this case study, PRIME BC is a transformative tool that is redefining police culture and solidifying a shift from traditional policing to policing in the twenty-first century.

### *Leadership*

Leadership may be described as the most impassioned issue of discussion for participants during the course of the interviews. Participants consistently spoke to their experiences in the implementation of Phase 2 as members of a respectful, inclusive process of organizational change management. My analysis of leadership in this case study reflects the patterns evident in participant categories of project structure, participatory leadership and an effective communications plan.

### *Project Structure*

Based on the experiences of participants, successful organizational change in this case study was dependent upon the management framework established at the beginning of Phase 2 implementation of PRIME BC. A great deal of time and effort was committed to designing a project structure that was open and wide-ranging, yet had clearly defined roles and responsibilities for all players in the planning process. The project structure included levels of Board of Directors, Steering Committee, provincial director, regional manager, agency coordinators, trainers, and agency resource personnel (See Appendix C).

Each level of the implementation team had a clearly defined role of governance, management or knowledge provider. Roles were defined and were communicated across the project framework. Participant 5 described the process of defining the project structure as:

Very early on ... we sat down with a list of here's a coordinator,  
here is a list of what those roles and responsibilities are, as a

project manager, here's what that role and responsibilities are. And again, we laid it all out in writing so it was very clear, no surprises, and those documents went forward to each coordinator's Chief and executive management group so everybody knew exactly what the expectations were.

Within this project structure, each level worked independently, while communicating accomplishments and decisions to the other levels in a continuous loop. These protocols were outlined as:

We had minutes at every meeting, recorded minutes, so that we could always go back and see here was this decision and that decision, and the reasons for it, so it was very much a formalized process around those communications. (Participant 5)

It is through this project structure that the "emotional glue" became apparent at every level with every member empowered to make decisions and to effect change. (Bryman & Stephens, 1996, p.6). Participant 8 offered a detailed narrative description of this process:

The project structure ... I looked at a couple of things. One is, critical to this was [the] project managers. They had to be pretty autonomous in what they were doing. And the structure we've got, and just the overall environment, department coordinators representing

department interests, and having a project manager seconded, saying, this is your lead, this is the person who will lead, and be very careful with the structure ... the project manager had to be the key leadership role in the structure because that was the hands-on, day-to-day person.

What we saw as critical at that point was obviously a project management structure to consolidate all the various good ideas that were going on and to try to form some consensus in areas where there were differences of opinion. It was at that point, in trying to drive forward a project structure, we took a number of different formats and structures and ideas forward and ... we flushed out a project management structure. That took some time, more time than I ever anticipated it would take, in a highly political environment.

I really look at project structure, and everybody to react to this dynamic environment. It is more of a matrix ... as opposed to a traditional project structure or organizational structure, because we are subject to a lot of variations that come up in trying to tie so many unique agencies in the area, and then geographic challenges. The difference is, we have to recognize in this project, there are

significant differences in the types of policing that go on in various neighbourhoods around the province.

As Participant 4 observed, there were “no arbitrary decisions,” instead the project structure facilitated “coordinator meetings once a week, lots of committee, like the CAD committee, and they met once a week at the outset. Generally there has always been discussion on how things are going to change.” Simply, the project structure was designed to balance “not only authority but accountability,” because “when that breaks down, when that happens, you destroy the capability of people to do good work” (Participant 8).

Finally, this dynamic project structure not only defined how participants interacted within Phase 2, but set standards of conduct for any external exchanges associated with the project. This trickle-down effect was evident in a comment by Participant 1:

We also made sure that every decision we made or every proposal we took forward, we also took forward to [our] senior management, outlining what needed to be done, why we needed it to be done, and for the most part, it was fine.

I believe the project structure and the standards of conduct established for Phase 2 will have a lasting effect on all participants and will serve as a guide, perhaps even a template, for their future endeavours. It is through quality leadership, like that described in this case study, that the sophistication of organizational change management is improved and developed, contributing in general to better methods of change within organizations.



### *Participatory Leadership*

Phase 2 implementation of PRIME BC was predicated on a belief that every voice should have a role in the leadership and decision-making of Phase 2. Participatory leadership ensured all levels of participation in the project structure of Phase 2 had effective decision-making roles. A narrative description by Participant 5 of the process of participatory leadership best summarizes the philosophy of organizational change in Phase 2:

And my job is to make sure that vision stays on track, and that, as we go through this process, dealing with department coordinators, and when dealing with the issues they are facing with resistance to change and trying to keep their personalities as you called it of their departments, that these do not create conflict with the vision we are trying to create. That is my role, my role is to train people on the system and to provide oversight to ensure that all those objectives are being met for implementation, and that we have a strategy for post-implementation, again this is a business change process and part of my role is to manage that change and make sure that people's needs and concerns are being met and their fears are being allayed as they arise.

But I look to providing direction to some degree in terms of general principles of what the coordinators need to be doing in

their agencies. They are basically the managers of this project, they truly are the implementation managers, and my role is ... to make sure all the different components, the implementation, the planning, the execution, the training, the technology, that all these people are working concurrently to meet that common goal, and the pieces of that are communicated so everyone knows what everyone is doing. So mine is a facilitator-liaison role and I use a number of leadership styles, both formal and informal.

The system is so big, you cannot ask one person to have responsibility for this ... very early on, from my experience with the system, I knew it would have to be pieced out. For one person to do that is impossible, so we had to break it into manageable pieces and assign those pieces out to various people, and those were department coordinators, internal resources and give them responsibility and authority to make decisions.

Part of my job is to ensure that they are getting what they need to make those decisions, and clearly articulating what their span of control is, that some of the decisions they make, can be made at their level, some of them need to come up for consultation ... but at the end of the day, they are responsible for modules or these

components. So far, it has worked quite well, it has been quite effective.

Some people need a little more encouragement to develop those skills since they are essentially coordinating the specific piece and they are going to involve other pieces and people to make these pieces come together. And there are different styles, and for some people it was a new role. OK, I'm making decisions here and I'm coordinating meetings, I'm coordinating and facilitating, much like I do, but for one or two modules, and some people they are bringing in to help with this were, "you are a constable, since when do you tell me how to do this?" Well, you have to ensure that they are supported and that is part of my job and to ensure that their agencies know they were given responsibility for this particular module and then go back and make good decisions.

A collegiality developed during the course of Phase 2 planning, and this is evident in the descriptions of leadership given by participants. Participants consistently focused on the importance of individual commitment to the greater goals of the project. For example:

If you describe the role of leadership, you have to have leadership, you have to have people that are there in the know, taking a vested interest in it, and actually portraying that down to the people that are involved, all the way to the last person. And we have that, we

have countless meetings, we're always on top of a problem when it occurs, and someone who identifies it, just jumps in to try to fix it. So a lot of initiative on people themselves, they just go ahead and do it ... It was all on a voluntary basis. People jumped in ... I find the leadership very good ... they are putting in long hours ... 7 days a week, 10-12 hours day. I call that leadership. They are on top of it. They are very dedicated people and [they] did a heck of a job in selecting the people they did down there. (Participant 4)

Some of the greatest examples of leadership have resulted from personal attributes of people. [Their] natural leadership ability, [to] very much get the job done, testing, double check[ing] ... [they] took it on and just ran with it. (Participant 1)

We got people from all different areas because this system will affect everyone and how they do their work. We needed to find out what do you do now, can this system do it, can it do part of it? What do we need to work around to get what you need done ... I've worked with lots of leaders. They are the ones stepping up and saying this is what we have ... here are the benefits, these are the benefits down the road. And going through that adversity and negative thoughts ... people don't like change, and this is different.

The leaders are saying well, I know this is change, but once you learn the system, look at what it will do for you. People I'm dealing with are like that ... People are coming up with really good ideas. People are working together from all different levels.

(Participant 3)

Emphasizing the important contribution of all practitioners, both sworn and civilian, to Phase 2 extended the philosophy of participatory leadership further, and enfranchised the community of end users beyond the immediate roles of trainers, committee members and coordinator's assistants. According to Participant 5, "subject matter experts" within agencies were a critical factor in the success of this leadership model. During Phase 2, responsibility for several modules was assigned to constables and civilians, in part due to their experience and knowledge, bringing all voices to the decision-making process, and encouraging leadership roles at every level of the project structure. This incorporated quiet leaders in primary leadership roles, a departure from the past experiences of many agencies and their memberships:

There were questions on, "you've got civilians making decisions ... how come all of a sudden you have," this person is asking, "how come they are calling meetings? And they seem to be running this meeting!" That's because they were given the responsibility to bring this piece of the system in. Clearly, it was the case too, for the people coordinating this to know you are not to dictate, you are

to manage a committee of subject-matter experts and come up with, by consensus, whatever the best solutions or business decisions would be. (Participant 5)

As Participant 7 observed:

The biggest problem is that organizations are not ready for bottom up feedback, or bottom up design, or bottom up buy in. They want to do a top down thing. We're trying to take a different approach, I mean, the real approach is those trainers, they have become champions.

Through the experience of including members and civilians across agencies, the project gained credibility. With this credibility comes support, and when "people feel supported in making the transition from the known to the unknown, they are more likely to become active participants in the learning transition" (Gehl, 2000, p. 40). Participatory leadership is the hallmark of change management in Phase 2 implementation of PRIME BC.

### *Effective Communications Plan*

The third critical element of leadership described by participants focused on the importance of employing an effective communication strategy. In Phase 2, open and multi-directional communication defined the methods and practices of participants within Phase 2 and within all organizations and their memberships.

Like the project structure and the adoption of participatory leadership, it was recognized that a formal communications plan should be developed at the beginning of the project that was consistent with the philosophy of Phase 2. The communications plan in this project followed a consistent, multi-media delivery system that was timely and reliable:

We used a very clear project communication plan about what changes will occur, to convey what changes will occur with PRIME, and more importantly to dispel a lot of the rumour and conjecture about what the system is and more importantly, what it isn't. ... We used several mediums for that, we used internet, we used email, we used shift briefings, and one-on-one and that helped negate some of the uncertainties and fears of what is PRIME.  
(Participant 5)

We proceeded with the communication plan, and keeping stakeholders and other people up to date. I think it was pretty important ... the union is a cheerleader for PRIME now.  
(Participant 7)

Communications is a huge, huge part of this whole thing. And we've made an extreme effort, through the internet, through

interpersonal communications, through emails, and just used every communications device that you possibly can. One thing I've made a point of is having coffee with everybody, like with as many people, especially the watch-commanders, anyone who is going to be affected the most, and communicated this is what is coming, here's what we're doing, here's why we're doing it. We went to the watches, spoke to the watches, and there are some things that you have to know the right person, using your natural networks to communicate what is coming, [so] no one is shocked or blindsided.

(Participant 1)

As in participatory leadership, the key strength of this communications plan, as described by Participant 7, resides "where the real communication counts ...the bottom up stuff where the trainers spend weeks there, then go back to their watch, and their people come there, and you sit there. That is bottom up communication, and it's very powerful."

In my view, leadership emerged as the strongest category of change management in this case study. O'Toole (1996) suggests "the leadership of change does not depend on circumstances: it depends on the attitudes, values and actions of leaders" (p.11). From the descriptions of participants, it was through the sharing of perspectives, expertise, and willingness of the many true leaders within all organizations that the ultimate goal, the implementation of Phase 2 of PRIME BC, is possible.



### *Conclusions*

From the results of my data analysis, I have derived a way of seeing organizational change which is incumbent on what I term 'experiential credibility'. This concept is composed of individuals (knowers) and their organization. Experiential credibility hinges on the interrelationship between knowers and their organizations as those organizations manage change.

Knowers possess individual expertise gained in the course of hands-on, day-to-day experience with specific job functions. These experiences facilitate credibility among peers through communal tacit knowledge and cultural connections. A knower 'can get the job done.' If an organization undergoing change includes knowers, knowers will bring their experience and their peer credibility to the process. Because of this site-specific experience, knowers can provide unique insights to decision-making and organizational management that cannot be synthesized by external reviewers or consultants. Through their experiences, they can establish connectivity between the actions of the organization and the conceptual framework that guides the organization, playing a fundamental role in the process. Bringing knowers into the formal leadership equation, and recognizing their contribution as decision-makers not only accredits the knower, but brings experiential credibility to the process of organizational change. Without experiential credibility, organizational change may encounter levels of resistance which can severely impede if not limit the success of the process. Simply, knowers can bring experiential credibility to change, but organizational change management does not necessarily have credibility without the experiences of knowers.

I view experiential credibility as a piece of the organization change puzzle. In this case study, knowers included civilian employees, managers, sworn front line members and senior specialists. Most knowers, like Participant 1, volunteered to participate:

Personally, one of the reasons I wanted to get involved with it is because I felt I was in a position with my operational background to provide input and to actually have a part in something that is going to be how we do business from now on. And I've seen other projects that have dealt with non-operational people making procedures and policies for operational people and they didn't always work out real well. So I was hoping to make it as operational as possible.

Each knower contributed in varying degrees to Phase 2 implementation of PRIME BC.

The key to success was that all knowers emerged from within. As Participant 8 succinctly stated:

The aspect of operational policing and the profile we've given it at various levels of the project were absolutely critical. We completely saw that as being determinant of the success or failure and when we look back at failures in the past, it was because departments saw nothing but a huge influx of IT consultants

running around saying, this is what is best for you, this is what you should do, and how you should do it.

To have somebody who has never worked a day in their life in policing, it is pretty tough to swallow that that may necessarily be good for you, whereas if we have people internal to the organization, who are well respected and have done the job, they are there because they are sincere about what they can deliver.

In this case study, the importance of knowers having organizational knowledge rather than technical expertise kept the focus of organizational change on the organization, rather than on the technology:

I think if we had gone and said, give me an IT person from every department to try to sit down and work through business change processes, you wouldn't have had this kind of progress. Certainly the IT subject-matter experts are critical to the success of this project and they are pivotal to this happening, but clearly, in a business change process, you have to involve your business people, and that is the civilian side as well. Subject-matter experts from Records and the Communications Centre, you have to involve everybody, because it is going to affect everybody, clear and simple. (Participant 5)

According to Participant 8, “it allowed me to communicate on a different level and because, I was a cop for a long time, that kind of level of communication would not be there between a traditional contractor and the policing community.” Participant 9 reiterates this point of view:

This is beyond an IT project, it’s not about re-designing your departments server setup, who cares as long as it works ... this is the nuts and bolts of policing, this is getting police information to the members, and you can sell that when you come from an operational background, because I’ve been around the department, I’ve been here for twenty-two years, everybody knows who I am, they know my operational background.

Such inclusive participation moves away from traditional, dichotomous notions of hierarchical organizations, and instead enfranchises all levels of participants through the flexible distribution of power across organizational levels. In this case, the inclusion of knowers has brought a level of credibility to the structure of Phase 2 and the integration of PRIME BC that was unobtainable through any other strategy of organizational change management. Adding a lens of experiential credibility to the discussion of organizational change management helps to shift thinking towards a framework of collaborative relationships in which knowers are meaningfully invested within the process of change.

*Project Summary*

In summary, my review of the data has brought me to several conclusions which reflect the core categories of participants:

- Phase 2 was unique because of the introduction of legislation and the dedicated funding from the province.
- The development of an effective project plan, in partnership with open communications, created a positive, inclusive environment for implementing organizational change.
- In this case study, magnitude of the PRIME BC project and of the importance of a successful implementation in the CRD was paramount to participants.
- While issues of police cultural identity emerged, these issues were ‘taken in stride’, as one participant stated, “This is ongoing change, and it is fluid. There will be times when the river flows slow and deep and other times when there will be huge rapids [and] people will just have to get through it” (Participant 5).
- Some agencies initially underestimated the amount of time and energy that was required to implement this degree of organizational change. As the process

continued, those agencies released their participants from operational duties and dedicated them to the process until completion.

- A detailed project structure was critical to successful organizational change. By building an organizational framework of collaboration, supported by governing committees and directors, while appointing respected trainers and managers, many of the pitfalls of organizational change were avoided.
- Phase 2 of PRIME BC sets a precedent in policing. Participants were effecting deep organizational change on many levels, and were truly “walking naked into the land of uncertainty” (Quinn, 1996, p.3).

### *Study Recommendations*

I believe this research project, an in-depth qualitative case study, bound by time (11 months) and by case (Phase 2 implementation of PRIME BC), provides a descriptive account of the process of organizational change within a policing environment. This project has “the potential for making a contribution to the literature”; yet I also recognize, as with any exploratory case study, this report has limited generalizability beyond this case study (Creswell, 1998, pp. 371 & 372).

The project sponsor for PRIME BC is the Police Services Division of the Ministry of Public Safety and Solicitor General. These recommendations are directed to the sponsor, and to the police community within British Columbia. This report recommends:

- A project structure appropriate for the organizations involved is designed and adopted at the outset of organizational change management.
- Prior to organizational change, individual roles within the project structure are clearly defined.
- Every agency identifies member(s) to participate in the implementation process on a full time basis.
- Participants self-select their area of involvement and roles based on their knowledge, skills and experience.
- Support is built into the organizational structure to enable all organizational levels to participate.
- Decision-makers have access to a training module prior to developing modules for their agency and prior to providing training for learners.
- Design and adopt a comprehensive communications plan tailored to the needs of the organizations involved.
- Appoint an information officer to coordinate information distribution to all participants.
- Adopt a system of checks and reviews to ensure the transfer of knowledge is occurring between all levels as a continuous information loop.

- All police agencies in British Columbia adopt multi-jurisdictional information sharing as the business model of policing in the twenty-first century.



## CHAPTER FIVE – FUTURE RESEARCH

*The whole overriding thing is that we are trying to benefit the working officer and we are trying to benefit public safety, and that's what matters.*

*Participant 7*

This report is based on ten interviews with individuals representing all levels of organizational change management in Phase 2 of PRIME BC. This case study involved an in-depth examination of the implementation of a multi-jurisdictional information system across municipal policing agencies in the Capital Regional District of Greater Victoria, Vancouver Island, British Columbia.

While issues examined in this report are specific to this case study, this project adds generally to a body of research concerning police organizational management, police organizational change, policing leadership, models of policing in Canada, police culture, and perhaps even beyond the field of policing to project planning, project structure, and communications.

As the researcher, my goal was to produce a final project report intended for distribution to the Ministry of Public Safety and Solicitor General as well as all Capital Region police agencies that participated in this project. The Police Services Division of the Ministry will be performing a post implementation review of the PRIME BC project and this report may assist that review.

As Creswell (1998) suggests, writing is “situated within a particular historical and locally specific time and place” (p. 172). The experiences discussed in these chapters

reflect a 'small slice' of organizational change management, culture and leadership as described by participants. With over 300 pages of interview data, time and resource restrictions have limited the amount of research that can be performed within the parameters of this project. I feel there are many areas of this project that would benefit from future research, especially in depth and breadth of the complex social, political, and economic realms of police organizations. For example, several key categories developed during the data analysis phase of this research project are worthy of future research, including 1) building an environment of change; 2) building a multi-jurisdictional environment; and 3) developing a collaborative leadership model. This project is only able to touch upon many of these significant issues in policing and change management.

PRIME BC continues to offer many opportunities to explore change-in-action as other policing agencies come online across the province of British Columbia in coming years. Future research may also include a broader sampling of police agencies, perhaps expanding to reflect the experiences of the RCMP, the Organized Crime Agency of British Columbia or the E-Comm Corporation. In contrast, future research questions may focus on a single agency as an intensive single case study that thoroughly examines the process of organizational change in greater detail and scope. Future research endeavours may elect to focus solely on the experiences of civilian and support staff rather than operational police members. Furthermore, adding another collection methodology such as a questionnaire may also build upon research conducted for this report.

I believe this project will serve as a guide to multi-jurisdictional change management processes within policing, and that this project will offer insights into

policing within the Canadian context as policing remains a field of study with many opportunities to contribute to a growing body of research.

## CHAPTER SIX – REFLECTING ON MY LESSONS LEARNED

When I began to frame my research interests over a year ago, two key criteria needed to be satisfied: 1) the topic must be current, and 2) the research must be relevant to the sponsor, the community under review, and to myself as the researcher. I feel I have fulfilled this goal, and as an outcome of my investigation, it is my hope that I am adding a new and perhaps unique perspective to the discourse of change management in policing.

My research focuses on a case study, Phase 2 implementation of PRIME BC, which examines the process of organizational change in a multi-jurisdictional policing environment. In essence, this project explores change management in action as multiple police agencies create the means and the mechanisms to facilitate a common goal, the implementation of a new, shared information system, while at the same time restructuring existing methods and introducing new ways of being that define key aspects of the organization, including leadership, culture and of course, technology. I draw extensively on the experiences of nine leaders and change agents to generate a report that may serve as a guide to the next phase of implementation in the province of British Columbia. As a result, I feel this report brings forward the “voice [of] participants” and that has “value, both in informing and improving practice” (Creswell, 1998, pp. 196 & 195).

In the course of defining my research question, I approached individuals within the policing community, both leaders and members who had completed formal studies, to solicit their opinions and advice. A strategy of “take a small slice of a major issue and examine it from all perspectives” proved to be key words of guidance for my undertaking

(R.D. Gehl, personal communication, January 22, 2003). Change management is an ever-expanding field of inquiry, and while the research question within this thesis represents only a small slice of that subject, perhaps it should have been sliced somewhat thinner. Based on my experience, I would like to share three key lessons learned with future students of this program.

### *Planning the Project*

I began by creating a timeline of events, charting each component of the project with expected dates for completion. There were ten key steps: 1) secure sponsorship; 2) identify participants; 3) develop interview questions; 4) interview participants; 5) transcribe interviews; 6) forward transcripts to participants for review; 7) confirm data for project; 8) complete data analysis; 9) prepare final report; 10) revise and submit final report. At the outset of the project, a timeline offered me the needed structure to begin, but within a few months, circumstances significantly altered this plan.

One of the most important lessons learned during this process was patience and the importance of expecting the unexpected. While this research project was important to me, other issues often superseded it in immediacy and importance, both to myself and participants.

In terms of data collection and the number of interviews I conducted, it was difficult to schedule time with participants to conduct the interviews and then follow-up accordingly. With ten interviewees, some in different geographic areas, there was an added layer of complexity I had not anticipated around the timeliness of coordinating

research activities within multiple professional commitments and employment schedules. Such factors are often beyond the control of researchers and participants and can result in extended timeframes for each component of the project.

On a personal level, should I engage in such a project again, I would consider seeking a long, uninterrupted period of time to complete the project, rather than cycling between short blocks of research and returning to work. The interruption of thought can create an additional challenge to the experience.

### *Maintaining a Manageable Project*

The second lesson learned concerns the number of interviews completed during the data-gathering phase. While my original intention was to interview five change agents, I came to realize that the importance of framing the historical context of PRIME BC was essential to the development of a research project of depth and scope. I decided to approach five more key leaders who were able to inform me on issues during the years leading up to the case study period. As a result, I completed ten interviews totalling well over three hundred pages of transcripts, which ultimately presented a considerable challenge when organizing this extensive body of information within the requirements of a thesis. In fact, there was significantly more data than I can include, and in some ways, I would have liked several more months to synthesize the data further.

Given the length of interviews and the number of transcript pages generated, I underestimated the time needed to transcribe the interviews, and the time participants would need to confirm their transcripts. In terms of interviewing, I would suggest limiting

the number of in-depth interviews for a thesis between three and five to maintain a suitable data set, and to allow additional weeks for the process of conducting, transcribing and confirming data.

### *Participant Profiles*

For my project, interview participants were selected based on their roles as leaders and change agents in the formation and implementation of PRIME BC. Most of the interview participants were active police officers. Given the scope of this thesis, I was unable to include civilian staff within the agencies included in this case study. A possible project for future students may be to examine this same research question from the perspective of civilian staff, thereby adding another essential dimension to our understanding of organizational change and management within police agencies.

### *A Final Thought*

Underlying all lessons learned during this project is the importance of listening, and always respecting another's perspective, especially if that perspective is outside one's own experience. This way of being resonates with me, and with such respect comes trust, and during the course of research, the foundations of respect and trust encourage open and honest communication. The most descriptive term for such interpersonal exchange is building working relationships. Within such relationships there is a balance of tensions, a give and take, which defines whether those relationships flourish or diminish. During my interviews, as well as my observations during related workplace meetings, I had many

opportunities to see such relationship building in action. True leadership embraces this tension as a dynamic of participation and exchange among individuals.

I speculate that if the implementation of PRIME BC had not been created with guiding principles that value everyone in the organization, ensure the right to speak, and encourage spaces for inclusion throughout the process, the outcomes would have been very different. To-date, Phase 2 implementation has been an unqualified success, and it is to the credit of all involved that this experience of change management has emerged as a model and a template for other agencies. As a result, leadership and effecting positive change are reflected as core elements within my research project.

When closing my interviews, I asked participants to reflect on their own lessons learned during Phase 2 implementation. Participant 5 offered the following statement which I feel is poignant to graduate work within our area of study, and at the same time imparts wisdom to those embarking on careers within the field of organizational change and leadership:

There are probably two things actually, and I can't separate the two, but communications and relationships. There is that trust, and you have to build that trust and that relationship, and I guess that is facilitated and fostered through communications. The trust at all levels has to be there. You are all working together and you are in sync with a common vision and in order to do that, you have to have communications, you have to have trust, and you have to



have a relationship that works. Otherwise, I don't see how you can bring this forward and make this happen. The administrative side, having good plans, being organized, that is all fine and good, but if you don't have the principles that provide communications, and trust, and solid relationships with other stakeholders, then it is not going to work.

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## APPENDICIES

Appendix A:

Letters of Intent and Consent

Letter of Intent

[Date]

[Chief of Police]

**RE: Researching organizational change**

Dear Chief,

As a Master of Arts in Leadership and Training student at Royal Roads University, I am writing to you to introduce my topic of study and request participation of your agency in the data collection phase of my research project, *Prime BC: A case study of change management in a multi-jurisdictional policing environment*.

My area of interest is the process of organizational change, and in a case study of PRIME BC, I will examine the experience of the four municipal police agencies involved in Phase 2 I implementation. I am inviting each agency to participate in this project to ensure that my research reflects a balanced and fair representation of change management during Phase 2.

Specifically, I would like to seek your permission to approach a member of your department for an in-depth interview to solicit knowledge and experience of change management that has taken place to date. I also have a brief survey that I would like to ask your representative to distribute among a small number of both sworn and civilian staff in your agency that will further help to understand the experience of change within the organization.

This project offers a unique opportunity to examine change as it happens, and I believe such research contributes to a growing body of police-based research emerging in Canada. I look forward to working with the [police department] in the future. Should you have any questions or concerns, please feel free to contact me at \*\*\*\*\* or email, \*\*\*\*\*.

Thank you for your time and consideration.

Michael W. Yeager,  
Graduate Student,  
Royal Roads University



## Letter of Consent

### **PARTICIPANT CONSENT FORM**

You are being invited to participate in a study entitled, "PRIME BC: An Examination of Change Management in a Multi-Jurisdictional Policing Environment", that is being conducted by Michael Yeager, a graduate student in the Master of Arts in Leadership and Training Program at Royal Roads University. As the researcher, Michael Yeager is available to you by telephone, \*\*\*\*\*, or by email, \*\*\*\*\*, to address any questions or concerns you may have before proceeding with participation in this project.

The purpose of this research project is to investigate the process of change management in Phase 2 implementation of PRIME BC. The primary objective of this research project is to gain insight and document the process of change management as it unfolds.

You are being asked to participate in an interview because of your experiences within your agency. If you agree to voluntarily participate in this research, your participation will include a one-to-one interview, which will be audio-taped, and review of a transcript of the interview. Interviews will be no more than two hours in length, with a one hour follow-up meeting. You will decide the location, time, and date of the interview. Interview questions are general in nature, designed to solicit insights about the processes of change and the management of change within your organization. You may choose not to answer any given question during the interview. Your participation is voluntary and you may withdraw at any time.

If you do withdraw from the study your data will not be used in the final project and all personal data will be destroyed immediately. In order to assure myself that you are continuing to give your consent to participate in this research, I will contact you during the data gathering period to confirm you continue to give your consent to participate during the entire project.

There are no known or anticipated risks to you by participating in this research. There are no known inconveniences to you, other than time, as a participant in this study. There is no compensation for your participation in this project.

In terms of protecting your confidentiality, you will have the opportunity to remove any details from the transcript and the final project which might identify you. Your confidentiality and the confidentiality of the data will be protected by keeping all data in a locked file cabinet. Your consent form will be kept separate from the data. All data will be destroyed within one year of completion of the project by erasing all audiotapes, destroying all audiocassettes, and shredding all paper-based notes and transcripts. There are no other planned uses for this data.

It is anticipated the results of this study will be shared with others in the following ways: directly to participants, among police agencies in BC (if requested), and possibly a published article or book chapter. There is no conflict of interest on the part of the researcher, institutions, or sponsors.

If you wish to proceed, please complete the following:

I, \_\_\_\_\_, agree to participate in a research project exploring multi-jurisdictional change management in Phase 2 of the implementation of PRIME BC. This project is conducted by Michael Yeager, graduate student, as part of the requirements for a Master of Arts degree, under the supervision of Dr. J. Parsons. Dr. Parsons may be contacted by telephone, \*\*\*\*\*, or by email, \*\*\*\*\*.

I agree to be interviewed by Michael Yeager (the researcher) under the following conditions:

1. I have the right to withdraw from any activity in this project at any time for any reason. If I choose to do so, the information I provide will be removed from the researcher's files and not used in the project.
2. I agree to an initial single interview and a follow-up interview each approximately 60 minutes in duration. The interviews will be tape-recorded.
3. I understand that the interview will be transcribed and that tapes and transcripts will not be shared with anyone besides the researcher.
4. My identity will be kept confidential. Any identifiers will be removed upon my request from the report. I understand that the findings will be presented to Police Services Division and participating police agencies, interested police agencies and/or other researchers.
5. I agree to maintain confidentiality of any communication with participants I may have during this project, and I will not disclose their identities or involvement in this project to anyone.
6. The researcher will endeavour to ensure that no harm will come to me through my participation in this project. No deception will be used in this study.
7. I understand that a copy of the final report will be held at Royal Roads University and will be available for viewing by the public.

Your signature below indicates that you understand the above conditions of participation in this study and that you have had the opportunity to have your questions answered by the researcher. A copy of this consent form will be returned to you with your transcript.

---

Signature

Date

If you have any questions or concerns during the course of this research project, please feel free to contact the researcher or supervisor at any time:

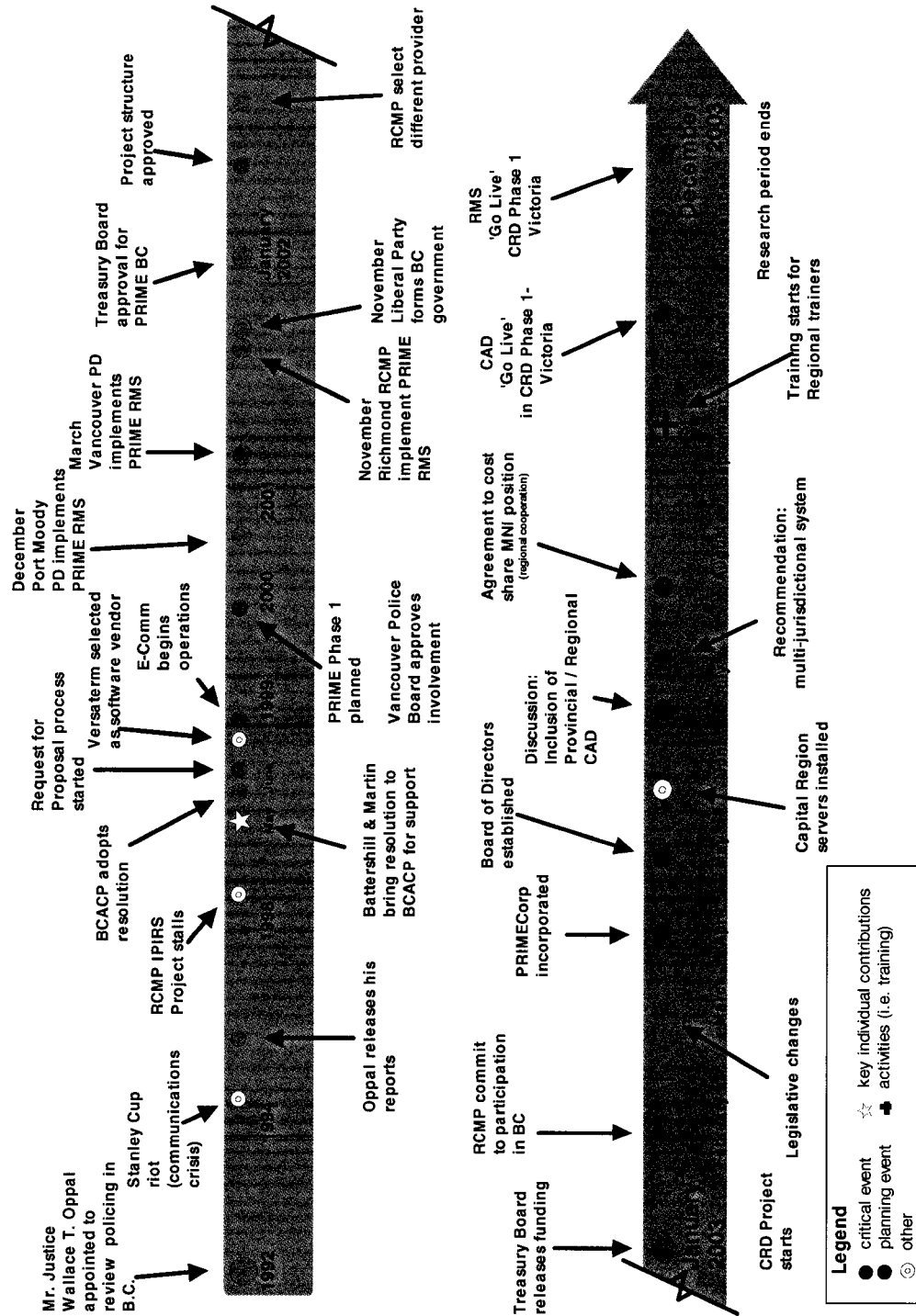
Michael Yeager, Researcher  
Royal Roads University, MALT Program

Dr. Jim Parsons, Project Supervisor  
Faculty of Education, University of Alberta

## Appendix B

### Timeline of PRIME BC

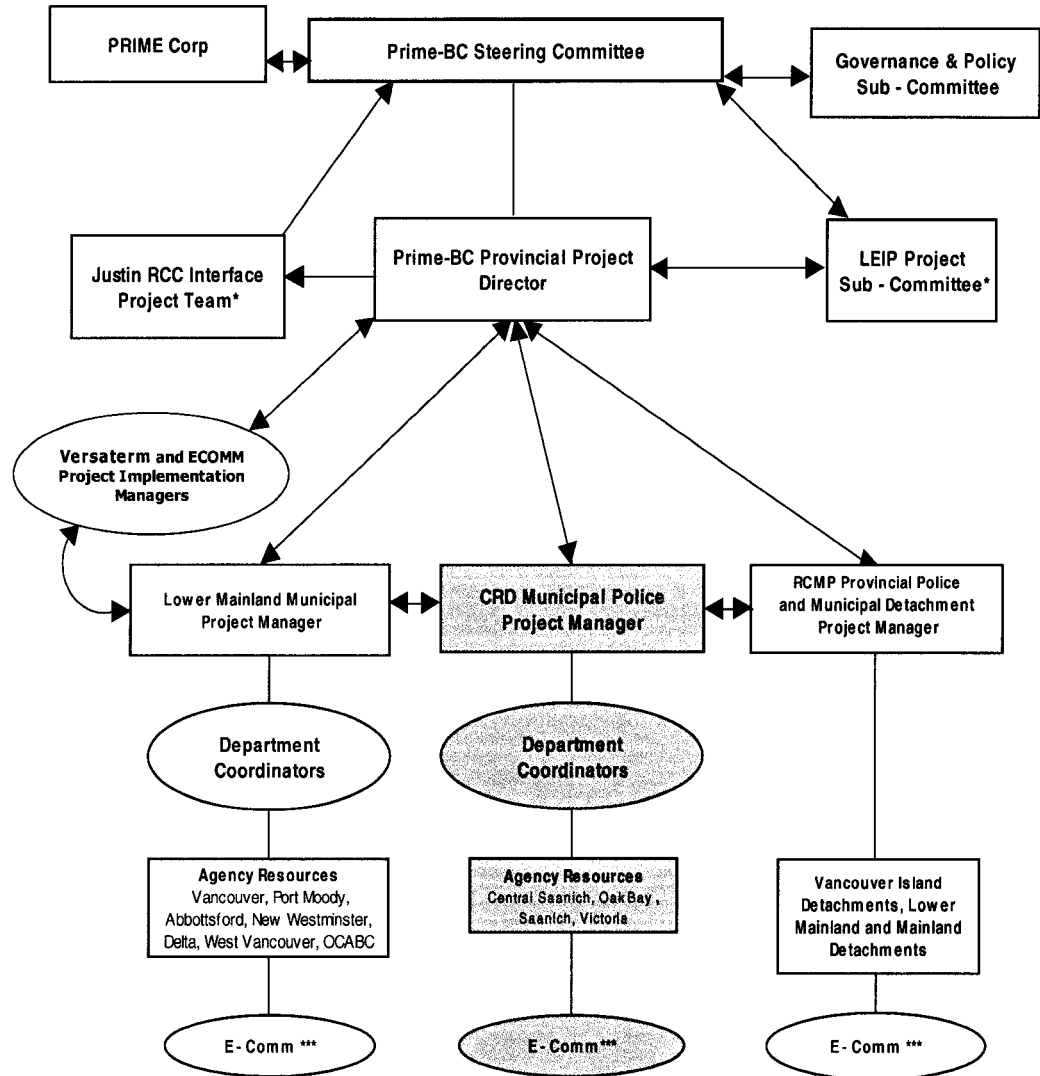
Table 2: Timeline of PRIME BC



Appendix C:

Project Structure of PRIME BC

Table 3: Project Structure of PRIME BC



\* denotes separately funded component project of Prime-BC  
 \*\* denotes a seconded and funded position to Prime-BC  
 \*\*\* denotes liaison and implementation involvement of service provider

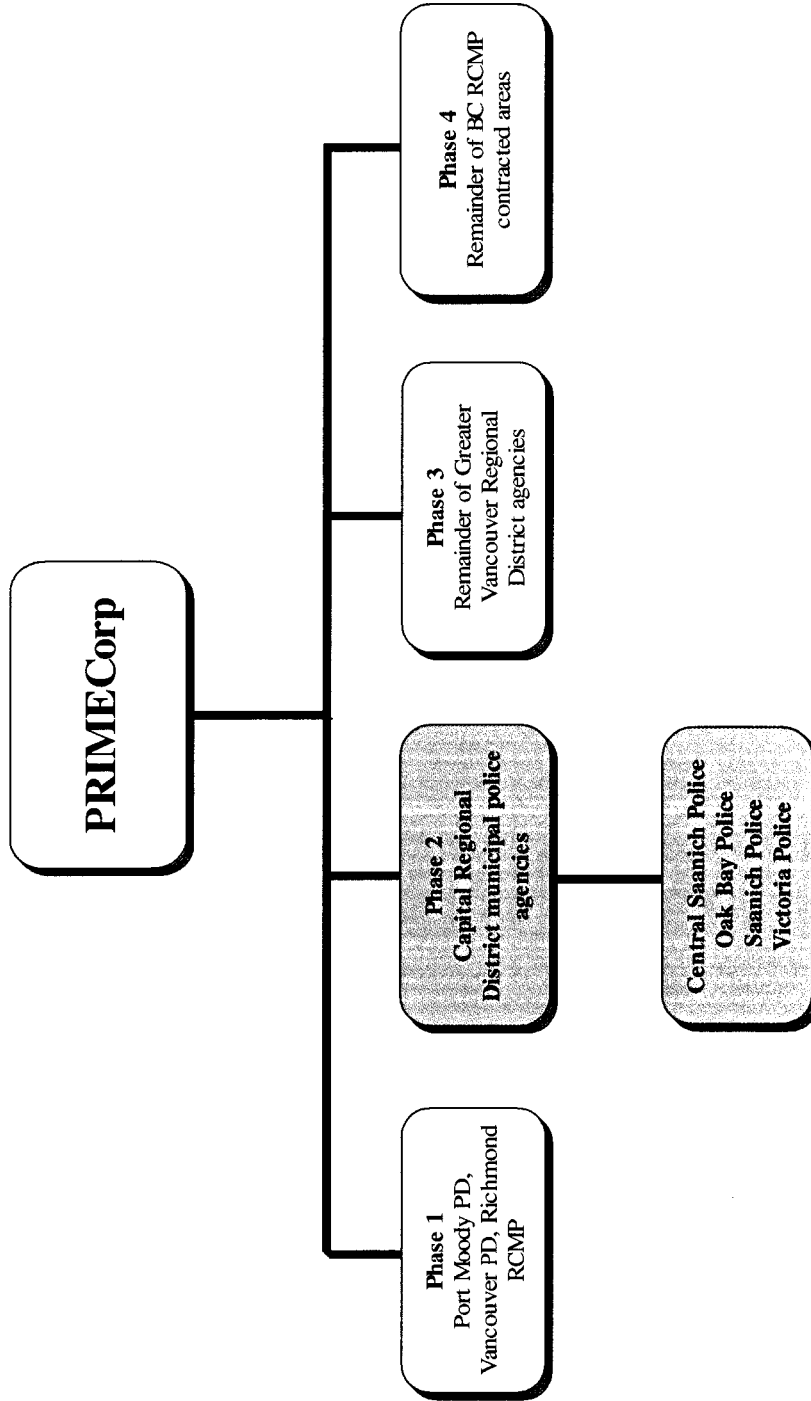
denotes Phase 2

Adapted from a chart presented by Mr. Frank Potter, PRIME BC Provincial Director, September, 2003.  
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Appendix D:

Four Phases of PRIME BC

Table 4: Four Phases of PRIME BC





## Appendix E

### Data Analysis: Identifying Patterns in Categories

Table 5: Data Analysis

Identifying Patterns in Categories

**CATEGORY: Organizational Change**

Patterns	Participants							
	1	2	3	4	5	7	8	9
External Governance	✓	✗	✓	✗	✓	✓	✓	✗
Inter-Agency Positioning	✓	✗	✓	✓	✓	✓	✓	✗
Workload Discrepancies	✓	✓	✗	✗	✓	✗	✗	✗
Training	✓	✓	✓	✗	✓	✓	✓	✓

**CATEGORY: Culture**

Patterns	Participants							
	1	2	3	4	5	7	8	9
Identity	✓	✓	✗	✗	✓	✓	✓	✗
Day-to-Day Practices	✓	✓	✓	✗	✓	✓	✓	✓

**CATEGORY: Leadership**

Patterns	Participants							
	1	2	3	4	5	7	8	9
Project Structure	✓	✗	✗	✓	✓	✓	✓	✗
Participatory Leadership	✓	✗	✓	✓	✓	✓	✓	✓
Effective Communications Plan	✓	✗	✗	✗	✓	✓	✗	✗

## Appendix F

### Data Analysis: Categories and Patterns

Table 6: Core Categories and Category Patterns

**CATEGORY: Organizational Change**

Participants	Pattern: External Governance
1	<p>Within our department there has been some resistance, but not a lot. I think the fact that it's been provincially mandated, it's basically law that everyone has to come onto this system killed that pretty quickly and we've, from a communications standpoint, we've communicated to members was, we want to help you, we'll do that, but if you are just whining, you are on your own because there's absolutely nothing you can do about it. The system is coming, it has been legislated, and that's that. So, suck it up.</p>
2	
3	<p>This was one major one, right here, the legislative change, this was critical, and that is the multi-jurisdictional system ...</p>
4	
5	<p>It is more consistent and standardized, and that is the other part of it, it is a provincial system, there are provincial standards. It is no longer one agency envisioning how they are going to write reports; you have to follow a certain formula to make this work.</p>
7	<p>Because they felt that there would be five years of game playing, unless they made it clear that they wanted police all on the same system. It came hand in glove with the fact that they had contributed provincial funding to municipal systems, and I think it had to be done, because, it was funny, because everybody started to swim in the same direction, a lot of the nonsense, the arguing, complaining, wanting to go to other systems, and thinking this was a stupid idea, sort of ended. And people did toe the line.</p>
8	<p>But we are in that kind of environment where although we have a steering committee, it wasn't very clear on what we were steering towards. We had this ideology that there was no way to get there and we were at the vagaries of every municipality's budget ... whether they wanted to do that or not. Clearly we could see where we wanted to go, but as that developed, we had a change in government which brought in a very pro-active perspective on things. Before it was very much, if we don't have to do anything, let's not do it.</p> <p>Certainly, to step back, the legislation was a big one because it legitimized the direction we wanted to go and it suddenly put it in place. It made no question about what is going to have to be done and that stopped a good deal of the interdepartmental positioning. Certainly one of the biggest issues was with the RCMP, having nationally adopted a different system.</p>
9	

Participants	Pattern: Inter-Agency Positioning
1	<p>A lot of ways it is just working at the ground level with the people who actually do the work as opposed to starting from the top down, and I think a lot of the resistance has got to do with control and a lot of the resistance has got to do with a perception of that people losing their spheres of influence. And also ego. But if you get down to the lower level where we live, people want to get the job done and in the best way possible. What we're dealing with really is information; that is our product, in a policing department that is our product and within police departments, investigators see the need to share that. Sometimes when it gets up to administration, it's not about the guy in the street and what is easiest for him, although sometimes that is touted, it is often seems to come down to, am I going to have control over this and is this going to affect my budget and how.</p> <p>And there are a couple of things that I guess, with the dynamics of that group, that I guess then ends in a disagreement, at times, and sometimes, finding the reason for that disagreement, it seems on surface, that reason when you say white, they say black is just because you say white. And the biggest issue throughout this whole thing has been the cost and if it isn't the biggest issue, it is the biggest reason given for a lot of the issue</p>
2	
3	<p>We planned ahead, but ... This came mid-budget year, when we really started to get into what we were going to have to do, and you may have heard that we had a problem with the MDTs in the cars ... that resolution isn't supported by Versaterm ... we've had to replace 18 laptops. And that is a significant amount of money in a budget year in a year when that money wasn't there ...</p>
4	<p>so I started doing this while doing patrol work, two days, two nights and four days off and I finally went to them and said, I can't keep doing this. I was getting behind, or I couldn't go to a meeting. The coordinators down there are on this full-time ... I've got to go to day shifts ... we finally agreed to do it on a two-month trial basis. And I still have to carry on my portion ... and it is getting busy where we're putting training manuals together and everything, so, I ended up in a bit of a friction area because I was getting pulled from the PRIME people to be down there doing PRIME stuff and getting pulled, because my primary responsibility, according to our management, is to the department, and if I'm needed there in an operational role, then that is the way it is. So anyway it was back and forth and of course, some of the [others] don't think I'm contributing as much as I should be, and like I said, they were all day-shift jobs and that was basically their permanent job at the time. Here I am trying to work nights and take my holidays and stuff, so you know, I even thought about whether there was enough of a commitment by our management to do the job properly.</p> <p>I told them, you have to commit to this, it is a big project. They did not understand that in my mind, and I said several times, just how big a project this was. In my mind, we're not taking it seriously enough...It took a lot of talking on my part to convince them that this is not a small project, it is very important for policing in general, for a lot of places, not just in the CRD, and finally I questioned, if they were committed</p>

	<p>enough to it and then I started to question my commitment because here I am getting pulled down there and then I'm being pulled back here and I'm trying to explain to them I have to be down there because I'm not pulling my load right now.</p> <p>He was concerned about how much time this would take. I think he had a tough time visualizing this was a full-time job. And it took me a long time to convince him of that. I think they failed to realize we're a joint group making a joint effort to make this work for the CRD. It is not just me sitting there doing **** stuff, it's also helping with the training for other agencies, helping out in the classrooms, I trouble shoot the ... and it is the same work I'd do for ****. I do a lot of stuff that is specific to **** but it is not my only role.</p> <p>There has been some concern because as a small agency, it is hard for us to take a large hit, financially. We work on a yearly budget, and there usually is a restriction of 1% increase or something like that ... All of a sudden we come along and put in a cost estimate to be up and running, so there is some talk that PRIME BC should have gotten everything up and running to start with and then we would pay a monthly fee which is going to happen anyway because it is based on a per member cost for the PRIME service itself, which I think is about \$275 a year per member. For us to take a \$60,000 hit, that is pretty hard.</p>
5	<p>The members themselves have to be willing to do their part in trying to make these changes happen. I think, for the most part to date, we have been successful. That's what **** has done. Now, other agencies with different cultures ... will see how that goes.</p>
7	<p>Now the latest thing is what they are calling the hidden costs of PRIME, which is a bizarre aberration. They are pitching to their police board...I think they are doing so at the risk of their own credibility, but they are saying the hidden costs of PRIME, "...they bring this thing into the building that we have to have modern laptops every three years, we have to have a firewall in our organization, and that's crazy." I mean, you have a firewall on your little PC at home, I hope...</p>
8	<p>The Steering Committee was focusing on how they could expand the system, but it was coming down to a lot of departmental and jurisdictional issues on whether they did want to indeed implement that kind of change or get on a common platform, or should they look at a means of simply linking the ... platforms and forget about a common product.</p>
9	

Participants	Pattern: Workload Discrepancies
1	<p>I think that obviously we'd need a lot more people. I would have liked to have seen at least another police officer full time involved... An operational person, and that's more to spread out some of the work but also to get another point of view. With **** it would have been nice if they could have also had a full time coordinator</p>

	<p>assigned to the office. **** has done a good job, but has a lot of other things going on at the same time. **** has been spectacular, he's full-time on it, just a very bright and incredible addition to the team.</p> <p>I think it might have been better if we had examined everybody's skill sets ahead of time and their ability to commit time. At the end of the day, I think it worked out, there were some growing pains for smaller agencies, but to be fair, 1 person out of 24-member department is like giving 10 people.</p>
2	<p>The only change I would have made was, whether this would have required full-time commitment on my part, if I had committed more time originally, when I first started, in other words, if I have gone to Vancouver... wherever ... I would have been better able to judge how much time I would have to commit between then and go live date. But without the knowledge of the system, I can't make that decision.</p>
3	
4	
5	<p>Well presumably, each coordinator's organization is supporting them, and I know, the **** coordinator is supported by the senior management group here, as are all the other coordinators as well. They are the representatives; they are the liaisons between their organization and PRIME. They have to be supported. They have to have the vision because we've set timelines for different tasks and activities, and the coordinators have to come back with business completed by this date and this time and if it wasn't, they'd fall severely behind and we couldn't have that ...I think everyone has really risen to the challenge ... to make this happen and the commitment has been there.</p>
7	
8	
9	

Participants	Pattern: Training
1	<p>A lot of it was learning on the fly. Sometimes it felt like you were growing feathers and learning to fly at the same time. So making decisions on things that are really just theory, which, back to my why I got into this, it became really apparent that we had to take our best shot, our best guess, and then leave it liquid enough that once we actually started implementing it and everything was being put together in practice after go live that we'd have flexibility to change things as needed. So, no I didn't receive any other training ... And also I guess, I've been around long enough to know what I didn't know. I tried to give it my best shot, and then run it by people who are actually in that position, to see how that would work.</p>

2	<p>I think, they share the feeling that we were somewhat disappointed in the level of training provided to us as Department Coordinators by Versaterm. What should have happened was, we should have gone to a department, whether it was Port Moody, the RCMP, or Vancouver, and [been] given the course. Given what we would have had to present eventually, as students, take the course, figure out what it is all about and then actually design a system. I think we started designing a system not really understanding how the system was ever going to fit together, not knowing exactly what PRIME had done. I took it upon myself to go visit Port Moody back in February to figure out how this was going to impact us as police officers, how this was going to impact us as a department, not to learn about PRIME, but how they proceeded with the implementation and to see if I could correct any mistakes that they had made. And that was an eye-opener, but it still didn't teach me the system. And so for the first four or five months, we were basically the blind going into the dark shadow of PRIME or Versaterm and not really knowing, not really understanding how this was going to fit together and the bottom end. Versaterm did come out on two occasions, possibly three, to give us sessions on how this was all going to fit together. But these were sessions aimed towards department coordinators and I think they were on the understanding or the belief, that we already knew it, how Versaterm worked, the system worked, and we didn't, not to the extent that they assumed. And so it was, after two hours of listening to **** talk, you are saturated, you can't absorb anymore and the rest of the four hour day was shot. It was a very major disappointment as far as I was concerned</p>
3	<p>What we had asked is, the fellow from Versaterm **** He was doing our training, and it was a common consensus that had he spent a day with us, not just doing an overview of it, but saying, OK let's sit down as **** users, let's sit down as ****, and **** and **** and sit at a terminal. This is how you add a person, this is how you give them security programs, and this is how you do it. Actually go through a few and then we could have made our notes and then we could have gone in and continued on. But as it wasn't until months later he came back and did that because we kept saying, we're frustrated because we don't know what we're doing. We're doing something but we're not sure it is right.</p>
4	
5	<p>They are all operational and that is important. Again, subject-matter experts. I think if we had gone and said, give me an IT person from every department to try to sit down and work through business change processes, you wouldn't have had this kind of progress. Certainly the IT subject-matter experts are critical to the success of this project and they are pivotal to this happening, but clearly, in business change process, you have to involve your business people, and that is the civilian side as well. Subject-matter experts from records and the communications centre, you have to involve everybody, because it is going to affect everybody, clear and simple.</p>
7	<p>But PRIME will go through that phase too, yes it's been a transformational change to go to this system, but how do we inculcate both the way this organization operates with this new system, with these business practices.</p>
8	<p>We very much looked at this project as not being, and kept stressing, this is not an IT project, this is a project about change in how we are conducting policing, and yes,</p>



	<p>we are using an IT tool, but it is really about change within police departments and how they do business. We are just using a tool that facilitates that better and across jurisdictions. So the aspect of operational policing and the profile we've given it at various levels of the project were absolutely critical. We completely saw that as being determinant of the success or failure and when we look back at failures in the past, it was because departments saw nothing but a huge influx of IT consultants running around saying, this is what is best for you, this is what you should do, and how you should do it. To introduce change in that environment is extremely tough, because number one, this kind of change on this magnitude is huge, it is a big system to learn. To have somebody who has never worked a day in their life in policing, it is pretty tough to swallow that that may necessarily be good for you, whereas if we have people internal to the organizations who are well respected and have done the job, they are there because they are sincere about what they can deliver.</p>
9	<p>In this particular project, you are. You have to go back to what's the focus of PRIME, what's the purpose of PRIME, to provide real time information to the front line police officer, well, I'm an operational guy, I understand that, it hasn't been that long since I've been out of operations. Cause after I did the PRIME role, I went back to operations as patrol supervisor, and that was ten months ago, and there are days I desperately miss it but... the credibility side of it, when you talk about managing change, and I'm sure we to this later when we talk about training, and identify trainers and stuff, it's not about I is beyond an IT project, it's not about re-designing your departments server setup, who as long as it works ...this is the nuts and bolts of policing, this is getting police inform to the members, and you can sell that when you come from an operational background because I've been around the department, I've been here for twenty-two years, everybody knows who I am, they know my operational background, so if I am going to be ... I am going to question it, and they are going to go, well, okay, I'm questioning it, but it's coming from someone who actually knows ops, so there's less questioning...not that there's no questioning, they always question it...</p>

**CATEGORY: Culture**

Participants	Pattern: Identity
1	<p>When people see what the system can do, they are pretty impressed. When they, the resistance that has occurred, has been resistance to doing what is conceived as being records jobs, scoring, some of the entry, that, entering property, for instance, a list of all the stuff that was stolen at a B/E, why can't I just give it to records and have them enter it for me and do the report. There has been that kind of resistance from the front line people thinking they are going to take hours and hours to do one report. And at first that might be the case, like any new system, once you get proficient at though you'll, the timeframes will collapse.</p>
2	<p>What will change the department is the constant link to other departments now. We won't be as isolated as we were. Theoretically ... and practically, you could put</p>

	<p>your head down, stay within your borders and don't listen to anyone else, and you could have a very quiet police life. I think that is going to be gone. I think you are going to be forced into accepting the outside world through PRIME.</p>
3	
4	
5	<p>No, because you still retain your jurisdictional identifier as ****, ****, or ****. Your identity may change in terms of what your current business processes are now, how you are doing your report, how you are writing them, but I think for the most part, we as police want to keep things the same way ... in terms of identity and business processes, yes, that will change, and I think it is fair to say all the agencies have made changes to their existing business processes. Take for example the communications centre on the CAD side of PRIME. It was a struggle for some time that the dispatch centres ... when they sat down ... that took some time because each communications centre had their own variation of CAD call types. It was coming to consensus on what is going to be the provincial information standards for CAD call types. And they did it. But it was certainly, those were issues that came forward, we are losing our identity because we don't have this specific call type anymore, and clearly that is captured somewhere else.</p> <p>So it is trying to manage those issues as they come up, but it is a two-way street. The members themselves have to be willing to do their part in trying to make these changes happen. I think, for the most part to date, we have been successful. That's what **** has done. Now, other agencies with different cultures ... will see how that goes.</p> <p>In terms of your question of managing the resistance, the resistance is dealt with more by department coordinators within agencies. They make every effort to bring in the communications plan to communicate with sworn members, support staff, the police board ... there is a big resistance to any new technology, how will it affect my job, will I have a job after all this, and we said right from the start that part of the communications plan is that no jobs will be lost, your job will probably change and you'll be doing different tasks. You'll go from a specialist doing one specific task and only one specific task, take for example a records clerk who just did data entry before, that data entry clerk will now become a generalist who will be responsible for quality assurance on data, they'll be responsible for scanning in information into the system, so there are all these different functions they have to learn, as long as you are willing to learn and accept those changes.</p> <p>And again it relates to ... our members won't accept this, our members won't be able to, they don't know how to use a computer, our members don't know how to type. Those types of issues. We'll deal with that as it comes and as soon as we've heard that, and an email was put out to the members, if you don't know how to type, we'll offer you assistance to teach you how to type and we purchased typing tutorial software to put on all the machines, all the computers in the building, and as well, the information trainer will be offering assistance in helping people to learn how to type and how to effectively use a keyboard in the system.</p>

	<p>But in terms of the resistance to change, and let's go to the members for a second, some of the resistance we've seen has been members saying, I'm not a data entry clerk, I can't learn how to do mobile reporting. Well, Phase 1, Vancouver Police was in a similar situation ... they moved their 1200 members off of Dictaphone and ... I guess part of that was articulated to our members ... Vancouver was able to do it, why can't we?</p>
7	<p>Officers from one department are experiencing a new attitude and environment in another department.</p>
8	<p>We're setting a model for policing in North America, clearly, we are being watched all over North America. I just came back from a conference in Montreal, a Canadian Chief's conference on information sharing and partnerships, and BC is being watched very closely as the way to do policing. We are the front-edge of a large wave of change in policing in this country. It is a big responsibility on our shoulders.</p> <p>Certainly what it does, from an information capability ... in large urban centres such as here and the GVRD, regardless of the number of police departments that are there, it will have them operating as one solid cohesive unit. I think it will facilitate the integration of combined units.</p> <p>It is going to tear down a lot of parochial borders, like it or not, it will tear them down, because at the point that there is a free-wheeling of information exchange at the operational level, regardless of politics or parochialisms at higher levels, policing will carry on despite those other perspectives that may oppose things like integrated policing and that type of thing. It will certainly address the public safety needs of large urban areas.</p>
9	

Participants	Pattern: Day-to-Day Practices
1	<p>I think a lot of it is, getting comfortable with a new system. And now that is one of the biggest parts of this whole change management is, not so much that what we're doing is new, or what we're doing is getting people to let go of the old ways of doing business. And there's a huge comfort level there, right, people are comfortable, they are confident, they've grown up with a certain way of doing things. Now we're telling them, no, you're not going to do that anymore, we all have to do it this way now, and so now everyone feels like they are a rookie again and there's no one to rely on. It is like we're all rookies now. You sink or swim on your own. We have a lot of support, but we can't have one-on-one for weeks or months.</p> <p>I would say, by 2005, when everyone is supposed to be on this system, we are going to be very close to being a provincial department. I mean, honestly, if you look at it, if all the business practices are the same way, if we all capture information in the same way, if we record information in the same way, and with little variation</p>

	<p>proceeding within our departments, doing business the same way, everything has to be standardized. We've gotten to a point now within PRIME that table values are standardized, that everyone's procedures and policies were shared back and forth because no one wants to reinvent the wheel. It's amalgamation through attrition more than anything else. How far in four or even three years from now, once everyone in the Capital Regional District is on, how far away are we from an amalgamated police department, I mean really, I think you are there in everything but name alone.</p> <p>It really depends. The majority of people are positive and it is new. On one hand they like getting new stuff, on the other, they don't like giving up the old, and we're asking them to do both. It is kind of a bittersweet thing. And we have different levels of comfort within our department with technology. We have people who are very comfortable with technology and will easily learn any system you give them. We have people who are users of technology and learn only what they need to know, but are still comfortable with technology. Others who only use technology because they have to and will fight you every step of the way, but will eventually learn it. And the group of people that are wishing that typewriters would make a come back, and not the electric the manual ones. So I think as a whole the department has a pretty high level of skills when it comes to technology and acceptance. Where we run into problems is when we get rid of things that are seen as labour-saving devices like Dictaphones where officers now have to learn other skills like typing that maybe doesn't fit with their particular view of what police skills set should include. It is report writing. It's not sexy right? There aren't TV shows about report writing.</p>
2	<p>I think it is going to change, but I don't think it is going to be lost, unless total amalgamation is forced down our throats. It is going to be changed in that, we as **** police officers will be more knowledgeable about what goes on in outlying jurisdictions because the information will be at our fingertips. That will enhance our ability to do the job. I think that with PRIME coming in, the fact that PRIME is coming in, is going to lead to other integration of services and that will change our way of doing business and change some of our identity. Patrol will still be patrol. And that is where the front line guy meets with the public. Yes, we might have a 30 person major crimes task force at our beck and call, but that doesn't affect how our member in the street is going to deal with the public. So I don't think that is going to change. We'll respond to the same number of calls. The public will see it as somewhat different</p>
3	<p>I think one of the things this has done is made us look at our current practices, and ask why are you doing this? Is it still necessary? And I think we found some, where it is because we have always done it. Do we have to do it still? So I think we can gain some efficiencies through that process</p>
4	
5	<p>It provides a regional information infrastructure where all information silos are going, everybody is using one system, they are reporting and collating and collecting information all the same way, the same business rules, our provincial basis provides wider access to the information we need to do our jobs.</p> <p>It will be the digital information flow versus paper flow. The physical paper will cease to move ... from one file tray to another, it will move electronically from one</p>

	<p>to another. So that is a key part of the change, and it is overcoming that culture that I must have paper in my hands for it to exist. We are seeing that right now, as of yesterday, we turned on the arrest booking module for PRIME and the comments I'm receiving back from people who are coordinating that part of the project, they are saying the jail staff are trying to wrap their heads around, they are saying, I should be doing more, I don't have to do as much as I did before, because I don't have paper, I have a warrant, but I don't have anything to staple it to because the information is sitting on a computer screen, well it is there. But it is that culture and that mindset that you don't have to have that piece of paper in your hand, it is always there, it is always available. You can print it out if you want, but why, you don't need it to manage the information.</p>
7	<p>Now there is a larger argument in policing, which is labour force mobility, and I don't think they understand that concept. And that will be a Gen-X phenomenon, where people say, "I'm a professional, I paid for my own training at the JI, the collective agreements are the same, I can market myself for my thirty bucks an hour, I am going to work for an employer that I have some respect for."</p>
8	<p>I think there will be a profound impact there because of the kinds of information that will now be easily and readily available in real time, as opposed to the environment now, where if you have the right contact in a department, you might be able to learn about something. Now the information is for the taking. Those barriers will be gone as well.</p> <p>We have to adapt the IT-based tool, but important to that is the business practices around that. And the bigger challenge beyond the IT, is how do we construct common business processes and procedures and still allow the autonomy needed so the police department can look after it's community's needs..</p>
9	<p>Once we actually got into the implementation side of things and working on business processes and tried to explain to people that 'okay, your job is going to change and this is how,' and tried to get them to wrap their heads around that it brought into the **** police department a lot more accountability and more responsibility in terms of report approval and stuff, and a lot of those things I am not seeing here, in other municipal police departments because they already have that process in place.</p>

**CATEGORY: Leadership**

Participants	Pattern: Project Structure
1	<p>We also made sure that every decision we made or every proposal we took forward, we also took forward to senior management, outlining what needed to be done, why we needed it to be done, and for the most part, it was fine, do it. I'm not kidding myself, I don't think it's just cause everybody believes that we'd do the best thing, which I think they do, but I think the bigger part of that is, it was too big a problem,</p>

	<p>too big a concept, for people to second guess you, they'd ask you questions, but they didn't feel comfortable saying, well, why don't we do it this way, because nobody had ever done it.</p>
2	
3	
4	<p>Well, generally there has always been discussion about stuff like that, or at least no arbitrary decisions that I can grasp at the top of my head, but you know, we had coordinator meetings once a week, lots of committees, like the CAD committee, and they met once a week at the outset, and once these things started to get geared up we spread out the meetings a little bit more. Generally there has always been discussion on how things are going to change. I haven't seen any problems that way.</p>
5	<p>very early on, our very first coordinator's meeting, we sat down with a list of "here's a coordinator, here is a list of what your roles and responsibilities are, as a project manager, here's what that role and responsibilities are." And again, we laid it all out in writing so it was very clear, no surprises, and those documents went forward to each coordinator's Chief and executive management group so everybody knew exactly what the expectations were. I couldn't go running to four different police departments every time a decision needed to be made, so each coordinator had to have decision-making authority, and go back as the representative for their agency.</p> <p>At the end of this, lessons learned, have a good project structure that is clearly articulated and what the ground rules are for operating. Meetings that we ran, we had minutes at every meeting, recorded minutes, so that we could always go back and see here was this decision and that decision, and the reasons for it, so it was very much a formalized process around those communications.</p>
7	<p>So, one of the guiding things, and one of the reasons I think this will work, is that we have adopted a philosophy of adopting a system, a structure, ...the whole overriding thing is that we are trying to benefit the working officer and we are trying to benefit public safety, and that's what matters. And the rest of this stuff, protecting IT managers, and protecting our own turf, doesn't matter. And we keep coming back to that and we keep coming back to that, and it gives you comfort when all the nonsense starts, because that's all I care about.</p>
8	<p>The project structure, I guess my perspective on that approach was, I looked at a couple of things. One is, critical to this was the project managers. They had to be pretty autonomous in what they were doing. In that role, the chain you need, not only of authority but of accountability as well, and when that breaks down, when that happens, you destroy the capability of people to do good work. I don't see myself as a hub of the communications, of the project, I'm an oversight, and will solve problems at a higher level where they are more organizationally oriented issues as opposed to implementation problems ... some of that has just evolved, but that was the perspective, so people would know what they are accountable for, what level they are accountable, and what they need to pass off.</p> <p>It is more of a matrix, more of a NASA type structure as opposed to a traditional project structure or organizational structure, because we are subject to a lot of</p>

	<p>variations that come up in trying to tie so many unique agencies in the area, and then geographic challenges, the difference is, we have to recognize in this project, there are significant difference in the types of policing that go on in various neighbourhoods around the province.</p> <p>We really had to be aware that the structure satisfied the needs of all the partners and that they had a part in all this and it was at that point in time then. ... the project structure got approved in October, so not very long ago. It took us almost a year to get a project structure approved and in place, because, again, I won't say turf wars, but agencies wanting to implement on behalf of everybody, and provincially, we were looking at it seriously of doing that, and handing it off to them and saying, OK you pay for it, because that way, the federal government would have to pay 30% of the costs.</p> <p>In any event, getting back to your question here, it was at that point that my role stepped up to be more of the **** role. It wasn't called the **** role at that point in time, but my emphasis in partaking in a number of other meetings going on, increased for me from being a **** to somebody who could put forward some ideas on maybe how we could move this forward. And a lot of that was just following good project management methodologies. The vision statements, those were set by the BC Chiefs. We articulated in a number of different forms what the Province's vision was in terms of PRIME BC. It had to be a multi-jurisdictional shared resource etcetera and what it was to achieve, and we shored that up with our own particular vision and got that out to ... the police Chiefs, to the police boards and other forums as well. What we saw as critical at that point was obviously a project management structure to consolidate all the various good ideas that were going on and to try to form some consensus in areas where there were differences of opinion. It was at that point, in trying to drive forward a project structure, we took a number of different formats and structures and ideas forward and **** as well, I mean, we flushed out a project management structure. That took some time, more time than I ever anticipated it would take, in a highly political environment. There was a desire by federal partners, the RCMP, provincial policing, they were really wanting to see us hand that over and they would implement PRIME on behalf of the policing community within BC. But that in part was saying, hand the project management structure over and we'll let some others sit at the meetings but we'll take it and run it.</p>
9	

Participants	Pattern: Participatory Leadership
1	<p>There's definitely a game plan. Some of the greatest examples of leadership have resulted from personal attributes of people. **** is a classic example. He was given a .... His personal attributes, natural leadership ability, very much get the job done, testing, double check, and he took it on and just ran with it. **** I think, is also, a very good leadership role and also an excellent communicator and a good organizer. **** has the ability to put things together, anticipate problems and try to connect with people who can fix those problems. **** has also been instrumental in</p>

	<p>that, in that she's got the experience of having done this before. She's extremely knowledgeable in the Records section and IT. And she's an incredibly knowledgeable lady. She's also very focused, she's also very clear on what she wants and what she doesn't and has the ability to communicate that in a very non-threatening way, in a non-demanding way, which is great. A great attribute to have.</p> <p>Yes, it did. Personally, one of the reasons I wanted to get involved with it is because I felt I was in a position with my operational background to provide input and to actually have a part in something that is going to be how we do business from now on. And I've seen other projects that have dealt with non-operational people making procedures and policies for operational people and they didn't always work out real well. So I was hoping to make it as operational as possible.</p>
2	
3	<p>... We're still looking at our workflows, we got people from all different areas because this system will affect everyone and how they do their work. We needed to find out what do you do now, can this system do it, can it do part of it? What do we need to work around to get what you need done ...</p> <p>Of a leader in this project. I've worked with lots of leaders. They are the ones stepping up and saying, this is what we have ... and selling it to everyone else, here are the benefits, and not going along with this is crap ... these are the benefits down the road. And going through that adversity and negative thoughts, and I think we talked about change before, people don't like change, and this is different. The leaders are saying well, I know this is change, but once you learn the system, look at what it will do for you. People I'm dealing with are like that ... People are coming up with really good ideas. People are working together from all different levels</p>
4	<p>How it is running? Yeah, absolutely. I find the leadership very good, from **** down. **** has done a good job coordinating for the province ... they are putting in long hours ... 7 days a week, 10-12 hours day. I call that leadership. They are on top of it. **** took on the RMS aspect of it, and become an expert in that. **** taking on the CAD and basically is the person for CAD. **** pretty well knows it all. They are very dedicated people and **** did a heck of a job in selecting the people they did down there...</p> <p>No. It will be a glitch in the system or a change we weren't aware of or something like that. If you describe the role of leadership, you have to have leadership, you have to have people that are there in the know, taking a vested interest in it, and actually portraying that down to the people that are involved, all the way to the last person. And we have that, we have countless meetings, we're always on top of a problem when it occurs, and someone who identifies it, just jumps in to try to fix it. So a lot of initiative on people themselves, they just go ahead and do it...lots of experience.</p> <p>Yeah. It was all on a voluntary basis. People jumped in.</p>
5	<p>That is my role, my role is to train people on the system and to provide oversight to ensure that all those objectives are being met for implementation, and that we have a strategy for post-implementation, again this is a business change process and part of my role is to manage that change and make sure that people's needs and concerns are being met and their fears are being allayed as they arise.</p>



And my job is to make sure that vision stays on track, and that, as we go through this process, dealing with department coordinators, and when dealing with the issues they are facing with resistance to change and trying to keep their personalities as you called it of their departments, that these do not create conflict with the vision we are trying to create.

Absolutely, all the way through this. There were questions on, you've got civilians making decisions, which never, to a degree, how come all of a sudden you have, this person is asking, how come they are calling meetings. And they seem to be running this meeting. That's because they were given the responsibility to bring this piece of the system in. Clearly, it was the case too, for the people coordinating this to know, you are not to dictate, you are to manage a committee of subject-matter experts and come up with, by consensus, whatever the best solutions or business decisions would be. And that is how we run it at department coordinator level as well. The coordinators had to get together and determine how some of the regional business decisions would be made. And that was left up to them to do. Basically my job as project manager and provincial project director was to set the ground rules very early that in case of a tie, or a conflict where you can't make a decision, we'll come in and assist you in making that decision and hopefully, it will be for the best for everyone. So far, it has worked quite effectively. At the end of this, lessons learned, have a good project structure that is clearly articulated and what the ground rules are for operating. Meetings that we ran, we had minutes at every meeting, recorded minutes, so that we could always go back and see here was this decision and that decision, and the reasons for it, so it was very much a formalized process around those communications.

The list is created by stakeholders themselves. By users and subject matter experts, so we had communications supervisors and trainers from \*\*\*, Vancouver, E-Comm, and the RCMP, all involved in this process and it took several days to work through that, as well, what response codes would be. If we are going to use one common CAD system, we should have common set of tables of information, common tables ...standardized.

But I look to providing direction to some degree in terms of general principles of what the coordinators need to be doing in their agencies. They are basically the managers of this project, they truly are the implementation managers, and my role is primarily oversight to make sure all the different components, the implementation, the planning, the execution, the training, the technology, that all these people are working concurrently to meet that common goal, and the pieces of that are communicated so everyone knows what everyone is doing. So mine is a facilitator-liaison role and I use a number of leadership styles, both formal and informal.

Some people they are bringing in to help with this were, "you are a constable, since when do you tell me how to do this?" Well, you have to ensure that they are supported and that is part of my job and to ensure that their agencies know they were given responsibility for this particular module and then go back and make good decisions...

And that is part of my job is to ensure that they are getting what they need to make those decisions, and clearly articulating what their span of control is, that some of the decisions they make, can be made at their level, some of them need to come up for consultation with myself and the other project managers, but at the end of the day, they are responsible for modules or these components. So far, it has worked quite well, it has been quite effective. Some people need a little more

	<p>encouragement to develop those skills since they are essentially coordinating the specific piece and they are going to involve other pieces and people to make these pieces come together. And there are different styles, and for some people it was a new role. OK, I'm making decisions here and I'm coordinating meetings, I'm coordinating and facilitating, much like I do, but for one or two modules, and some people they are bringing in to help with this were, 'you are a constable, since when do you tell me how to do this?' Well, you have to ensure that they are supported and that is part of my job and to ensure that their agencies know they were given responsibility for this particular module and then go back and make good decisions...</p> <p>You cite someone like **** well, the system is so big, you cannot ask one person to have responsibility for this ... very early on, from my experience with the system, I knew it would have to be pieced out because you have a CAD system, an RMS system, a mug-shot system, a property system, an arrest-booking system. For one person to do that is impossible, so we had to break it into manageable pieces and assign those pieces out to various people, and those were department coordinators, internal resources and give them responsibility and authority to make decisions.</p>
7	<p>The biggest blockage to this, or one of the bigger blockages, the stuff we have talked about so far is fairly small, that's just leaders being predatory. The biggest problem with bringing in a system is that organizations are not ready for bottom up feedback, or bottom up design, or bottom up buy in. They want to do a top down thing. With respect, I think that's what we saw in Richmond, the RCMP came in, said "here's the software, load it , now fuck off and go use it." We're trying to take a different approach, I mean, the real approach is those trainers, they have become champions.</p>
8	<p>the project manager had to be the key leadership role in the structure because that was the hands-on, day-to-day person.</p> <p>In that role, the chain you need, not only of authority but of accountability as well, and when that breaks down, when that happens, you destroy the capability of people to do good work. So very cognisant of that type of thing</p>
9	<p>they brought in some operational guys to do some training and it seemed to be relatively seamless from where I sat.</p>

Participants	Pattern: Effective Communications Plan
1	<p>Yeah. And don't get bogged down in the paralysis of analysis. You see the details, accept the details, but don't let the details hold you back. Deal with them as you can and understand that nothing is ever going to be perfect. Line up what needs to be done. But yeah, communications is a huge, huge part of this whole thing. And we've made an extreme effort, through the internet, through interpersonal communications, through emails, and just used every communications device that you possibly can. One thing I've made a point of is having coffee with everybody, like with as many people, especially the watch-commanders, anyone who is going to be affected the most, and communicated this is what is coming, here's what we're</p>

	<p>doing, here's why we're doing it. We went to the watches, spoke to the watches, and there are some things that you have to know the right person right, you can't ... because they're high touch, but using your natural networks to communicate what is coming, no one is shocked or blindsided ....</p>
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3	
4	
5	<p>I think one of the first things I realized, because this is a major change, this is not an IT project, this is a project that is geared towards business change, a change management project and for business process, how things change. And it has a large technology component to it, but clearly it is about change within an organization and the system will impact every person in the department who uses a computer ... if you deal with information in any form, this system will impact you in some way. So very early on, when we started this, when it came to developing my project plan, we used a very clear project communication plan about what changes will occur, to convey what changes will occur with PRIME, and more importantly to dispel a lot of the rumour and conjecture about what the system is and more importantly, what it isn't. Not that the computer will solve crime, but it will create efficiencies, that there are changes with that, changes in roles and responsibilities, how we do business and it forces you to examine your business processes. So part of the planning for that was how to deliver that message of what these changes are, who is the audience. And very early on, we started with a formal written communications plan with changes and we used several mediums for that, we used internet, we used email, we used shift briefings, and one-on-one and that helped negate some of the uncertainties and fears of what is PRIME. Because here is a very big and complex system that has numerous modules and the other part of that is, very few people will use more than one module... So when you break it up into pieces, people start to see that they can manage this, it is similar to what I'm doing now</p>
7	<p>Well, somewhat critical, I mean, we proceeded with the communication plan, and keeping stakeholders and other people up to date. I think it was pretty important the union is a cheerleader for PRIME, now. We did the Fed early on, before Phase 2, we did the BC Fed, and they were pretty firm on it, because they said it was the provisioning of an incredible tool for the working officer. Same thing with CUPE, that was pretty significant. ... and it actually ruined some of the complainants, some of the detractors... I actually overheard a conversation where a member, who was very much against it said that "it doesn't work." And I heard the other person saying, "No, I saw a demonstration of it, at E-Comm last week and it was incredible." And the first said, "Well you just saw a test demo," and the other guy said "No, it was **** from Vancouver. He actually brought in a module, signed it on and actually showed us all the calls. It was live."</p> <p>Where the real communication counts, is the bottom up stuff at the ****, where the trainers spend weeks there, then go back to their watch, and their people come there, and you sit there. That is bottom up communication, and it's very powerful. The difficult piece, and there is a transformational leadership phenomenon occurring, and if you move all of the users... but our people ...</p>

8	<p>The communications channels are very difficult in that kind of structure ... but the way that the project managers are structured they are really a hub of the communications process.</p> <p>I think, from the street-side of things, they want to know when, what is coming down the road, they want to be kept informed. And from my perspective, we haven't done a good enough job of that, and that is largely a resourcing issue, not a lack of will</p>
9	