VICTIM SERVICES AND POLICE: MAXIMIZING POSITIVE IMPACTS ON VICTIMS OF CRIME AND TRAGEDY

by

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We accept this thesis as conforming

to the required standard

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ABSTRACT

This research project examined the relationship between police and victim services located in Ontario and the resulting effects of this partnership on delivery of victim-centered services provided to victims of crime and tragedy. Key aspects include the need for better collaboration within a complex relationship between two groups - police, a well established institution and victim services, who are a relatively new organization. Victims of crime and tragedy, and subsequently victim services, have historically been on the margins of the criminal justice system and require a stronger voice and representation for profound change to occur, which requires a change in thinking and behaviour of groups involved in the delivery of victim services. Key recommendations have been made for improvement in leadership, staffing, resources, and partnerships. Action research was conducted under the umbrella of Royal Roads University's ethical standards. The research methods consisted of semistructured interviews and surveys.

ACKNOWLEDGEMENTS

This project highlights the professionalism and dedication of professional staff, volunteers, and board members of Victim Services of York Region and the members of York Regional Police and Ontario Provincial Police. Moreover, the experience that I have gained from working with these fine women and men has led to a profound appreciation for the accomplishments of victim services and police services that work with them. In addition, the York Regional Police, one of the best police organizations in North America, has provided me with the opportunities and experiences that allowed me to pursue this project with greater insight than would have been possible otherwise.

Kelley Marko, my academic supervisor, provided outstanding guidance and contributed greatly to the quality of this project. Gillian Freeman, the sponsor of this project, allowed me the opportunity to explore an important issue in the community.

In the end, the support of my family was foremost in helping me to complete this project. My wife Brenda maintained a sane environment in which to work on this project while our children Robert, Thomas and Marlayne sacrificed many hours with their father.

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LIST OF TERMS

Co-location of services: Police, victim services and community agencies located under one roof to provide "one stop" services for victims of crime and tragedy.

Criminal Justice System: The court system and police in Ontario.

Ontario Provincial Police (OPP): Provincial police agency that is partnered with Victim Services of York Region.

Second Tier Agency: Community agency that may provide longer term assistance to victims of crime and tragedy.

Support Link program: Specialised program coordinated by local victim services that provides safety planning and emergency cell phones to eligible victims of domestic violence, sexual assault and criminal harassment.

VCARS: Victim Crisis Assistance and Referral Service. Primary model of victim service delivery developed in the late 1980's in Ontario.

Victim: Innocent person who has been directly affected by a crime or tragedy.

Victim services (VS): Local non-profit agency dedicated to providing services to victims of crime and tragedy in partnership with police and other agencies.

Victim Services of York Region (VSY): Local victim service serving York Region, Ontario.

Victim Services Secretariat: Division of the Ontario Ministry of the Attorney General which provides funding and guidelines to local victim services.

Victim-centered services: Services within the community are centred on the needs of the victim.

York Region: Large regional municipality directly north of Toronto, Ontario and extending to southern shore of Lake Simcoe. Made up of nine municipalities: Markham, Richmond Hill, Vaughan, Aurora, Newmarket, King, East Gwillimbury, Whitchurch-Stouffville, and Georgina. York Region is one of the fasted growing areas in Canada with a population of 910,000.

York Regional Police (YRP): Full service police agency located in Ontario. Primary partner of Victim services of York Region.

CHAPTER ONE – FOCUS AND FRAMING

Introduction

A need in York Region for expanded victim services led me to make the initial proposal to police and government that led to the founding of Victim Services of York Region (VSY). My initial proposal led to a nine year journey with VSY as a founding board member (1997-2004), founding board president (1998-1999), and eventually to this research project. My involvement with VSY and policing has given me exceptional insights into leadership and the human condition that cannot be replicated elsewhere.

Being a police officer since 1986 and involved with the founding of our local victim service, I have seen first hand the profound impacts on our community and police service that providing support and services to victims of crime and tragedy provide. These services assist with the immediate needs of victims, play a role in preventing crime and future victimization and have a positive ripple effect throughout our society.

This action research project examined the relationship between police and community-based victim services located in Ontario and the resulting effects of this partnership on the quality of victim-centered services provided to victims of crime and tragedy. Key aspects of this project include the need for better collaboration within a complex relationship between two diverse groups: police, who are a well established institution and victim services, who are a relatively new organization. In addition, victims of crime and tragedy, and subsequently victim services, have historically been on the margins of the criminal justice system and need a stronger voice and representation for profound change to occur, which requires a change in thinking and behaviour of all groups involved in the delivery of victim services. The following report is presented in

six chapters: focus and framing, review of the literature, conduct of the research project, results of the project, research implications, and lessons learned.

This chapter is presented in major sections that include the research project question, research project overview, the opportunity examined, the significance of the research opportunity, systems analysis of the research project opportunity and the organizational context of the research project. Moreover, the ultimate goal of this project is to promote change that will improve the quality of victim-centered services as shown by the following question that guided the project towards this ultimate goal.

Research Project Question

This action research project explored the question:

How does effective leadership promote positive collaboration between police and victim services, which, in turn, creates an environment for improved victim-centered services?

The sub-questions that helped to answer the primary research question were as follows:

1. What learning opportunities exist to provide greater understanding of leading and managing relationships between police and victim services?
2. What are viable alternatives to existing organizational structures and service delivery methods?
3. What systemic organizational and governance issues impede victim services from assuming a greater role in the criminal justice system?
4. How do victim service professionals lead and manage change within their field?

The following section will provide an in-depth overview of the research project.

Research Project Overview

The research was divided between a review of the related literature and a combination of surveys and interviews in which I asked the opinions of victim service professionals and police. The project inquiry focused on victim services, policing, partnerships, leadership, and the criminal justice system based in Ontario. The following sections will examine the victim services environment, complex partnerships and relationships in victim services, and VSY in greater depth to explain the impetus for the research project.

Victim Services: Understanding the Environment

Traditionally, the three cornerstones of the Canadian justice system have been the police, court, and correction systems. Specifically, these systems have evolved to deal with offenders who have broken the laws of the state, and the treatment of the offender has been seen as protective of society as a whole. Conversely, victims have been pushed to the fringes of the justice system, which has resulted in diminished concern for and services provided to victims of crime.

These separate justice system silos have given victims little opportunity to be engaged in the process or to have their needs addressed. The early development of victim services saw small number of professionals leading large numbers of volunteers in a crisis-intervention model of victim services that further relegated victims to a limited, immediate-assistance model. Accordingly, this model offers little flexibility for local agencies to adapt to local environments and relationships and is one of the leverage points that drove the research project as shown in the following section.

The Complex Relationships and Partnerships in Victim Services

Over the last 20 years lobbying efforts by grassroots victim groups and individuals to focus on the needs of victims have brought some semblance of balance to the criminal justice system. Through these efforts, various types of victim support mechanisms have been built in Ontario within the police, courts, and community. Specific examples of these include police-based victim services, community-based Victim Crisis Assistance and Referral Services (VCARS), court based Victim/Witness Assistance Programs (VWAP), and other community programs (Ministry of the Attorney General-Victim Services, 2006).

This major project examines the relationship between police services and the community-based VCARS in an Ontario context. Specifically, the relationship between YRP and VSY illustrates the collaboration between a police service and a community-based victim service, which is the focus of this project. However, I expect that the research presented will be applicable to many other organizations where collaboration is key to successful outcomes in spite of having competing goals, objectives and stakeholder interests.

YRP and VSY have had an organizational relationship since 1997 and an operational relationship since 1999. In 1996 the YRP Victim Assistance Unit became aware of an Ontario government program that provided core funding for community-based victim services from the victim justice fund. Specifically, the victim justice fund collected fine surcharges that were added to provincial and criminal fines. This was seen as an opportunity to expand the services provided to victims in York Region by utilizing the existing and growing financial resources of the victim justice fund administered by

the province of Ontario. Consequently, internal proposals were made at that time, and the Chief of Police and Police Services Board provided initial authorization and support. Thus YRP embarked on a unique community-development initiative by driving the formation of a new and independent community agency. Moreover, through the dedicated work of a volunteer committee that represented a cross section of the community, YRP, and the Ontario Provincial Police (OPP), VSY became operational in 1999 as an incorporated, non-profit agency with a board of volunteer directors, paid staff, and a complement of volunteer victim-response team members. The establishment of VSY, as shown in the following section, echoes the experience of many communities across Ontario and highlights the importance of partnerships in the community that result in services that no one agency can provide on its own.

Victim Services of York Region

VSY is the sponsor of this project. Similar to many provincially funded victim service programs in Ontario, VSY has been primarily a volunteer-based, short-term victim support and referral agency mandated and funded by the province. In addition, any services other than the Support Link program provided beyond this basic model are left to VSY to fund independently of the province. Consequently, offering enhanced services to victims of crime and tragedy depends on the fundraising acumen of VSY. This situation is common to many victim service programs across the province of Ontario that work with police services.

YRP and the OPP provide the core of client referrals to VSY. Consequently, in this relationship the police have initial contact with victims of crime and tragedy in the course of performing their duties and through internal police procedure and provincial

protocols, are mandated and encouraged to provide services to victims usually in partnership with a community-based victim service.

In summary this section examined the victim services environment, complex partnerships and relationships in victim services and Victim services of York Region. Accordingly, the police and victim service relationship is impacted by government funding and mandates, the partnership's complexity, and the criminal justice system environment, which are significant factors that affect the provision of quality victim-centered services as shown in the following section.

The Opportunity

This section examines the factors that contributed to the opportunity identified in the action research project question, more specifically: police mandates, service delivery, volunteers, shared space, crisis intervention, victim service standing in the criminal justice system, and the professionalism of victim services.

The key building blocks of quality victim services - leadership of the victim services and police relationship and continuous organizational learning within this context is occasionally confronted by an uneasy relationship between these two groups because of differing structures and organizational cultures. However police and victim services are involved in a mutually beneficial relationship shaped by legislation and public-service imperatives as shown in the following section.

Police Mandates

The police in urban centres of Ontario are large senior organizations, based on traditional hierarchical paramilitary structure, relatively well funded, and highly regulated. In contrast, victim services are small, non-profit, humanistic, helping

organizations that rely on the government and community for governance and fund raising. Police regulation provides a basis for and codifies the police and victim service relationship, which provides some balance to this relationship.

The Ontario Police Services Act (Ceyssens, Dunn, & Childs, 2002) specifies certain duties for police officers, one of which requires police officers to assist victims of crime. Furthermore, the Police Services Act specifies through policing-standards regulation that police services have policies on victim assistance. In support of victims, the Ontario Police Services Act states:

> Section 29 of the Adequacy Standards Regulation requires a police services board to have a policy on victims' assistance. In addition, section 17 requires the Chief of Police to establish procedures on providing assistance to victims that: reflect the principles of the Victims' Bill of Rights, 1995 and set out roles and responsibilities of members for providing victims assistance. (p.458)

Police services in Ontario comply with these regulatory requirements through procedure VA001, which is a procedural template that all police services in Ontario use. These requirements follow a trend in Ontario policing to police regulation that requires police services to develop integrated service delivery frameworks for providing assistance to victims. In addition, the Ontario Police Services Act (Ceyssens et al., 2002) requires that police services ensure that police members are aware of victim services in their area.

As required by these legislative frameworks, police services in Ontario have clearly stated requirements connected to awareness, utilization, and support of victim services. Consequently, to meet their mandates to assist victims, police services are required to look outside their organizations to the community to form partnerships and collaborations with other agencies. Thus, police commitment, support, and involvement in victim service provision are significant factors related to the opportunity investigated.

An examination of the opportunity surrounding the research project would not be complete without exploring victim service delivery as shown the following section.

Victim Service Delivery

The full-time professional members of VSY consist of an executive director, the coordinator of volunteers, and a crisis counsellor. In addition, the volunteer component of VSY consists of approximately 100 volunteers. VSY also operates a distinct program called Support Link that employs a part-time person. The Support Link coordinator deals with clients who require emergency cell phones and safety-planning assistance. This type of victim service organizational structure is common to that of many provincially funded victim services across the province.

To illustrate the utilization of resources, a recent review of on-scene requests for assistance over a three-month period, November 2004 to January 2005, indicates that 36 requests were made for on-scene volunteer assistance compared to 284 occurrences dealt with by professional staff for the same period (VSY, 2005). Furthermore, although not indicative of the entire province of Ontario, an analysis of 2002 and 2003 indicates that the three core full-time professional members of VSY deal with the majority of victim occurrences, as indicated in Table 1 (YRP, 2004).

Table 1

Comparison of Number of Occurrences That VSY Volunteers and Professional Staff Dealt With in 2002-2003

	2002		2003	
Statistics	Volunteers	Professional staff	Volunteers	Professional staff
Occurrences	186	740	205	1258
Clients served	409	782	781	1264
Female	246	642	486	1082
Male	163	140	295	182

Table 1 and the recent three-month review indicate that professional staff provide the majority of services to victims; however, volunteers provide significant crisis-intervention services when they are called out. Without doubt, a balance must be struck between the utilization of volunteers and professional staff. How to better achieve this balance is part of what I investigated in this major project.

Compared against the above table, in 2003 VSY responded to 1,463 occurrences, whereas YRP responded to 6,491 occurrences related to crimes against persons alone (YRP, 2004). Consequently, it appears that significant numbers of victims are not exposed to the services of VSY. However, with the current mandate, structure, and funding of victim services, VSY would have had great difficulty serving victims stemming from 6,491 crimes against persons.

Accordingly, staffing, funding, and police use of victim services are key components of the opportunity investigated. Victim service volunteers are a key

component of victim service delivery and have significant impact on the opportunity as shown in the following section.

Volunteers

Many victim services currently operate as volunteer-based organizations, with large groups of trained volunteers recruited, trained, and waiting to be called out at a moment's notice. Therefore large numbers of volunteers are required to be continuously recruited and trained on a yearly basis to meet the requirements of a 24-hour schedule and to replace the turnover of volunteers. However, many volunteers may never be called or are infrequently called out to an on-scene victim assistance call by police. This may cause volunteers to leave the program prematurely because they are underutilized by police. By the same token, victim services professional staff respond to larger numbers of victims than volunteers do, which adds to the concerns about the value of resources directed to the volunteer program. The benefits and use of volunteers are key areas of the opportunity investigated.

Victim services in Ontario that follow the VCARS model have a unique relationship with police and quite often share space with police, even though these small agencies are independent organizations. As a result, certain dynamics flow from sharing space that are important to the opportunity investigated as shown in the following section.

Shared Space

VSY is located in an operational YRP building. Hence staff have stated anecdotally to me that officers who work at this building have a certain comfort level with the VSY staff and tend to refer more frequently to the program than do the other four police districts within YRP that do not have a visible VSY presence. Consequently, many

benefits result from police sharing space with victim services, some of which include trust building, relationship building, strengthened partnerships, and increased opportunities for learning and collaboration, which are discussed in further sections of the project.

As indicated above, in Ontario local police services provide many victim service agencies with office space; however, shared space is mainly restricted to these two agencies, and there are usually no facilities to meet with a victim in a neutral setting. Therefore the dynamics of sharing space and the possibility of expanding this opportunity are important aspects of the opportunity investigated.

A key component of current victim service delivery involves crisis intervention by volunteers as shown in the following section.

Crisis Intervention

Crisis intervention has always been touted as the ideal method of delivering victim services with the greatest benefit for victims. However, crisis intervention has also been promoted as a way to gain the support of victims for the criminal justice process. Preliminary conversations with victim service professionals and police revealed various factors that come into play when frontline police consider the use of crisis intervention: (a) a lack of knowledge or familiarity with VSY, (b) police waiting time and safety concerns for VSY volunteers, (c) the perceived level of support from local police services for victim service agencies, (d) the perceived and actual level of support and standing in the justice system of victim service agencies, (e) police comfort levels in dealing with professional staff versus trained volunteers, and (f) crisis intervention that is not always the appropriate response to victims. Accordingly, factors that affect crisis intervention are

important components of the police and victim services relationship and the opportunity investigated.

The above factors that contribute to crisis intervention dynamics provide the impetus for the exploration of the standing of victim services within the criminal justice system and its relation to the opportunity as shown in the following section.

Victim Service Standing in the Criminal Justice System

Victim services are a relatively new component of the justice system. Modern policing can trace its origins to 1786 with the establishment of the Royal Ulster Constabulary, and police services in Canada mimicked the British trend of organized police establishment in the 19th century (McGrath & Mitchell, 1981). In contrast, in Ontario the London Police established the first police-based victim services unit in 1973, however the majority of the police-based victim service type units and community-based victim service agencies were established from the mid 1980s to the late 1990s. Furthermore, most volunteer-based VCARS (Victim Crisis Assistance and Referral Service) types of victim services receive funding based on a standard formula common to all sites regardless of their geographic size or population demographics (Office for Victims of Crime, 2000). Consequently, victim services delivery and opportunities to expand or enhance services are limited by their funding base and fund-raising expertise.

The relatively junior position, limited funding, small number of professionals, and size of victim services compared to the criminal justice system have a negative effect on police familiarity, balanced partnerships and commitment to victim services. Accordingly, these negative effects impact the police and victim service relationship and are important aspects of the opportunity investigated. As indicated earlier, the

professionalism of victim services is one of the factors that affect the relationship between police and victim services as shown in the following section.

Professionalism of Victim Services

Volunteers originally provided emergency services in our communities, including police, fire, and medical services in the early history of these agencies. As the public demanded increased services and as incidents became increasingly complex, many municipalities hired paid employees to provide these services. Therefore, as operations became increasingly complex, these organizations and occupations became increasingly professionalized.

In comparison, a small core of professionals supplemented by large numbers of volunteers has led victim services provision in Ontario since their inception. Some stakeholders who collaborate with victim services have implied that they prefer to work with professional staff because of their consistent availability, training, and experience. Therefore, the evolving professionalism of victim services contributes to the perceptions of other stakeholders involved in the delivery of victim services and may affect the extent of collaboration between police and victim services.

Increasingly, victim service professionals are supported by new academic programs at the college and university level, and some victim services have diversified professional staff roles that suggest increased professionalism in victim services. Furthermore, victim service professionals have launched networking organizations that provide additional opportunities for training and support. These factors contribute to change and learning within victim services. Therefore leadership of change, learning and professionalism are significant aspects of the opportunity investigated.

The opportunity examined included police mandates, service delivery, volunteers, shared space, crisis intervention, victim service standing in the criminal justice system, and professionalism of victim services. These areas impact the quality of victim services and are of significance to police and victim service relationships as shown in the following section.

Significance of the Research Opportunity

This section will explore the significance of the research project to police, victim services, and the community: specifically enhanced organizational learning for stakeholders and leadership towards a quality victim-centered service.

Related to the significance of the opportunity, the challenge that many victim services face is to maximize their resources and collaborations to provide quality victim-centered service. These challenges are intimately connected to leadership and relationship building with existing and potential partners through organizational learning as shown in the following section.

Enhanced Organizational Learning for Stakeholders

Senge (1994) supported the point of view that a learning organization is "an organization that is continually expanding its capacity to create the future" (p. 14). Moreover, organizational learning involves embracing the external world instead of being separated from it (Whitelaw, Parent, & Griffiths, 2006). This project will increase organizational learning for police and victim services and lead to improved service delivery, collaboration, partnerships, and, ultimately, leadership to meet the needs of a quality victim-centered service. Examining the thoughts and opinions of the study's participants from police and victim services is the first step to building a community of

practice that results in sharing ideas, solving problems, and advancing victim services. Skills that organizations and individuals develop by building communities of practice and organizational learning can be transferred to many other settings that police and victim services encounter. Therefore victim services, police organizations, and individual members of those organizations will benefit by improving their capacity for organizational learning.

Leadership Towards a Quality Victim-Centered Service

In addition to organizational learning, another benefit of this project will be movement towards a quality victim-centered service, which will provide many opportunities for victim services and police to improve their organizations' leadership capacity by involving their members and transforming their thinking and actions towards common goals. Victim services and police will benefit from cooperation and collaboration and will gain greater insight into leading and managing these relationships internally and externally with other organizations.

This section explored the possible benefits of the research project to police, victim services, and victims, through organizational learning and leadership towards a quality victim service. The following section will provide greater understanding of the opportunity by offering a systems analysis of the research project opportunity.

Systems Analysis of the Research Project Opportunity

This section describes the larger system in which I conducted the research project and how the key components of the research project—police and victim services—fit within larger systems internationally, nationally, and locally. This section will begin at the highest level, international systems.

International Systems

Organizations have been established in many world regions to deal with victim issues and support. North America has followed this trend, with many agencies and government and nonprofit policy centres and associations being established over the last 30 years. In the United States the National Organization for Victim Assistance and the United States Justice Department Office for Victims of Crime are examples of agencies at the national level. Many victim support agencies that provide direct services to victims exist at the state and local level, with direct victim support being provided by police and court-based programs. In the realm of direct service to victims, the newest trend in the United States is the establishment of family justice centres in larger urban areas of the country. These centres provide multiple agency assistance under one roof, including police, advocacy, and medical services (Gwinn & Strack, 2006). International systems, mainly those of the United States have an impact on national systems in Canada as shown in the following section.

National Systems

Canada has followed international trends with agencies such as the Canadian Resource for Victims of Crime, the Department of Justice Policy Centre on Victim Issues, the Canadian Crime Victim Foundation, and the Canadian Association for Victim Assistance providing support for victims at the national level. Many provinces and territories provide victim support through provincially supported victim services, police-based victim units, and community agencies.

At the national level a Canadian statement of basic principles of justice for victims of crime recognized the United Nations Declaration of Basic Principles of Justice

for Victims of Crime. Federal and provincial ministers responsible for criminal justice agreed that the principles should guide Canadian society in promoting access to justice and providing fair treatment, information, and assistance to victims of crime (Department of Justice Canada-Centre for Victim Issues, 2006).These principles have guided victim services in Ontario which are examined in the following section.

Provincial Systems: Ontario

In Ontario victim support exists at various levels. Local victim support is provided by police-based victim services, community-based agencies that work with police, and court-based victim services. Other programs also exist independently in the community that are funded by the Ministry of the Attorney General. In addition, Ontario has established a Victim Services Secretariat led by an assistant deputy minister and housed within the Ministry of the Attorney General. This division supports a variety of services that provide compensation, specialized court programs, sexual assault services, partner assault services, victim-issue advisory groups, and victim-centred educational services.

The overriding guiding principle for providing victim services in Ontario is found in the Victim Bill of Rights. *An Act Respecting Victims of Crime: Victims' Bill of Rights* was proclaimed law on June 11, 1996. The act supports and recognizes the needs and rights of victims of crime in both the criminal and civil justice system. Elements of the bill include the establishment of a legislated set of principles to support victims throughout the criminal justice process. These principles specify how victims should be treated by the justice system at different stages of the criminal justice process: Victims should be treated with courtesy, have access to information, receive certain police services, and receive information on court procedures related to their case (Ministry of the

Attorney General-Victim Services, 2006).The Victim Services Secretariat monitors victim service agencies by establishing funding agreements and reporting guidelines. In the case of VSY and other community-based victim services that are classed as VCARS, yearly funding agreements are entered into with the local board of directors who govern the overall operations of local programs (Ministry of the Attorney General-Victim Services, 2006). Local victim services may also establish agreements with police services and funding providers that include the United Way, the Ontario Trillium Foundation, and other funding entities.

Police services in Ontario are provided with guidelines with respect to establishing protocols with local victim service agencies and providing victim services internally. These provisions are found in the Police Services Act (Ceyssens et al., 2002), which follows the principles of the Victim Bill of Rights (Office for Victims of Crime, 2000). In York Region the YRP is governed by internal procedures that mirror the policing standards specified in the Police Services Act.

Moving from provincial systems, local systems are influenced by their interaction with provincial systems as shown in the following section.

Local Systems

Many victim services in Ontario have built relationships with local police services since their inception, guided and encouraged by provincial legislation, funding and guidelines, however local champions and leaders were required to bring about these relationships. Accordingly, VSY and YRP have a partnership largely built on the good will of the original founders who were champions and supporters of the program. With the passage of time and changes in personnel, the organizational landscape has changed,

with new leaders and others being responsible for providing victim assistance. This can be the case for any type of relationship between organizations and is not limited to police and victim services. Leading the evolution of this relationship is an important aspect of the police and victim service partnership.

As outlined previously, the provision of local victim services depends on the interconnected relationships between society, victim service agencies, police, government, and funding agencies. When one component of the system is out of balance, the provision of victim services may be affected. Through an analysis of these relationship systems, we can discover opportunities to maximize positive impacts on victims. Figure 1 provides a visual representation of the systems analysis.

This section described the larger systems in which I conducted the research project and how the key components of the research project—police and victim services—fit within a larger system internationally, nationally, provincially, and locally. The following section includes a discussion of the organizational context of the research project that provided the framework for the research study.

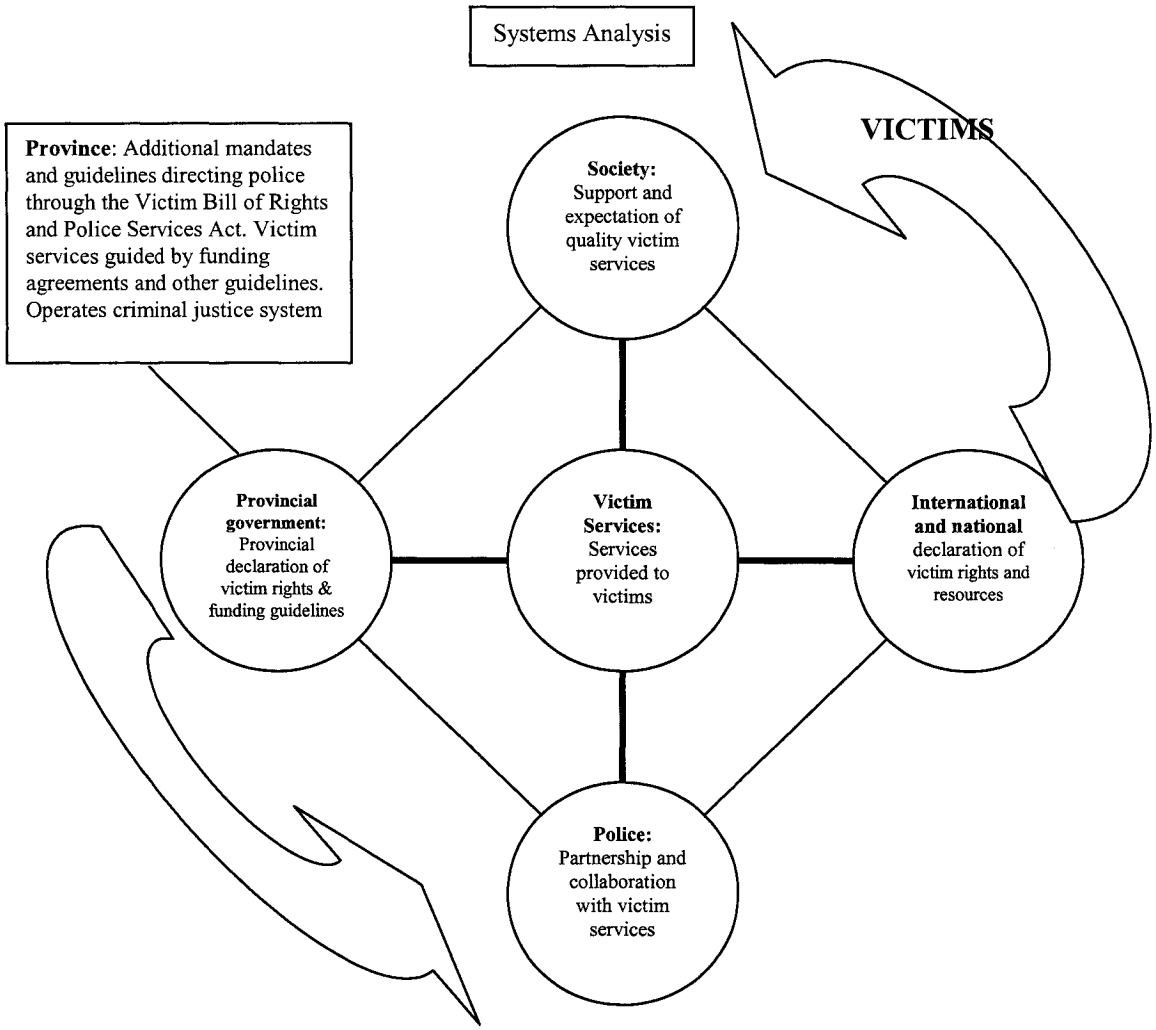

Figure 1. Systems context.

Organizational Context of the Research Project

This section will describe the organizations connected to this major project—specifically, police and victim services—and provide further background and understanding of these organizations. In addition, much of the information provided in this section is based on my personal knowledge.

Victims' access to local victim services largely depends on the relationship between the local victim service agency and local police services, though this is evolving with other agencies such as fire services and emergency medical services that are becoming involved with local victim services. Consequently, victims usually access second-tier agencies, if they exist, that provide long-term support to victims after an initial referral from the local victim service that works with the police. For the purposes of this major project, I will explore York Region and VSY to illustrate the experience of many larger regions in Ontario.

In the case of York Region, VSY works with the OPP and YRP to assist victims of crime and tragedy. In fact, in Ontario a single community-based victim service may work with several different police services over a large geographic area. To understand the organizational context of this relationship, this section will provide a brief historical background of each service.

Police Services

The YRP is a fairly new police service, established in 1971, employing over 1,400 officers and support staff and responsible for policing a large geographic area comprised of nine municipalities directly north of Toronto, Ontario. Community-based policing and crime prevention are prominent practices of YRP.

York Region is one of Canada's fastest growing areas, with a 30,000 annual growth rate and a current population of approximately 910,000 citizens, 26,000 businesses, and an employment population of 415,000. Many newcomers, who represent 70 languages and diverse ethnicities, call York Region home (York Region, 2005).

Accordingly, these geographic and demographic realities impact the provision of victim services and are important aspects of the organizational context.

YRP was formed to address the growth of the region's nine municipalities, training, and the modernization of police services. The regionalization and rationalization of the police services coincided with the establishment of regional governments surrounding the City of Toronto in the early 1970's. Prior to the YRP's establishment, 14 municipal and county police services provided fragmented and inconsistent services across York County, as York Region was known before amalgamation. The personnel of these numerous police services were eventually absorbed into the new police service.

With the rapid growth of the region, the police service followed suit. By the mid 1980s the YRP had several specialized investigative units and a Community Services Bureau. In 1987 the YRP established an internal Victim Assistance Unit staffed by one officer and several volunteers. This unit received referrals from frontline officers and followed up with victims by providing referrals to agencies and whatever assistance it could. Because of the existence of VSY, YRP now provides the majority of referrals to this agency.

The OPP in York Region, headquartered in Aurora, primarily police the several multi lane 400-series and smaller two lane provincial highways that traverse York Region. Referrals to VSY from the OPP deal primarily with tragedies that occur on these highways.

The YRP and the OPP–Aurora Detachment have supported VSY since its inception and are important aspects of the organizational context of the research project. Without the support of these two police services, VSY would not have been founded.

This support continues today and provides a basis for future improvement of victim services.

An examination of the organizational context would not be complete without an exploration of victim services as shown in the following section.

Victim Services

By the mid 1990s the provincial government expanded the Victim Crisis and Referral Services (VCARS) across the province by providing funding to local community organizations that wished to establish a victim service. The main goal of these VCARS agencies was immediate short-term assistance and referral to other agencies that could provide long-term assistance. In 1997 YRP decided to spearhead the development of a community-based VCARS victim service funded by the province. By 2000, the province had established policing standards with respect to victims' assistance through standard *VA-001 Victims Assistance* (Ceyssens et al., 2002). YRP developed its own independent policy on victim assistance that followed the guidelines established by the province.

By 1999 VSY had been established, and YRP began to work with this community based agency. Goodwill was established during this process, YRP provided office space and equipment, and established procedures that guided officers in dealing with victims. As with many initial organizational relationships, YRP and VSY did not enter into a formal partnership; instead, they developed practices and relationships as required guided by overall goals of supporting victims of crime and tragedy.

Police and victim services in Ontario have a shared history and experience and benefit from a mutually rewarding relationship that has helped police to look beyond their internal dynamics now that many victim services and police services share resources for

the ultimate benefit of victims. I investigated the issue of evolving complex factors, including population, crime, and geography, that affect the provision of victim services by soliciting the opinions of police and victim service professionals in this research study.

This section has described the organizations connected to this major project; specifically, police and victim services, and the organizational context has provided background and understanding to the major project question.

In summary, this chapter introduced the research question and served to provide an overview of the opportunity and significance of the project, a systems analysis of the opportunity, and the organizational context of the project. Together, these aspects provide grounding for the research project and lead to the review the relevant literature in the following chapter.

CHAPTER TWO – REVIEW OF THE RELATED LITERATURE

Overview

This chapter reviews the supporting literature and provides insight into the police and victim services relationship. The review identifies many factors that affect this relationship and examines major sections relating to (a) the Canadian criminal justice system structure and influence on police and victim services, (b) leading learning and change in victim services and police and (c) leading organizational partnerships in police and victim services.

Formal police partnerships with community agencies are a fairly new phenomena. In the past many police and community relationships were built on goodwill and evolving practices. Examining leadership in organizational collaboration and partnerships will assist in developing a strategic approach to delivery of victim services

Some in the criminal justice system view victims who wish a greater role in the criminal justice system, as recent "gatecrashers" in a closed professional legal system designed to exploit those who lack knowledge of the law (Illich et al 1977; Finger & Asún 2001;Young, 2001). Whereas others point out that victims were a key part of the justice system until the mid 19th century, when lawyers, defence and prosecutorial, "gatecrashed" the system (Young, 2001). Accordingly, these factors are important aspects of the research project and of the literature reviewed in the following sections.

Criminal Justice System Structure and Influence on Victim Services and Police

This section examines the literature on the criminal justice system in Canada and its relationship with and influence over victims and police, including (a) the conflicting values of the criminal justice system, (b) the justice system's organizational culture, (c) historical and current roles of victims in the criminal justice system, (d) police and criminal justice system interaction with victims, and (e) police and victim services relationships.

Conflicting Values of the Criminal Justice System

Our treatment of victims of crime speaks to our moral values as a society. However a moral purpose in the criminal justice system is downplayed for the sake of calm and aloof rationality, which attempts to foster a perception of fairness. In contrast, a moral purpose provides a basis for positive changes in many organizations, including the criminal justice system. In support of this premise, Fullan (2001) proposed that having a moral purpose "means acting with the intention of making a positive difference in the lives of employees, customers and society as a whole" (p. 3). Protecting the vulnerable and assisting the injured party has always been the cornerstone of our criminal justice (court) system; however, as the name implies, the criminal justice system is not the victim justice system. Values of victim assistance may clash with the administration of the criminal justice system, which values a dispassionate and rational approach (Young, 2001). In addition, traditionally, the police and courts have been seen as independent agents of the crown that enforce the law without favour or affection which still resonates today (Roach, 2004). However, victims, advocates, and society in general are asking the

criminal justice system to provide a better response to victims. Consequently, leaders within our criminal justice system are grappling with the role and extent of victims' participation in the criminal justice process, which is connected with the justice system's organizational culture as shown in the following section.

Organizational Culture of the Criminal Justice system

The criminal justice system appears to follow a process of developmental change in improving services and administration. Anderson & Ackerman Anderson (2001) support this view by offering that developmental changes are improvements within the existing structure that is firmly established "leading to improved performance, continuity, and greater satisfaction" (p. 34). The developmental change of the criminal justice system has led to incremental learning and exposure to new ideas.

The criminal justice system is being exposed to new learning connected with victims' issues and has incorporated victim rights with some hesitation, some of which may be attributable to the system's being built on a tradition that epitomizes the criminal justice system. Goleman, Boyatzis, and McKee (2002) support this view and pointed out that this trait is common to most organizations by stating: "Organizations thrive on routine and the status quo. Professionals in organizations rely on the established systems in order to carry out their jobs with minimal resistance and stress" (p 226). Consequently, the established culture of the criminal justice system is being challenged by demands that the system provide a place for victims. Reliance on routine also affects other members of the criminal justice system, including police.

Police services as a part of the criminal justice system are also dealing with change in the face of complex issues but are using a traditional organizational structure to

meet these challenges. Currently, police are confronted with no less than five complex policing contextual frameworks: (a) crime (crime patterns, response and control); (b) legislation (various federal and provincial acts that govern police action, powers and oversight); (c) the criminal justice system (bringing offenders to court, assisting victims, and working with other professionals outside the police organization); (d) the police service (leadership, culture, and inner politics of the organization); (e) the social and demographic attributes of communities (population growth, aging, youth, and cultural diversity); (Whitelaw et al., 2006). These various contexts stretch the capabilities of police and challenge the current culture of the police to adapt to changes in the community, including increased interaction with organizations such as victim services.

Police are increasingly asked to concentrate their energies on crime prevention and community-based policing, as is stipulated in the Police Services Act (Ceyssens et al., 2002; Whitelaw et al., 2006). Crime prevention and community-based policing strategies include increased interaction and relationships with citizens and agencies to foster collaboration. These roles face some conflict with the traditional role of policing that includes responsibility for crime and public-order control and a paramilitary organizational structure that values aloofness and neutrality in interacting internally with the police service's own members and externally with the community (Eck, 1992; Whitelaw et al., 2006). Accordingly, the systemic structure of the police and the criminal justice system may generate patterns of conservative and tradition-bound reactive behaviour that may limit their ability to achieve effective change through collaboration and partnerships connected to victim services (Sheehan & Cordner 1989; Senge, 1994).

The previous sections introduced the conflicting values of the criminal justice system and the criminal justice system's organizational culture in relation to victims and police. The interaction between the criminal justice system, police, victims, and victim services ultimately affects the provision of victim services. Providing an analysis of each sector's role will facilitate a better understanding of the dynamics of this relationship. These roles are examined in the historical and current context in the following section.

Historical and Current Roles of Victims in the Criminal Justice System

This section examines victim issues, the historical and current roles of victims in the criminal justice system, and police and criminal justice system interaction with victims. An overview of the three categories of a study of victim issues will provide insight into where this research study is positioned in relation to the scholarly study of victims.

Categories of a Study of Victim Issues

Victims are normally thought of as innocent members of society who are negatively impacted by the criminal actions of offenders. Police and victim services in Ontario also recognize and serve victims and survivors of noncriminal tragic circumstances. Once someone becomes a victim, he or she plays a role in the criminal justice system by triggering a response from the police, victim services, and courts.

The study of victims' issues falls into three main categories: (a) victimology: the scholarly study of interactions between offenders and victims; (b) victim rights and criminal justice reform: support through various arenas—the community, government, and courts—for the right of victims to increased standing in the criminal justices system, adequate compensation, and accountability for offenders; and (c) victim assistance: the

provision of services provided to victims of crime and tragedy to assist with the immediate and long-term aftermath of victimization. These services include crisis response, court support, counselling, financial aid, crime prevention, safety planning, assistance from police, and many other services (Young, 2001).

All three areas involved in the study of victims' issues are interconnected in some way and influence the provision of services to victims of crime. For the purpose of this section of the literature review, the focus will be on victim rights and assistance; however victimology exceeds the scope of this project. To provide further understanding of the victim's role, the historic context of victims will be investigated in the following section.

Historic Role of Victims in the Criminal Justice System

This section presents a historical overview of the role of victims in the criminal justice system, beginning with early history. History does not provide a clear-cut timeline on the evolution of the criminal justice system and the role of victims. Throughout the history of the Western criminal justice system, the victim has played various roles. Early policing efforts usually centered on keeping the public peace through the mandatory participation of citizens who kept a watch during the night hours (McGrath & Mitchell, 1981; Whitelaw et al., 2006). In addition, in the early history of Western civilization, disputes were settled between individuals, usually the victim or his or her family, personally through vengeful acts of retribution against the wrongdoer. To suppress vengeance, the first written law in England developed between 600 AD and 615 AD converted the personal feud to a system of compensation (Young, 2001). By the medieval period in England, this civil compensation system was in place to address the needs of victims. Sir Henry Maine (as cited in Young, 2001) outlined the original set of laws:

> Now the penal laws of ancient communities is not the law of crimes; it is the law of wrongs, or, to use the English technical word, of torts. The person injured proceeds against the wrong-doer by an ordinary civil action, and recovers compensation in the shape of money-damages if he succeeds. (p. 13)

The Normans, who settled in England between 1066 and 1200, brought with them the Germanic concept of the King's Peace, which converted the private wrong into a mandatory public wrong that was handled by the state. The state benefited from this change by levying fines in court to supplement the King's revenues (Young, 2001). As the criminal justice system evolved, private prosecutions evolved into public prosecutions. The private interests of the victim were diminished by the public interest, which pushed the needs of victims outside the criminal justice system. Police and victim service relationships are still very much affected by the history and development of the criminal justice system.

Until the founding of the first public municipal police service in Britain in 1829, victims were responsible for private enforcement and prosecution of criminal cases. As Britain became an industrial society, the state took over the role of enforcement and prosecution as a cost-effective means of dealing with crime. Accordingly, it also took over the conflict between offender and victim. Christie (1977) summarized the result of this conflict:

> So in a modern criminal trial, two important things have happened. First, the parties are being represented. Secondly, the one party that is represented by the state namely the victim, is so thoroughly represented that she or he for the most of the proceedings is pushed completely out of the arena, reduced to the triggerer-off of the whole thing. He or she is a sort of double loser; first vis-à-vis the offender, but secondly and often in a more crippling manner by being denied rights of full participation in what might have been one of the most important ritual encounters in life. The victim has lost the case to the state. (p. 3-4)

Christie painted a dim picture of the role of the victim in the criminal justice system; this role may influence the commitment of criminal justice stakeholders to assisting victims of crime, and police may be influenced negatively by the weight of many centuries of history during which the criminal justice system developed.

However, the criminal justice system that has evolved over the last 30 years has come to a certain realization that, at least on the surface, victims should be given a greater role in the system and that the police and courts should show greater sensitivity to the needs of victims. Despite this realization, the structure of the criminal justice system influences police and criminal justice system interaction with victims of crime as shown in the following section.

Police and Criminal Justice System Interaction With Victims

This section presents the interaction between victims and police and between victims and the criminal justice system. Police have traditionally have been the initial criminal justice system component that interacts with victims of crime as shown in the following section.

Police Interaction With Victims

Traditionally, victims play a dual role in their contact with the police. During the initial contact, the victim is seen as an individual who may require immediate crisis assistance, sympathy, and support. In the latter stages of their contact with police, victims are seen as key information providers to aid an investigation, as important witnesses for the court process, and as participants in the overall mandate to protect society through participating in the criminal justice system (McGrath, 1980).

Though sympathetic with the plight of victims, police historically lacked the resources and training to assist them beyond the initial crisis-intervention contact (Department of Justice Canada, 2004). In response to this situation, the skills and knowledge of police on victim issues have changed in part to the Ontario Victim Bill of Rights (Ministry of the Attorney General, 1995) and the Ontario Police Services Act (Ceyssens et al., 2002). These pieces of legislation provide general principles and direction for police services to seek partnerships in the community to assist victims of crime with some success.

A review of police interaction with victims would be incomplete without a review of the literature surrounding the criminal justice system's interaction with victims as shown in the following section.

Criminal Justice System Interaction With Victims

This section of the literature review highlights some of the difficulties that the criminal justice system is experiencing in creating a coherent role for victims: (a) the evolving roles of victims, (b) concerns about neutrality and allegations that a victim-management system benefits only the criminal justice system, and (c) coherence and values.

Evolving role of victims. Some scholars have viewed the victim's participation in the criminal justice system process as ambiguous. For example, Edwards (2004) contended:

> The problem lies in defining the relationship between the public interest and the victim interest-a relationship that is, as yet, insufficiently articulated in judicial statements or the academic literature. In addition, giving victims such influence or control over the process outcomes must be considered in the context of procedural and substantive justice for victims and offenders: can victims be given particular

> participatory roles whilst upholding principles of rationality, consistency and objectivity? (p. 980)

Edwards also pointed out that current victim participation in the criminal justice system may be a superficial exercise to placate vocal critics of the criminal justice system. In addition, Young (2001) reported that the role of the victim in the criminal justice system is still evolving:

> What exactly should be the extent of participation by victims and what this would look like, has not been clearly defined within the criminal justice context? A wide range of vehicles for victim participation do exist, but limited to specific areas of trial administration. They range from providing victim the opportunity to fill out victim impact statements, to providing specialized provision for vulnerable victims to testify that lessen the trauma faced by the victim (p.3)

Criminal justice system professionals take a guarded approach to the role of victims within the system. They primarily believe that victims are sources of information, as supported in the following conclusion drawn from a Canada-wide survey of criminal justice system professionals (Department of Justice Canada, 2004)

> Crown Attorneys, defence counsel and judges, for their part, regard the victim primarily as a witness and a source of information. They generally believe that victims are entitled to be consulted to some extent, especially before irrevocable steps are taken, although support for consultation was less prevalent among defence counsel than among Crown Attorneys and judges. (p. 61)

Victim advocates have promoted a greater role in the criminal justice system for victim as a way to provide better balance in the criminal justice system. However, the following sections reveal that not all scholars agree that allowing victims greater participation in the system has been accomplished or even warranted.

Neutrality of the justice system and allegations of a victim-management system. Some see victim-rights propagation as a cloak for other political agendas that

have their basis in increased crime control, punitive action, and political advancement of the proponents of victims' rights. The end result is an attack on the neutrality and professional conduct of the criminal justice system, according to Young (2001) and Roach (1999). Roach also pointed out that some victim services are merely management systems that are designed to create cooperative and compliant victims for the criminal justice system (Roach, 1999).

The criminal justice system has recognized the importance of services for victims of crime, but not always in an altruistic way. Some scholars have argued that victim participation in the criminal justice system does not go far enough, is given lip service, and is dealt with in a superficial manner by government (Edwards, 2004). In addition, victim services and victim rights policies have been construed as a victim-preparation or victim-management system that benefits the administration of the criminal justice system and addresses victims' needs superficially (Roach, 1999). These concerns are not crises, but highlight the need for careful exploration of victim service improvements that truly meet the needs of victims.

In contrast to the concerns of scholars, I believe that victim services can provide valuable services to the community on several levels. In support of this point of view, Gwinn and Strack (2006) emphasized that when systems are properly instituted, victims receive support that assists them in getting past their current victimization and helps them to avoid further victimization by accessing information and support services from several coordinated points of delivery. For example, in a co-located structure, victims may enter the system and receive assistance from police, crisis-response, counselling, and other services. This type of model provides flexibility for the victim of crime, who triggers the

response of this structure. In addition, the community enjoys a higher standard of care, and the organizational stakeholders—the police, victim services, and other agencies—reap the benefits of collaboration and partnerships (Gwinn & Strack, 2006). Therefore police and victim services must develop relationships that provide genuine services to victims based on a coherent vision and moral purpose as shown in the following section.

Coherent vision and moral purpose to deal with victims. The development of a coherent vision that defines the role of victims in this sector is critical for the future of victims in the criminal justice system. Consequently, a shared vision on the role of victims in the criminal justice system will renew the commitment of the stakeholders to collaboration and partnerships in providing victim services. In support of this view Senge (1994) defined *shared vision* as a "force in people's hearts, force of impressive power. . . . They create a sense of commonality that permeates the organization and gives coherence to diverse activities" (p. 206). However, a coherent vision for victims is difficult to define because of professionals' perceptions of the evolving role of victims.

Criminal justice administration professionals generally believe that victims play a specific, albeit limited, role in the criminal justice system as stated earlier. However, they agree that victims have a valid, but evolving role to play in the criminal justice process (Department of Justice Canada, 2004). Although there is still no common vision for victims of crimes in the criminal justice system, police and victim services have been more successful in achieving a coherent vision and moral purpose in dealing with victims at their level because of the guidance provided by government policy and legislation.

Maintaining a moral purpose within an organization can be difficult because of the organizational culture and omnipresent emphasis and value accorded the means of

delivery rather than the end results. Leadership and organizational learning play key roles in further developing victim services with a moral purpose. Fullan (2001) agrees with this point of view by stating: "There are many competing goods which cannot all be pursued. This is why coherence making is such an important quality for effective leadership. . . . Coherence making, which involves prioritizing and focusing, is greatly facilitated when guided by moral purpose" (p. 13).

The misalignment in the criminal justice system of the original values that helped to support victims requires a realignment of actions with values. For this to occur, the criminal justice system must rediscover that core values support quality victim-centered services and that once they have been identified, structures and methodologies can then change to meet the goals expressed by those core values. Collins (1996) supports this view by stating: "Your core values and purpose, if properly conceived, remain fixed. Everything else—your practices, strategies, structures, systems, policies, and procedures—should be open for change" (p. 2).

This section highlighted the difficulties that the criminal justice system is experiencing in defining a moral purpose and creating a coherent role for victims of crime in the system, and this difficulty may transfer to perceptions that negatively affect the police and victim service relationship. In addition, this section discussed the evolving roles of victims, questions on neutrality, and allegations of a victim-management system that meets the needs of the criminal justice system, not victims.

The relationship dynamic between victims and the criminal justice system influences the relationships between police and victim services as shown in the following section.

Police and Victim Services Relationships

This section of the literature review will narrow its focus and examine the police and victim service relationship within the context of the criminal justice system structure with regard to the police social-work function, new organizational learning for police, and the systems imperative of this relationship.

Police: The Original "Social Workers"

There has always been a social service element in police work. Moreover, I have been involved in numerous initiatives that could be classed as "social work" in the eyes of police colleagues. Dantzer (1995) viewed social work and counselling as some of the main roles of frontline police officers. He offered diverse examples of occasions when police perform social work, ranging from mediating domestic situations to assisting the mentally ill and dealing with young offenders. Dantzer added that the function of police also includes providing four services: crime prevention, law enforcement, order maintenance, and social services.

For the most part, police and social agencies have shared clients in an ad hoc manner, at least until recently. Specifically in the early years of policing, the police performed many functions of social work before the advent of specialized social services agencies that included assisting alcoholics, housing the homeless, and dealing with errant children (Sheehan & Cordner, 1989). However, as technology progressed, police became reliant on vehicles, computers, and advanced communication and records-management systems and retreated from the community by seeking comfort and refuge in a silo of professionalism. Hence, the means took precedence over the ends, and organizational emphasis and value was placed on the administration and technology of policing instead

of meaningful human interaction with colleagues, communities and individuals. The new champions of scientific and business management style of policing were rewarded with promotion and prestige (Sheehan & Cordner, 1989). Consequently, the gap between helping agencies and the police increased, and "helping" became less important for police.

However the development of specialized agencies that offer social services and specifically assist victims has caused the police and the criminal justice system to have formal interactions with victim services through partnerships that can be classified as community policing (Young, 2002). In many jurisdictions in Ontario this has resulted in police and victim services' sharing office space and police officers' sitting on victim service boards of directors, which has exposed police to partnerships and collaboration beyond inward looking self-imposed silos of professionalism. Accordingly, police and victim services have more in common than they appear to have on the surface, which bodes well for future police and victim service cooperation and organizational learning as shown in the following section.

New Organizational Learning for Police

Victim service and police collaborations, though driven by government policy and societal expectations, have introduced the police to working with agencies and victim services on a formal and informal basis. Moreover, the police were introduced to new organizational learning that resulted in greater acceptance of victim services and better response to the needs of victims. However, there is a risk if organizations do not provide continuous, new learning experiences for their members; in this case, the police. Toch and Grant (2005) supported this point of view by stating:

> Organizations that do not provide learning experiences for their members are apt to have trouble adapting to changing conditions in turbulent environments. Such organizations are also likely to become hotbeds of routinization and boredom, with consequent lowering of motivation and morale. (p. 324)

Police and victim services operate as a system, and leverage in the form of commitment to victim services can translate into enhanced services to victims as shown in the following section.

The Systems Imperative

Systems thinking, which plays a key role in the relationship between police and victim services, relies on leverage. Senge's (1994) premise that "actions and changes in structures can lead to significant, enduring improvements" (p.114) applies to this leveraged change in the police structure. Moreover, these partnerships are seen as a key component of community policing that has been heralded as the most effective method of policing in North America (Whitelaw et al., 2006). Thus, police and victim services should further exploit the opportunities that their relationships present because the basis for these relationships is supported by well-accepted community policing philosophies.

Conclusion

The criminal justice system, police, victims, and victim services all have a role to play in the overall delivery of victim services. However, the criminal justice system which influences all these stakeholders is still evolving a common vision of victims. Without doubt, sustaining momentum for change is the challenge that this sector faces. Senge et al.'s (1999) proposal supports working together to assist victims and the community:

> We operated in a silo mentality in which people handled problems only in their own functional areas, and ignored the difficult interactions between the silos. . . .

> As new learning capabilities develop, people start feeling the confidence to raise challenging, potentially conflictual issues—the issue must be addressed to make real changes. (pp. 241-242)

This section provided an examination of the criminal justice system structure that included, the Canadian criminal justice system structure and influence on police and victim services, learning and change in victim services and police, and organizational partnerships in police and victim services. The examination of these areas has fostered a greater understanding of the important aspects of the police and victim service relationship.

Learning and change in the police and victim service context are important aspects of the project's focus as shown in the following section.

Leading Learning and Change in Victim Services and Police

This section will explore leading learning and change in the context of victim services and police as well as (a) the changing environment, (b) the changing profession, (c) leadership, and (d) leading a culture of change.

Leading learning and change is a cornerstone of the development of victim and police services relationships and has wide-ranging effects on the greater community that these organizations serve. Moreover, learning will help victim services professionals and police to lead the change that will occur in the future (Senge, 1994). Leadership is the function of individuals who are faced with challenges, and the police and victim service environment is dynamic and challenging for all stakeholders. In support of this point of view Kouzes and Posner (2002) offered, "Beyond the practices, beyond the action steps, there's another fundamental truth about leadership: *leadership is everyone's business*" (p. 383). Thus learning and change are important aspects of the police and victim service

relationship and affect the goal of providing quality victim-centered services. Change is propelled by the environment, as shown in the following section.

The Changing Environment

The victim service profession is experiencing transformational change. For example, the system has transformed from a few professional and volunteer-based organizations developed in the early 1970s to victim services that have expanded across the province of Ontario, usually in partnership with local police (Office for Victims of Crime, 2000). Many victim services have changed and adapted to provide services to meet the needs of their unique demography and geography. For example, victim services in the greater Toronto area, of which York Region is a part, are increasingly providing services to an influx of clients who are multiculturally diverse and present with complex cases (Keung, 2006). In addition, violent crime has risen 35% compared to 20 years ago, when most victim services began to be established in Ontario (Treasury Board of Canada, 2005). Accordingly, the police and victim services relationship is impacted by the rapid change in the multiculturally diverse client base and the increase in violent crime that provide an ongoing challenge to these organizations that goes beyond the original design of victim services.

Victim services currently deal with complex organizational issues that include interagency collaboration, volunteer and staff human-resource issues, traumatized victims of crime and tragedy, funding challenges, cultural diversity, complex cases, and complex governance issues. This was not the case 20 years ago when most victim services did not exist and those that did were in their infancy, and this change has impacted the victim services profession as shown in the following section.

The Changing Profession

The victim assistance profession has grown significantly over the last 10 years in North America. In Canada there are approximately 1,600 victim service professionals spread over approximately 444 victim services, with an average of approximately three-and-a-half full-time employees per victim-service site (Kong, 2004). These professionals perform a variety of tasks, including executive leadership, volunteer management, counselling, safety planning, and community and program development. In addition to these tasks, leaders in victim services need to address complex challenges that include partnerships, program expansion, funding, status within the criminal justice system, and a diverse society. Consequently leadership in the face of these complex factors is an important role that the small core of professionals employed in victim services play as shown in the following section.

Leadership

Leadership, simply put, is the ability to get groups of people to achieve success in whatever context they are working in (Dickson, 2003). Leadership is key to answering the research question on the relationship between police and victim services that, in turn, provides an environment for creating quality services delivered to victims of crime and tragedy. Furthermore, leadership is a broad topic that numerous scholars such as Senge (1994), Fullan (2001), and Kouzes and Posner (2002) have explored. The advantage of the study of leadership is that the learning opportunities that it offers can be applied not only in the police and victim service context, but also across all sectors of society.

What is leadership in the context of leading change in victim services and police relationship and why is it important? Victim services and police have built up a

comfortable relationship box that leaders on both sides may need to step out of to lead the change that will be required to improve victim services in the changing environment. Consequently, victim services and police leadership will be characterized in the future by the ability to motivate others inside and outside their organizations to tackle not only the complex and dynamic issues related to victim service delivery, but also the existing day-to-day issues that we already know how to handle (Fullan, 2001).

True leadership in police and victim services is not provided by charismatic individuals who are here today and gone tomorrow, but by leaders who can develop individuals in the police and victim service organizations to become leaders at whatever level they are situated in the organization. Fullan (2001) supported this view and suggested that charismatic leadership is unsustainable and "can never be emulated by large numbers. Deep and sustained reform in organizations depends on many of us, not just on the very few who are destined to be extraordinary" (p. 1-2).

Fullan (2001) suggested that high level leadership is conducted by people with overall enthusiasm, energy, and hope who address complex problems. He emphasized that this does not involve checklists or step-by-step processes, but groundings that will assist in dealing with complexity. These groundings are explored in the context of victim service leadership, police leadership, and the main question of the research project.

Having a moral purpose. Having a moral purpose means wanting to make a positive difference in the lives of employees, customers, and society. Victim services and police need to be refocused on their main goal of assisting victims within the victim service and police relationship.

Understanding change. Understanding change requires embracing the complexity of the change process. Police and victim services, especially in York Region, are faced with complex change issues that range from explosive growth to a lack of resources to meet the future needs of victims. Understanding this change factor will allow police and victim service leaders to compellingly articulate this need to others outside their respective organizations.

Building relationships. Police and victim services need to build relationships with diverse people and groups outside their usual realm of contact to build new alliances that will support the enhancement of victim services in the community.

Creating and sharing knowledge. Generating and increasing knowledge and sharing information inside and outside the organization will result from increasing the collaborative opportunities between victim services and police. This opportunity will be extended to other partners and allies, which will result in comprehensive services for victims.

Finding positive solutions. Some Ontario based organizations in the victim support and advocacy field must stop blaming others and offer positive solutions to the problem. Some tend to blame government and others for what is lacking in their programs and criticize other victim service agencies for being the cause. If offering quality victim-centered services is the goal, as opposed to promoting an agenda, then collaborating and forming partnerships would be the primary means for all victim-related organizations to achieve it.

If victim services and police work together to support victims and address the above factors, the result will be commitment, internally and externally, and "more good

things" and "fewer bad things" happening (Fullan, 2001, p. 4). In the end, victim services and police leaders need to foster better relationships to ensure better services to victims of crime and tragedy. Senge et al. (1999) extended Fullan's thoughts by stating that leaders want "better relationships, with less games-playing and more trust and openness. They want to unleash employees' natural talents and enthusiasm. Through all of this of this, they are striving to shape their destiny" (p. 5).

Victim services and police leaders who work to support victims need to practice high-level leadership that inspires others internally and externally. Kouzes and Posner (2002) proposed five leadership behaviours: "Model the way, inspire a shared vision, challenge the process, enable others to act and encourage the heart" (p. 13). These are not step-by-step processes, but core behaviours that can assist police and victim service leaders in creating an environment that will lead to better victim services.

Organizations in the public sector are increasingly under pressure to emulate corporate business practices. Some scholars cautioned that corporate practices are the antithesis of the leadership practices that Fullan (2001), Senge et al. (1999), and Kouzes and Posner (2002) highlighted. Public agencies need to filter leadership learning through a public-services lens that leads to the development of their own leadership values and organizational practices. Bakan (2004) contended in his landmark book that "the corporation's legally defined mandate is to pursue, relentlessly and without exception, its own self-interest, regardless of the often harmful consequences it might cause to others" (pp. 1-2).

On the other hand, many of the new leadership ideas in society are based on business. An example of this ongoing development is the BMW Automotive Research

and Innovation Centre that houses 7,000 engineers and computer and materials experts who work in a building "especially designed to encourage collaboration and synergy among the many specialist groups" (Crane, 2006) and outside supplier companies. The BMW model is an example of relationship building that has resulted in more good things than bad happening, as Fullan (2001) suggested. This example can be applied to the public sector on a smaller scale, where police and multiple agencies could share space to offer better services to victims of crime.

Leadership is not just an activity unto itself, but also an activity that is designed to confront problems and change as shown in the following section.

Leading a Culture of Change

Victim services and police are faced with an environment of change that is one of the core aspects of our modern culture. Some of these change agents include rapid growth in population, an increasingly diverse client base, complex cases that include high levels of violence and tragedy, and a lack of resources. In *The Leadership Challenge*, Kouzes and Posner (2002) highlighted several key change agents that leaders face: (a) heightened uncertainty, caused by local and world events; (b) the importance of social capital—people, teams and relationships; (c) speed, caused by our modern technology; and (d) a changing work force and society. Victim services and police leaders can manage these change agents by creating an environment that builds the learning capacity of the members. Kouzes and Posner proposed that one of the key methods of dealing with change is to "enable others to act" (p.13) through learning.

To help police and victim services to meet these challenges, Senge (1994) recommended that organizations become learning organizations: "The organization that

will truly excel in the future will be the organizations that discover how to tap people's commitment and capacity to learn at *all* levels in an organization" (p. 4). In addition, police and victim services leaders must expand their own knowledge base surrounding the complexity that they face. Fullan (2002) supported this view by suggesting that effective leaders "must cultivate their knowledge, understanding and skills" (p. 45) surrounding complexity science in organizations, leadership, and social change. Police and victim services also need to consider complexity that leads to unexpected circumstances that are naturally occurring in life and organizations, in which the test of victim service and police relationships and leadership is the management of the complexity towards beneficial results (Pascale et al.; as cited in Fullan, 2001). Accordingly, police and victim services must accept that complexity will be the hallmark of their relationship and learn to develop their overall leadership capacity by mobilizing their members' commitment to meeting these challenges.

Leading learning and change within police services and victim services does not follow any one cookie-cutter approach or off-the-shelf list of practices. Yesterday's hero organization or leadership fad has fallen into disrepute or been discarded (Fullan, 2001). Police and victim service organizations are required to be learning organizations at all levels to meet the challenges of change and complexity (Fullan, 2001; Senge, 1994). The power of the police and victim service relationship rests in human capital, expressed through relationship building and commitment from all members and partners, and frames the ability of police and victim service leaders to meet the challenges of leadership and change to improve victim services. (Fullan, 2001; Kouzes & Posner 2002).

This section explored leading learning and change in victim services and police and specifically examined; the changing environment that is faced; the changing complexity of the victim service profession; the importance of leadership, and leading a culture of change and their impacts on the research project.

Stemming from the previous section, leading victim service and police organizational partnerships is a fundamental aspect of providing quality victim-centered services to victims of crime and tragedy as shown in the following section.

Leading Victim Service and Police Organizational Partnerships

This section of the literature review examines literature fundamental to the research question in areas that include (a) building trust between police and victim services, (b) police and victim service leadership in partnerships, (c) leading and managing community relationships, and (d) partnerships that lead to collaboration. Partnerships are an essential requirement in today's complex world, where no one public agency has all the expertise and resources to deal with the problems that the community and the agency face (Austin, 2000). From large natural disasters and terrorist attacks to seemingly mundane community issues, police and victim services are frequently forced by necessity to engage in collaborations and partnerships with other organizations. In support of this Toch and Grant (2005) stated:

> One of our key assumptions is that no organization that serves the public can be an island unto itself. Once one digs beyond symptoms of any problem that distresses the community, one finds that the needs that must be addressed are not the purview of any single agency that does service delivering. (p. 317)

One of the building blocks of a partnership is trust, as shown in the following section.

Building Trust Between Police and Victim Services

To successfully deliver victim services, police and victim services need to operate in a climate of trust. In support of this, Solomon and Flores (2001), Baker (2003), and Kouzes and Posner (2002) proposed that trust is vital to the development and continued success of any organization. Consequently, when organizations embark on a collaboration or partnership, fundamental trust must exist among the various parties involved.

Defining exactly what trust is can be a difficult proposition (Atkinson & Butcher, 2003). A trusting relationship between police and victim services can be fragile, dependent on building relationships over a period of time. Therefore victim service and police leaders need to build trust between their organizations for partnerships and collaborations to be successful. Police and victim service leaders can develop two levels of trust, individual and organizational. Solomon and Flores (2001) offered:

> The problem of trust may be, first of all, a question of understanding, but such understanding is meaningful only in the pursuit of a practice, a day-to-day routine, a way of being—or, for organizations or nations, the development of institutions of trust. (p. 4)

The development of trust between police and victim services can benefit from the opportunity to interact honestly as equal partners. Solomon and Flores (2001) contended that trust goes beyond the strained cordiality that permeates many organizational meetings that, in fact, should be forums to discuss problems and constructive criticisms. Consequently, unbalanced relationships stifle opportunities to build trust and solve problems within the victim service and police relationship.

Police and victim services need to operate in an environment of equality to build trust and relationships. It is incumbent on leaders to create this environment to encourage

participation and collaboration and result in better victim services (Kouzes & Posner 2002). An example of very tentative trust at an organizational level was my experience with a community agency that was involved in a formal partnership with the police. After several meetings with this organization, it became apparent that some level of mistrust existed between it and the police. It stemmed from the perception that the police had all the resources, whereas this organization was struggling to maintain funding, and the police were putting pressure on the organization to perform services. To build trust, organizations involved in collaboration and partnerships should share equally the burden of the partnership (Gwinn & Strack, 2006).

Within a police and victim service partnership, trust is a high priority. Police agencies are tasked with maintaining a highly confidential information environment while playing an active community-partner role. In addition, the multiple roles that police services play in the community, from basic law enforcement to conducting complex investigations, may cause police leaders to dismiss public partnerships as risky or not worth the effort (Whitelaw et al., 2006). In contrast, victim services are highly reliant on public partnerships and are adept at fostering those partnerships, but some police leaders may give public partnerships only superficial attention. The following comments are from the chief of the Seattle Police Department:

> We should put to bed the era of community policing and engage, instead, in policing. We should not make the 20-year learning mistake. Let us take the best of what we learned in this business over the last half century and call it policing. (Kerlikowske, 2004, (p.6)

Clear commitment to partnerships is obviously an important aspect of the police and victim service relationship.

A trusting relationship at some level between a police service and victim services allows both partners to share in the rewards, tolerate mistakes, and learn from those mistakes. The police service of Northern Ireland has come to understand this relationship dynamic by offering: "Working in partnership is fundamentally about sharing responsibility, the risks and the rewards" (Police Service of Northern Ireland, 2005, ¶ 9).

Within the context of police and victim services, individuals within both groups actually create and maintain trust. In support of this Solomon and Flores (2001) offers:

> Our thesis, to put it simply, is that trusting is something that we individually *do*; it is something we make, we create, we build, we maintain, we sustain with our promises, our commitments, our emotions, and our sense of our integrity. (p.5)

In contrast, not all trust can be beneficial to organizations. Naïve and blind trust may actually damage a partnership. To counteract this problem, Atkinson and Butcher (2003) suggested that tentative trust be established at the managerial level.

Despite Atkinson and Butcher's (2003) reservations, trust can flow from building collaborative relationships that are based on reciprocity (Baker, 2003). For example, both YRP and VSY gain from their partnership. YRP benefits from having a single support portal available for victims of crime and tragedy, and VSY benefits from having a dedicated source of referrals and shared office space.

Managing partnerships are challenged by the changing dynamics of the organizational environment. Within police and victim service agencies, leaders and workers face new technology and accountability requirements. Leadership is a fundamental aspect of managing these challenges as shown in the following section.

Police and Victim Service Leadership Within Partnerships

The command-and-control method of police management that has been the backbone of police leadership for many years has increasingly been challenged by the emerging technological age (Clawson, 2003; Whitelaw et al., 2006). In contrast, victim service agencies are smaller and have a flat management style. Clawson (2003) compared policing in the recent past with the bureaucratic era of leadership. For example, in bureaucracies authority is vested in the hierarchy; but in the future, "power" will be spread over a broader range of people in the organization who will be more inclined to support partnerships. Clawson proposed that in the new environment of rapid information exchange, "Power now is emanating from people who have access to and can digest volumes of information" (p.15).

As societal environments change, police and victim services are increasingly called upon to stretch their capabilities by recruiting a diverse, technically savvy, and a well-educated workforce, though police services have difficulty articulating this need when the advertised standards to become a police officer are age 18 and the attainment of a high school diploma (Ceyssens et al, 2002; Whitelaw et al., 2006). Furthermore, these new workers will not be as loyal as previous generations and will move on when other opportunities arise (Clawson, 2003). Consequently, these new workers will be adept at forming alliances and partnerships with other agencies because of their technical knowledge of information systems, while police and victim services will need to build commitment to their organizations to propel victim services and police partnerships forward.

Nonetheless, Bossidy (2002) challenged leaders to be more hands-on while at the same time allowing discussion among members of the organization on the key aspects of the organization, including human resources, strategy, and operations. In terms of police and victim services organizations, leaders will need to engage these new paradigms of leadership by allowing greater participation from members, as Bossidy proposed. Therefore, as police and victim service members who have participated in the affairs of their organization become leaders themselves, they will be more inclined to engage in collaborative ventures because of their experience with organizational participation.

Other scholars have supported leadership as a global and widespread activity that is quietly practiced throughout the organization. Consequently, police and victim services leaders who follow this leadership style strengthen the organization globally through inspiration, caring, and the infusion of gradual change and have a greater positive impact by ensuring that the organizations are strong and robust and adapt readily to partnerships and the resulting collaboration (Badaracco 2002; Mintzberg, 1999) .

This leads us to the next cornerstone of leading and managing partnerships between police and victim services explored. Managing relationships with the broader community, as shown in the following section, will assist the police and victim services in meeting their goals within the partnership. Sir Robert Peel (1829/McGrath & Mitchell, 1981) gave an example, taken from his famous principles, of community relationship building when the first municipal police service was formed that applies to the current victim services and the police relationship:

> To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police being only members of the public who are paid to give full-time

> attention to duties which are incumbent on every citizen, in the interests of community welfare and existence. (p. 7)

Leading and Managing External Community Relationships

In collaborating with other agencies and the community as a whole, successful leaders in police and victim services will have to be open to new ideas, people, and possibilities (McGehee, 2001). Therefore being open to the community will helped to build loyalty to police and victim services that will result in community support and improved victim services. Building rapport with the community is built into the organization through informal and formal interaction with other agencies and the community as a whole and is seen as a regular and expected activity for all members at all levels of the organization (Depree, 1997; Whitelaw et al., 2006).

Although managing external relations with the community is important, an underlying factor is having a committed workforce. Successful police and victim services should be acutely aware of the need to develop organizational capacity and take steps to ensure that their employees have the necessary knowledge, skills, and tools for success to meet the goal of leading community relationships (Senge, 1994).

Good community relations are the springboard to the next cornerstone of police and victim service partnerships: collaboration, as shown in the following section.

Partnerships That Lead to Collaboration

Collaboration in the public safety sector is imperative in today's world of finite resources and infinite problems that agencies face (Edwards-Winslow, 2002). This need is exemplified in recent examples such as the terrorism attack on the United States on September 11, 2001, and the Hurricane Katrina disaster of 2005. Both incidents severely

tested and overwhelmed the capabilities of the police and other agencies that were involved and required the agencies to work with a wide range of formal and informal partners. From collaborating on technical initiatives to partnering with agencies, many public safety organizations, including police and victim services, are increasingly sharing expertise, human resources, and facilities. In addition, the increased capabilities of information-sharing technology will continue to encourage collaboration among all agencies, including victim services and police. Consequently, organizations will need to collaborate and lower institutional barriers to deal with complex issues and provide innovative solutions (McGehee, 2001).

Apart from sharing information technology and facilities, what benefits does collaboration offer victim services and police? These benefits include the ability to address pressing problems, meet legislative requirements, and gain access to new resources (Gelinas, 1998; Police Service of Northern Ireland, 2005).

One of the key issues is that collaborative partnerships require fundamental changes in the organizational culture and traditional values of the public sector, including police and victim services. Therefore police must be willing to share authority and develop a learning culture that is more tolerant of error (Armstrong & Lenihan, 1999), and all organizations involved in providing quality victim-centered services need to learn how to share power for the common good (Fullan, 2001).

Partnerships are important, but the actual collaboration that results leads to successful delivery of victim services. In this vein, leadership has always been seen as something derived at the top of an organization; however, we are entering the "age of alliances" when individual leadership is not enough to propel ideas and initiatives for the

common good (Linden, 2003). Accordingly, collaboration must be cultivated within and between organizations to deal with complex issues. For example, in partnership, victim services and police deal with complex issues in assisting traumatized victims while meeting legislative requirements and a moral purpose. The partnership accomplishes several goals in (a) dealing with pressing problems; primarily, assisting victims; (b) meeting a requirement legislated by the Police Services Act of Ontario and Victim Bill of Rights of Ontario; (c) ensuring a coordinated approach to community safety delivery by reducing further victimization through support; (d) reducing organizational fragmentation by providing a single access point to support agencies and resources; (e) enhancing accountability by ensuring that victim services, police services, and government can track and identify victim trends and make appropriate changes to the system; and (f) gaining access to new resources that police and victims services could not access on their own. This demonstrates that, in the end, victims are the true beneficiaries of any successful partnership.

Without doubt, successful police and victim service partnerships do not occur without a great deal of work and preparation, and a key component of collaboration is the development of relationships within partnerships (Fullan, 2001). Police and victim service leaders need to bring together people to meet future challenges. In support of this Linden (2003) suggested that leaders within partnerships are skilled at assembling people from "different units or organizations to accomplish a task that none of them could accomplish—at all or as well—individually" (p. 42).

Successful police and victim service leaders involved in a partnership are required to articulate to their organizations support for the partnership. Linden (2003) assembled a

list of tasks that usually do not appear in the job description of police and victim service leaders: (a) providing clear articulation of the mission that enlists the support of others; (b) finding the right people and keeping them motivated; (c) helping the partners to see the benefits of the partnership; (d) creating a trusting environment; (e) assisting the members in constructing a transparent and credible process; (f) assisting the participants in building consensus to meet the needs of the partners, the mission, and the partnership relationship; and (g) making relationship building a group priority. In addition, to foster collaboration, police and victim services leaders need consistent qualities that include persistence, passion, the ability to use influence rather than direction, and the ability to be systems thinkers (Linden, 2003).

Creating successful collaborations and partnerships between victim services and police depends on the connections, emotionally and personally, that the key personnel involved make (Austin, 2000). I have had a personal experience with this issue when a member of an agency board of directors. I had connected with the social purpose of the partnership and the individual members had connected personally with each other for a common purpose. Although the partnership was not always perfect, we compensated by bringing passion, persistence, and clarity to our mission.

However, some problems are associated with police and victim services partnerships because of their differing organizational culture. Thacher (2001) highlighted this potential for conflict by stating:

> Any complex society involves differentiation in terms of roles and values (Durkheim 1960; Walzer 1984), so every social institution pursues priorities separate from and potentially in conflict with the others. Consequently, interorganizational partnerships bring together institutions committed to potentially incompatible priorities. The practitioners who manage these

> relationships will find themselves in contested normative terrain, pressured by conflicting social aims that had formerly been institutionally segregated. (¶ 2)

Literature produced by practitioners in the field permeates the discussion of community policing and public partnerships. Many of these practitioner-generated discussions centre on resistance to community policing and individual case studies that showcase community policing programs as in Hafner, whereas others discuss the demise or evolution of community policing in the case of Kerlikowske. For example , Hafner, a police chief of a small police service that serves a population of 30,000 reported initial resistance to community policing:

> Many police agencies experience difficulties when trying to motivate officers to enthusiastically embrace a community policing philosophy. Agencies often start costly community policing programs only to find that few officers actually partake in the transformation while most continue to operate under traditional reactionary modes of law enforcement. . . . An emphasis on building partnerships with the community while providing value-driven service committed to excellence was missing. (Hafner, 2003, ¶ 1)

Conclusion

This chapter served to provide an overview on the related literature to this action research project. Formal police and victim service partnerships are the key component of quality victim services in the community. Toch and Grant (2005) confirmed this point of view: "One of our key assumptions is that no organization that serves the public can be an island unto itself" (p. 317). The Police Service of Northern Ireland is another agency that has recognized that community partnerships are key aspects of their success, and it is willing to take risks despite the difficulties presented in its turbulent security climate. Kouzes and Posner (2002) advised that, to foster collaboration, it is essential to have

leaders who can skilfully "create a climate of trust," "facilitate interdependence," and "support face-to-face interactions" (p. 243).

The literature supported the importance of partnerships between police, victim services, and the public on various levels. In addition, the ambiguity surrounding the concepts of community policing and partnerships is an ongoing concern of academics and practitioners and should be addressed.

Without doubt, to be successful, developing organizational partnerships and collaboration needs to be a strategic goal of an organization instead of a function of one isolated branch or unit (Whitelaw et al., 2006), and there must be further development and growth of police and victim service partnerships that result in expanded services to victims. For example, reported widely in the literature is the success of family justice centres, originally founded in San Diego, California. In their book *Hope for Hurting Families*, Casey Gwinn and Gael Strack (2006) emphasized moral purpose, passion, honesty, partnerships, relationship building, trust, shared vision, and innovation—all leadership elements that went into the building of their agency. I have also discussed these same leadership aspects throughout the literature review of this project. Police in San Diego call the family justice centre model the "logical extension of community policing" (p. 48) that emphasizes partnerships between police and victim services. In San Diego, 25 agencies, including police and prosecutors, are housed under one roof to provide services to victims of crime (Gwinn & Strack, 2006).

Gwinn and Strack (2006) acknowledged that this model is not a panacea and that not all communities are ready for this type of partnership. In fact, they admitted that they do not have all the answers and are learning as they go; however, they recognized that

their agency has generated significant positive change in their community and are working actively to develop family justice centres across North America. Larger urban centres in Ontario have the critical mass of population, police, and agency participants required to seriously consider a family justice centre model to bring together the separate victim-support silos that we currently have.

This section of the chapter critiqued the literature fundamental to the research question, including the areas of building trust between police and victim services, police and victim service leadership in partnerships, leading and managing community relationships, and partnerships that lead to collaboration.

The overall literature review included major sections on the Canadian criminal justice system structure, leading learning and change in victim services and police organizations, and leading organizational partnerships in police and victim services.

The literature review has provided scholarly background information to address the research project question, while the next chapter describes the conduct of the study.

CHAPTER THREE – CONDUCT OF THE RESEARCH

Introduction

Conducting this action research project involved using a combination of methodologies, approaches, and tools that allowed me to gather multiple points of view and perspectives. This chapter presents the action research approach, the methodology, the project participants, the research methods and tools, the study conduct, the information analysis, and ethical issues.

Maximizing services for victims of crime is influenced by factors that include the collaborative relationship between police services and victim service agencies and the involvement of the community, justice system, and government. These observations sparked a curiosity that raised the research question, "How does effective leadership promote positive collaboration between police and victim services, which, in turn, creates an environment for improved victim-centered services?"

Accordingly, the focus of this research project was on exploring this question and fostering a greater understanding of the opportunities to improve victim service and police relationships, with the goal of improving victim services. The following section will explore the action research approach that was chosen for this project.

Action Research Approach

Stringer (1999) described action research as "a collaborative approach to inquiry or investigation that provides people with the means to take systematic action to resolve specific problems" (p. 17). There are numerous methods for conducting action research; most involve common themes that include planning, action, observation, and reflection (Kemmis & McTaggart, 1988). In addition, during the flow of inquiry, an underlying

dynamic emerges. Consequently, action research develops understanding and drives further action.

Stringer (1999) visualized the action research cycle as a system in which a practice that he called "look, think, act" continuously cycles. Professional practices in organizations are often informal and emphasize action without giving much thought to the reason for it. Whereas action research allows organizations to validate professional practices employed and provides the opportunity to examine the motivation behind organizational actions (McNiff, Lomax, & Whitehead, 1996). McNiff et al. support this by stating:

> To be action research there must be a praxis rather than practice. Praxis is informed, committed action that gives rise to knowledge rather than just successful action. It is informed because other people's views are taken into account. It is committed and intentional in terms of values that have been examined and can be argued. (p. 7)

Action research draws on the knowledge and experiences of the participants to solve problems. As a result, the action research process benefits from the shared sense of ownership of the outcome that the participants develop. In addition, action research is appropriate for a wide range of situations and is unique to each project and allows researchers without extensive expertise in scientific research methodology the opportunity act as a guide to participants who expressed their opinions and reflections. Consequently, action research was well suited to this project and my goals of improving the police and victim service relationship and improving quality victim-centered services (Morton-Cooper, 2000). The research methodology followed is presented in the next section.

Methodology

Within the action research approach qualitative and elements of quantitative research methods were used in the form of surveys. Qualitative methods of research through open ended survey questions and one-on-one interviews provide an understanding of the question through an examination of social settings and the individuals in those settings (Berg, 2004, p. 7). Because qualitative methods result in findings that are meaningful and rich in detail and human experience, they provided me with quantifiable social variables that lent context to the methods. The research has also brought greater understanding of the opportunities that are available to improve the services offered to victims of crime by tapping into the collective wisdom of practitioners in the criminal justice field. The project participants provided the basis for the research as shown in the following section.

Project Participants

To explore leadership, collaboration, and opportunities to improve services to victims, the thoughts, perceptions, and realities of individual practitioners in the criminal justice and victim service fields were examined. These views may be diverse, but according to Guba and Lincoln's (as cited in Stringer, 1999) definition of hermeneutic dialectic process, new meanings evolve as diverse views are compared and contrasted, and a joint interpretation of reality is created. In the case of this research project, the collective knowledge of the practitioners drove the examination of the research question.

The research team consisted of informal members who included local victim service providers, police leaders, and other professionals who assisted me in gaining access to the research participants. The expertise of these local practitioners, who are

leaders in their profession, contributed to the development of the research questions and interview strategies. These influential champions added credibility and provided access to the participants, resources, and expertise (Glesne, 1999).

In addition, Gillian Freeman, Executive Director of VSY, who sponsored the project and acted as an advisor and Yvonne Hall, experienced executive board member of VSY, community supporter, and prominent businesswoman, provided additional support.

Research participants were chosen from a cross section of police and victim services with a common thread: They serve victims of crime and tragedy. Therefore, these participants included police officers, victim service providers, and court-based victim service providers. From within these groups, leaders and frontline professionals were recruited to participate. Participants were specifically targeted who had expertise in their field at various levels and who could add their knowledge and skill to the process.

Using a variety of methods that emphasized respect and confidentiality, the potential participants were invited to become involved in the research, directly through e-mail, by telephone, and in person (Glesne, 1999). As a result, these flexible methods helped to ensure superior participation levels in the interview process as shown in the following section.

Research Methods and Tools

Tools and Interventions

This section presents the research methods and tools including interviews, surveys, and establishing trust and authenticity. The research approach combined qualitative and quantitative methods, including semistandardized interviews and surveys. This mix of methods ensured triangulation of the research. In support of this Berg (2004)

noted, triangulation enables multiple "lines of sight" that lead to a comprehensive rendering of the research results: "Every method, thus, reveals slightly different facets of the same symbolic reality. . . . By combining several lines of sight, researchers obtain a better, more substantive picture of reality" (p. 5). The interviews played a major role in the research as shown in the following section.

Interviews. Semistructured interviews were conducted with six victim service professionals as a method of gathering data for this research project. All the participants were asked the same open-ended questions, and the interviews lasted approximately 45 minutes. My intent was to solicit in-depth and uninhibited responses from the participants, therefore questions were designed to start from a general contextual aspect and then become more focused.

Interviews are an intimate method of gathering data that sets the participant at ease. Berg (2004) supported this view by offering: "Interviewing may be defined simply as a conversation with purpose" (p. 5). Semistandardized interviews consist of questions that the interviewer initially asks systematically, but then expands beyond the initial question and allows the participants to elaborate upon their ideas (Berg, 2004).

Interviews were chosen as a data-collection vehicle for a variety of reasons. Because of logistical factors beyond my control, it would have been very difficult to schedule police and victim service professionals to participate in focus groups. They work in dynamic environments that include working shifts, being on call, and responding to emergencies, which makes gathering in groups very difficult.

Face-to-face interviews provided a wide range of positives compared to other standard data-collection methods. Balanced against the logistical and time constraints that

were faced, interviews offered flexibility and some control. This flexibility included the ability to reschedule interviews and to pick and choose interview locations and times at the mutual convenience of the participant and myself.

Some of the advantages of interviews include higher participation rates, greater depth of response, open-ended construction, and the ability to situate them in an organizational context (Palys, 2003). In addition, semistandardized interviews permit clarification and further exploration of issues that emerge. Consequently, this type of interview allowed me to examine the behaviour, opinions, beliefs, knowledge, perceptions, and feelings of the participants in a safe environment.

Participants' being allowed to voice their opinions and the synergy that develops by interacting with the researcher result in a rich and layered source of data and the rapport humanizes the process by creating a nonthreatening environment (Palys, 2003).

One of the disadvantages of interviews is false information and misleading results created if the participants tell the researcher what they think he or she wants to hear. In support of this Palys (2003) offered:

> When respondents talk about things that they think you want them to talk about, while you try to encourage them to talk about what *they* want to talk about, neither of you may get what you had hoped for out of the interview. (p. 161)

Fortunately, this issue was not encountered while conducting the research project.

The research questions formed the basis for what I wanted to learn, and the interview questions (see Appendix A) allowed me to expand on that learning (Maxwell; as cited in Glesne, 1999). The informal research team was consulted to flesh out the content of the questions that were asked and the interview strategies used. As a result, open-ended questions were crafted which focused on their sequencing and content. An

initial outline was created to incorporate the broad categories relevant to the research question and additional lists were developed from the main categories that formed the basis for the interview questions (Berg, 2004).

The interview questions were tested with two volunteers who were not part of the participant target group which gave me the opportunity to develop my interviewing skills that in turn were crucial to the success of the project. Berg (2004) supported this strategy by stating: "There is no substitute for practice" (p. 117).

A review of the research methods and tools would not be complete without discussing the survey tool, as shown in the following section.

Surveys. To provide triangulation, as mentioned earlier, and to add greater depth and balance to the data, an online Internet survey was used to complement the semistructured interviews. Administering the survey through an on-line provider offered the participants flexibility and convenience. Palys (2003) agreed that the Internet is an acceptable and necessary tool for small-scale projects conducted by a lone researcher by stating: "The Internet is making it possible for researchers without huge grants and capital expenditure budgets to do effective and informative research" (p. 169). In addition, the Internet is democratizing the conduct of research by allowing a wide range of participants a voice (Palys, 2003).

This survey was cost effective and easy to construct and use. In addition, the survey was administered to participants beyond the initial sample, which added to the depth of the research data. Furthermore, the survey tool allowed data to be gathered and analyzed through victim service and police filters.

The survey questions were formulated by consulting with experts in the field which resulted in an anonymous survey that was divided into demographic, quantitative, and qualitative data that in turn was administered during the data-gathering phase of this project. The demographic-data section included the respondents' biographical information to identify victim service professionals and police and to assist in determining the validity of response patterns. In addition the quantitative-data section was divided into two sections that asked the respondents to express their degree of agreement with a statement and to pick an answer from a multiple choice. The final qualitative-data section allowed respondents to respond in their own words to open-ended questions related to the research focus.

The survey targeted a sample population of police and victim service providers and explored attitudes, beliefs, and opinions pertaining to collaboration, partnerships, and victim services. It was administered to a sampling of 50 victim service providers and 50 police officers.

Consequently interviews and surveys provided a balance and triangulation that contributed to the quality of the data and the project overall. In turn, the quality of the results of this research project also depended on authenticity and trustworthiness, as shown in the following section.

Authenticity and Trustworthiness

Establishing authenticity and trust with the interview participants depended on building an initial rapport. Rapport building puts the participant at ease and allows for an environment of mutual respect between the participant and researcher. Glesne (1999) supported this view by stating, "A relationship characterized by rapport is marked by

confidence and trust, but not necessarily by liking" (p. 96) the participant or the participant liking the interviewer. This factor differentiates rapport from friendship. In addition, a research relationship built on trust and acceptance is more important than the need to be liked (Glesne, 1999). Consequently the participants had a certain level of trust and comfort with me as the interviewer and felt comfortable sharing their knowledge and opinions during the project (Glesne, 1999).

The strategies that where used in conducting the interviews included: establishing a nonthreatening environment of rapport and reassuring the participants that their thoughts and opinions were collected in confidence. Consequently, relationships were established built on rapport with the intent of guiding our interactions. In reality, control is never fully under the control of the interviewer, but consists of a continually negotiated rapport between the interviewer and the participant (Glesne, 1999).

Reliability and validity are key components of any research project, and reliability is built into the consistency of the inquiry. Through the use of standardized questions, a consistently reliable construct was created (Palys, 2003). Consequently, the trustworthy reflections of the participants validated the data within this project (Krueger & Casey, 2000).

Triangulation was introduced into the project by speaking to a variety of participants and using a survey. Denzin (as cited in Berg, 2004) reported that triangulation involves "multiple rather than simple perspectives" (p. 6).

Researcher bias is an issue that was taken into account because of my 10-year involvement with victim services, which could have created a possible personal bias. Our beliefs and assumptions help us to define our reality, which in turn verify and mould our

view. In addition how we decode what happens and create meaning and significance is based on our assumptions (Brookfield, 1990). Thus being aware of possible researcher bias allowed me to reflect on and challenge my assumptions in interacting with the research participants.

In summary, the research methods and tools included surveys and interviews that resulted in trust worthiness and authenticity through triangulation, building rapport and awareness of researcher awareness. These tools were then deployed to collect data as shown in the following section.

Study Conduct

Semistandardized interviews and surveys formed the core of my data collection for this research project, and field notes were relied on when appropriate. As stated earlier, interviews were conducted with six victim service providers that we arranged at our mutual convenience. Each interview was approximately one hour in length and consisted of eight open-ended questions presented to each participant. The interviews were intended to gather in-depth and uninhibited data from the participants. The questions were designed to start at a general level and build to a focused level, and a digital recorder was used to accurately record the responses, which permitted an in-depth analysis of the data.

The survey was available on the Internet site, and the participants were asked to participate by e-mail and provided access to the survey in the body of the e-mail through a link. The research participants were informed in advance about the types of questions, the purpose of the research, their right to anonymity, the potential outcomes, and their right to terminate their participation at any time without consequence. Their completion of the

survey signified their informed consent. In addition, the interview participants were asked to review and sign an informed consent form (Appendix B). My notes and the survey responses were destroyed as soon as possible. In the end, the study resulted in data that required validation and analysis as shown in the following section.

Information Analysis

Validation

Information analysis was attained by validation and frame work analysis. The quantitative data from the surveys was validated by repeating key variables in similarly worded questions, and the congruency of the responses with these questions helped to validate important aspects of the data (Jackson, 2003). Consequently, qualitative and quantitative responses were compared in an effort to validate both groups of data.

Following the initial analysis of the interview and survey data, emerging themes were identified and lists of specific themes were forwarded to each interview participant for review. Participants were asked to verify that the presented themes reflected a true representation of their words, beliefs, and feelings about the interview topics. In addition, interview participants were also encouraged to add, edit, or delete themes as they wished, and final results were returned to me. Therefore this procedure served to validate the accuracy of the interview data.

The completed surveys were analyzed using the on line survey site's applications. Sections 1 and 2 were coded quantitatively and organized for further analysis and then coded and the qualitative data was analyzed from section 3 by using the framework analysis method for semistructured interview data discussed in the following section.

Framework Analysis

The qualitative data that was gathered from the semistructured interviews was analyzed by using the framework analysis approach, which is best suited to applied research that is limited by time constraints and limited resources, as was the case with this project. Pope, Ziebland, and Mays (2000) supported this by stating, framework analysis "aims to meet specific information needs and provide outcomes or recommendations, often within a short timescale" (p. 114). I used Pope et al.'s five key stages of framework analysis, which are outlined in Table 2.

Table 2

Framework Analysis

Stage	Action
1. Familiarization	Listening to recordings and reading written data.
2. Identification of a thematic framework	Emerging issues were identified. Themes developed and refined through subsequent stages.
3. Indexing	Thematic framework applied to data.
4. Charting	Charts created with headings from thematic framework.
5. Mapping and interpretation	Search for patterns, associations, concepts and explanations in data.

Following the initial identification of themes, the interview participants were asked to verify my interim analysis for validation, and further data analysis was conducted that stemmed from this validation as required.

A final data analysis of the surveys and the interviews was completed to validate the data that were had obtained from the two sources. The procedure is commonly referred to as triangulation, in which, as Mays and Pope (2000) offered, "the researcher looks for patterns of convergence to develop or corroborate an overall interpretation" (p. 51). Consequently discrepancies in and the strengths of the data were identified.

Validation and framework processes helped me ensure an ethical approach as shown in the following section.

Ethical Issues

The purpose of this research project was to address leadership within the victim services and police context and the impacts on victims of crime and tragedy. I intended that this research would benefit victim services and stakeholders through a mutually beneficial process of appreciative inquiry. Project participants were protected by adhering to the ethical guidelines and policies outlined in RRU's (2000, 2005) policies on research ethics and integrity that state: "Any research project within the mandate of the Research Ethics Board (REB) and carried out under the auspices of RRU must be reviewed and approved by the REB before work is started" (RRU, 2005, Section H. General Procedures, ¶ 1). The eight guiding ethical principles and strategies are as follows:

1. Respect for human dignity: This requirement was met by treating the participants with respect and by valuing their contributions and the time that they committed to the process.

2. Respect for free and informed consent: The participants were asked to sign a consent form and were informed that they were free to terminate their interview participation at any time without penalty.
3. Respect for vulnerable persons: Vulnerable persons did not participate in the project.
4. Respect for privacy and confidentiality: Information that was provided by the participants was not divulged to any other person unless required by law, which did not occur. In addition, RRU's 2005 guidelines were followed by destroying the interview notes as soon as possible and locking the participants' information in a file cabinet in a secure room.
5. Respect for justice and inclusiveness: Participants were chosen from a cross section of practitioners and excluded no one because of race, gender, disability or sexual orientation.
6. Balancing harms and benefits: Appreciative inquiry played a large role in the research project. Accordingly, I highlighted positive aspects and explored new opportunities.
7. Minimizing harm: Protecting the anonymity of the stakeholders and research participants exposed them to minimal harm.
8. Maximizing benefit: The collective knowledge and the participation of the research partners and participants maximized the benefits of the research.

RRU (2005) ensures that a primary ethical safeguard is built into the research process by requiring the free and informed consent of the participants by offering:

> Research governed under this RRU policy may begin only when prospective subjects (or authorized third parties) have been given an opportunity to provide free and informed consent about their participation. The research must make clear to the subject the opportunity to withdraw at any point in the research study. Free and informed consent is to be given voluntarily without undue influence. (Section I. Requirement for Free and Informed Consent, ¶ 2)

Another cornerstone of ethical research that dovetails with informed consent is confidentiality and protecting the privacy of the participants' information. RRU supports this by stating: "When a subject volunteers information, the researcher has an obligation not to share that information with others unless there is free and informed consent" (RRU, 2005, Section J. Privacy and Confidentiality, ¶ 1).

RRU's (2000, 2005) guidelines ensure that researchers give ethical considerations a high priority. Furthermore, in the scientific realm, the researcher has an obligation to conduct the research in the best way, which is balanced with the humanistic obligation to treat people with dignity and to protect their interests and rights. Therefore, the overarching principle is to contribute to the body of knowledge by using the best methods possible while ensuring that the participants experience no harm (Palys, 2003).

Glesne (1999) emphasized, "Ethical codes certainly guide your behaviour, but the degree to which research is ethical depends on your continual communication and interaction with research participants throughout the study" (pp. 128-129). Hence, ethical research methods run into ethical realities, some of which include conflicts of interest, in which the sponsor attempts to influence the research; power imbalances if the participants see the researcher as a superior who has some type of influence over their future or working conditions; and researchers' and participants' agendas to right a perceived wrong (Glesne, 1999) . None of these factors were present during this research project.

Voluntary and informed participation was ensured by informing the participants that they had the right to suspend their participation at any time and by asking them to sign a consent form. In addition, giving the interview participants the opportunity to review their main themes and to expand or delete sections of their contributions ensured that the participants had control over their data.

My previous involvement with victim services could have led to perceptions of potential researcher bias. However, my awareness of this issue and my continual reflection upon my actions helped me to address it. In reality, I have no influence over the participants' employment or advancement. Therefore this balanced approach helped to ensure the validity and authenticity of the research project.

My ethical considerations took into account RRU's (2000, 2005) ethical guidelines and my ongoing ethical dialogue with the project participants and sponsors. Furthermore, the design of the study ensured that the participants did not disclose confidential information about their organization or other individuals.

Conclusion

The research contributed to knowledge and insights that positively impacted the overall project and according to comments from the participants, they also benefited from exploring their own thoughts and opinions in a safe environment. Action research methodology and approach contributed to the validity of the project. In addition, every effort was made to protect the dignity and confidentiality of the participants, which further strengthened the validity of the project.

In summary this chapter served to outline the research methodology with specific emphasis on the research approach, the data-gathering tools, the project participants, the

study conduct, the data analysis, and the ethical issues of the research project which resulted in valid and comprehensive data as shown in the following chapter.

CHAPTER 4 – RESEARCH STUDY RESULTS AND CONCLUSIONS

Research Findings

Introduction

The main question of this research project asks: How does effective leadership promote positive collaboration between police and victim services, which, in turn, creates an environment for improved victim-centered services?

In this project I examined the relationship between police and victim services in the context of leadership of the police and victim service relationship and learning how the relationship between police and victim services positively and negatively effects services provided to victims of crime and tragedy. In addition the opinions of victim service professionals and the police were examined on the topics of leadership, collaboration, and victim service delivery in their respective organizations and of each other.

The following chapter outlines the findings from an on-line survey and semi structured interviews. The outcomes of the survey provided demographic, quantitative, and qualitative data which are presented in this chapter. In addition the insights and findings from the interviews and open-ended survey questions are presented within major themes that emerged from analyzing the data. This chapter begins with an overview of the demographics of the respondents, continues with an exploration of the survey findings, the interview findings, and the project conclusions and ends with the scope and limitations of the research. For the purpose of comparison and analysis, the section on demographic and quantitative survey findings were divided into police and victim service

professionals to provide insights into the relationship of these stakeholders who are responsible for the quality of frontline services provided to victims of crime and tragedy.

The survey findings will lead the presentation of the findings and insights, beginning with the demographic information.

Insights into the Demographic Findings of the Survey

The demographics measured by the survey included gender, age, professional background, current position, geography of the service area, population of the service area, and educational background of the respondents (see Appendix D). The resulting breadth of respondents to this survey provided good representation of the larger population which provided validity and depth of the data that the respondents provided.

An introductory email was sent, with an embedded survey link, to 100 victim service professionals and police in Ontario: fifty police officers in the York Region area representing approximately three percent of the total population of 1400 police officers and fifty victim service professionals representing approximately eight percent of the total population of 568 victim service professionals. This online survey generated 77 responses, which resulted in a response rate of 77%.

The professionals who responded to the survey consisted of a diverse group of 36 victim service professionals and 41 police officers. This high rate of response could be attributable to the high interest of the respondents in the topic and their desire to contribute to the outcome of the project. In addition, I am a police officer, and this fact was identified in the e-mail introduction to allay concerns of conflict of interest. Accordingly, some of the respondents may have had a sense of trust and felt a high degree of comfort in dealing with a police officer, which may explain the higher response rate. In

any case, the high response rate both supports a strong interest in this study and has provided a robust research base that will support the validity of the research results as shown in the following section.

Victim Services Demographics

The demographic data indicate that the majority (79%) of the victim service respondents in the sample were well-educated women, older than the age of 36, who served in leadership positions (see Appendix D). A slim majority 51%, had served from 5 to 20 years in victims' services; the number of those with more experience significantly decreased after 20 years, which indicates that victim services is a relatively new service compared to policing (see Appendix D). In addition, the largest single group of victim service professionals had less than five years' experience in victim services. Consequently, these findings indicate that victim services is a relatively new organization without the institutional standing of other justice-system partners, which is confirmed by my experience that most victim services in Ontario were founded between the mid 1980s and the late 1990s. This newness may be a contributing factor to the police and other stakeholders' lack of awareness of victim services with the consequent negative impact on the quality of victim services.

The social service professions consist largely of women (80%), which is borne out by my personal observations of victim services and other social service agencies I have had contact with over the length of my career (Statistics Canada, 2001). The question of gender in victim services and police services and the resulting effects on partnerships and collaboration could provide an area of further study beyond the confines of this project.

The victim service respondents served in largely urban and urban-rural-mix areas, with the majority (66%) working in areas with populations over 100,000 (see Appendix D). The scale of populations served and scope of victim issues dealt with by these respondents due to the size of their service areas indicates that their opinions and insights are valid and reliable. Appendix D contains further graphical and written analysis of the victim service demographic findings. The following section provides insights into the police demographic findings.

Police Demographics

The majority of the police survey respondents were male, but a significant number of female officers also responded (34%), well above the national average of 17%. This may indicate a higher interest in victim issues by female officers (Statistics Canada, 2005) (see Appendix D). Many victims who come to the attention of police are the result of domestic violence, sexual assault, and other forms of family violence. Further examination of the response of a largely male police service to certain victim groups and the impact of the quality of victim services could be an area for future research beyond this project.

The police respondents were an experienced group, with the majority (49%) over age 40 and with 20 to 30 years in policing (see Appendix D). The positions that the police respondents held were roughly split evenly between operational policing (51%) and leadership (49%). In addition, the majority (62%) of the police respondents worked in larger regions and cities, which indicates that they represented officers with first-hand experience in assisting victims at various levels of their careers and operational settings, which added weight and value to the data collected from this group (see Appendix D).

Moreover, the educational background of the police respondents reflected an applied background, with the majority (57%) having attended college, which may indicate that police recruits' initial exposure to victim services may be limited at the Ontario Police College and community-college level (see Appendix D). This linkage also reveals an area for further study beyond the parameters of this project. The above factors indicate a breadth and scope of experience that contributed to the validity of police responses and the quality of the insights gained.

In summary, the areas included in the demographic section of the survey were gender, age, professional background, current position, time involved in the profession, geography of the service area, population of the service area, and educational background of the respondents. The responses from both stakeholder groups indicated representation from a diverse, well-educated, and experienced group and offered a wide breadth of insights and thoughtful opinions that added validity and depth to the project data. Appendix D contains further graphical and written analysis of the demographic findings.

The following section will examine the findings of the survey questions.

Quantitative Survey Results

Introduction

The survey findings are explored through the police and victim service relationship and are divided into findings to specific questions and dominant theme categories that emerged from analysis of the data collected that included: the criminal justice system; victim services; leadership; partnerships; and collaboration. Appendix C provides an overview of the survey questions that provide the basis for this data analysis.

A key aspect of action research methodology that included a process of examining what interesting connections, patterns and themes emerged during the analysis of the data provided insights into areas of commonality and areas of divergence between police and victim services. In addition themes and opportunities were revealed for further exploration of police and victim service relationships and client-centred victim service improvement.

In the quantitative data section of the on-line surveys the respondents answered two types of questions. The first asked them to express their level of agreement with a statement on a scale ranging from *strongly disagree* to *strongly agree*, and the second asked them to choose the response with which they most agreed from a choice of five. To account for the differing numbers of police and victim service respondents and to provide an valid comparison of data between these two groups, the data was normalized to 100%, indicating absolute percentages as a basis for side by side comparison between these groups. As will be shown, patterns and the type of responses indicate areas of alignment and divergence between police and victim services and provide insight into and stimulus for further exploration of the relationship between these two groups. An analysis of this data is intended to improve this relationship and, consequently, the services provided to victims.

The following section examines the participants' response patterns with regard to the criminal justice system and highlights the perceived position of victims within this system and the resulting insights. To assist the reader, Figure 2 provides insight into the various stakeholders touched by and referenced in this research project.

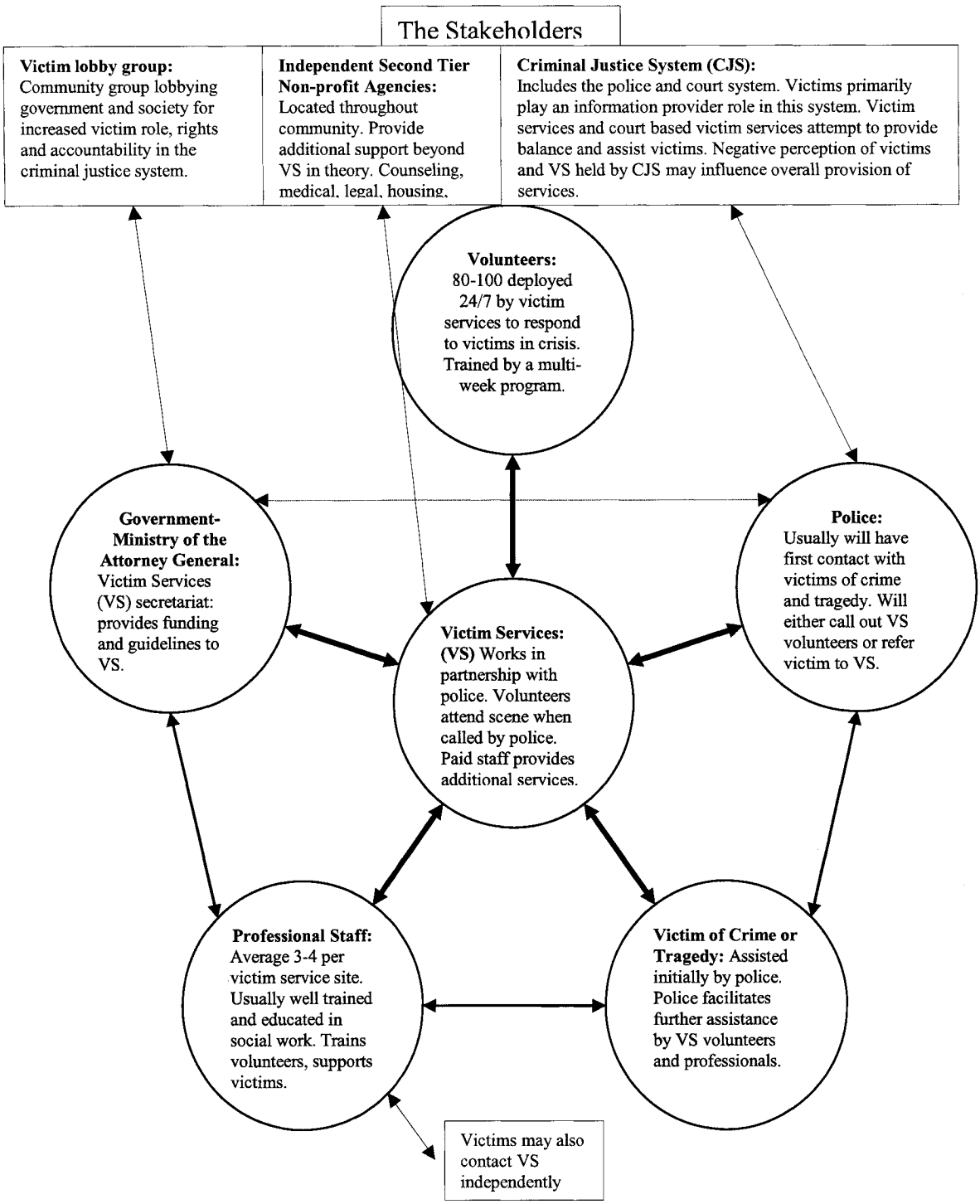

Figure 2. Stakeholders affected by the research project.

Insights into the Criminal Justice System

An emergent theme from the data analysis was that the criminal justice system is primarily designed to deal with offenders. Because victims trigger the response of the victim services system, the criminal justice system exercises significant influence over the provision of these services. Survey results indicate a fairly consistent pattern of responses as shown in Figure 3 which indicates an alignment between victim service professionals and police respondents to the question "The criminal justice system is primarily concerned with . . . ." These findings provide insights into the commonalities between police and victim services that indicate that the criminal justice system is designed primarily to deal with offenders. This may translate into the negative perception of the wider criminal justice system that victims are less important and may provide evidence for the negative impact the overall support for victim services in the criminal justice system. These findings are further supported through the main themes that resulted from the responses to the Department of Justice Canada's (2004) *Multi-Site Survey of Victims of Crime and Criminal Justice Professionals across Canada* and in Young (2002), Roach (1999) and Edwards (2004) which revealed the limited role of victims in the criminal justice system.

In summary, these findings indicate an alignment between police and victim services and offer leaders in both groups an opportunity to explore methods of raising the profile of victim services within the criminal justice system.

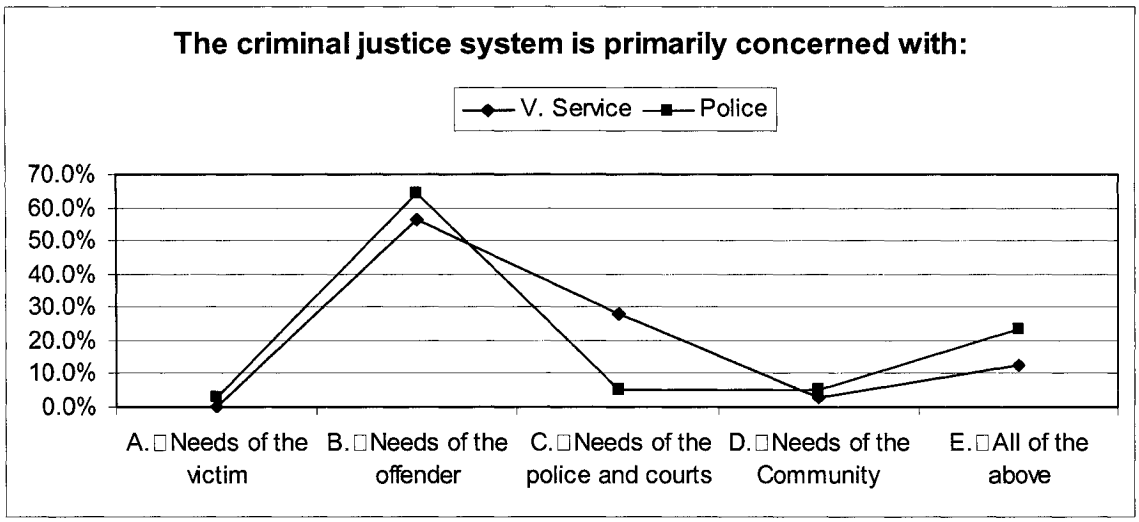

Figure 3. Respondents' perceptions of the criminal justice system's primary concerns.

Insights into Victim Services

This section examines the findings related to victim services and the resulting insights into victim services and police leadership. Because the police usually establish first contact with victims of crime and tragedy, the police are important components of the delivery system of services to victims of crime and tragedy. Presented in this section are findings that explore insights into the perceptions of victim services, victim service delivery, resource allocation, volunteers, victim service structure, professionalism, leadership practices, partnerships, and opportunities for collaboration in the context of the police and victim service relationship.

Insights into Perceptions of Victim Services

Survey results indicate a fairly consistent alignment in response patterns to the question "My colleagues in the criminal justice system perceive victim services as :" indicates that both police (55%) and victim service respondents (69%) believe that their colleagues perceive victim services as a low priority of government and inadequately

funded (see Figure 4). In addition, both respondent groups felt that victim services provide good service to the community with the resources that they have (see Figure 4). The observation that victim services are a low priority may translate into stakeholders, including government, providing less than adequate resources and support to victim services. Leaders in police and other stakeholder organizations may need to reprioritise support for victim services inside and outside their organizations. This view of leaders providing an environment of support is backed in the literature by Senge (1994), Fullan (2001) and Kouzes & Posner (2002).

In summary, these findings indicate an alignment between police and victim services and offer leaders in both groups the opportunity to explore methods to reprioritise support for victim services.

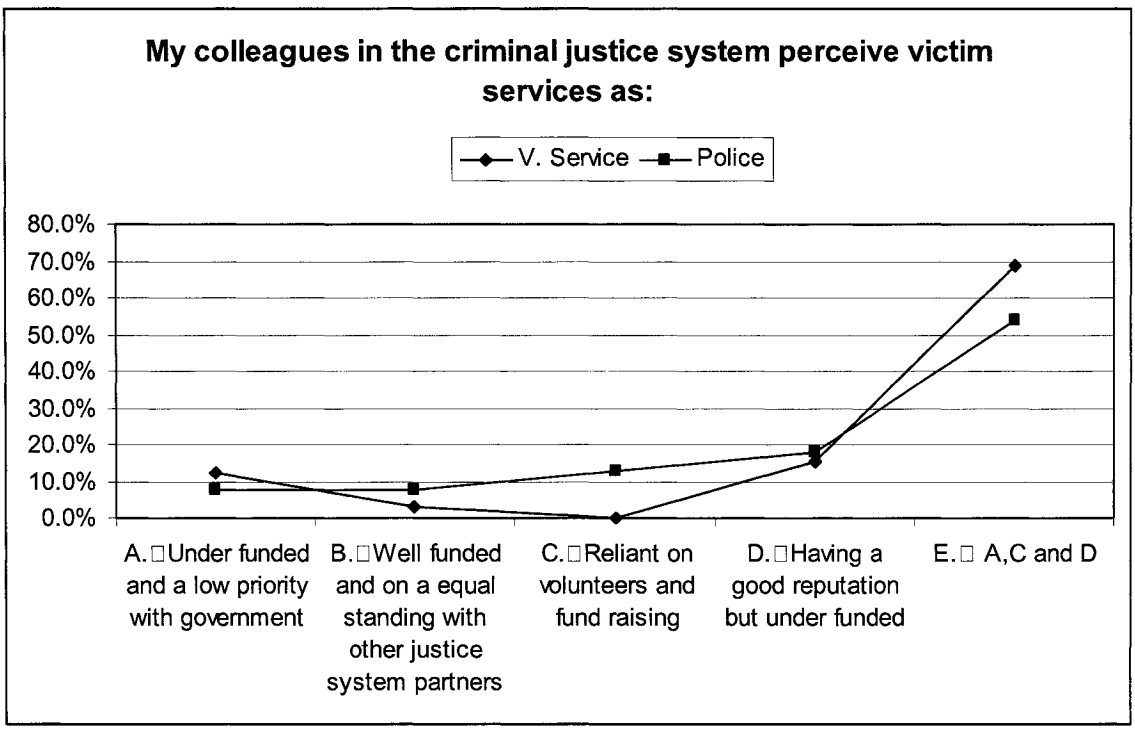

Figure 4. Respondents' perceptions of their colleagues' view of victim services.

Insights into Victim Service Delivery

Critical to the victim service and police relationship, findings related to victim service delivery is explored in this section. The following grouping of figures provides insights into victim service delivery related to which groups should provide victim services. Survey results indicate a fairly consistent pattern of responses as shown in Figures 5, 6, 7, 8, and 9. This grouping of figures indicates an alignment between victim service professionals and police respondents to the following questions: "Victim services is primarily the responsibility of"; "Victim services should be delivered by"; "This group offers the most effective and efficient service to victims"; "I believe that professional staff has the greatest number of quality contacts with victims": and "I believe professional staff provides efficient and accountable services to victims." These findings indicate that victim services (60%) and police respondents (60%) believe that a combination of the community, police, courts, and government takes responsibility for the overall provision of victim services (see Figure 7).

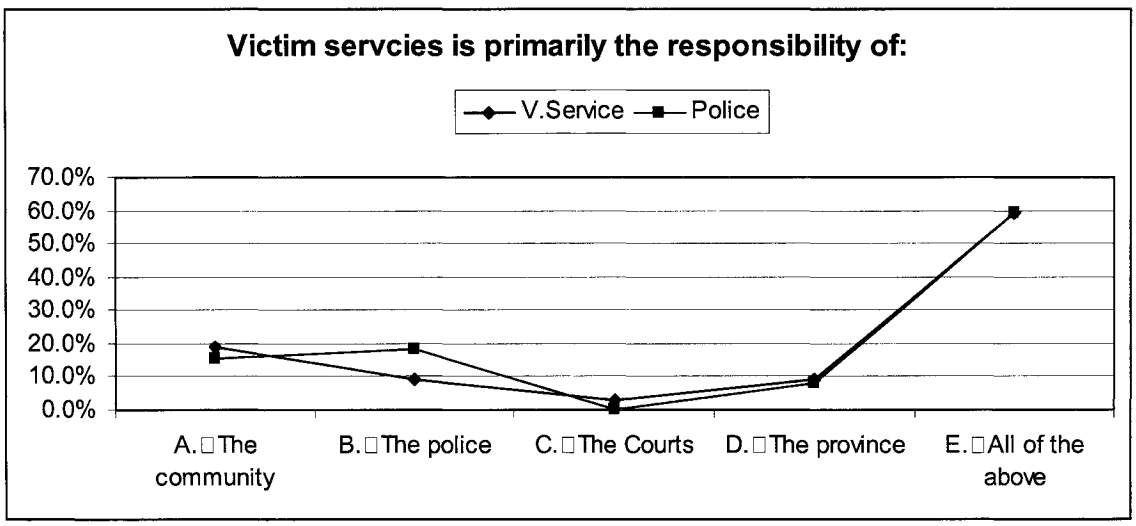

Figure 5. Respondents' perceptions of the primary responsibility of victim services.

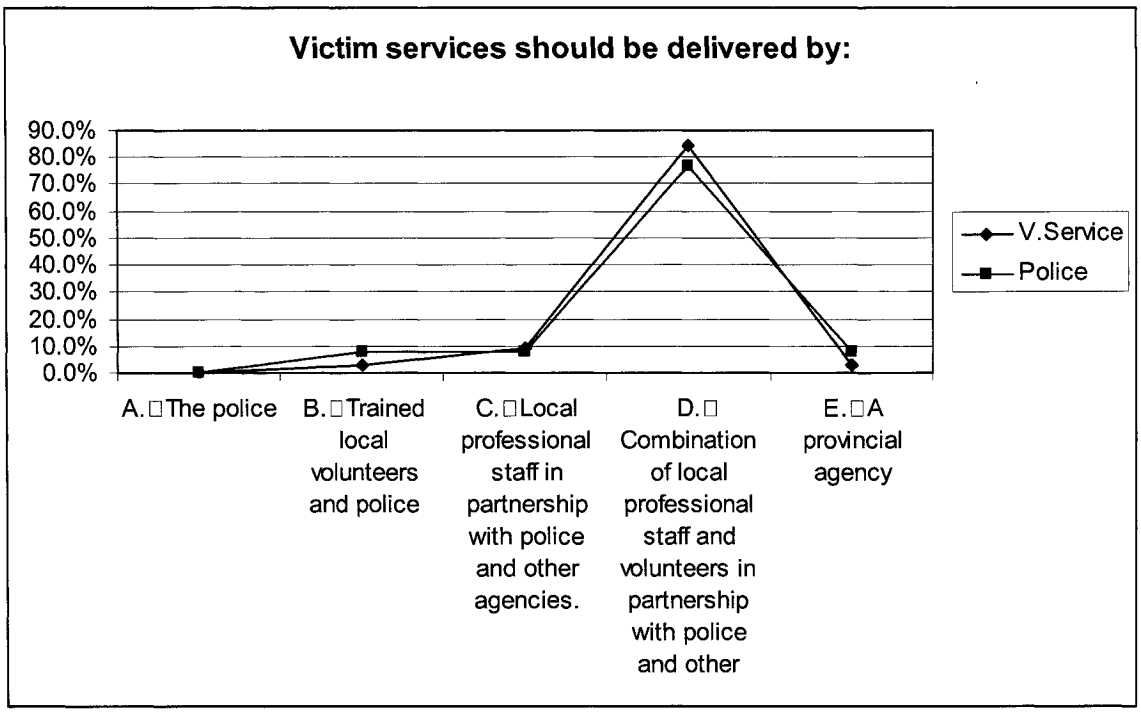

Figure 6. Respondents' perceptions of who should deliver victim services.

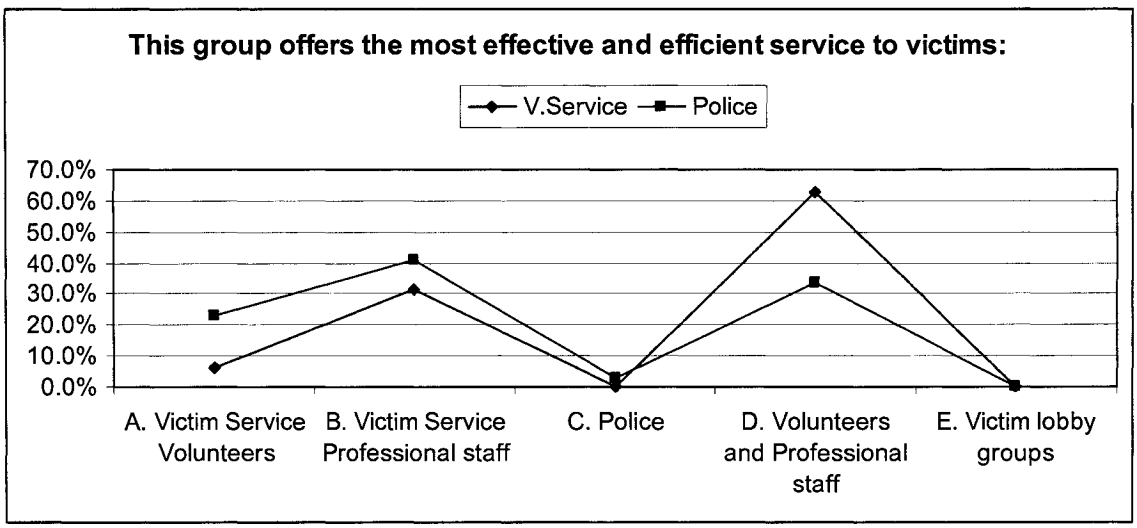

Figure 7. Respondents' perceptions of which group offers the most effective and efficient service to victims.

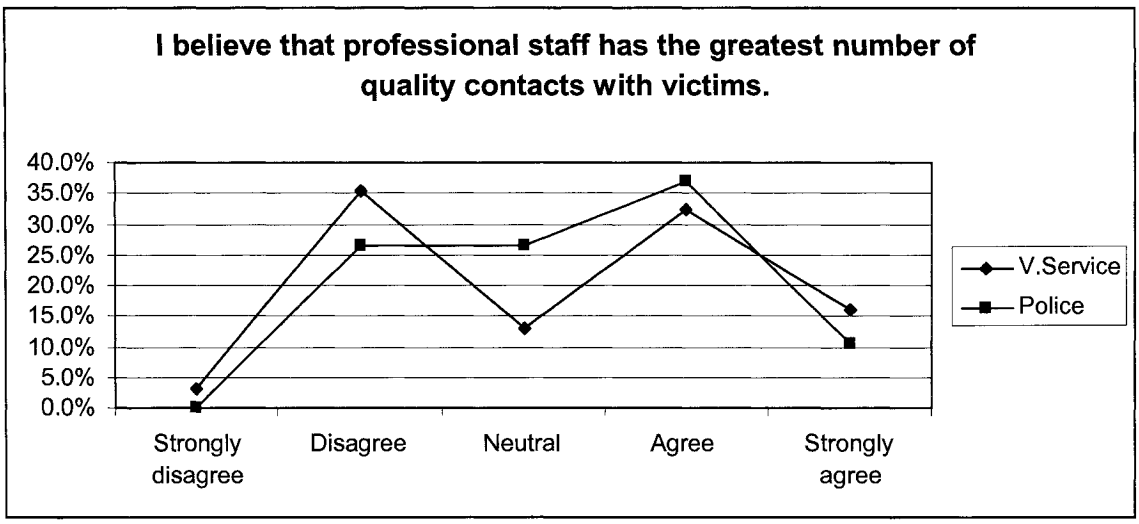

Figure 8. Respondents' perceptions of whether professional staff have the greatest number of quality contacts with victims.

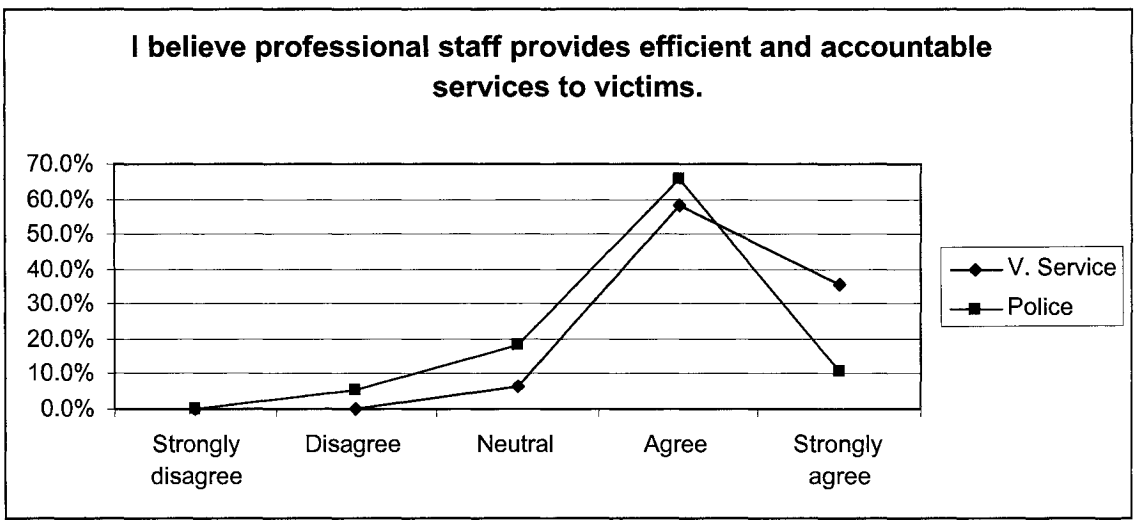

Figure 9. Respondents' perceptions of whether professional staff provide efficient and accountable services to victims.

The consistent alignment of responses indicates the critical need of the stakeholders to work together to provide an environment that will improve the quality of client-centred victim services as indicated by Figures 5 and 6. Conversely, victim services provision is not anchored to any one organization (see Figure 7) and may be one of the key reasons that victim services is not receiving the support required to take a larger role in the police and victim service relationship and may be a leverage point for future change. Victim services and other partners may need to coordinate even greater and broader collaboration beyond current relationships that will give victim services a greater profile in the larger stakeholder system illustrated in Figure 2. The need for collaboration is supported by the literature in Toch and Grant (2005), Gwinn and Strack (2006) and Baker (2003).

Furthermore, the majority of the victim services respondents believed that volunteers and professional staff in partnership should deliver overall victim services (see Figure 6). To further break down this finding, the majority (63%) of the victim service respondents believed that a combination of professional staff and volunteers offers the most effective and efficient service to victims, but a significant proportion of the victim services group (32%) believed that victim service professional staff deliver the most effective and efficient service to victims (see Figure 7).

The high support for volunteers could be attributable to the intellectual and emotional investment of victim services in their volunteer programs and not to an objective appraisal of actual benefits of volunteer programs. This highlights further areas for study that could provide a specific cost-benefit analysis of volunteers in victim services and the impact on providing quality client-centred victim services.

The police response patterns indicate that police prefer to work with victim service professionals (see Figures 5, 6 and 7). Factors that may contribute to this preference are the daily police exposure to professional staff that has training and consistent experience. Increasing the number of full-time victim service professionals may increase the awareness of victim services within the criminal justice system, improve opportunities for collaboration, and improve the quality of client-centred victim services. In addition aligned responses indicate that police are not seen as efficient and effective in delivery of victim services in isolation as indicated in Figure 7, however police are seen as key partners in delivery of victim services as indicated in Figures 5 and 6. This is a further indication of the importance the over all partnership between police and victim services plays in any future development of quality victim-centered services.

In summary, these findings indicate an alignment between police and victim services regarding delivery of victim services and police preference to work with professional staff. The findings also offer leaders in stakeholder groups the opportunity to explore areas of greater collaboration.

Insights into Resource Allocation

This section provides greater insight into the participants' response patterns with regard to resource allocation within victim services, which helps to determine the service priorities of police and victim services. Funding of victim services allows victim services to adapt services and manage partnerships and collaboration effectively with police and other stakeholders. Survey results indicate the pattern of aligned responses from police and victim service professionals shown in Figures 10 and 11 to the questions "I believe my local victim services receives adequate resources" and "These budget items deserve

the greatest priority" shows that victim services are not adequately funded and that funding direct services to victim are a priority. However a significant number of police (37%) chose to remain neutral on the question of adequate funding for victim services (see Figure 10). This may mean that police are hesitant to comment on this area because of their lack of awareness of how victim services are funded, which speaks to their lack of awareness of victim services overall. In addition, this result reinforces the previous findings that victim services are a low priority with government, which results in a lack of resources dedicated to victim services and an acceptance of lower quality victim services provided to victims of crime and tragedy.

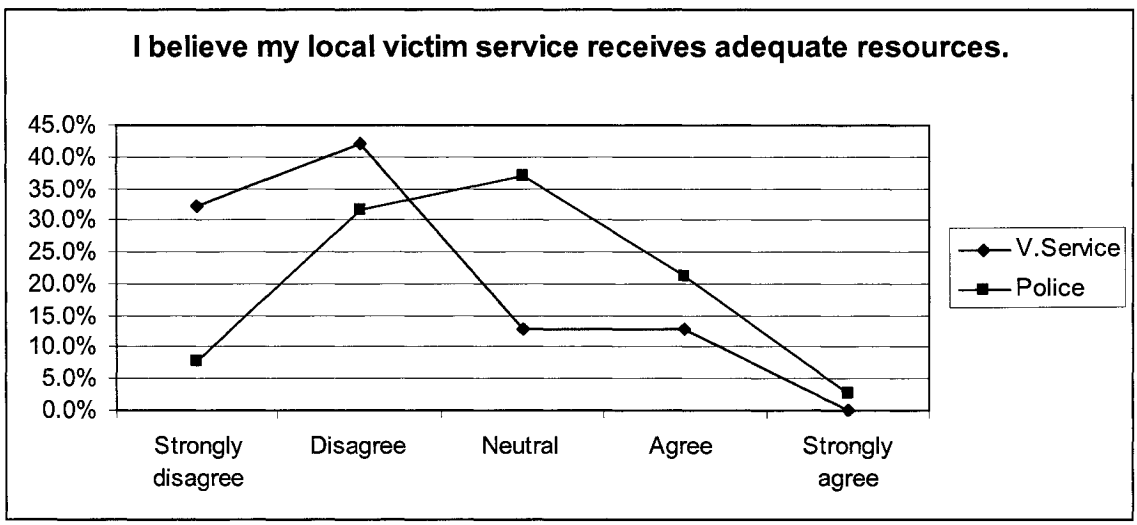

Figure 10. Respondents' perceptions of whether local victim services receive adequate resources.

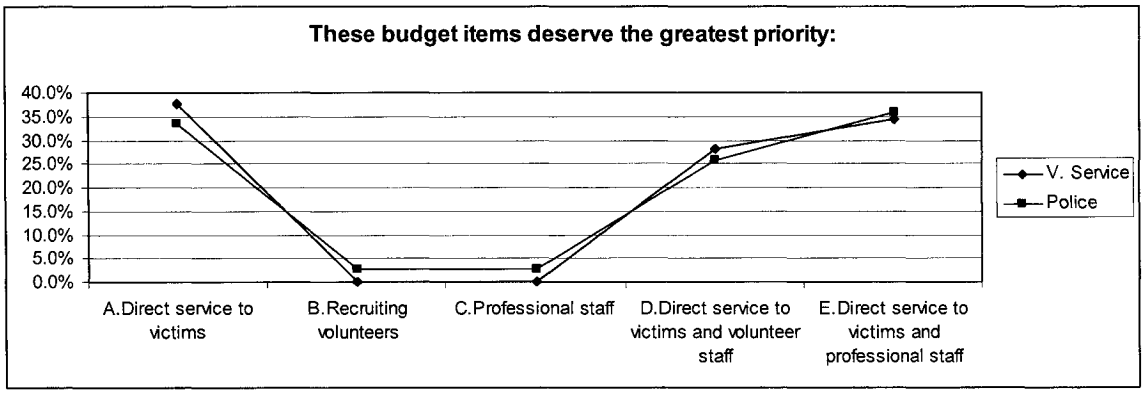

Figure 11. Respondents' perceptions of budget items that deserve the greatest priority.

The aligned pattern of response to the question "These budget items deserve the greatest priority" indicates that police (36%) and victim service (34%) respondents believed that direct service to victims and professional staff is a budget priority (see Figure 11). Conversely large numbers of police (34%) and victim service professionals (38%) believe that direct services to victims is the greatest budget priority (see Figure 11).

Despite the inconsistent alignment of results from Figure 11, a common factor in this section is direct services to victims, which is the overarching priority of both the police and the victim service respondents as indicated in Figure 11. This reveals another common area of interest to facilitate building partnering vehicles for future collaboration, which would improve client-centred victim services provided to victims of crime a tragedy.

A systemic analysis of this data through Figure 12 provides deeper insight into a correlation among key issues such as inadequate resources, small numbers of staff, collaboration with police, and the resulting negative impact on the provision of quality victim-centred services. These factors create the environment that victim services

functions in and highlight impediments to providing quality victim-centered services. However, as shown in Figure 12, key leverage points are also indicated within the system that if improved will result in quality victim-centered services provided to victims of crime and tragedy.

In summary, these findings indicate an alignment between police and victim services that show victims of crime and tragedy should be central to the delivery of victim services. In addition leverage points are identified within the system that if changed, will result in improved victim services.

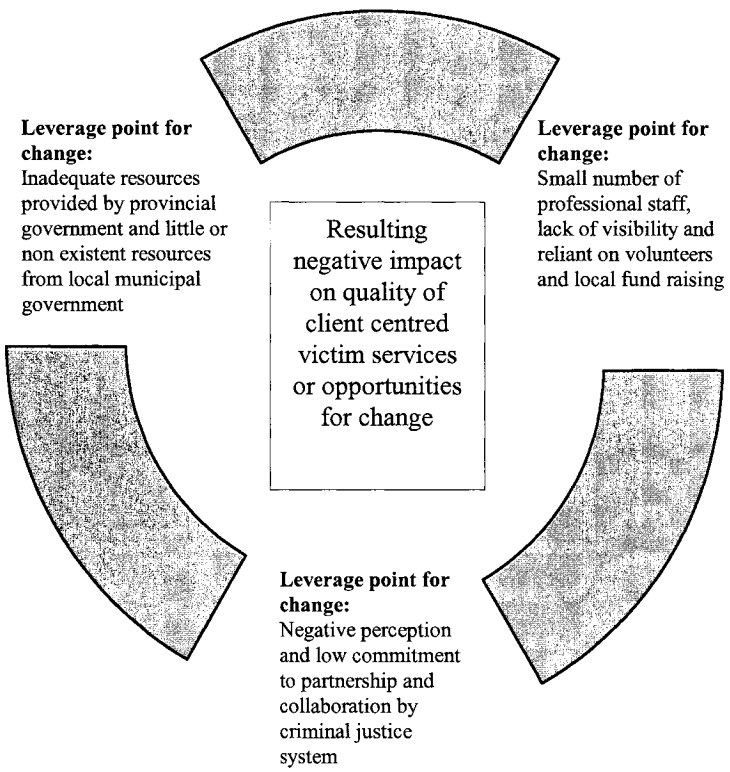

Figure 12. Systems diagram: Factors that impact the quality of victim services.

Insights into Victim Service Volunteers

Volunteers provide a key service within the current delivery model of victim services. This section explores the insights into victim service volunteers and their impact on the relationship between police and victim services. Our society places high value on volunteering, and at the behest of government, victim services has utilized volunteer resources from the beginning to provide services to victims. In the current model of victim service delivery, police call the local victim service, which in turn dispatches a team of volunteers to the scene to assist victims of crime and tragedy. In addition volunteers will also provide telephone support for victims of crime and tragedy.

The following grouping of figures provides insights into the use of volunteers for victim service delivery. Survey results indicate a fairly consistent response pattern grouping as shown in figures 13, 14 and 15 indicates an alignment between victim services and police to the questions: "I believe volunteers are a valuable resource and should be a focus of victim services," "I believe that volunteers are under utilized by police for immediate victim assistance," and "I believe local police are reluctant to access on scene victim services because volunteers are utilized." These findings provide insights into the commonalities between victim service and police that indicate volunteers are important to victim service delivery, but not overwhelmingly, with support under 50% for both police and victim service respondents (see Figure 13). In addition the findings indicate alignment between police and victim services that indicate police underutilize volunteers (see Figure 14). As reinforced in previous sections, support for volunteers could be based on various factors that place a large emphasis on volunteers in terms of financial, time, and emotional resources. However, the benefits of utilizing volunteers

include providing citizens with volunteer opportunities, increasing public awareness, enhancing public relations, and possibly incurring cost savings for the funding entities of victim services. Nonetheless, victim services allocate scarce resources to volunteer programs, which are faced with high turnover and a continuous cycle of recruiting and training. These realities may impact the perception of police of the level of importance that government attaches to victim services and the quality of service provided by volunteers.

In response to the question shown in Figure 14, "I believe that volunteers are underutilized by police for immediate victim assistance," victim service (81%) and police (50%) respondents either agree or strongly agree that police underutilize volunteers for immediate on-scene victim assistance, despite large numbers of trained volunteers available for this service and the VCARS model's dependence on volunteers. This reinforces the concerns about the cost benefit of the current volunteer program and again reinforces the need to consider alternatives to current service delivery models.

The response patterns in Figures 13, 14 and 15 indicate that the majority of police officers respect volunteers and the role that they play, but other factors may be affecting on-scene victim assistance, including safety issues, time constraints, lack of awareness, and victims' refusal of services.

Though there is strong support for volunteers in theory and volunteering is a "good-news story" that appears to be a "win-win" situation for everyone, the pattern of responses from the victim service and police respondents points out the reality that volunteers are underutilized in providing immediate crisis assistance to victims. In addition, police prefer to work with professional staff, as reinforced in the previous

findings. Though police are mandated to assist victims of crime by informing them of local victim services, a question arises if victims are receiving appropriate and meaningful assistance if the primary method of victim service delivery, volunteers, is underutilized by police. As supported in previous sections, it appears that a more efficient and effective model of victim service delivery, facilitated by police, needs to be implemented.

In summary, these findings indicate fairly consistent alignment between police and victim services and offer leaders in both groups an opportunity to explore alternative methods of victim service delivery beyond the use of volunteers.

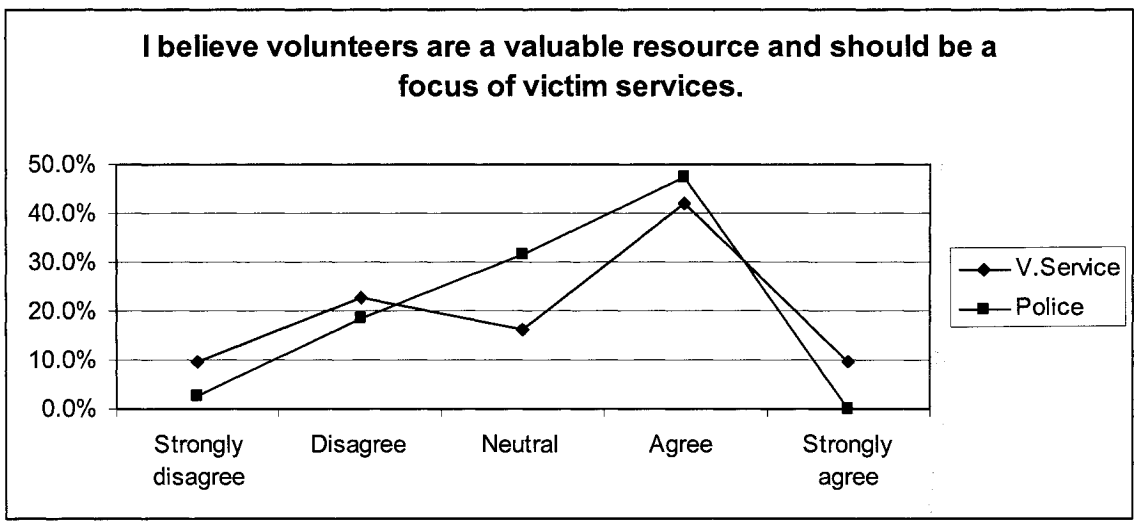

Figure 13. Respondents' perceptions of whether volunteers are a valuable resource and should be a focus of victim services.

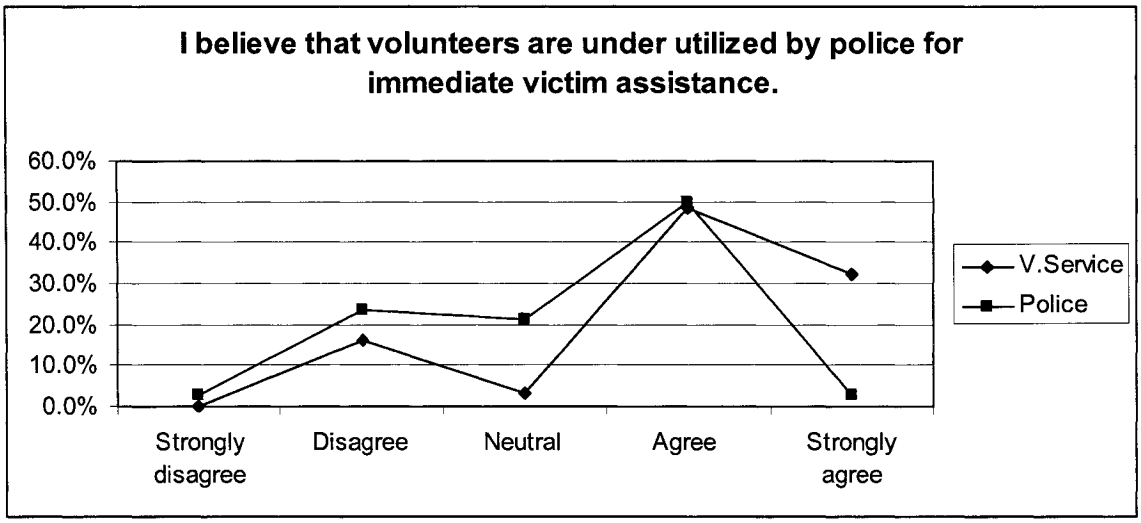

Figure 14. Respondents' perceptions of whether volunteers are underutilized by police for immediate victim assistance.

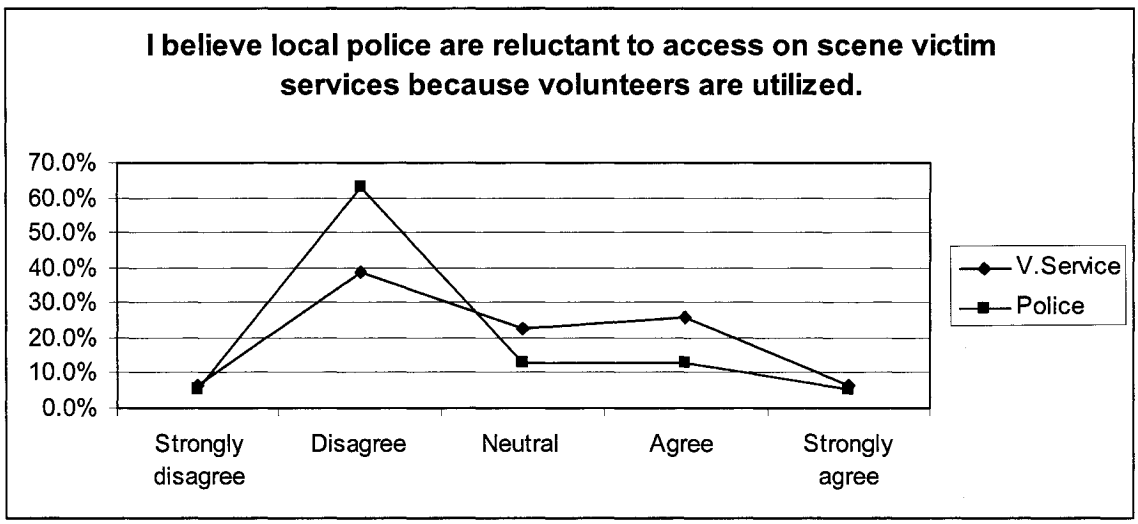

Figure 15. Respondents' perceptions of whether local police are reluctant to access on-scene victim services because volunteers are utilized.

Insights into the Victim Service Model Structure

This section examines the response patterns with regard to victim services structure, which affects the overall delivery of victim services and impacts the relationship between police and victim services. The current delivery model of victim services depends on a large group of volunteers who fill a schedule that reflects 24-hours-per-day, seven-days-per-week crisis availability for on scene assistance when called by police. A small group of professional staff augment the volunteers by providing follow-up services to victims. Survey results as shown in Figures 16 and 17 indicates an inconsistent alignment of response patterns internally and externally between victim service professionals and police to the questions: "I believe the current model of volunteer based VCARS/Victim services model instituted in the late 1980's efficiently delivers services to victims" and "I believe my local victim service needs to revisit its current organizational structure and service delivery model." The response patterns shown in Figure 16 indicate police (neutral 42%, agree 42%) and victim services (neutral 23%, agree 38 %) have less than robust support for the current victim services model services model.

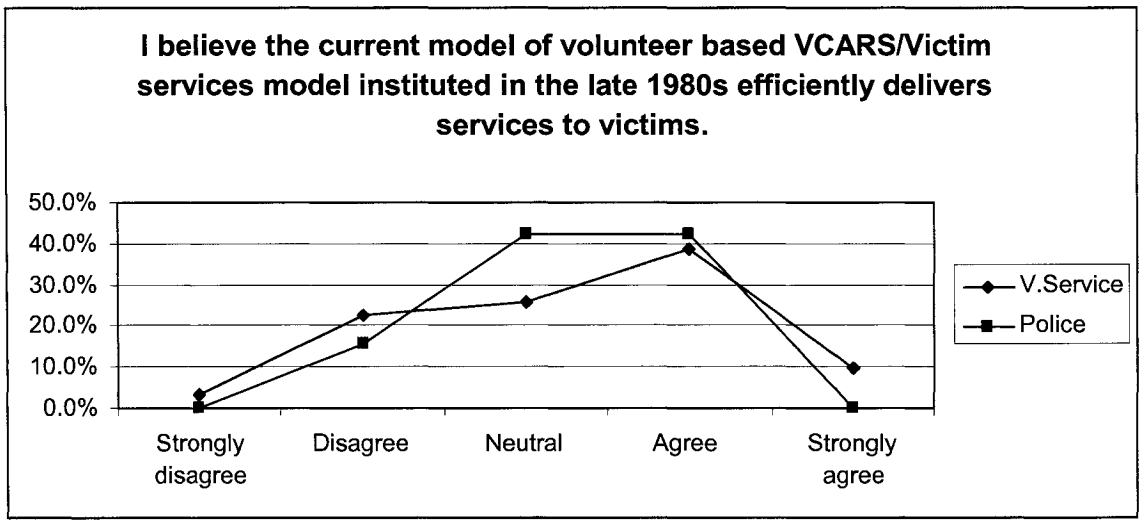

Figure 16. Respondents' perceptions of whether the current model of volunteer-based VCARS/victim services model instituted in the late 1980s efficiently delivers services to victims.

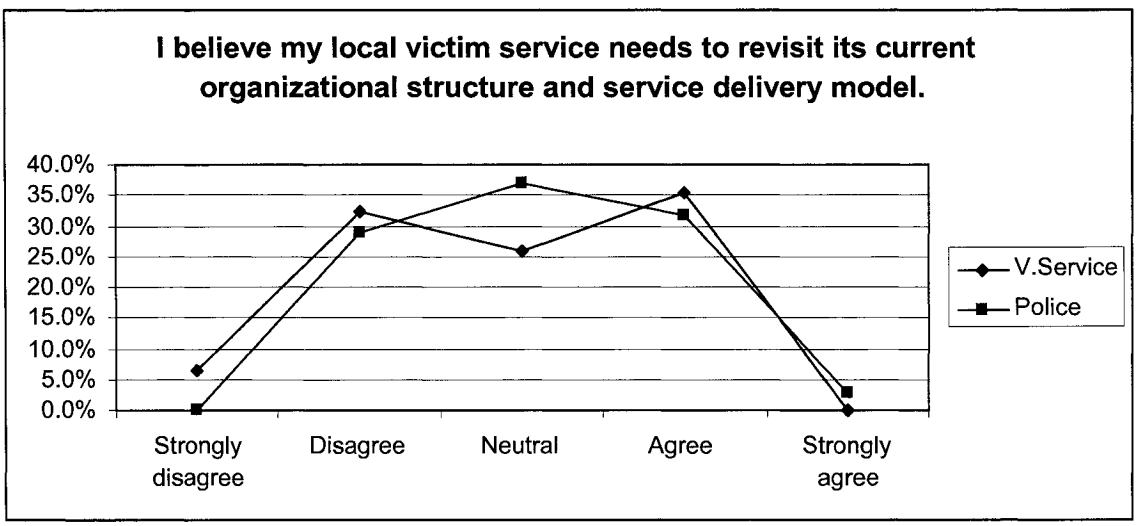

Figure 17. Respondents' perceptions of whether the local victim service needs to revisit its current organizational structure and service delivery model.

In addition, police and victim service response patterns in Figure 17 indicate a division within both groups on the need to revisit the current victim services model of delivery. This finding indicates some disagreement within both groups, more so in victim services that presents a bi-modal distribution of responses (see Figure 17). Victim services may be approaching a watershed in its short history, with many leaders having established programs twenty years ago now having the desire to change and adapt their programs to modern realities, but are being straitjacketed by outmoded relationship dynamics and funding paradigms. The divisions and the neutrality of the respondents towards the current model indicate that a close examination is required to determine the value gained from the current service delivery structure. As reinforced by findings throughout this chapter, other delivery models may better suit current environmental factors that include population demographics, increase in violent crime, the rapid growth of partner agencies, and the number of complex cases dealt with by victim services and police. The current model provides a cookie-cutter approach to victim services across Ontario that does not allow the flexibility to adapt to these local environmental factors.

In summary, these findings indicate non alignment internally and externally between police and victim service groups and offer leaders in both groups the opportunity to explore new methods and models of delivering services to victims of crime and tragedy.

Insights into Victim Service Professionalism

This section examines the insights into victim services' professionalism and their linkage to the police and victim service relationship. Professionalism in victim services

may assist in leading positive change in the profession and counteract any negative images held by other partners.

Survey results indicate a fairly consistent pattern of responses as shown in Figure 18 which indicates an alignment between victim service professionals and police respondents to the question: "Victim Services professional background should reflect:" These findings indicate the majority of victim service (73%) and police (80%) respondents agree that victim services professionals' educational background should reflect a postsecondary level and lifelong learning (see Figure 18), indicating that increased education would assist victim services in leading a change in the profession and providing validity to their services. These findings support those discussed in previous sections that reveal the preference of police to work with victim service professionals who have the necessary training and experience.

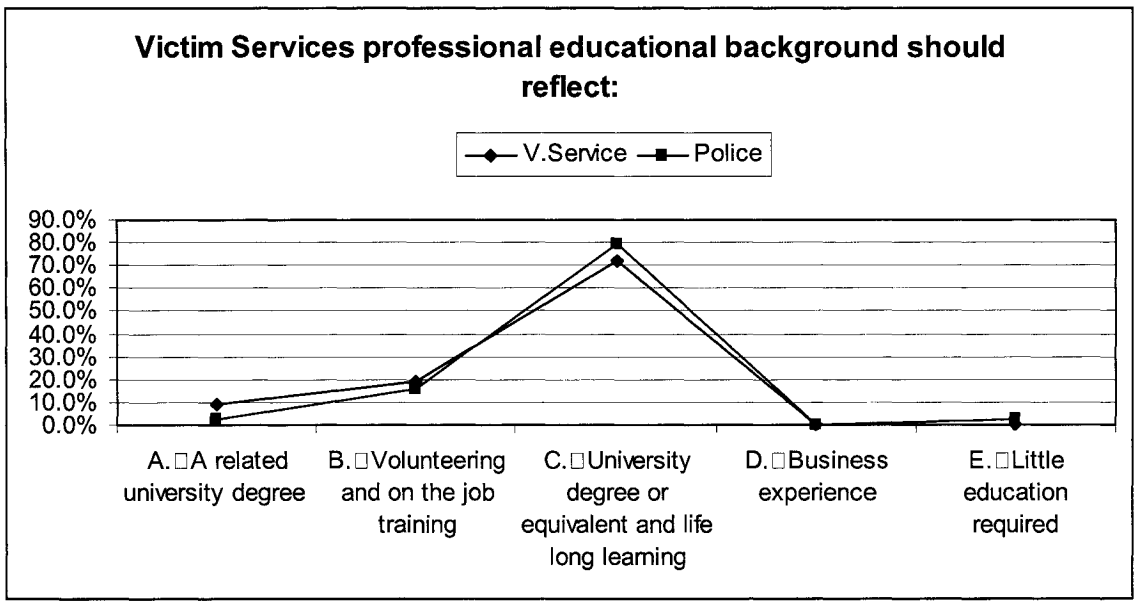

Figure 18. Respondents' perceptions of the necessary components of victim service professionals' educational background.

In summary, these findings indicate an alignment between victim services and police and offers leaders in both groups' opportunities to explore raising the profile of the victim services profession.

Insights into Leadership Practice

This section explores the insights into leadership and the linkage to the police and victim services relationship. Leadership in the police and victim service context takes place at various levels and forms that can include individual practices of leaders at the emotional level or emanating from the position the individual holds. For example within policing, leadership can have positional quality based on the hierarchal structure of the organization, where power lies in the position held by the individual who issues directives. However leaders at this level in policing or victim services can wield influence beyond simply issuing orders by enabling others to perform leadership practices at lower levels of the organization, for example, by allowing groups or individuals to work on issues or problems with ensuing interaction that produces solutions, which is increasingly the case in many police organizations. Moreover leadership is an evolving practice as indicated in the literature by Kouzes and Posner (2002), Fullan (2001) and Goleman et al., (2002).

Survey results indicate a fairly consistent pattern of response as shown in Figures 19 and 20 indicates an alignment between police and victim service professionals' response to the questions "Effective leadership in organizations includes" and "I believe leadership can be provided only by a person who holds a high rank in an organization."

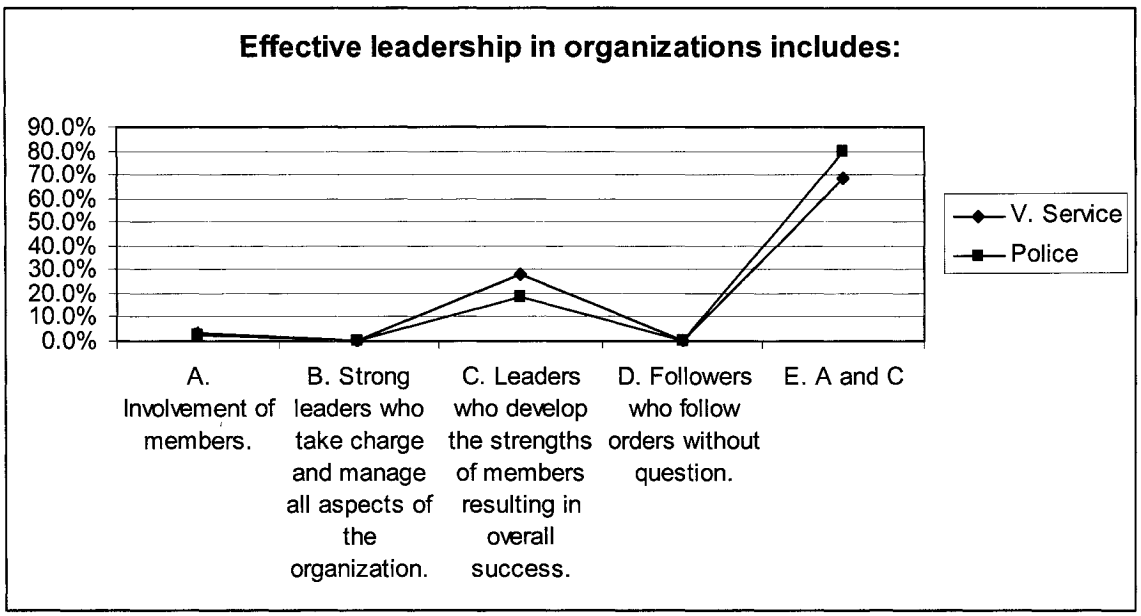

Figure 19. Respondents' perceptions of the components of effective leadership.

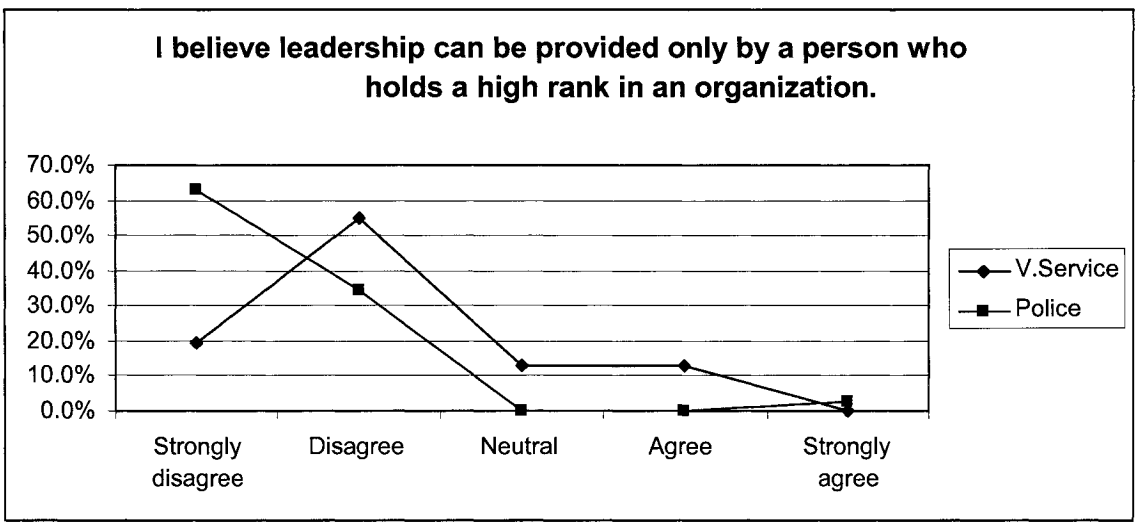

Figure 20. Respondents' perceptions of whether leadership can be provided only by a person who holds a high rank.

These findings provide insights that indicate both respondent groups valued a leader who develops the strengths of members and involves them in the affairs of the organization (see Figure 19). In addition, the rank that the leader holds in an organization

is not necessarily the only factor that determines leadership capabilities. In fact, the responses from both groups indicated that individuals at any level of an organization can exercise leadership (see Figure 20). These findings are supported in the literature by Kouzes and Posner (2002) and Senge (1994). Consequently, these findings indicate a strong tendency towards collaboration for both groups, which bodes well for future opportunities that victim services and police take to improve services provided to victims of crime and tragedy.

The victims service professionals and police diverged in their opinions regarding their own organizations. In response to the question "I believe I am given meaningful opportunity to participate in the affairs of my organization," 91% of the victim service respondents either agreed or strongly agreed that they have been given meaningful opportunity to participate in the affairs of their organization (see Figure 21). Conversely, only 42% of police agreed or strongly agreed and 37% disagreed. In addition, a significant number of police (22%) chose not to express an opinion on their ability to participate in their organization (see Figure 21). This may reflect the organizational structure and culture of policing that may restrict individual police officers' feeling connected with the internal mechanisms of their organization, which may result in their feeling less committed to the goals of their organization, including collaboration with victim services which conflicts somewhat with previous findings in this section. These conflicting factors provide an opportunity for leaders to engage their members and lead collaboration with victim services by modeling commitment to victim services in theory and practice. In addition, police involvement with victim services may provide police the opportunity to view the world from a broader perspective beyond the daily requirements

of police operations, resulting in better response to victims of crime and tragedy, the larger community and improved external partnerships in general.

Figure 21. Respondents' perceptions of whether they are given meaningful opportunity to participate in the affairs of their organization.

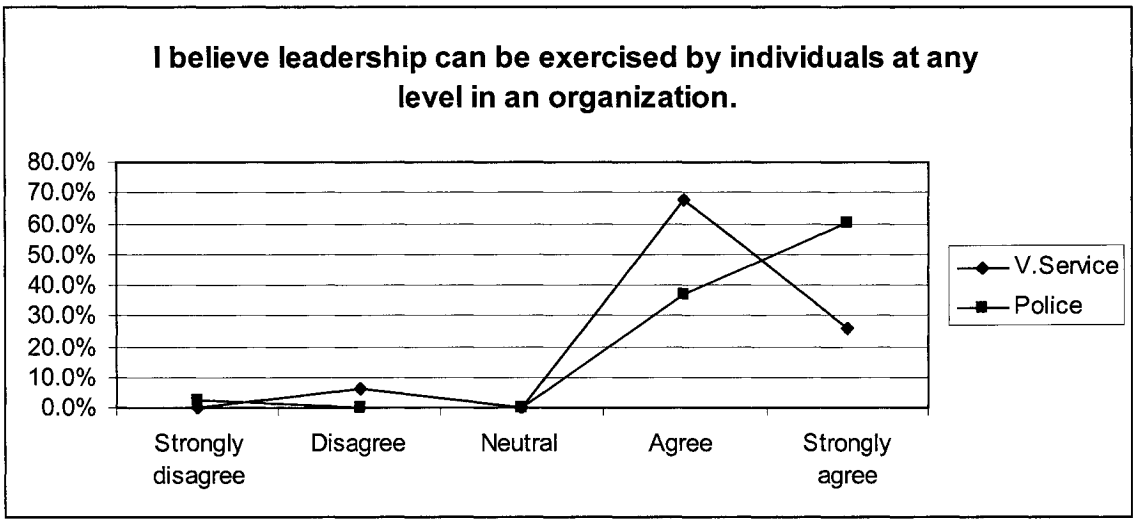

Figure 22. Respondents' perceptions of whether leadership can be exercised by individuals at any level in an organization.

In summary, these findings indicate an alignment between police and victim services in regards to leadership practice, however police diverge from victim services on the question of involvement in their own organization. This offers leaders in both groups the opportunity to engage members and increase collaboration.

Insights into police and victim service partnerships.

This section explores the insights connected with the partnership between victim services and police organizations that stems from leadership attributes discussed previously. The police and victim service partnership is a key aspect of providing services to victims of crime and tragedy as illustrated in Figure 2. Grouped survey results related to partnerships show a interesting pattern of responses that arose in Figures 23, 24, 25, and 26 that indicates some inconsistencies between police and victim service professional respondents to the following questions: "I believe partnerships and collaborations are important aspects of providing public safety in the community," "I believe my local victim services and police have a trusting relationship," "I believe my local victim service and police operate as equal partners" and "Police service organizational structure and culture limit partnerships and collaboration."

In response to the question "I believe partnerships and collaboration are important aspects of providing public safety in the community" 79% of victim service respondents strongly agreed that partnerships and collaboration was important (see Figure 23). Conversely a lesser number of police (60%) strongly agree that partnerships and

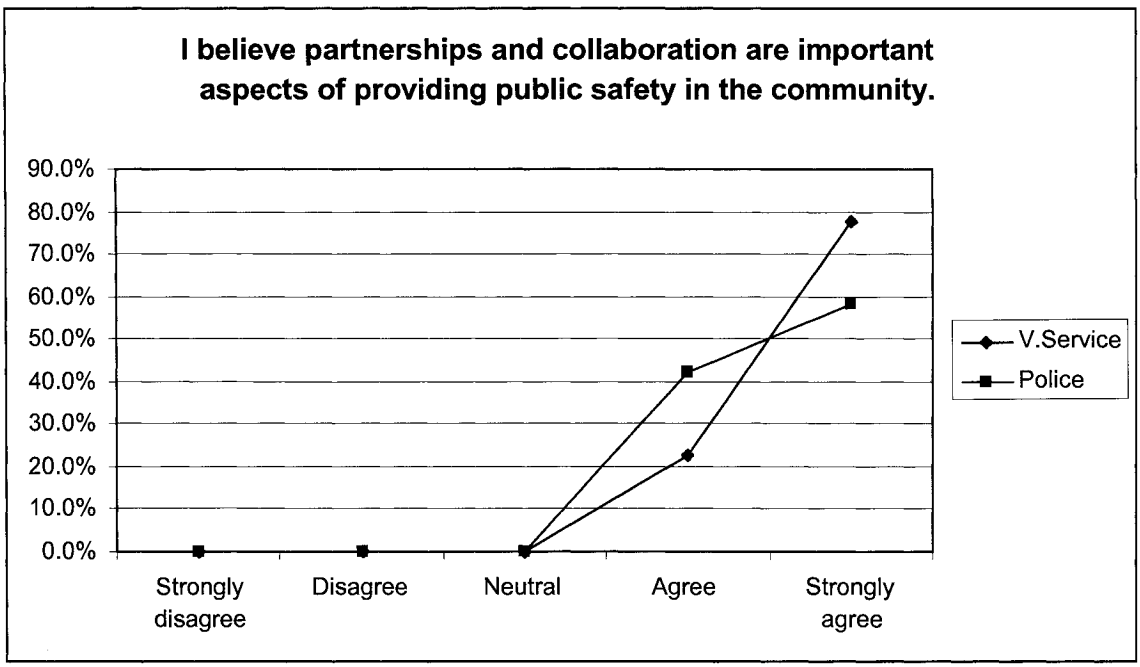

Figure 23. Respondents' perceptions of whether partnerships and collaboration are important aspects of providing public safety in the community.

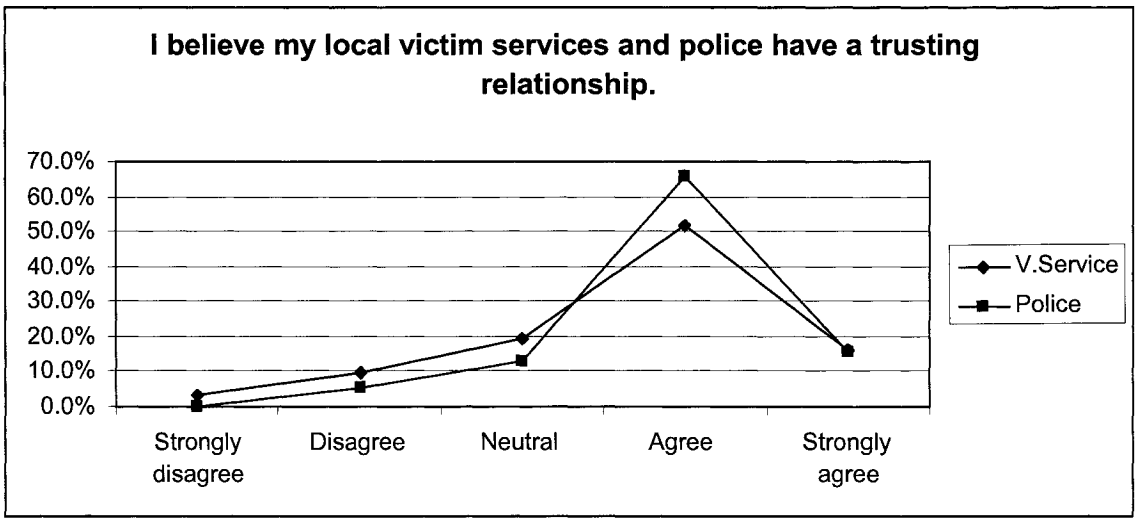

Figure 24. Respondents' perceptions of whether local victim services and police have a trusting relationship.

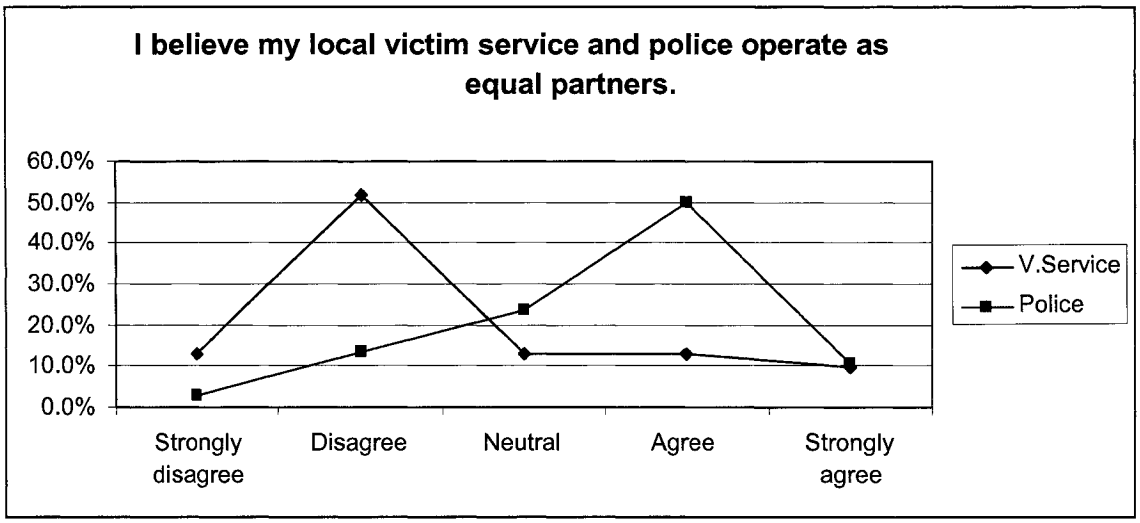

Figure 25. Respondents' perceptions of whether local victim services and police operate as equal partners.

collaboration were important (see Figure 23). Though both respondent groups support collaboration and partnerships, these aspects are more important to victim service respondents. This indicates that victim services may need to work harder to engage police partners, while police will need to do more to facilitate partnerships with victim services and others in the community.

In response to the question "I believe my local victim services and police have a trusting relationship" 81% of police respondents agree or strongly agree that they have a trusting relationship with victim services (see Figure 24). Conversely fewer victim service professionals (67%) agreed or strongly agreed that they have a trusting relationship with police. This finding indicates that some imbalance exists between police and victims services that may be due to their differing size and organizational cultures. Though police and victim services have a solid base of trust in their relationship which will be a leverage

point for future change, continuing reinforcement of trust is required by leaders in both groups to fully exploit the benefits of their partnership. This is supported in the literature by Solomon and Flores (2001).

In response to the question "I believe my local victim service and police operate as equal partners," the responses patterns significantly diverge between police and victim services with regard to whether they have an equal partnership (see Figure 25). A significant group of victim service respondents (52%) agree that their local victim service and police service do not have an equal partnership, whereas the police (50%) agree that they do have a equal partnership (see Figure 25). This is an area of significant divergence between police and victim service professional that indicates that both groups need to redefine their understanding of what a partnership is before they can make any significant improvements to services provided to victims of crime and tragedy.

Further understanding of this divergence between police and victim service professionals can be found in the response to the question "Police service organizational structure and culture limit partnerships and collaboration" (see Figure 26). Significant numbers of the victim service respondents (68%) believed that the organizational structure and culture of the police limit partnerships and collaborations, whereas the police respondents were divided in their opinions: 40% agreed, 38% disagreed, and 22% remained neutral (see Figure 26). This and previous findings are a significant indication of the need for police services to closely examine their own internal structures and their external relationships with victim services and other partners. The literature review also supports the finding that the police service's hierarchal organizational structure may

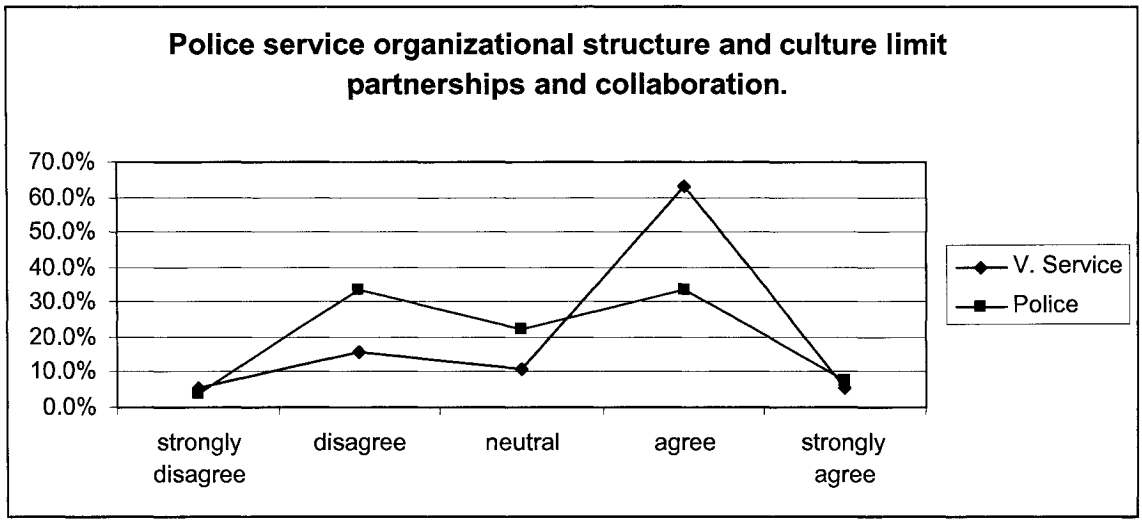

Figure 26. Respondents' perceptions of whether the police service organizational structure and culture limit partnerships and collaboration.

limit partnerships and collaboration as offered in Linden (2003), Kouzes and Posner (2002) and Pruegger (2003). Consequently, leaders and members of the police service who are genuinely committed to partnerships may have to work harder to engage their organizations to ensure better relationships with victim services and improved services to victims.

Partnerships and collaboration are key aspects of community policing practices that police in Ontario have embraced as a major goal, at least in theory. They have multiple roles in the community and numerous partnerships and collaborations to manage. Conversely, victim service organizations usually only need to maintain a few major partnerships, mostly with police. This emphasizes that victim services may need to broaden their base of support in the community beyond primary police relationships.

Further development of mutually satisfying partnerships between police and victim services is a strategic goal in the delivery of services to victims of crime and tragedy.

In summary, these finding indicate significant leverage points between police and victim services and offers members and leaders of both groups an opportunity to explore methods of improving their partnership. Police and victim services have an opportunity to strengthen their partnership through collaborative activities and governance. Insights into the factors that foster collaboration are examined in the following section.

Insights into Opportunities for Collaboration

There are opportunities, as indicated in the survey response patterns, for police and victim services to collaborate on activities that will strengthen their partnership. Further education, training and police involvement in victim service governance are such opportunities. The following grouping of results provides a fairly consistent pattern of survey responses towards collaboration as shown in Figures 27, 28, and 29. This grouping indicates an alignment between police and victim services to questions "I believe police have little understanding of victims legislative requirements," "I believe that my local victim service and police service should collaborate on training issues," and "I believe a police representative should sit on my local victim services board of directors" (see Figures 27, 28, and 29).

The responses to the question "I believe police have little understanding of victims' legislative requirements" indicate a divergence, but not between police and victim services, but within each group internally, resulting in a bi-modal distribution between disagree and agree (see Figure 27). Though the statement is not specific on what

these legislative requirements are, it does highlight a leverage point for further training and collaboration between victim services and police (see Figures 27 and 28).

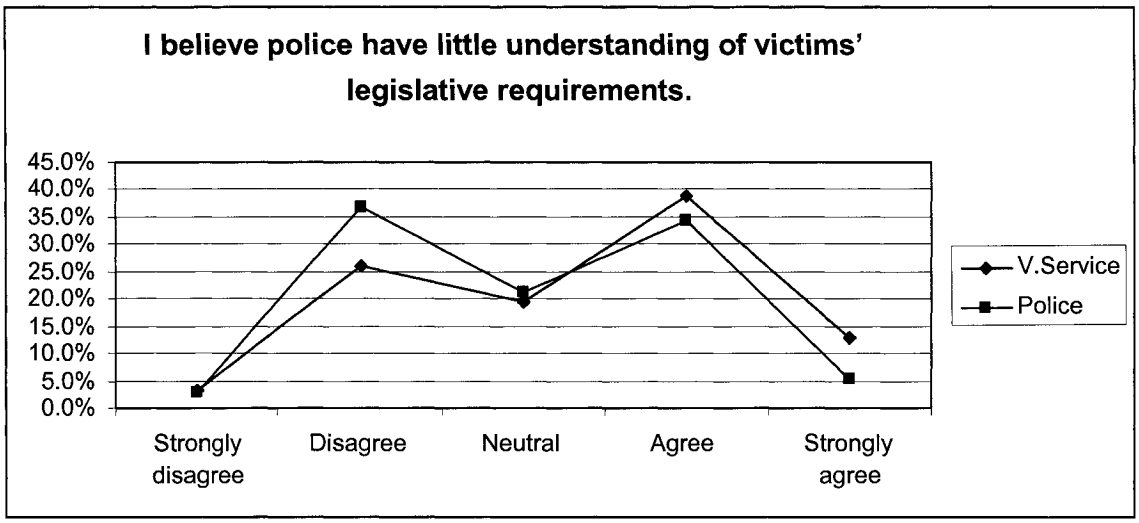

Figure 27. Respondents' perceptions of whether the police understand victims' legislative requirements.

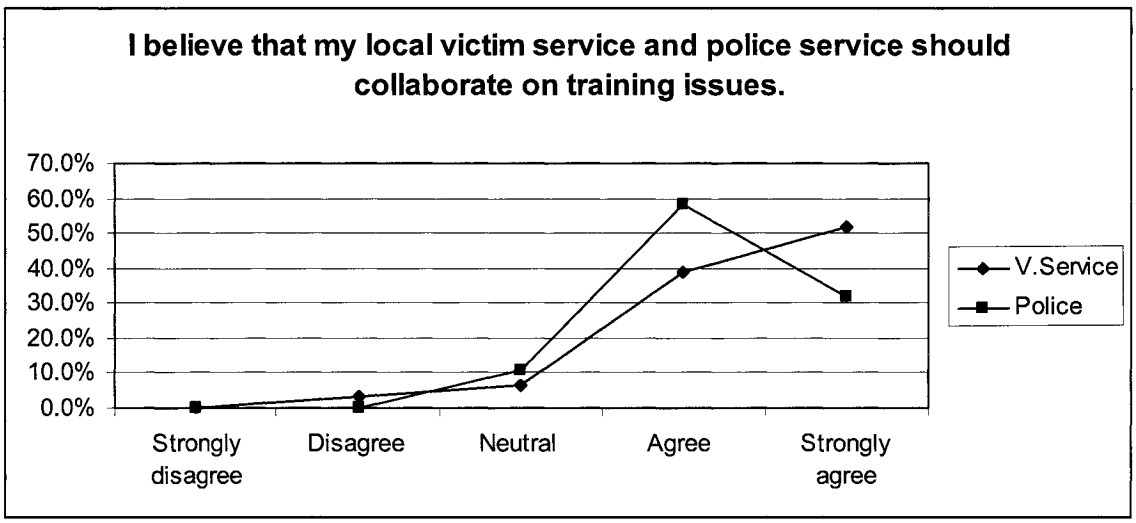

Figure 28. Respondents' perceptions of whether the local victim service and police service should collaborate on training issues.

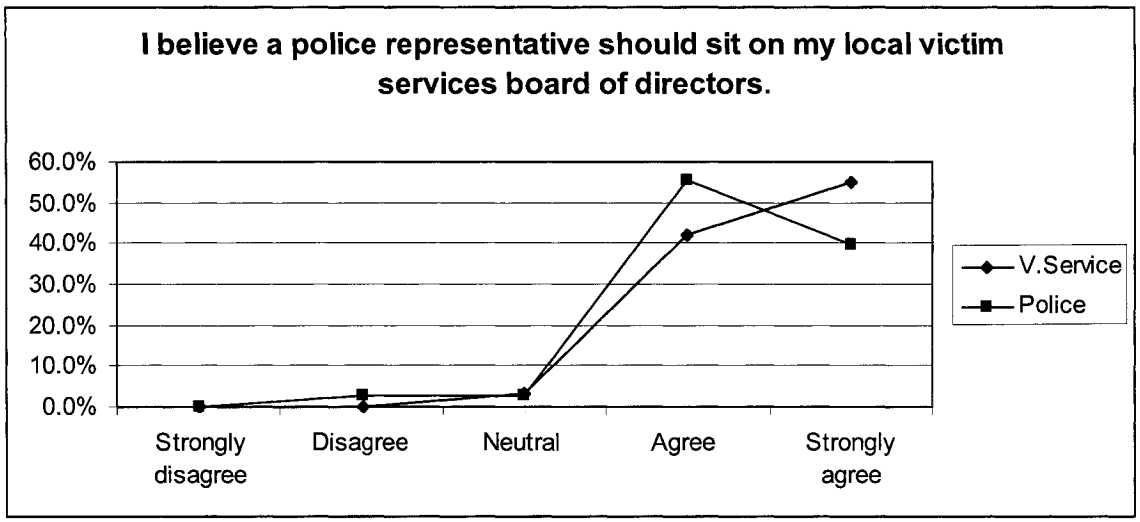

Figure 29. Respondents' perceptions of whether a police representative should sit on the local victim services board of directors.

The response patterns to the question "I believe a police representative should sit on my local victim services board of directors" were in consistent alignment with regard to the need for a police representative to sit on the local victim service board of directors (see Figure 29). Police involvement with victim service governance assists in building and maintaining partnerships and presents opportunities for collaboration that lead to better services for victim services. Although this is a common governance relationship in victim services, it may need to be redefined if the current service delivery model is changed to reflect a broader community base beyond police and victim services.

In summary, these findings indicate an alignment between police and victim services and offers leaders and others in both groups an opportunity to explore further areas of collaboration.

Conclusion

The quantitative survey results section examined findings from the survey that were related to the criminal justice system, perceptions of victim services, victim service delivery, resource allocation, volunteers, victim service structure, professionalism, leadership practices, partnerships, and opportunities for collaboration in the context of the police and victim service relationship. Some significant conclusions and insights include: (a) The criminal justice system is primarily designed to deal with criminals which may translate into the wider criminal justice system perception that victims of crime and the victim services are less important, (b) to counteract perception that victim services is a low priority, leaders in both groups will need to reprioritize support for victim services inside and outside their organizations, (c) victim services is not anchored to any one sector and may need to build broader support and new allied structures and modes of service delivery to effectively delivery services to victims of crime, and (d) support exists for greater number of professional staff, victim-centered services and strengthened partnerships between police and victim services.

The following section examines the qualitative findings of the survey's open-ended questions and the interview questions.

Qualitative Findings from the Research Project

This section explores the qualitative results from the one-on-one interviews with six participants and the open-ended survey questions that 77 participants answered (see Appendix A). An analysis of the responses provided major themes and insights that are compiled in Table 3. In this chapter each emergent theme is discussed with supporting comments from the participants.

Table 3 *Major Themes and Insights*

Emergent Theme	Specific Issues and Opportunities Identified Within The Theme
Co-location of services	Victim centred services that meet the need of victims. Frequent interaction between police and victim services. Build trust between individuals in organizations. Shared resources. Professional staff are the core providers of service Collective effort between police, community agencies and victim. Services housed under one roof.
Collaboration	Mutual training opportunities. Improved communication between individuals and organizations. Cooperation and sharing of information. Police involved with governance. Mutual victim support.
Secure funding	Impedes improvement. Professional staff required to adapt to growth. Volunteers are valued, but use has reached its ceiling Low budget equals low priority. Cookie-cutter funding. Growth not kept pace with. Multicultural diverse communities and clients. Reliant on fund raising. Project funding detracts from core victim service. Province and larger municipalities not contributing adequately.
Victim service role	Not a full partner with police or other agencies Role not clearly defined by government and not anchored with any one sector. Lack of understanding of role by other partners. Police over shadow victim services.
Professionalism: professional staff	Perception not professional. Mistaken for volunteers. Advocate for profession. Outreach to allies and colleagues. Complex and serious cases are increasingly the norm. Longer time range of assistance required. Outreach to diverse community. Training and certification. Victims deserve professional and reliable service. Victim service scholar practitioners who develop new research.
	(table continues)

Emergent Theme	Specific Issues and Opportunities Identified Within The Theme
Service level provided	Time constraints at the scene, Confusion over role over role of staff and volunteers. Safety of volunteers at scene. Training and background of staff. Supervision of volunteers. Complex and serious cases.
Leadership at high levels	Relationship leading to trust and collaboration. Opportunities to interact leader to leader. Equal partners among leaders. Clear articulation of support by partner leaders. Organizational awareness of each partner's role.

The emergent themes connected to the police and victim service relationship that resulted from this analysis included: the co-location of services; collaboration; secure victim services funding; the role of victim services; victim service professionalism; the level of service provided by victim services, and leadership at high levels. Each of these emergent themes will be explored in greater detail in the following section.

Qualitative Data Gathered From the Online Surveys

The qualitative sections of the research project were designed to allow the participants to share their thoughts and opinions in their own words in response to the questions asked. Qualitative findings from the research project emerged from the responses to the open-ended survey questions and one-on-one interview questions and integrated data from both reveal patterns and themes.

Qualitative Data Gathered From the One-on-One Interviews

One-on-one interviews were conducted with six victim service experts based in Ontario. Four of the participants were senior leaders, and all have backgrounds in professional direct victim-crisis intervention and volunteer management. All interview participants had experience with a variety of agencies prior to their current position. The

average working experience of the interview participants was 12 years; the highest was 20 years and the lowest, 8 years.

The survey resulted in a large quantity of data that provided a solid base to answer the project question, whereas the interview and open-ended-question data presented the opportunity to explore in greater depth the thoughts, feelings, and reflections of individuals who were experts in their field. In the one-on-one interviews and the open-ended-question survey, participants where asked questions that provided greater understanding of the research question: How does effective leadership promote positive collaboration between police and victim services, which, in turn, creates an environment for improved victim-centered services?

Specific issues and opportunities were identified within emergent themes when more than one respondent expressed a related idea or reflection during open-ended questions and one-on-one interviews (Pope, Ziebland, & Mays, 2000). The following sections provide a discussion of theses emergent themes.

Co-location of Services

The themes that emerged include the co-location of services as a major category connected with the victim service and police relationship. Though many victim service agencies currently share space with police services, the responses revealed the common theme of expanding these opportunities beyond the current space-sharing arrangements. Consistent themes indicate that sharing space provides a means of improving the police and victim service relationship, with many benefits including improved trust and shared resources. In addition, the themes indicate the need to expand co-location to include

larger numbers of professionals and to work closely with other agencies to provide client-centred victim services.

Support for this emergent theme includes the following:

"All victim services agencies should be in the same building with the police";

"More training of officers into what victims need, what victim services does";

"Being in the same space with police is important, but we don't necessarily need to be in a police station. We could share a neutral space with other agencies and share resources to the greater benefit of victims";

"Victim services work out of the police station. The advantage to this is in providing an opportunity for police and victim service personnel to co-mingle and develop good relationships";

"Revamp the program with a collective effort between the professional sector, the volunteer sector, and the police sector";

"Movement towards amalgamation of victim services under one roof such as the one-stop shopping model used by the Ministry of Health in the provision of Home Care";

"More of a collaborative approach with one central agency to case-manage and direct a coordinated response might be an option";

"One-stop shopping, as it were"; and

Setting up a Family Justice Centre which would house reps from all services in one location. Victim services could then do initial processing of victims to determine further needs and then walk them down the hall to the next service. This also allows victims to access services without having to involve the police.

> The current system limits us to crisis intervention with little follow-up or coordination. We need to work closely with a police domestic violence investigative unit, which our local regional police does not have. Working together we could be a homicide prevention program.

> Its simple, the more I work with someone the better I come to know what they have to offer and a mutual respect and trust builds up. This doesn't happen over night. Police and victim services are two very different organizations and we need to work together to build up this relationship.

Collaboration

The themes that emerged include collaboration as a major category connected with the police and victim service relationship. Consistent themes from the interviews and surveys indicate that opportunities for collaboration are an important consideration in maintaining the partnership between police and victim services. The respondents identified collaboration through training, improved communication, information sharing, and mutual victim support. Expanding collaboration between police and victim services could unleash further opportunities beyond those identified in this study and provide an incentive to explore further improvements in victim services.

Support for this emergent theme includes the following:

"There is always room for improvement on collaboration. Law Enforcement needs to utilize and understand victim services more. Victim advocates need to understand the role of Law Enforcement better"; and

> Increased opportunities to work together would assist victims overall. I don't see a lot of collaboration between victim services and special units that work with victims all the time. These include child abuse and sexual assault units. We don't have a real domestic violence investigative unit, but greater opportunities exist in that area as well if we did have this type of unit.

> More interaction between police and the victim services groups. Police get information from them at certain times (ie: some courses), but overall the information relayed to police is not very great in quantity. The reverse is also true in that police services need to initiate more interaction with victim service groups. That means more from the front line officer perspective, not just supervisors.

> Victim services seem a bit overwhelmed by the police. They are such a small organization I think most officers forget they exist. Our organization doesn't help matters by sticking them into crammed offices. Other than the officers at the district, we don't seem to collaborate much beyond that contact.

> When we don't collaborate as much as we should. This is caused by many factors, mainly the disparity between the two groups as far as size and funding and the commitment of partners. In other organizations that I have consulted, when collaboration does occur between partners, I see lots of positive outcomes and future opportunities that are uncovered.

Secure Victim Service Funding

The themes that emerged include secure funding as a major category connected with the police and victim service relationship. Secure funding resulted in the strongest response patterns from the participants, who identified funding as an impediment that limits victim services in assuming a greater role in partnerships with police. In addition, funding is one of the primary issues that restrict the improvement of victim services. As indicated in the participants' comments, some of these concerns include long-term victim assistance, the need to respond to diverse communities, and the ability of professionals to keep pace with growth of regions and police services.

Some participants were concerned that they would appear to be a "broken record" on the topic of funding, but they believed that leadership should be exercised in advocating the realities of their individual regions as other justice partners do. In addition, the themes that emerged indicate that directly making leaders aware of victim service needs can assist in improving funding and is a strategy that should be considered.

Additional response patterns indicated that increased funding should come from the province as well as municipalities, which have not been traditional funders of victim services.

Support for this emergent theme include the following:

"Our justice partners keep pace with the growth of the area with personnel and budget, but we don't. How can we keep pace with our police partners when their numbers and referrals increase without an increase in our staff?" "The current trend of project funding for individual projects detracts from the delivery of core victim services"; and

> Funding!!!! Our agency could do more to assist victims but are limited by funding. In client satisfaction surveys completed on our programs, the only negative feedback we have received has been related to the offices inability to provide additional services.

> I believe victim services lack the funding to truly take a significant place in the criminal justice system. Even though I know differently, many of my colleagues believe victim service staff are all volunteers. If government really thought victim services was important we wouldn't be having this discussion—low budget equals low importance in my eyes, despite public announcements.

> The citizens of my region benefit from victim services, but the regional government does not contribute financially accept for providing some space through the police department. The regional municipality should contribute a significant grant to acknowledge that victimization is a community wide issue. Assisting victims is crime prevention.

> We need to ensure all victims of crime and tragedy (including Canadians victimized outside Canada and terrorism victims) are offered services/support—not just certain specific groups. The federal government needs to fund long-term support services for victims of crime and tragedy.

> Our region is a rapidly growing and culturally diverse area, but we receive the same funding as less populated areas, and we are left to makeup the difference

> with fund raising. This takes up a big junk of my time and energy when I should be running an organization that provides services to victims.
>
> Funding is a perennial issue with us. We need to step out and advocate with the leaders who control the purse strings. Our board traditionally worked with certain areas of the provincial government . . . but I have been working with them to advocate beyond our traditional lines of communication and work with the local region, while not disturbing our existing support.
>
> If the province promotes police use of victim services through the Police Services act and Victim Bill of Rights, they should properly fund victim services to keep up with police. The region should provide some funding as they fund the police.
>
> Lets face it . . . .victim services is a low priority with us and the government. I can remember discussions at one time that pointed to victim services being asked to move to our local OPP station, even though they provide a small percentage of referrals. This was an embarrassing situation which luckily went no where but this gives you an idea of the mind set out there.

The Role of Victim Services

The themes that emerged include the role of victim services as a major category connected with the victim service and police relationship. Connected with funding in the previous section, many respondents saw the lack of a defined role within the criminal justice system as limiting victim services in assuming a greater role in partnerships with police. Consistent responses indicate that awareness and recognition of the importance of victim services needs to be increased in the community, government, and partner agencies, primarily the police. In addition, consistent responses point out that police could do more to support victim services.

Support for this emergent theme include the following:

> "I constantly hear that we are hand holders and tea makers, even though those can be important at times, but officers are not aware of the complex advocacy that we do behind the scenes"; and
>
> I don't feel we have a defined role in the courts or police department. Because we are not a part of their system they do not feel they have to include us even though we have the most direct access to victims.
>
> The criminal justice system is a system that has built up over many years. Victim services seems to have been put in place to appease certain groups and has been awkwardly nibbling at the scraps tossed its way by government and police. Police do not really have a good understanding of their role. But victim services could assume a greater role in a team situation, with police and other groups.
>
> I pull my hair out every time I speak to an officer who has four or five years on the job who is not aware of our program. The police need to incorporate awareness of our service in their training and procedures.
>
> We are the dominant big brother of victim services. We provide the right noises from time to time that sound like support . . . . In reality we try to do as little as possible with this group. We show our "support" as little as we can get away with. We don't really consider them a real community partner like a cultural group. We give some recognition to their volunteer group.
>
> This is not the victim justice system. VCARS has a role to play but we need to better support it in the current system. Unfortunately the volunteer program of VCARS is a bit of a side show that detracts from providing services to victims. Three professional staff for an area our size is embarrassing for our community.

Victim Service Professionalism

The themes that emerged include victim service professionalism as a major emergent theme connected with the police and victim service relationship. The issues that make up this emergent theme reveal that victim services' deployment of small numbers of professional staff and large numbers of volunteers may be a linkage factor that fosters the negative stereotypes of victim services. Consistent responses indicate that the numbers of

victim service professionals need to keep pace with the demands of a modern and dynamic environment. In addition, many participants believed that professional staff can deal with larger numbers of victims and a broader scope of complex issues and that partner agencies prefer to work with full-time staff. Consistent responses point to victims' requiring longer periods of support than is reflected in the traditional VCARS model that was designed 20 years ago.

Though volunteers are considered an important aspect of victim services, consistent responses indicate that the volunteer component has reached its effective ceiling under the current VCARS model and should not be relied upon to expand victim services. In addition, consistent responses that emerged indicate that volunteers cannot safely and effectively deal with many of the complex situations that victim services now encounter.

Support for this emergent theme includes the following:

"Others just see our volunteer groups and believe they just hold hands at the scene. We need to work on this perception. A lot of officers think I'm a volunteer, even though they see me every day";

"I fully support the development of college and university programs in victim services. I believe that victim service programs should be accredited. This will enhance our reputation as trained professionals in the field";

"Worthwhile initiatives would be the promotion of standards for service delivery and educational requirements, as well as consistency of training standards for volunteer staff'; "We need to conduct research and make recommendations. We need to build up a body of literature and resources for others to build on and not

wait for government to do this"; "Our staff is under a lot of pressure. We need an increase in staff to deal with the increasingly larger number of referrals we get every year from the police and other agencies we work with";

"The officers see me everyday and we build up a relationship. Our police station has the highest number of referral because we have fulltime staff located there";

and

We need to train a large number of volunteers every year to replace those that have left and the police are invited to our volunteer's grads. I'm sure they must think that our current volunteers have little experience. It's a revolving door, our volunteers are trained and supported, but leave because they rarely get called out.

The people I work with think that victim services are mainly volunteers. They don't trust them 100%. I have heard the same volunteer horror story passed around several times. I have noticed that victim services is always advertising for volunteers and a full time volunteer works fulltime to coordinate these people.

A collaborative model ensures full integration into the community - joint funding applications for specific projects are a good strategy to secure new relationships and respond to gaps in service. Engage in applied research to inform program development and secure adequate resources.

Another suggestion might be the formation of a national association for victim assistance. There is one already in place provincially - the Ontario Network of Victim Service Providers. Membership in ONVSP could be expanded to include more than just VCARS programs though.

We need to advocate for victims and our services at several levels. We need to advance our cause with natural allies in the community, province and country and need to strengthen and refocus our relationships with our core funding institutions.

Our lone victim crisis counsellor helps more victims then our entire volunteer program combined. I support volunteers, but the volunteer program consumes a lot of time and resources and volunteers just don't have the training and experience to deal with our complex cases.

> We deal with homicide, fatal car accidents, sexual assault, domestic violence; . . . the list goes on. Factor in different cultures and languages and a rapid growth rate. These victims do not have the natural community supports and many agencies just don't do this type of work. We are it. The traditional VCARS set up was designed for and piloted in smaller homogeneous areas 20 years ago but does not address our reality. The bottom line is that to do a good job we need to increase the time we spend assisting victims at the paid staff level.

> I would like to see more professional staff. The professional staff we do have are overworked. They spend too much time looking for grants and training volunteers instead of providing services to victims. I feel that victims get better service from professionals in the long run. I'm sure volunteers are well meaning, but I don't think victims are getting what they deserve as far as services.

Service Level Provided by Victim Services

The themes that emerged include the level of service that victim services provide as a major category connected with the victim services and police relationship. The specific issues identified within this emergent theme indicate that perceptions of overall level of service that victim services provide may reduce referrals. These perceptions include the logistics of victim service delivery, which includes 24-hour service delivery, volunteers' attendance at scene locations, and confusion between professional staff and volunteers on their roles. Other consistent responses suggest that sending volunteers to complex on-scene situations may overwhelm their capacities and result in the police service's perception of a lack of effective support and supervision of volunteers and consequent reluctance to call out volunteers. The on-scene roles of volunteers and victim service organizations' supervision may require further examination to address these concerns. Other consistent responses suggested providing longer term assistance to victims of unsolved crimes and tragic circumstances. Long-term victim assistance could also be investigated further beyond this project.

Support for this emergent theme includes the following:

We do a lot of work to provide a 24/7 service—train volunteers, have team leaders and have a call centre. They think they are inconveniencing the volunteers at three in the morning, or that the volunteers only provide a baby sitting service while the police interview someone.

The officers I work with see a lot of problems with volunteers at a scene. Safety and time are problems. We have to wait for the volunteers to arrive and I certainly feel obligated to stay around to ensure safety. This takes time. I would prefer that victims meet the volunteers at a secure site at their mutual agreement.

I continuously need to correct others that I'm not a volunteer. I have a higher education then the majority of the officers I work with, but I'm still the "girl in victim services." I know that some officers are reluctant for us to get involved in complex cases such as homicide because they think we have little background or may screw things up.

I have called them out a few times with good results. Things have always worked out but I have worked with volunteers who appear to have been out on their first call and they seem a little overwhelmed. I felt on those occasions that I had to deal with their issues and the other things at the call. Perhaps victim services should look at sending out office staff or we could bring the victim to a central place so that volunteers could be supported by their own organization? I have worked at calls where volunteers have had to take over from other volunteers because of the length of time. This didn't go over smoothly and I had to intervene, again I would rather the ViCARS organization handle this issue within their own supervision. When volunteers are sent out they seem to be on their own. In policing we are supported by a whole chain of people from our fellow officers to supervisors. I'm a little hesitant to call out ViCARS because of this lack of support provided to the volunteers by ViCARS. This is not meant to be a slam but some constructive ideas.

I work as an investigator and I deal with some victims over a very long term basis due to the nature of the investigation. I know that victim services are crisis oriented and that is fine for the initial period. I would like to see more in depth service provided to the victims I deal with. They are dealing with some horrific issues and need additional support.

Leadership at High Levels

The themes that emerged include leadership at high levels as a major category connected with the police and victim service relationship. Leadership in this context means leaders who can reinforce quality victim services through various avenues, enable others to make improvement in victim services and act as champions for victim services. Consistent responses indicate that leadership beyond the confines of the current boundaries is required to improve victim services, that leaders within victim services need to become community experts, and that victim service agencies need to become local centres of excellence in providing victim-centred service. In addition, the respondents recommended that victim services become high-performance and sustainable organizations.

The participants expressed a desire to have victim service leaders interact with police at a higher leadership level as equal partners to facilitate collaboration, leading to better victim services. This finding is reinforced by the survey results, which indicates that the majority of victim service respondents believed that they do not have an equal partnership with police, whereas the police respondents believed that they do. This disconnect could be resolved if victim service leaders increased their interaction with police leaders.

Although relationships with individual officers is important, consistent responses that emerged suggest the tone for the victim service and police partnership is set from the "top down" in a police environment. Clear and positive support for victim services expressed in words and actions was a consistent response that emerged from the data.

In addition consistent response patterns revealed the awareness that police may be affected by circumstances beyond their control, including space and budgetary limitations, and that other vehicles for partnerships may exist to spread the load for victim services to the wider community as indicated in previous sections while maintaining a key partnership between police and victim services.

Support for this emergent theme includes:

> We need leadership that works with our traditional police partners but can step outsides this familiar comfort zone and advocate with local regional and provincial government leaders who have the real means to increase focus and funding for victim services and cause a renewing of interest within the ranks of our police partners. Focusing on police as our major relationship limits our opportunities. Certain police leaders can be fickle in their support and police have limited resources. Our leaders need to become champions for victims and known in the community as such beyond the usual committees.

> Our victim service needs to be a strong centre that provides victim centred services efficiently with sustainable funding. Our helping agencies and police need to transcend their individual fiefdoms and come together in some type of structure that provides holistic services to victims. This may mean that they have to give up some "turf" in doing so, but that is a true test of leadership and community service.

> Our victim services relationship with police, as it stands is good, but it is one of the factors limiting their progress. They need to evaluate their relationships for maximum service to victims and advocate for greater coordination of services, including the police. The police need to apply resources to domestic violence, child abuse and elder abuse in coordination with victim services and other agencies. The police must show leadership in this area by stepping up to the plate by investing resources and people in partnership with others for the overall good of the community.

> We may have to move beyond our current relationship dynamic defined by the VCARS structure. The current structure impedes our flexibility to meet the demands for enhanced services asked for by victims. We may have to draw in other partners in the community and build new relationship structures and physical service delivery structures. This requires high level leadership from the police who would be important leadership partners.

> I need to be able to meet with senior police management from time to time and they need to attend our board meetings. The chief and senior leadership need to hear of current trends. We are not seen as an important community partner and this is reflected by my relationship with them.

Conclusion

The qualitative findings from the research project translated into emergent themes connected to the police and victim service relationship that included: the co-location of services; collaboration; secure victim services funding; the role of victim services; victim service professionalism; the level of service provided by victim services, and leadership at high levels. Some specific issues and opportunities identified within emergent themes include; (a) Co-location of services emerged as an opportunity to expand services provided victims and improve collaboration between police and victim services,(b) an increase in the number victim service professionals will result in opportunities for police and victim service to collaborate and improve victim-centered services, (c) secure funding of victim services permeates all the emergent themes identified, and (d) leadership provided by police and victim service leaders will provide opportunities to improve overall victim services.

The following section provides an exploration of the conclusions resulting from the research project.

Project Conclusions

The following section introduces the five conclusions that emerged from the data collected and analyzed from the surveys and one-on-one interviews. Project conclusions include: A high level of leadership ensures a high-performance victim service; Victim services and police value partnerships and collaboration; Police participation and

partnerships with victim services are the logical progression of crime prevention and community policing; Victim services and police desire to expand the scope and delivery of victim services; and The current structure and attitudes of the criminal justice system limit the delivery of victim services. Each conclusion will be explored in greater depth in the following sections.

A high level of leadership ensures a high-performance victim service. Leadership or the lack of it determines the extent to which victim services are offered in a community. In this context, leadership defined in its simplest terms is the ability to facilitate important change through people. Moreover leadership in this context is successful when it permeates the three key levels of an organization that include people, the groups they work in and culture (Goleman et al., 2002). The research data verify that leadership is important at all levels of the victim service, police, and government relationship through specific behaviours such as modelling the way, inspiring a shared vision, challenging the process, enabling others to act and encouraging the heart (Kouzes & Posner, 2002). In addition, genuine collaboration between decision makers and practitioners ensures that the needs of victims are met through real partnerships and sustainable resources (Gwinn & Strack, 2006).

Data from the research project confirm that developing, sustaining, and adapting victim services to meet the needs of victims and stakeholders depends on many participants. Fullan (2001) supported this research finding by stating: "Deep and sustained reform depends on many of us, not just on the very few who are destined to be extraordinary" (pp. 1-2).

Stemming from leadership, successful partnerships and ensuing collaboration between police and victim services will ensure quality services for victims of crime and tragedy as shown in the following conclusion.

Victim services and police value partnerships and collaboration. The aligned themes suggest overwhelmingly that collaboration is a key feature of victim service delivery. In addition, the data verify that collaboration in the public safety sector is imperative in today's world of finite resources and infinite problems that agencies and communities face (Edwards-Winslow, 2002).

There are several reasons to become involved in partnerships: to tackle a community problem, to meet legislative requirements, to coordinate service delivery, to diminish organizational silos, to improve accountability, and to gain access to new resources (Police Service of Northern Ireland, 2005). These reasons all fit the criteria for victim service delivery in our communities.

One of the key challenges of collaboration is the organizational culture of agencies that creates an environment that will allow this to happen. Research findings indicate that police agencies may face challenges in this area, though findings also indicate that a significant level of trust does exist between police and victim services which signify and key leverage point for any future collaboration. Collaboration requires fundamental changes in the organizational culture and traditional values of the public sector. It also requires a new willingness to share authority, to develop equal partnerships and a learning culture that is more tolerant of error, and to learn from these errors (Armstrong & Linehan, 1999). In the end, all parties need to learn how to share power for a common good (Fullan, 2001).

Crime prevention and community policing, which are highly dependant on partnerships and collaboration, dovetail with providing services to victims of crime and tragedy as shown in the following conclusion.

Police participation and partnerships with victim services are the logical progression of crime prevention and community policing. Participating with the community in solving problems and preventing crime is a primary goal of most police services in North America (Whitelaw, Parent, & Griffiths, 2006). Viewed through a victim services lens, crime prevention is accomplished when victims receive useful services that assist in preventing them from becoming revictimized in the future.

For example, a widespread community problem is domestic violence, and from time to time a tragic homicide results. In addition, domestic violence has extensive effects on communities beyond the confines of the victim-offender relationship, including the loss of productivity, absenteeism, the negative consequences for children, and higher health costs. If victims are initially given solid support and services and police arrest and charge offenders, these deadly results and societal impacts will be reduced (Gwinn & Strack, 2006).

Beyond the current status quo, police and victim service professionals see the need to broaden the services provided to victims of crime a tragedy as shown in the following conclusion.

Victim services and police desire to expand the scope and delivery of victim services. The data confirm that police and victim service professionals desire to expand the current scope of victim services beyond the initial volunteer-attended crisis-intervention phase. Many supported the use of volunteers, but believed that volunteer

usage has reached the limits of effectiveness in the current environment. In addition, the data suggest the need for victim service leaders to step out from the confines of the current structures to seek increases in funding and professional staffing and greater coordination of agencies that will address growth, complex cases and the multicultural community. Moreover, the data suggest that the growth of victim service professionalism will result through networking, education, and research.

Several participants gave an example of a family justice centre model that houses police and several agencies under one roof. In this model services are centred around the victim, who receives them in one place instead of having to navigate several agencies located in the community.

An underlying problem effecting all the conclusions raised in this section is systemic attitudes of key stakeholders as shown in the following final conclusion.

The current structure and attitudes of the criminal justice system limit the delivery of victim services. The role of victims in the criminal justice system coincides with the importance and status afforded victim services in society. In early history, victims were key players in the legal system. As the state took over responsibility for the wronged person, victims were seen as little more than information providers (Young, 2001). The wrong had become a wrong against the state, and the victim was pushed to the fringes of the system. Structures developed over time that addressed the needs of the criminal justice system and offender. Offenders are arrested, prosecuted, defended, judged, incarcerated, fed, clothed, and rehabilitated—or at least an attempt is made to rehabilitate them. Victims have been afforded little more than sympathy and limited attempts to provide them with an expanded role in the system, although victim witness programs

based in courts now provide specialized support (Roach, 1999). In this environment, community-based victim service professionals struggle with the place that they hold in this system, even though they work with the police on a daily basis.

Many victim service professionals believe that they lack a defined role in the criminal justice system and are not anchored to any one sector, which coincides with the victims' role in the system. However, many also believe that educating others in the system on the importance of victim services and increasing the awareness of their services to practitioners are key steps in creating a clear role for themselves. In addition, many participants argued that expanding the scope of victim services through the increased use of professionals and further collaboration with partners will help to clarify their role with other justice partners.

In summary this section serves to provide an overview of the five project conclusions that collectively serve to answer the research question. As with any research project, certain limitations affect the scope of findings and conclusions as shown in the following section.

Scope and Limitations of the Research

This section presents the limitations to the research presented that includes response bias, researcher bias, sample size, generality of research results, untested survey instrument, and statistical analysis.

Response Bias

Responses to the on-line surveys and participation in the one on interviews were voluntary and limited to police and victim service professionals. Only a small percentage

of the total police and victim service professional population in Ontario participated in the survey.

Researcher Bias

The researcher was closely linked to this research study due to personal interest, current police membership and previous victim service involvement. The action research process involves the participation of the researcher which may have affected the researcher's objectivity. However steps were taken to be aware of researcher bias as indicated in the authenticity and trust worthiness section of Chapter 3.

Sample Size

Six individuals participated in the one on one interviews while 77 participated in the on-line survey. These individuals have a diverse and wide range of backgrounds as indicated by the demographic factors that included gender, profession and organizational status; however additional analysis of significant differences of these factors was not allowed due to the small sample size. In addition, the small sample size of each group may question the statistical validity of the results presented.

Generality of the Research Results

The victim service and police relationship is a complex topic to describe and understand because it is affected by numerous variables in the broader environment including funding, government guidelines and organizational structures of other stakeholders. Therefore, the results of this study will provide insight into general trends and ideas that may not be applicable to individual environments.

Untested Survey Instrument

The validity and reliability of the survey instrument used may be inconsistent or ambiguous.

Lack of Statistical Analysis

While the intent of the research project was to identify consistent themes, the findings were not put through statistical analysis that would have given specific results around validity and reliability of the results including what margin of error could be expected.

Conclusion

The findings and conclusions reflect the views of the participants in this research project only. In addition, any generalizations beyond the confines of the participants' responses are recommended and not intended to be definite.

The research project was limited to a police and victim crisis assistance and referral model based victim services that work with police. These small victim service agencies are parts of a larger system that wields great influence over the relationship between police and victim services. Governments control environmental factors such as the focus of legislation and the size of budgets. The provincial government is a key stakeholder in community-based victim services, and I did not explore this relationship in great depth. In the realm of research, limitations of time and resources affect the ultimate product.

With all things considered, within the framework of this project the participants identified significant issues and generated compelling ideas that warrant further attention.

These issues and ideas will be explored in the following chapter, which focuses on the potential implications of this research.

CHAPTER 5 – RESEARCH IMPLICATIONS

Introduction

This chapter presents the project recommendations, organizational implications and suggestions for future research. The research findings and conclusions were driven by the research question, "How does effective leadership promote positive collaboration between police and victim services, which, in turn, provides an environment for maximizing services to victims of crime and tragedy?" These project recommendations are, in turn, driven by the research findings and conclusions from the previous chapter. In addition, the recommendations are limited to victim service agencies located in the larger urban areas of Ontario that follow the victim crisis assistance and referral model and receive core provincial funding.

Study Recommendations

The relationship between victim service agencies and police is a complex system, as are police agencies in themselves (O'Connor &McDermott, 1997). By design or chance, complex organizational systems such as police and victim services resist change (O'Connor &McDermott, 1997). Therefore, to effect substantial change in complex systems, "leverage" is applied at the most advantageous points. The location and timing of leveraging in a complex system require that learning be generated around the system studied (O'Connor &McDermott, 1997).

Understanding the complexities of the police and victim service relationship reveals possible leverage points that may improve leadership, promote positive collaboration, and maximize services to victims of crime and tragedy. The succinct

recommendations presented in the following section are possible leverage points that can invoke positive change.

Recommendation 1: Police and victim services need to revitalise their partnership to ensure that both groups are maximizing the benefits of this relationship and their opportunities for shared leadership in this relationship.

The majority of victim service respondents believed that they do not have an equal partnership with their partner police service, whereas the majority of police believed that they do have an equal partnership. Though these opinions are limited to the participants, there appears to be a misalignment between these two groups that may indicate an area of imbalance between victim services and police services. This is purely conjecture on my part, but an unequal partnership may be construed as unequal involvement and unequal interest from the leaders of partnership agencies.

Police partnership with victim services is the logical extension of a community policing philosophy that is built upon partnerships; however this philosophy can face conflict with the traditional policing leadership practices. In support of this view to Canadian researcher Pruegger (2003) offered that commitment to community policing partnerships can be an issue within traditional policing leadership. The key component of community policing is "an equal and productive partnership" (p.11). However, "resistance to these efforts is often expressed passively, in the form of inaction. A programme or policy may be tolerated rather than given active support and this can happen at any level of an organization engaging in this process" (p. 11).

Although police and victim services report a good working relationship on many levels, despite Prueggers' (2003) concerns, many victim service and police respondents

identified the police culture and organizational structure as limiting partnerships and collaboration. In addition, victim service leaders reported that they do not interact at a high level with police leaders and lack opportunities to discuss trends and areas of mutual concern. The project findings suggest that the criminal justice system perceives victims as not a priority and that victim services are underfunded, which may lead to an unintentional gap in leadership interaction and a relational power imbalance between police and victim services.

Though they are not evidence of a crisis, but rather an opportunity, these concerns provide an impetus and an opening to revitalize victim service and police leadership interaction and promote positive collaboration, which, in turn, creates an environment for maximizing services to victims of crime and tragedy.

In this area specific recommendations include that local quarterly meetings be held between police leaders and victim service leaders that create a mutually beneficial environment and that expressions of support be conveyed about victim services through internal police documents and computer intranet systems to all members of police organizations. In addition, any planning for future expansion of police facilities includes taking victim services' needs into account.

Recommendation 2: Victim services and police need to expand their collaboration, co-location of services, and the services provided to victims of crime and tragedy.

Though police services provide many victim services with space, the police and victim service respondents expressed the desire to expand their relationship and interaction beyond the current structure. This is further supported by Gwinn and Stack (2006) who offer, "The greatest mechanism in social change theory is relationships. . . .

The power of relationships is enhanced dramatically when people spend time together, get to know each other, develop protocols for supporting each other, and slowly develop shared experiences together" (pp. 103-104).

According to the project participants, the highest client value is gained when police and victim service professionals interact with each other, which results in opportunities for relationship and trust building. When both groups work together, information sharing and seamless client service are improved.

More specifically it is recommended that victim service professionals and police work closely together in areas related to domestic violence, child abuse, sexual assault, victims of violence, and elder abuse in a coordinated fashion under one roof. Through this research police and victim services respondents identified the need for victim services to share neutral, free-standing space with police and the need to invite other agencies under this umbrella to provide a greater depth of support for victims in a victim-centred arrangement. These additional services could include legal, social assistance, medical, and culturally sensitive advocacy services.

Recommendation 3: The number of professional staff who work in victim services needs to be increased.

There are several reasons to increase the number of professional staff in victim services. Traditionally, there has been a very small core of professional staff and a large contingent of volunteers poised to respond to victim-crisis situations at a moment's notice when called by police. Though this model provides exceptional services to victims in a crisis, the data reveal that the volunteer component has reached its effective ceiling in larger urban areas. In addition, large resources are dedicated to recruiting, training, and

managing volunteers; and the volunteer recruiting and training process is a continuous, yearly cycle that limits the depth of experience and training of victim services. A project participant contended that a lone and overworked professional victim crisis counsellor assists more victims then the entire volunteer program combined does. This is significant insight into a disparity in this system that should be addressed.

In the rapidly growing regions of the greater Toronto area, large numbers of new Canadians and others are increasing the population level with which the police have traditionally been able to keep pace. By logical extension, with increases in population come more police and more police reports, and the resulting referrals to victim services. Victim services are required to keep pace with this growth to provide quality victim-centred services which is currently not the case.

Referrals made to victim services usually do not involve mundane reports of minor property damage, but complex and sometimes horrific cases that involve people. These cases include violent robbery, homicide, domestic violence, sexual assault, and sudden death that usually require extended periods of support and advocacy from victim services that are not being addressed by traditional second tier agencies. Furthermore, victims are increasingly requesting these services from victim services directly (Canadian Resource Centre for Victims of Crime, 2005). In addition, the project respondents reported that additional professional staff are required to provide community development and related specialized response to the growing multicultural community.

Many project participants felt that volunteers are underutilized for on-scene crisis assistance, not because they are volunteers, but because of possible safety and logistical issues. Not every police and victim interaction requires a standardized response from

victim service volunteers, but many ideally require a professional response, as increasingly is the case.

Specifically, addressing these issues can be achieved by increasing the number of professionals to fill the following full-time positions, which should also be considered the minimum staffing standard for victim services in larger centres of population in Ontario. This proposed structure would include: (a) one executive director; (b) one assistant director; (c) one volunteer coordinator; (d) one office administrator; (e) one support-link coordinator; (f) 10 to 15 crisis counsellors (optional specialist teams: domestic violence, child abuse, court support, sexual assault, tragic case); (g) four to five ethnic- and language-specific crisis counsellors in addition to the core group (a greater Toronto area requirement); (h) one community liaison and development coordinator; and (i) one long-term victim coordinator (missing persons, unsolved homicides, serious crimes, tragic circumstances).

Recommendation 4: Stable and adequate funding needs to be provided for victim services.

The terms adequate and minimum standard should be replaced with the new mantra of victim services: quality victim-centred services. Though this is not a fine point of leverage and this topic appears to be the "elephant in the room" that most leaders are loathe to acknowledge, this subject was raised throughout the research project and relates to each emergent theme identified. I acknowledge that there are many deserving agencies in the community, but this report deals with the relationship between police and victim services and how effective collaboration can result in improved services to victims. Small victim service agencies work with sophisticated and relatively well-funded organizations

- police services. To facilitate an equal partnership and positive collaboration with police, victim services need to increase professional staff and broaden the scope and sophistication of the services that they provide to victims beyond the current cookie cutter model of victim services delivery. To accomplish this, victim service agencies require adequate funding, which will allow them to concentrate on delivering services to victims of crime and tragedy instead of operating bingos and other fundraisers. This is not to say that large donations from corporations and foundations would be unwelcome to address the high cost of victimization in the community as addressed by Leung (2004).

The findings of the research project point to the advantage of multilevel governmental funding. The province has traditionally provided a set amount of core funding that does not meet the entire needs of the agency. To bridge this gap, funding from the local municipal level could be added because citizens of the municipality benefit from victim services, and well-supported victims contribute to the quality of life of communities. Some jurisdictions in Ontario already enjoy this arrangement.

Leadership has a role to play in expanding victim services funding. Victim services leaders may need to step outside their traditional role and become advocates and champions of their organizations, and police leaders may need to strongly express their support for victim services with members of their civilian governance structure. In addition, key allies and partners in increasing victim services funding need to be identified and relationships developed. In the end, secure funding speaks to the leadership of financial decision makers, police, and victim services agencies, which all have a stake in the delivery of victim services.

Specific recommendations include proportionate funding be provided to victim services based on the size of population, service area and the size of partner police services. Funding should also be linked to the minimum staffing level proposed in recommendation 3.

In summary, these four recommendations serve to provide leverage points within the context of the police and victim service relationship that will result in a improved services provided to victims of crime and tragedy. These recommendations have little impact unless they are implemented as shown in the following section.

Organizational Implementation

The recommendations in the previous section follow the spirit of community policing that entails working together to tackle a community issue. The recommendations can be implemented with a high level of leadership among the stakeholders and support from the community. Working with the community is a stated goal of many of the police services in Canada and the ideal promoted by many scholars and leaders in policing. In line with this Pruegger (2003) offers:

> Community policing is an attempt to move away from an isolated and detached model where police rarely interact with the community except in response to a complaint, to one where the police are seen to be part of the community in which they serve. (p. 2)

In addition, community policing philosophies are transferable to many contexts in which collaboration is valued and there is a desire to reduce organizational silos.

In a victim services and police relationship context, partnership is a logical extension of community policing. In a utopian world, police and victim services would simply read these recommendations and implement them in consultation with each other;

but in the case of these recommendations, other partners in the provincial and municipal governments would be required to be involved.

For police and victim services to implement these recommendations recognition of the need for change will have to be made by these organizations. Once this need is recognized, both organizations could formulate plans to implement recommendation 2: "Victim services and police need to expand their collaboration, co-location of services, and the services provided to victims of crime and tragedy," from which all other recommendations identified would flow. Key members could be identified from both organizations that could draw up plans, complete feasibility studies, develop a pilot project, solicit support from the different levels of government and champion their plan to the broader community.

Several key factors will contribute to the success of implementing recommendation 2 identified in this project. They are well-accepted principles based on total quality management and continuous quality improvement frameworks that are supported by the findings of this research project. They include the following:

1. Leadership recognized through hands-on involvement and examples set by victim service and police leaders: Transforming both thinking and actions drives the implementation of these recommendations. This can be achieved only if chiefs of police and victim service executive directors and boards of directors are actively involved in seeking, reinforcing, and leading the changes necessary for a quality victim-centred service.
2. The primary vision of victim-centred service: All stakeholders must set as their primary goal understanding, meeting, and exceeding the needs of victims

and other stakeholders. Police and victim services are required to hold true to the primary vision of their partnership while making the effort to understand the needs of each other and of victims.

3. Partnerships and collaboration: Genuine partnerships that lead to collaboration between victim services and police are a building block of mutually beneficial relationships and activities to provide a quality victim-centred service.
4. Change in the process to produce quality victim-centered services: Focusing on statistics alone does not produce long-term improvement. Making fundamental changes to the victim service delivery system as recommended will result in fundamental change and improvements in the quality of the victim services provided. Latching onto and maintaining a system just because "this is they way we have always done things" stifles any improvement over the long term. Victim service and police leaders should always be looking just beyond the horizon for opportunities for improvement. (adapted from International Organization for Standardization, n.d.)

Resistance to change emerges within any organizational structure, and several organizations' structural elements would need to be synchronized to implement these recommendations, but this is not impossible (O'Toole, 1995). There are examples of victim-oriented organizations' having implemented profound change that involved multiple organizational partners by building relationships, collaborating, obtaining funding, and holding fast to their vision (Gwinn & Stack, 2006)

If the recommendations generated by the research project languish, an opportunity will be lost to explore potential improvements and new ideas for victim services. The

world is continuously changing, and organizations and systems need to be aware of new opportunities and ways of working. In support of this proposition, Senge et al. (1999) cautioned:

> Failure to rethink our enterprises will leave us little relief from our current predicaments: rising turbulence causing rising stress; increasing disconnection and internal competitiveness; people working harder; rather than working smarter; and increasingly intractable problems beyond the reach of any individual or organization. (p. 3)

The literature has overwhelmingly supported the connection of leadership and organizational learning to change and warned of negative consequences if organizations such as police and victim services do not explore new systems and opportunities.

In summary, these recommendations are intended to stimulate others to learn more about the leadership process and opportunities that will contribute to the improvement of collaboration between police and victim services and ultimately improve services to victims of crime and tragedy. The research project also identified other areas of potential study as shown in the following section.

Future Research Possibilities

Conducting the research project exposed areas for possible future research that are not evident from the findings of the project or the review of the literature. Listed below are areas that could provide further understanding of victim services and police relationships and improvements in victim services.

1. How do the sections of the Ontario Victim Bill of Rights and the Ontario Police Services Act impact victims, police, victim services funding, and victim services delivery? Both these documents provide requirements for

victims' assistance; however the impact of these requirements has not been studied.

2. How should the effectiveness of victim services be measured in Ontario? The effectiveness of victim services are usually gauged by the number of victims assisted without any consideration given to the long term impact made on the victim of crime and tragedy.
3. How will future "under-one-roof" comprehensive models of victim services be funded and implemented in Ontario? The growing trend in North America is the victim-centered model involving multiple agencies, however funding for victims services is primarily provided by the victim justice fund administered by the provincial government.
4. What types of services protect victims, and what types of services do victims want? This study was limited to the opinions of police and victim service professionals. Future research involving victims and their needs would assist the design of future programs.
5. How can police leaders manage and lead genuine interactions with community partners? Many police leaders are forging new relationships with community partners, which go beyond their traditional role and experiences in police organizations. Are their successful strategies that can assist leaders to effectively manage these relationships that meet the needs of all stakeholders involved, thus avoiding the impression of a one sided relationship within a community policing context?

6. What effect does gender have on the relationship between police, victim service providers, and victims? Police services are still a primarily male dominated profession, whereas victim services professionals and certain victimized groups are primarily female.
7. What amount of training should police receive on victim issues? Police organizations are faced with competing training requirements throughout the career of an individual police officer. Primary annual training, including use of force and law enforcement issues are required by the Police Services Act and is the priority of police services. Lack of training surrounding victim issues reduces effectiveness of victim services.
8. What should be the on-scene roles of volunteers, and what on-scene volunteer supervision should the victim service organization provide? Victim service volunteers are increasingly being exposed to complex situations that may require additional supervision or training.
9. What types of long-term assistance do victims (survivors) of serious unsolved crime and tragic circumstance require? Unsolved homicides and long term missing person's cases require additional attention not readily provided by local victim services due to structure and service delivery models; however the community, victims and police are increasingly demanding these services.
10. What additional laws, if any, should be enacted to strengthen victim rights and services provided to victims of crime and tragedy? Though the Victim Bill of Rights exists in Ontario, this document has been portrayed as a set of principles and guidelines only and not as a set of enforceable laws.

CHAPTER SIX – LESSONS LEARNED

Research Project Lessons Learned

In this chapter I will describe my experiences and my thoughts on what went well and what could be improved. Leading an action research project is a very collaborative experience at times and a very personal experience at other times. I learned at many levels and continue to do so daily as a result of my new level of understanding and insight.

Working with the participants, analyzing the findings, and reviewing the literature resulted in a synergy of learning that is difficult to articulate, however I realize that I am only scratching the surface of the available learning experiences available. This project's ending is actually a new beginning of future learning for me and these insights may assist others in their own journey.

What Worked Well?

1. Discussions of the research project with trusted friends and colleagues provided a sounding board and generated ideas and other insights that I would have otherwise have missed. This interaction contributed to the overall success of the project.
2. Conducting the one-on-one interviews with the participants was an invaluable and rich method of gauging the true nature of the issues surrounding the research question in a safe environment. The interviews exposed the participants' passion and dedication, which in turn, infused me with added passion for the research project.
3. E-mail, digital recording devices with software, and the online survey tool are excellent research tools for the neophyte researcher who has limited time and

budgets. The survey tool was easy to configure, test, and fine-tune before launching. Analyzing and extracting the data was less daunting then expected using the online survey tools. E-mail allowed me to cast a wide net quickly and efficiently, allowing questions and concerns to be dealt with primarily through this medium. The digital recording device proved to be a reliable tool for recording the interviews and providing reliable data when required.

4. Having a background in the research project's topic assisted me initially, but the research opened new lines of thought and learning that superseded any previous experience that I had built up over 20 years as a police officer.
5. The support and encouragement of my project supervisor, project sponsor, Royal Roads University, and fellow MA leadership students greatly added to my comfort level while I conducted the project.

What Could Have Worked Better?

1. Time is the most significant factor of the research project. Effective time management was difficult during the research project due to juggling a busy family and working in a dynamic policing environment, which affected turnaround times and project deadlines. Future researchers are recommended to start writing their project as soon as feasible.
2. At times, relying on new technologies—email, on-line surveys, and digital recording devices—tested my resolve. Researchers are advised to become familiar with technology and internet tools well in advance of starting their research.

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APPENDIX A – QUALITATIVE RESEARCH QUESTIONS

1. What improvement could be made to the police and victim services relationship?
2. What limits victim services from assuming a greater role in the criminal justice system?
3. What possible perceptions held by other criminal justice professionals of victim services could result in reduced referral to the program?
4. What are viable alternatives to existing victim service structure and delivery?
5. Many public safety agencies began as volunteer based agencies (police, fire, EMS). As the victim service profession evolves, how do victim service professionals lead and manage change in their profession?
6. How does effective leadership promote enhanced services for victims? What would this look like?
7. What changes are required to improve victim services?
8. How can police and victim services partnerships be improved?

APPENDIX B – RESEARCH CONSENT FORM AND INTRODUCTION LETTER

FOR THE ONE-ON-ONE INTERVIEWS

How does effective leadership promote positive collaboration between police and victim services, which, in turn, creates an environment for improved victim-centered services?

[Date here]

Dear [Prospective Participant],

I would like to invite you to be part of a research project that I am conducting. This project is part of the requirement for a Master's Degree in Leadership and Training – Justice and Public Safety Leadership at Royal Roads University, Victoria BC. My name is Ron Axamit and my credentials with Royal Roads University can be established by calling Dr. Gerry Nixon, Dean of, Royal Roads University at (xxx) xxx-xxxx or Ms. Angela Wilson, Program Associate, MALT, at (xxx) xxx-xxxx.

The objective of my research project is to explore the effects of leadership and collaboration on providing services to victims of crime and tragedy. The research project is sponsored by Victim Services of York Region. In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master's Degree in Leadership and Training – Justice and Public Safety Leadership, I will also be sharing my research findings with Victim Services of York Region.

My research project will consist of open-ended interview questions and is foreseen to last forty five – sixty minutes. The foreseen questions will explore issues surrounding:

- Leadership
- Collaboration
- Partnerships
- Victim services
- Policing
- Justice system

Your name was chosen as a prospective participant because of **your expertise in the justice system or victim services.**

Information will be recorded in hand-written and audio-recorded format and, where appropriate summarized, in **anonymous format**, in the body of the final report. At no time will any specific comments be attributed to any individual unless your specific agreement has been obtained beforehand. All documentation will be kept strictly confidential.

A copy of the final report will be housed at Royal Roads University and will be publicly accessible.

Please feel free to contact me at any time should you have additional questions regarding the project and its outcomes. Data verification is intended to ensure that the themed summary accurately represents your beliefs and opinions as expressed in the interview. You may edit, delete or add to any, or all, of the themed data returned to you. Upon your approval, the verified themed data will be merged with that of the other interview participants.

You are not compelled to participate in this research project. If you do choose to participate, you are free to withdraw at any time without prejudice. Similarly, if you choose not to participate in this research project, this information will also be maintained in confidence.

By signing this letter, the individual gives free and informed consent to participating in this project. Thank you for participating.

Print Name: _____

Signature: _____

At: _____ Dated: _____
(Municipality)

If you would like to participate in my research project or have any questions.

Interview Questions

1. What improvement could be made to the police and victim services relationship?
2. What limits victim services from assuming a greater role in the criminal justice system?
3. What possible perceptions held by other criminal justice professionals of victim services could result in reduced referral to the program?
4. What are viable alternatives to existing victim service structure and delivery?
5. Many public safety agencies began as volunteer based agencies (police, fire, EMS). As the victim service profession evolves, how do victim service professionals lead and manage change in their profession?

6. How does effective leadership promote enhanced services for victims? What would this look like?

7. What changes are required to improve victim services?

8. How can police and victim services partnerships be improved?

APPENDIX C – SURVEY INTRODUCTION, CONSENT, AND QUESTIONS

How does effective leadership promote positive collaboration between police and victim services, which, in turn, creates an environment for improved victim-centered services?

My name Ron Axamit and I am conducting a voluntary and anonymous on-line survey with ResearchMonkey.com which will form part of a research project. This research project is part of the requirement for a Masters in Leadership and Training – Justice and Public Safety leadership at Royal Roads University, Victoria B.C. My credentials with Royal Roads University can be established by telephoning Dr. Gerry Nixon, Dean of, Royal Roads University at (xxx) xxx-xxxx or Ms. Angela Wilson, Program Associate, MALT, at (xxx) xxx-xxxx.

The project will explore the above research question and your participation will assist in providing greater understanding of related issues. The research will consist of this survey and is foreseen to take 20 minutes to complete. The foreseen questions will refer to:

- Leadership
- Collaboration
- Partnerships
- Victim services
- Policing
- Justice system

In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master of Arts Leadership and Training – Justice and Public Safety, I will also be sharing my research findings with Victim Services of York Region.

A copy of the final report will be housed at Royal Roads University and will be publicly accessible.
Since your survey response is processed and stored in the United States or Canada, you are advised that its governments, courts, or law enforcement and regulatory agencies may be able to obtain lawful access to the data through the laws of the United States or Canada in the event of a criminal investigation.

The information you provide will be summarized, **in anonymous format**, in the body of the final report. At no time will any specific comments be attributed to any individual unless your specific agreement has been obtained beforehand. All documentation will be **kept strictly confidential.**

You are not compelled to participate in this research project. If you do choose to participate, you are free to withdraw at any time without prejudice. Similarly, if you choose not to participate in this research project, this information will also be maintained in confidence.

Your completion of this survey will constitute your informed consent.

Thank you for participating.

Survey Questions – Place an X where appropriate.

Part One

1. Sex Male ___ Female___

2. Age

___	25 or under	___	26 to 30
___	31 to 35	___	36 to 40
___	41 to 45	___	46 to 50
___	51 to 55	___	56 to 60

3. Professional Background
   Police_____ Victim Services Professional ____

4. Current Position
   Executive/Senior Officer_____ Supervisor_____ Frontline _____

5. How long have you been at your current position
   ___ 1-5 years ___10-15 years ___ 25-30 years
   ___ 5-10 years ___ 15-20 years

6. What education level have you attained?
   ____ High school ____ College
   _____ University – Undergraduate ____ University – Graduate School

Part Two

Select the **one** answer that you believe to be the most appropriate response to the following statements.

9. The criminal justice system is primarily concerned with:

A. Needs of the victim
B. Needs of the offender
C. Needs of the police and courts
D. Needs of the Community
E. All of the above

10. Victim Services is primarily the responsibility of:

A. The community
B. The police
C. The Courts
D. The province
E. All of the above

11. Victim Services should be delivered by:

A. The police
B. Trained local volunteers and police
C. Local professional staff in partnership with police and other agencies.
D. Combination of local professional staff and volunteers in partnership with police and other agencies.
E. A provincial agency

12. These budget items deserve the greatest priority:

A. Direct service to victims
B. Recruiting, training and managing volunteers
C. Professional staff
D. Direct service to victims and volunteer staff
E. Direct service to victims and professional staff

13. This group offers the most effective and efficient service to victims:

A. Victim Service Volunteers
B. Victim Service Professional staff
C. Police
D. Volunteers and Professional staff
E. Victim lobby groups

14. Victim services professional educational background should reflect:

A. A related university degree
B. Volunteering and on the job training
C. University degree or equivalent, life long learning and work experience
D. Business experience
E. Little education required

15. My colleagues in criminal justice or community perceive victim services as:

A. Under funded and a low priority with government
B. Well funded and on a equal standing with other justice system partners
C. Reliant on volunteers and fund raising
D. Having a good reputation but under funded
E. A, C and D

16. Effective leadership in organizations includes:

A. Involvement of members.
B. Strong leaders who take charge and manage all aspects of the organization.
C. Leaders who develop the strengths of members resulting in overall success.
D. Followers who follow orders without question.
E. A and C

Please indicate your agreement or disagreement with each statement, using the following scale.

Strongly disagree
Disagree
Neutral
Agree
Strongly agree

17. I believe the current model of volunteer based VCARS/Victim services model instituted in the late 1980's efficiently delivers services to victims.

18. I believe my local victim service needs to revisit its current organizational structure and service delivery model.

19. I believe my local victim service and police service operate as equal partners.

20. I believe partnerships and collaboration are important aspects of providing public safety in the community.

21. I believe that professional staff has the greatest number of quality contacts with victims.

22. Police service organizational structure and culture limits partnerships and collaborations.

23. I believe that volunteers are under utilized by police for immediate victim assistance.

24. I believe volunteers are a valuable resource and should be the primary focus of victim services.

25. I believe professional staff provides efficient and accountable services to victims.

26. I believe my local victim service and police service have a trusting relationship.

27. I believe a police representative should sit on my local victim services board of directors.

28. I believe leadership is only provided by person holding a high rank in an organization.

29. I believe that my local victim service and police service should collaborate on training issues.

30. I believe I am given meaningful opportunity to participate in the affairs of my organization.

31. I believe my local victim service receives adequate resources.

32. I believe police have little understanding of victim legislative requirements.

33. I believe leadership can be exercised by individuals at any level in an organization.

Part Three: Open-Ended Questions

1. What improvement could be made to the police and victim services relationship?

2. What limits victim services from assuming a greater role in the criminal justice system?

3. What possible perceptions held by other criminal justice professionals of victim services could result in reduced referral to the program?

4. What are viable alternatives to existing victim service structure and delivery?

5. Many public safety agencies began as volunteer based agencies (police, fire, EMS). As the victim service profession evolves, how do victim service professionals lead and manage change in their profession?

6. How does effective leadership promote enhanced services for victims? What would this look like?

7. What changes are required to improve victim services?

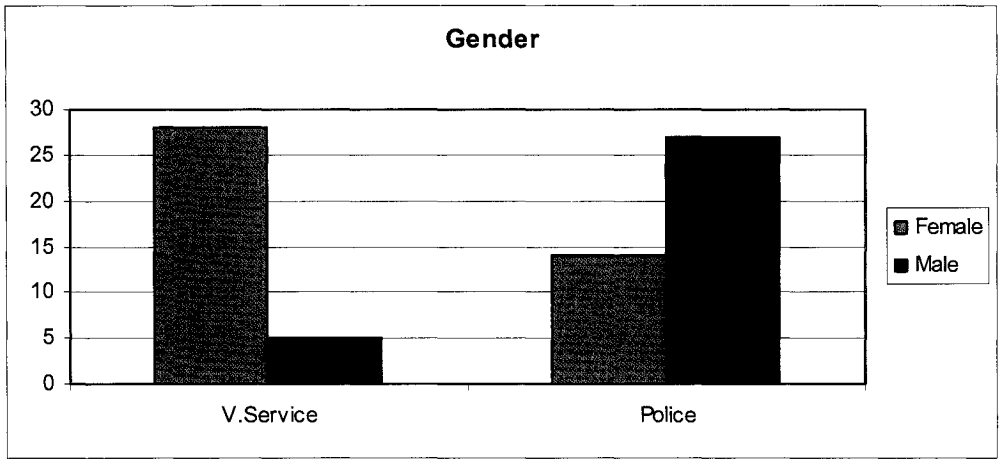
8. How can police and victim services partnerships be improved?

Thank you for taking the time to complete this survey. If you have any questions, comments or concerns, please contact me directly at XXXXXXXXX
All correspondence will be treated as confidential.

Thank you.

APPENDIX D – DEMOGRAPHIC FINDINGS

Insights Into Gender of Participants



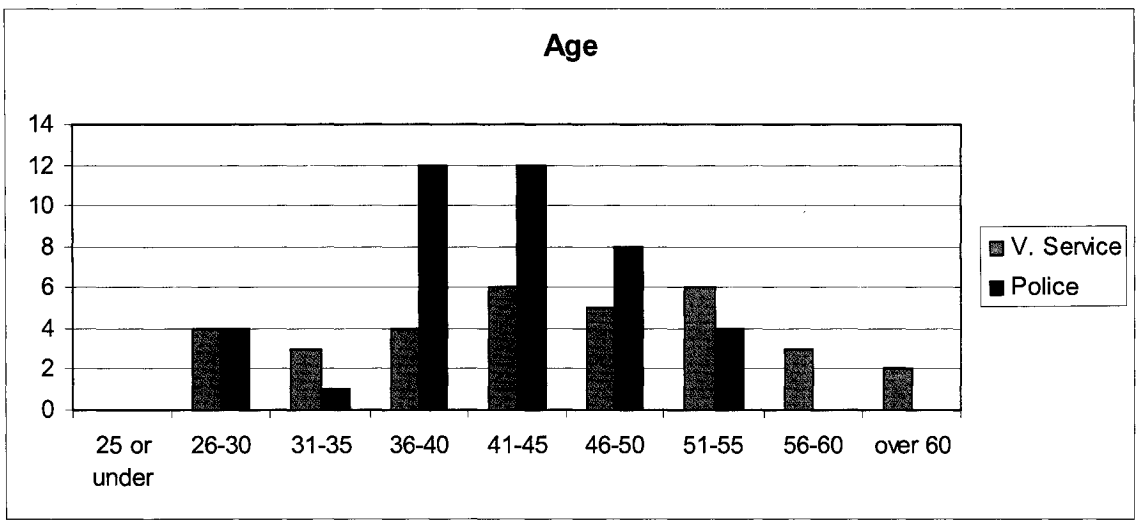
Of the 36 victim service professionals who responded, 15% were male and 85% were female indicating that the majority of victim service professionals are women and that the helping professions are dominated by women in Canada (Statistics Canada, 2001). In addition the domination of women in victim services was also borne out in the one on one interviews, where 100% of the participants were female. Moreover subjective field observations by the researcher from 1994-2004, that included visiting various victim services and attending victims services conferences in Ontario, also supports the finding that the majority of victim service professionals are women.

Men are drawn to the policing profession, with 83% of police nationally male and 17% female (Statistics Canada, 2005). In addition, of the 41 police officers that responded, 66 % were male and 34% female resulting in more women in policing than the national average responding, providing diverse response from the police sector and indications of opportunities for further study.

Consequently, the number of female officers may be overrepresented in the survey beyond the national average due their possible higher interest in victim issues that are usually manifested in domestic violence, child abuse and other family related issues. In addition the question of gender may indicate a lower level of importance assigned to victim services by police since the majority of police are males, and the majority of victim service professionals are female. The question of gender in victim services and police services and the response to victims by these services could provide an impetus for further study beyond this research project.

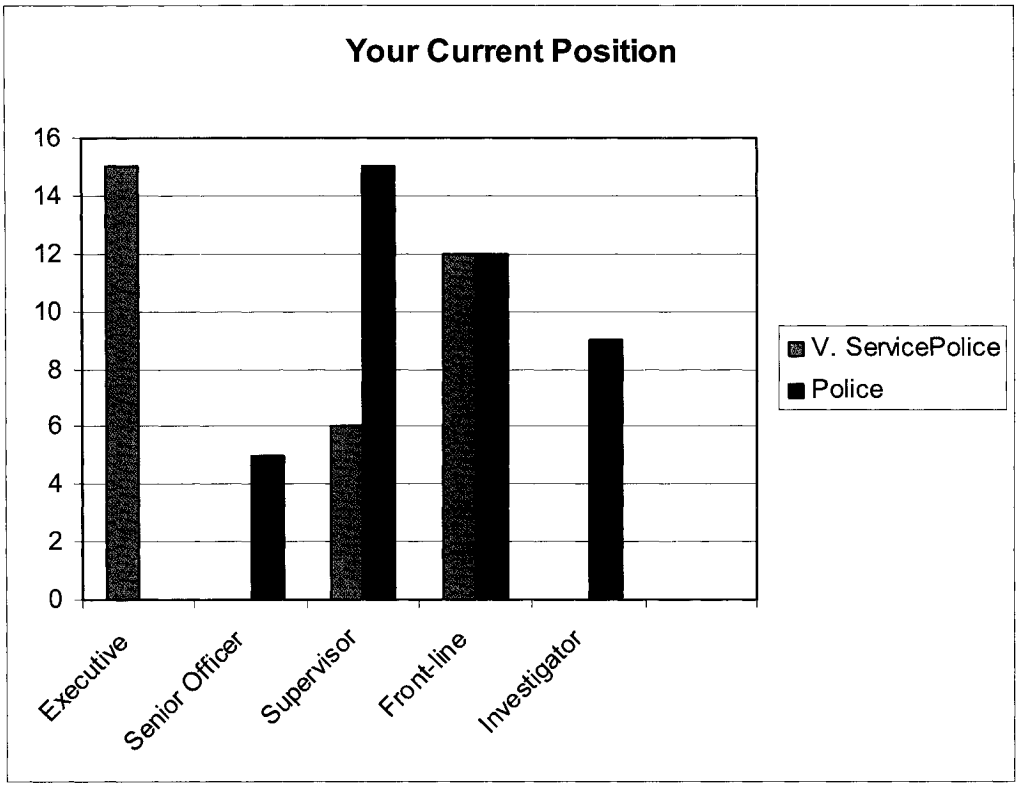
The next section will examine the participant's age, position and length of service and their implications to the research project.

Insights Into Age, Position, and Length of Service of Participants

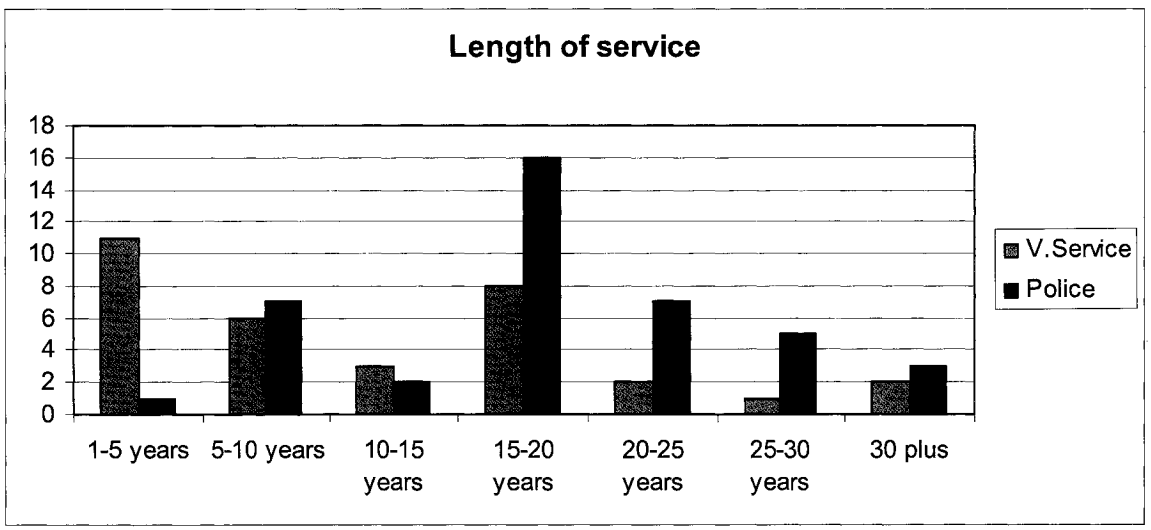


Victim services professionals who responded are an experienced group in age representing a wide breadth of life and work experience. Seventy - Nine percent of those who responded are over the age of 36 and tend to have advanced education and experience before entering into the field.

Police officers responding were an experienced group, with 88 % over the age of 36 with the largest group aged 41-50 years old (49%). In addition the experience exhibited by the respondents provides a rich background of knowledge and insight for this project. Moreover this reflects a demographic bubble in policing where large numbers of officers were hired in the 1980's. As these officers move on from policing to retirement, a large number of officers with less experience and awareness of victim services will be working with victims and victim services. Further education and surrounding victim services and victim issues may be required for these new officers at the local and police college level.



The majority (64%) of victim services respondents were in leadership positions indicating a high level of experience and knowledge surrounding leadership and partnerships with police. In addition 46% were executive directors and 18% were supervisors. Consequently the opinions of victim service leaders and front-line professionals are well represented in this project. Respondents from policing are divided closely between investigators and front line officers (51%) and supervisors and senior officers (49%). This mix of respondents from different levels of police leadership gives a well rounded and valid response from this sector.

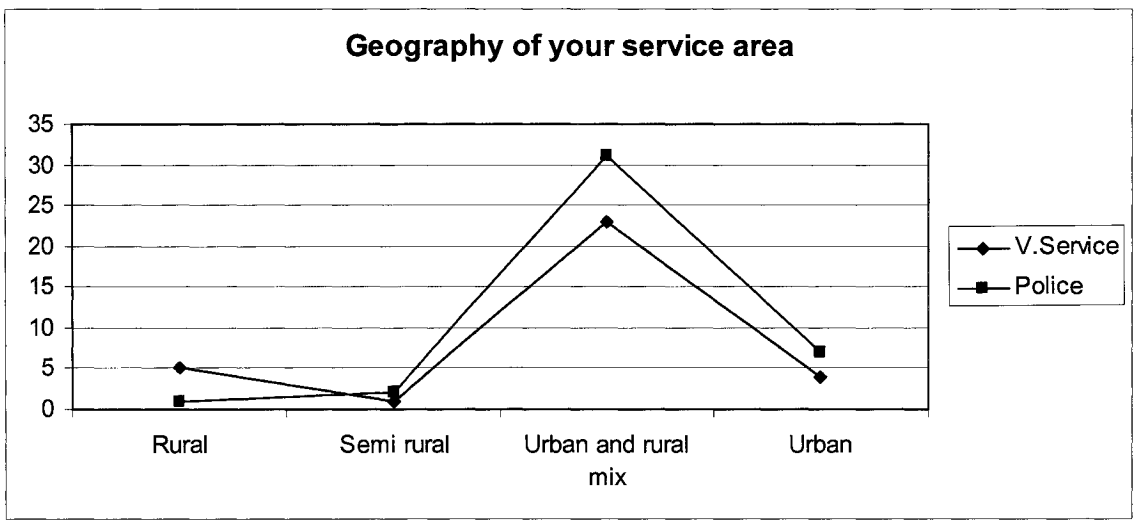


Fifty-one percent of the victim service survey respondents had five to twenty years in the victim services profession. Victim services experience significantly dropped after twenty years in the profession. This may reflect that victim service is a relatively new profession, with majority of victim services agencies developed from the mid nineteen-eighties onward. In addition the largest aggregate of participants (34%) were professionals with one to five years experience in victim services. Again, this supports the premise that victim service is a relatively new profession.

The largest police group had 15-20 years (40%) in the profession, with second and third the largest groups with 20-25 years (17%) and 5-10 years (17%) of experience. In addition most police officers change work areas within the organization every three to five years which represents a cross section of varied organizational experience in this group. Moreover these police groups have worked with a wide range of victims during their careers, providing them with insight and experience surrounding victim issues that adds to the depth of the data.

Overall the respondents represent a well rounded and experienced group that has had experience with victim issues and collaborating with various agencies which gives the data collected additional validity and depth.

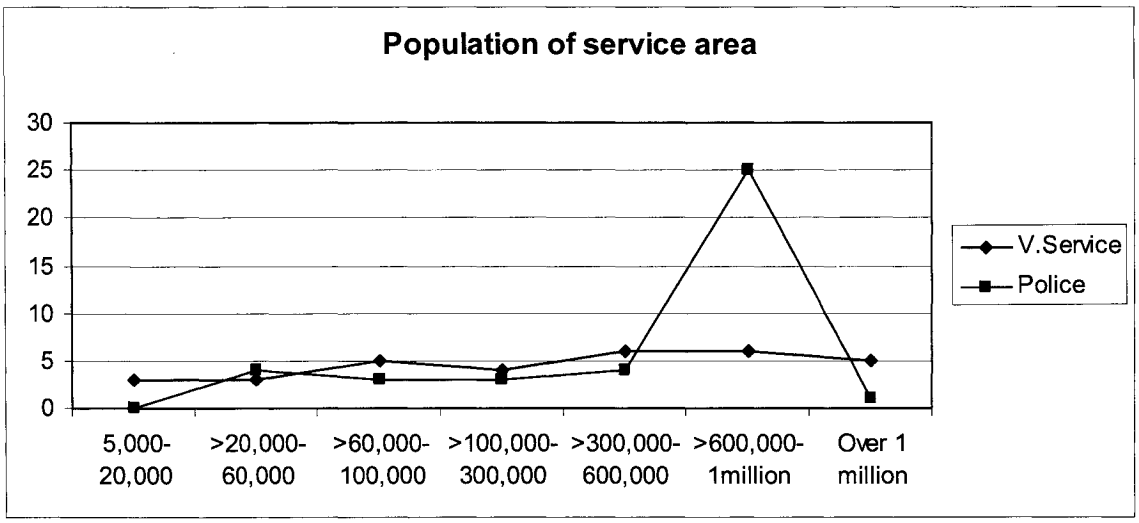
Insights Into Geography and Population of Participants' Service Area



This section will provide an overview of the participant's service area broken down by geography and population indicating the impact of these variables on the research project data.

There were a significant numbers of victim service respondents' (70%) who work in an urban and rural mix and 12% work in an urban area. Police respondents mirrored

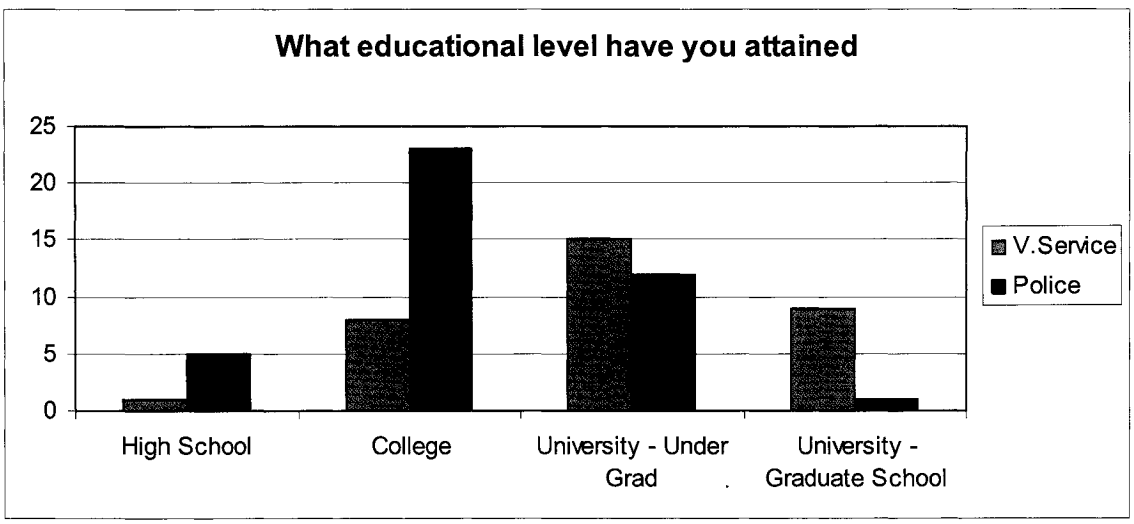
the results of victim service professionals, with the majority working in an urban and rural mix area (76%), with a significant number working in an urban area (17%).



The majority (66%) of victim service respondents served in areas with a population over 100,000. In addition a significant number of respondents served in areas with a population ranging from 300,000 to over one million (53%). Police respondents are spread over communities of varying size. The largest police group worked in an area supporting a population of six hundred thousand to one million (62%).

These findings indicate that respondents work in active areas with a corresponding variety of clients who have experienced varying degrees of victimization. These practitioners have extensive experience working with victims and are best positioned to offer insightful opinions and thoughts surrounding victim services delivery in a busy urban setting.

Insights Into Participants' Educational Background



Victim service respondents were professionals, primarily university educated, with 73 % having a university degree. This result mirrors the number of victim service respondents who indicated they were in leadership positions. In addition the largest group of police respondents (57%) indicated they had college level education, with a significant group having obtained a university level education (31%).

Many police officers enter the profession through the extensive network of community college police foundation programs across Ontario supplemented by training at the Ontario Police College, representing an applied background that concentrates police training in practical areas and law enforcement. This finding indicates the possibility for additional study on the effects of police education on the awareness of victim issues, collaboration with victim services and the resulting effect on the quality of services provided to victims.