MANAGING AN OUTSOURCED POLICE FUNCTION

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We accept this thesis as conforming
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ABSTRACT

Over the last decade there has been a shift in the way police agencies in British Columbia deliver service to the public. This trend has prompted the centralization of certain individual police functions, into regional integrated policing units. The Central Saanich Police Service (CSPS) has continued this trend by contracting out its police dispatch service to the RCMP's Victoria Operations Communication Centre (VOCC). This report describes how interested parties might collaborate to examine and improve the new service. Using face-to-face and telephone interviews, eighteen participants including police officers, dispatchers and members of the public were spoken to. The analysis of the interviews resulted in common themes with a primary focus on communication and relationship building. Seven recommendations, based upon these themes, are proposed to strengthen the relationships between CSPS and VOCC and benefit the public. The emphasis of the recommendations is to improve the organizational culture between CSPS and VOCC.

ACKNOWLEDGEMENTS

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GLOSSARY OF TERMS

In the body of this major paper, a number of abbreviations are used to identify systems or organizations. Table 1.0 summarizes the majority of those abbreviations and depicts what the acronyms designate.

Table 1.0

Police Terms

Abbreviation	Description
CAD	Computer Aided Dispatch – the computerized system police officers use to receive calls from dispatch
CS	Central Saanich
CSPS	Central Saanich Police Service
CSPB	Central Saanich Police Board
CSVFD	Central Saanich Volunteer Fire Department
MRE	Mobile Reporting Environment – the computerized report writing system built into police vehicles
PRIME also known as BC PRIME	Police Records Information Management Environment – the central database system used by all police officers in British Columbia. CAD and MRE function within PRIME
RCMP	Royal Canadian Mounted Police
VOCC	Victoria Operations Communication Centre – the agency now providing dispatch service for CSPS

CHAPTER ONE – FOCUS AND FRAMING

Introduction

The Central Saanich Police Service (CSPS) is responsible for public safety in the Municipality of Central Saanich on Vancouver Island. Policing services are provided to a population of approximately 17,250 people within a 41-square mile area. CSPS is an independent municipal police comprised of 22 police officers and five civilian staff, which fulfill their responsibilities to the municipality and to various regional integrated policing sections. The agency is managed by Sergeants (middle management) and by the Chief Constable and the Deputy Chief Constable (senior management).

Within CSPS my duties as a Sergeant require me to supervise everyone below my rank. Some of my responsibilities include responding to calls for service, investigating a variety of incidents, direct supervision of other officers and civilians, preparing reports and assessments and completing tasks that are assigned. Additionally, I am an executive member of the Central Saanich Police Association. Responsibilities in this position have included negotiating improvements to the Collective Agreement, monitoring compliance of Collective Agreement articles, negotiating grievances, and improving communication.

CSPS is facing mounting pressure on several fronts. Growth in population, complexity of investigations, increasing regulatory oversight, and the need for a high level of public service has led to competing demands. Furthermore, there are pressures to reduce costs, and contribute to regional policing initiatives. Against this backdrop, the Central Saanich Police Board had instructed CSPS that police dispatching services must be contracted out by September 2008.

The primary stated reason for contracting out the service is concern about liability. Our dispatch center is run by a single operator which makes multitasking in emergency situations difficult. Other dispatch centers have multiple operators that negate this concern.

The issue of outsourcing the dispatch centre arose nearly five years ago. Senior managers and the Police Board examined the issue. In response, the Police Association presented numerous arguments to retain the service. Possibly as a result of that, the subject did not advance any further nor come to a binding conclusion. The issue was left open. Suspending the decision left the dispatch employees that were current at that time feeling that their careers were insecure.

In July 2008, the decision was made: the employer committed to implementing the change. The date of the outsourcing was advanced to August 01, 2008 and the contract was awarded to the Royal Canadian Mounted Police (RCMP). Human resource and technical issues were clarified, addressed, and resolved. The issue then became how to build a cohesive relationship between the culture of CSPS, and the contracted agency. Further, an assessment of the working relationship was needed to highlight and address any possible concerns. In order to address these concerns and the issue at hand, I proposed that an action research project be implemented to examine this issue.

The working research question for this project was: How might the culture of CSPS create an effective working environment with the new dispatch service? Sub-questions would answer:

1. Who are the stakeholders?

2. What are the positive and negative consequences to the employees and the employer?

3. What options are available to address the consequences and how might they be utilized?

4. How might relationships be strengthened?

The Opportunity

The issue of contracting out the Central Saanich Police dispatch role follows a recent trend towards consolidation of police functions in British Columbia. In January of 2003, the

police departments of Victoria and Esquimalt were formally amalgamated. In July of 2003, the

Government of British Columbia created a steering committee to examine the concept of

integrating independent municipal police forces on lower Vancouver Island. This committee, on

which I was a member, was mandated "to explore how integration could be implemented to

benefit the delivery of police services to the five municipalities served by the four independent

police forces in the Capital Regional District" (Begg et al, 2003, p. 2). The steering committee

proposed two models and suggested further study.

This committee proposal was followed by public polls authorized by local police unions

that found general support for both integration of police functions and an amalgamation. Public

opinion, for these polls, was gauged in 2006 when a survey was commissioned by the British

Columbia Federation of Police Officers, an umbrella organization representing most of the

independent municipal police unions. This survey, conducted by Perron and Associates (2006),

found that public opinion was mixed on the issue of coordinated police forces, possibly due to a

lack of familiarity on the subject.

Nonetheless, police specialty functions continue to be integrated with more in the

planning stages. In December of 2007, the Solicitor General of BC announced that police

dispatch services would be the next police function to be integrated. Many employees felt that

with this announcement it was inevitable that they would lose their local dispatch service. In

January of 2008 the Central Saanich Police Board decided that, instead of waiting for a regional

dispatch centre to be created, the Central Saanich Police dispatch function would be contracted

out. The reasoning given to begin the outsourcing of dispatching services before the final

Provincial mandate was that dispatching could be done at less cost to the taxpayer when

outsourced, and that there was concern for liability since our dispatch centre is staffed by a single

operator.

With this decision it was expected that there would be morale concerns, employee relocation issues, labour contractual issues, and a reorganization of services not only for the police but also for the fire department and other municipal workers. These issues were addressed by a neighbouring police department (Oak Bay) in 2004, when they outsourced their dispatch centre for the same reasons specified by our Police Board. The Oak Bay experience indicated that a great many employees were affected beyond the immediate personnel. Similarly, in Central Saanich, it is anticipated that the transition to the new dispatch service will initially create uncertainty. "Resistance to change is not merely the result of ignorance or inflexibility; it is a natural reaction by people who want to protect their self-interests and sense of self-determination" (Yukl, 2006, p 159). The decision now is how best to do this, given the competing or perhaps complementary needs of the employees and the employer. To meet these needs, a collaborative process is proposed. The process will involve, at a minimum, the employees that are directly affected, the employer, and the Association. These groups have already expressed a desire to become involved. The process may also include the public; but public interest is uncertain.

My role as a Sergeant and my position on the Association Executive places me in the situation to be of assistance to CSPS, the Association, and individual members that are affected. I have observed the lingering negative emotions that have developed over the past five years. It is my interest to try and resolve some of these emotions and to limit the angst that will be caused by this change. Still, this opportunity is a significant issue in my workplace and will stretch my negotiating skills. The potential exists that the contracting out of police dispatch services will enhance service opportunities for both the employees and the employer. To do so requires that the transition be managed in an orderly, sensitive, transparent, and trust-building manner.

Efforts to implement change in an organization are more likely to be successful if a leader understands the reasons for resistance to change, sequential phases in the change process, different types of change, and the importance of using appropriate models for understanding organizational problems (Yukl, 2006, p 158).

The police dispatch centre has been an ongoing topic of discussion for over ten years. Over these years there have been many informal discussions between internal stakeholders about whether it is viable for a small police service like CSPS to operate an independent dispatch centre. Even though these discussions occurred, and ideas were floated about, the researcher is not aware of any studies commissioned by CSPS to examine outsourcing the in-house dispatch function. There are no annual reports or evaluations other than the review mentioned above. However, what does exist is minutes from meetings that various stakeholders have conducted to discuss this issue.

These discussions and meetings led to subtle changes to the CSPS Strategic Action Plan, and the District of Central Saanich Strategic Plan. Both of these documents articulate the mission, values and priorities of each organization. One of the listed values in the CSPS Strategic Action Plan is that "we are receptive to change in order to create and maintain effective services to the community" (2006, p. 2). A review of the District of Central Saanich Strategic Plan indicates that the police dispatch centre is mentioned as one of several ongoing priorities. Specifically it states that the "priority is to explore, pursue and take advantage of on-going opportunities for the sharing and integration of specialized police services *including the Dispatch function* [italics added] with other municipalities" (2007, p. 16).

Faced with these strategic tune-ups, changing priorities, and external influences it is not surprising that the Police Board decided to outsource the dispatch function. This project will provide answers that will lead to a successful outcome for the Police Board and CSPS. Implementing the Board's decision was a two-part process. The first step was to conduct a needs

analysis of the various systems in the organization that were affected, then create terms of reference based on those needs so potential service providers could bid on CSPS requirements, and implement actions to finalize the process, including resolving human resources issues. Senior management, responsible for this in-depth study, created a steering committee comprised of internal stakeholders to examine these issues.

The second step will be this project: it will follow the implementation phase of the outsourcing through several months, allowing time to analyze the new service; it will accomplish what is mandated in CSPS Strategic Action Plan and the District of Central Saanich Strategic Plan; and it will serve the needs of CSPS, as this organizations tries to remain nimble in adjusting to changing circumstances. Finally, this project will serve to minimize the impacts to the employees affected by this change and maximize the benefits. In order for the change process to occur, the research question must be answered. The question proposed in this report is a necessary element for the success of this initiative.

<div align="center">Significance of the Opportunity</div>

The research will be of benefit to all the parties. The primary question will determine how the new service is meeting the needs of CSPS, whether there are any remaining issues to be considered, and if so, how best to facilitate the resolution of those issues with maximum positive effect. It will be about getting acceptance and buy-in from all the stakeholders. Engaging participants, soon after implementing the new dispatch service, will minimize disgruntlement and achieve a smoother transition.

Identifying issues at an early stage allows participants to become part of the solution. Exclusion, on the other hand, will contribute to negativity. The manner in which the current dispatchers are treated will reverberate with other employees. If this is not handled appropriately,

morale will decline amongst the remaining employees. This is not in the best interests of any of the stakeholders. Theses drawbacks are easily avoided if a process of collaboration is used to examine the new service to minimize harm and maximize benefits.

Duening and Click (2005, p. 8) state that "outsourcing is likely to fail for lack of paying attention to the soft issues of human relationships, change management and organizational culture". On the other hand, if the transition is handled appropriately, numerous benefits are possible. Some of those benefits, including a closer working relationship with a neighbouring police department and police budget savings, are evident in the Oak Bay Police example which contracted their dispatch service to the Saanich Police Department. The relationship that Oak Bay formed with Saanich resulted in a further contracting out of detention and detective services. The success that Oak Bay achieved through contracting also had the added benefit of increased service to the public without added costs, since existing funds were used for the contracting out. Recognizing that the current dispatchers are part of the culture of CSPS, and transitioning that culture to include the new dispatch service holds similar promise for our organization.

Transforming the culture of CSPS from the past to the present will require a vision in partnership with other stakeholders. Implementing change and creating a vision for a new culture do not necessarily occur at the same time. Quinn (2004) writes that vision is "how we become a new community as we pursue the desired result. It can never be announced ahead of time. It is emergent. It is part of building the bridge as we walk on it" (pp. 67-68). This study will assist in creating that vision over time.

Positives to the change include a reduction in the perceived liability to the organization and the members through the availability of higher staffing levels. Potentially, there may be an increased level of service to the public through the building of relationships with another police agency. The employees may have further opportunities in the new and larger work environment

as a result of additional job classifications. Contracting out allows a re-organization of the existing structure to increase efficiencies by reducing costs while increasing service levels. This change will create new positions for both civilians and police officers, to which the Central Saanich Police Board has already committed. All of these benefits have the potential to increase morale.

There will be challenges. The former dispatchers worked alongside the front line officers, were attached to each shift, and were very much considered part of the team. A small organization like CSPS has a family atmosphere. If a part of the family suffers or moves on, the rest of the family suffers and/or develops feelings of loss. "The reaction pattern has four stages: denial, anger, mourning, and adaptation" (Yukl, 2006, p. 160). To overcome these feelings, the change process must engender trust, must be transparent, and must put the people first. Bolman and Deal (2003) comment that, "change invariably creates conflict. It spawns a hotly contested tug-of-war to determine the winners and the losers. Too often, conflicts submerge and smoulder beneath the surface" (p. 376). This study will attempt to mitigate conflict by surfacing issues that need to be resolved, thereby avoiding the tug-of-war and making winners of us all.

The research study proposed in this report will assist in implementing the change desired by the Police Board. It will mitigate the consequences, while increasing the chances of a successful resolution. "Successful change requires an ability to frame issues, build coalitions, and establish arenas in which disagreements can be forged into workable pacts" (Bolman and Deal, 2003, p. 378). Finding the answers to the research question are in the best interests of all the stakeholders. Conversely, a failure to ask the questions may lead to an unsuccessful implementation.

Systems Analysis of the Opportunity

In examining the opportunity that exists in this action research project, there are a number

of impacting factors. Oshry (1999) asks, "Can we humans see the human systems of which we

are a part?" (p. 1). In trying to answer his question I have divided up the systems that affect this

Opportunity, into internal, external, and other factors. I am also mindful of Oshry's (1996) four

types of system blindness: spatial, temporal, relational, and process (pp. xii-xiv). When

examining the systems at Central Saanich, I have employed Oshry's (1996) principles to see how

the systems in my Organization relate to each as a component piece, from the past to the present,

how they exist in relation to each other, and how they function as a whole.

The scope of control lies mostly with systems that are internal to the Organization. There

is a persuasive element that may be considered when attempting to influence the external

systems, but decisions made by this group are autonomous from the Organization. The following

is a brief discussion of those systems.

Internal Systems

Relevant internal systems that make up CSPS include Employee Groups and Senior

Management. A third internal group is called the Central Saanich Police Board. Each of these

three groups plays separate roles. The first internal system, the Employee Group, is organized

into a unionized environment. This group is called the Central Saanich Police Association (the

Association). It is responsible for negotiating the health and welfare of the employees. The

Association is governed by a codified set of rules called the Central Saanich Police Association

Constitution, and by the Labour Relations Code of British Columbia. It is in their interest that

employees are treated fairly and justly. The Association acts as the advocates for the employees. Although open to change, the Association's agenda primarily is to maintain the status quo.

The second group, Senior Management, was the driver behind this change. This Senior Management group is not unionized, and includes employees not in the Association. This group is responsible for leading and managing CSPS. Chief Constable Paul Hames is the most senior manager at CSPS. He is the sponsor of this project and directly responsible to the Central Saanich Police Board. Chief Hames has a Bachelor of Criminology degree from the University of Alberta. He is also a 2000 graduate of the M.A.L.T. program from Royal Roads University. Chief Hames had a lengthy career with the RCMP, leaving as an inspector, before joining the CSPS. Within the confines of a set budget, Senior Management directs the efficient operation of CSPS. They are restricted by the Labour Relations Code, and the Collective Agreement, which is a binding contract between the employer and the employees.

The Central Saanich Police Board (the Board) is the employer of CSPS. The Board is comprised of provincial and municipal appointees. This group is not responsible for the operations of CSPS. Their mandate is to provide overall governance, set policy, and approve the operating budget. Significant changes to personnel, the structure of CSPS, or impacts on the operating budget must be approved by the Board. It is the Board, in consultation with Senior Management, which had directed that this change be implemented. In arriving at this decision, the Board was concerned about issues of liability, cost, and influence from the provincial government.

External Systems

There are five important external groups that impact decisions made by CSPS, and this opportunity in particular. The first is the Central Volunteer Fire Department. This agency was

looking for a modern CAD based communication service. The previous dispatching service from Central Saanich was not able to provide this option for the Fire department. To do so, would have necessitated spending additional funds to update equipment and hire additional personnel. This was deemed to be cost prohibitive.

The second external group that are involved are municipal workers from Central Saanich. For example, public works staff was dispatched by the Central Saanich Police Dispatchers who also monitored pump alarms. This group will have to adjust the way that they do business. Also, building access will have to be arranged for municipal workers who no longer have access now that there isn't a person available to let them into the police building.

The third group, Central Saanich Municipal Council, has final authority over budgetary matters. Any increase to the police operating budget that might impact a tax levy to the public would be a concern to this group. Conversely, any reduction in the budget or improved efficiency would also be of interest. This group of elected officials represents the interests of the citizens of Central Saanich.

The Royal Canadian Mounted Police (RCMP) is the fourth external group. They were the successful bidder for the outsourcing contract. The RCMP has signed a two-year contract to provide dispatching services to CSPS and the residents of Central Saanich. The actual dispatch centre will be located in a neighbouring municipality (Colwood). CSPS members will no longer have direct face-to-face contact with the new dispatchers. Instead, CSPS members will be in radio and telephone contact only. The logistics of providing the service will be the responsibility of the RCMP. CSPS will have no direct control of human resource, or technical concerns.

The final external factor is the provincial government. The Ministry of Public Safety and Solicitor General provides for the overall governance of policing in British Columbia. The Ministry is guided by the Police Services Division in making policy decisions. Some

responsibilities include maintaining central oversight, collecting crime data, setting policy, ensuring adequate levels of policing and overseeing RCMP contracts (Police Services, 2008). A new single integrated police dispatch centre for lower Vancouver Island has been given a non-binding recommendation, by this Ministry.

In doing so, the Ministry has given no terms of reference nor allocated any funds for this consideration. Instead, the Ministry has suggested that other stakeholders cooperate to make the single dispatch centre a reality. Several specialized police functions have already been integrated within BC, which suggests a Ministry-wide trend towards integration of key services. The Solicitor General, through various media outlets, has publicly stated that an integrated dispatch centre for lower Vancouver Island is the Ministry's next priority. If we look beyond provincial governmental borders we see further examples of this trend towards examining the policing structure. Media outlets, Chambers of Commerce and even federal agencies have an interest in the police delivery service model. The following is a published recommendation by the Law Commission of Canada (2004):

> All levels of government review their laws, regulations, and policies to assess their impact for all forms of policing, whether state or non-state, to ensure that they continue to support and foster the best possible arrangements for policing in their communities. (p.128)

Other Factors

There are relevant case laws and statutes that impact the opportunity being studied. A Supreme Court of Canada decision (HEU et al vs. BC) and the BC Labour Relations Code highlight the importance of a consultative process. Neither the case law nor the statute prevents the change from occurring, but they do inject sensitivity into the process. Recently another statute has been amended that may affect this project. WorkSafe BC regulations now prohibit employees from working alone without precautions being taken by an employer (2008).

Other liability concerns were brought up by a BC government consolidated dispatch study (2004) that found average response times to answer 911 calls were higher than the norm in Central Saanich. In 2007, CSPS conducted a study to examine organizational efficiencies. The review addressed potential changes, but most importantly touched upon the topic of the police dispatch centre. No doubt, the nonbinding policy direction given by the Ministry of Public Safety and Solicitor General had a persuasive influence in this review. More to the point, the review led to further discussions with the Board about the dispatch centre resulting in the decision to contract out that service by September 2008.

Lastly, another factor impacting this opportunity is the views of the public which have not been solicited, and are unknown. Ultimately, it is the public that are the clients of the service provider (CSPS). It is the public that has the right to say what they will support, change, or not change.

Summary

A systems analysis of the opportunity shows that there are several affective dynamics. Graphically, these systems are illustrated below.
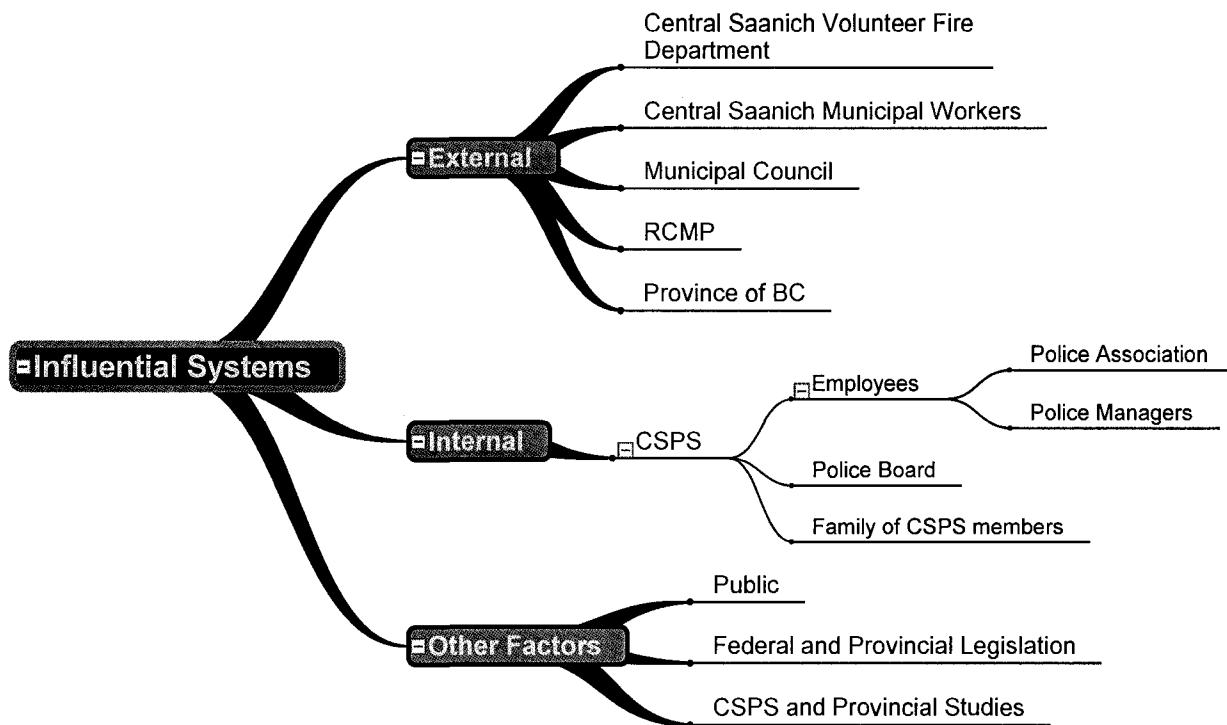
Figure 1.0 Influential Systems

Where these factors are situated to the Opportunity is irrelevant. What is clear is that these

factors will influence the Opportunity in different ways. "As organizations have become

pervasive and dominant, they have also become formidably difficult to understand and manage"

(Bolman and Deal, 2003, p. 18). Consequently, an understanding of the systems in an

organization brings the Opportunity into greater focus.

Organizational Context

The Central Saanich Police Service was established in 1951, beginning as a single-person

department serving a population of just over 2000 people. In 58 years, the service has grown now

to 22 officers, 5 civilians, 4 auxiliary employees and 4 volunteers while serving a population of

over 17,000 people. What began as an organization with virtually no cost now operates within a

3.5 million dollar budget (CSPS, 2007). CSPS has developed into a modern police force while

maintaining its small town feel. Comparatively, CSPS is one of the smallest police forces in

British Columbia. There are only two smaller independent police services than CSPS - Nelson

and Oak Bay (Police Services, 2008).

Located on Vancouver Island, CSPS provides policing services to the District of Central

Saanich, a small municipality on the outskirts of the capital city of BC. In its 58 year history,

CSPS has managed to keep pace with the complexities and demands of police work, and has

done so by remaining flexible and adaptable to the changing environment. Whether the need has

been to increase the size of the police service, stay current with technology, update equipment,

participate in specialized police functions, or develop the in-house expertise of officers, CSPS

has maintained a high commitment to support the needs of the public it serves.

In a survey conducted by Perron and Associates (2006), CSPS attained the highest public

satisfaction rating of all the independent municipal police and RCMP agencies on lower

Vancouver Island. The mission statement of CSPS states that the" Central Saanich Police Service

is committed to community policing for a safe secure Central Saanich" (CSPS, 2006, p. 2). To

ensure that CSPS continues to provide the level of service expected by the public, a review was

conducted in 2007 to examine organizational efficiencies. The impetus for this review was a

desire to increase the number of police officers in the organization, with a view to providing

additional services to the public.

This review assessed the present structure of the CSPS as depicted in the chart identified

as figure 1.1. This chart currently shows four dispatchers assigned to four sergeants.
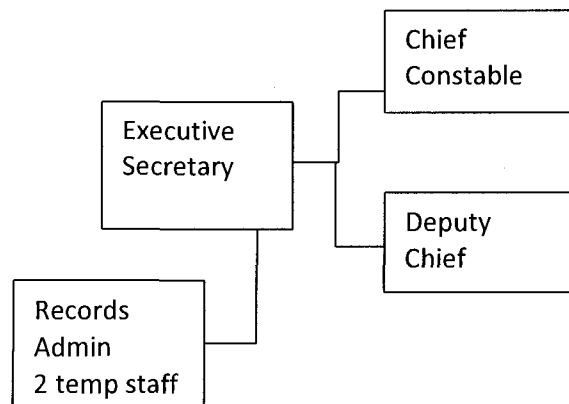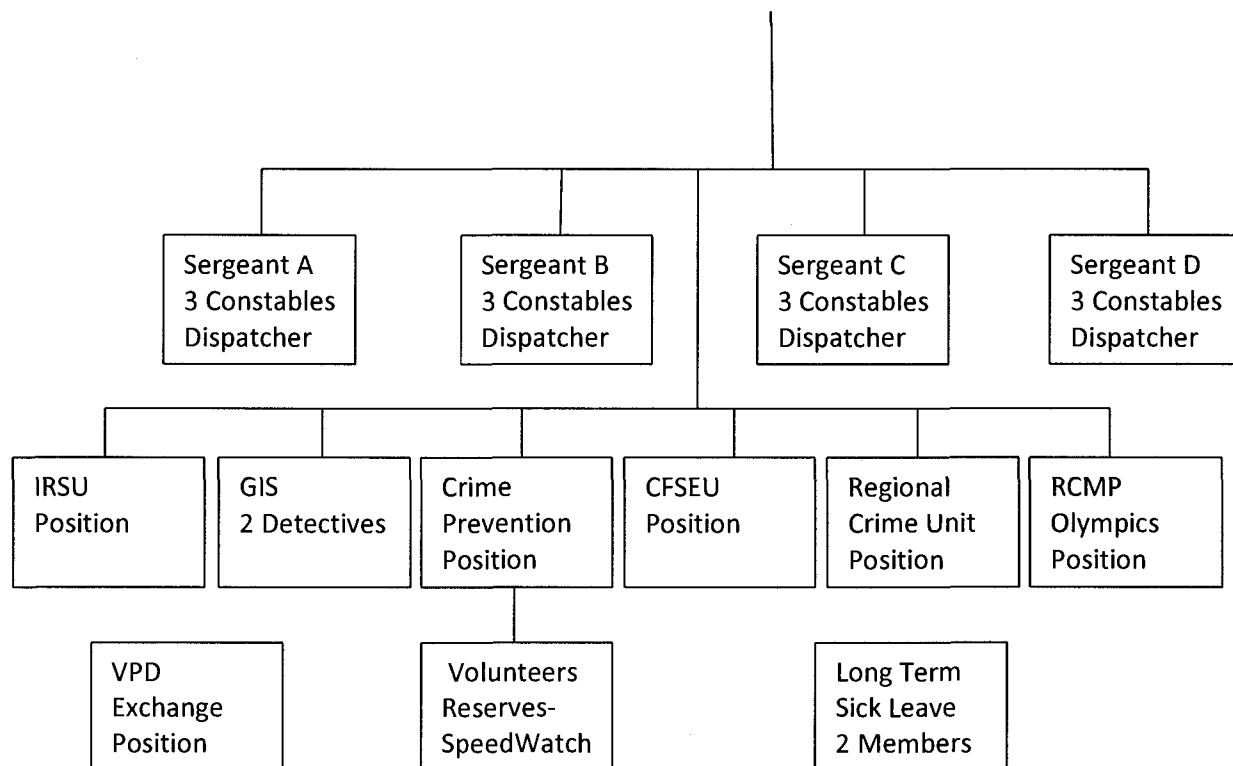
Figure 1.1 - Central Saanich Police Service Organizational Chart

Project risks as described by Click and Duening (2005) are [situations where the outsourcing

initiative does] "not provide cost savings, strategic advantages or productivity improvements" (p.

194). It would appear from internal documents that cost savings have been realized. The fiscal

numbers are summarized in table 1.1. These numbers do not include the additional officers, but

do include costs to cover new front desk personnel.

Table 1.1

Outsourcing Cost Structure

One-time costs	$100,000	- Allowed for upgrades to building security including alarms, key card access and a new camera monitor
		- Includes the severance cost for 4 dispatchers
		-Includes installation of GPS tracking in

		all police cars
Recurring costs	$125,000	- This includes the service level agreement with V.O.C.C. at a cost of $20,000 a year
		- The remaining $105,000 pays for 1.5 positions created to answer phones and meet the needs of the public Monday to Friday between 8:00 am and 6:00 pm.
Communication Centre Budget	$369,400	- These figures were obtained from the 2008 CSPS police budget documents and include the benefit load
Savings in 1st year	$144,400	
Savings in recurring years	$244,400	

The costing to hire additional officers is variable, being contractually tied to officer seniority. The lower the seniority level (years of service), the lower the cost will be to the taxpayer. In 2008 and 2009, the CSPS Police Board decided to hire new recruits. This allowed for the savings to be realized immediately, and for costs to rise more gradually with the service level of the new officers. The outsourcing of the Central Saanich Communication centre was completed within the 2008 budget year. Part of the savings that were realized in 2008 was used to offset the costs of the Central Saanich Volunteer Fire Departments new dispatching contract. The change in the CSPS dispatching service necessitated that CSVFD contract out their dispatching service to another agency.

CHAPTER TWO – LITERATURE REVIEW

The objective of this chapter is to review the available literature as it relates to the topic of outsourcing police functions. The process of examining the literature will serve to identify theories relevant to my area of research. It is expected that these theories or concepts will be revealed during the action research component of the study proposed here. Further, the theories reflected in this chapter will shape future recommendations on outsourcing police functions. To narrow the focus of the literature review, a technique called "mind-mapping" was utilized. Mind-mapping allows the free flow of ideas to be graphically sorted and represented. The starting point was the following research question: How might the culture of CSPS create an effective working environment with the new dispatch service? Sub-questions would answer:

1. Who are the stakeholders?

2. What are the positive and negative consequences to the employees and the employer?

3. What options are available to address the consequences and how might they be utilized?

4. How might relationships be strengthened?

Using the mind-mapping technique, three themes emerged as important elements of outsourcing police functions: organizational culture, outsourcing, and change management.

Each of these further divided into subtopics that fed into the understanding of the main topic. Organizational culture: what it is, what affects it, and how it can be modified, are fundamental to the study in this report. Outsourcing fits the general category of what our police service has done. Although the majority of the literature on outsourcing speaks directly to information technology, the similarities in private sector outsourcing can often translate to experiences in the public sector. The third topic, change management, is a heavily researched

field. Effective leadership is crucial to a successful change initiative. Lessons learned from this topic are directly applicable to the outsourcing of our dispatch service.

Section One: Organizational Culture

What is culture?

Understanding organizational culture is an exercise in systems thinking. It is too simplistic to think of culture simply as morale. It is far more than that. To understand culture, one must first look at the core asset in any organization – the people: their beliefs, their values, and their relationships to other people in an organization. O'Toole (1996) defined organizational culture in this way: "a culture is a system of beliefs and actions that characterize a particular group. Culture is the unique whole – the shared ideas, customs, assumptions, expectations, philosophy, traditions, morals, and values - that determines how a group of people will behave" (p. 72).

Organizational culture, therefore, is a form of "group think." It is an amalgam of personal values, philosophies and beliefs, which then get shared with the group. Each person at the CSPS contributes to the organizational culture, regardless of his or her role at CSPS. These roles may include the job each person does: secretary, constable, detective, or sergeant. The organizational culture may also be a subgroup that they represent or to which they belong: the association, management or employer. This view that values, ethics and beliefs are shared amongst a group shows up in the research. Schein (1999) states that:

> Culture is a property of a group. Wherever a group has enough common experience, a culture forms...the key to understanding...is to look for common experiences and backgrounds. Culture matters at this level because the beliefs, values, and behavior of individuals are often understood only in the context of individual identities (pp. 13-14).

The definitions provided by O'Toole (1996) and Schein (1999) support each other. Intrinsic in

each of these definitions is that information or knowledge is shared amongst the group.

However, Yeager (2004) cites Marks (2002) in pointing out that sharing of information does not

always occur in the police culture.

> Not all members of the police may share the same cultural knowledge. For example,
> managers and supervisors may hold cultural knowledge only to the way things should be
> done and the basic assumptions which underpin such behaviour, but this knowledge is not
> necessarily shared by members of other ranks (p. 25).

Individuals, the roles they perform, and the groups to which they belong may operate

independently of each other. This will not only impact organizational culture, but could also

affect potential change initiatives. Organizational culture is therefore affected by shared

knowledge and the lack of sharing. The definitions that Schein (1999) and O'Toole (1996)

identify are some common traits in organizational culture. Schein indicates that culture is

composed of three components: "artifacts, espoused values and shared tacit assumptions" (pp.

15-20).

Artifacts are observable characteristics of a group, such as its physical environment,

language, or rituals. Espoused values are values that are openly or visibly shared, and articulated

by the group. Finally, shared tacit assumptions are deeper beliefs that can be traced back

historically to the founders of an organization. These assumptions become shared with new

employees and contribute to the success of an organization (Schein, 1999).

Another trait that contributes to organizational culture is leadership behaviours

demonstrated by each member of the organization. Yukl (2006) describes three broad categories

of behaviour in relation to effective leadership. These meta-categories, which are further

subdivided into smaller groups, are described by Yukl as task, relation, or change-oriented.

> Task-oriented behavior is primarily concerned with accomplishing the task in an
> efficient and reliable way. Relations-oriented behavior is primarily concerned with

increasing mutual trust, cooperation, job satisfaction, and identification with the organization. Change-oriented behavior is primarily concerned with understanding the environment, finding ways to adapt to it, and implementing major changes in strategies, products, or processes. (p. 36)

The examination of organizational culture would not be complete without a discussion of ethics and values. Each of these elements also contributes to organizational culture. Wheatley (2006) offers the following observation:

"The potent force that shapes behaviour in these organizations and in all natural systems is the combination of simply expressed expectations of purpose, intent, and values, and the freedom for responsible individuals to make sense of these in their own way". (p. 129)

The implication that Yukl and Wheatley make is that individual values and ethics form part of the organization's culture. In turn, the organizational culture provides a feedback loop to individuals.

With respect to police culture, Crank (2004) identifies twenty-one themes. Pertinent to this discussion are the following themes: suspicion, and solidarity. Suspicion is something that I am familiar with. It seems to be a characteristic that is engendered in the police profession, almost a survival instinct. Consequently, if the nature of the job encourages it, police managers who want to institute change will have to come up with strategies to overcome this type of resistance.

Solidarity is another coping mechanism that is bred from the policing job. When a negative consequence is felt by one employee, other employees naturally gravitate to offer support. Human resource implications will be greatly impacted by this theme. Perceptions of unfairness in a change process have resulted in a coalescence of support against change initiatives as evidenced by past attempts to outsource the communication centre. The themes are of suspicion and solidarity are again mentioned by Thibault, Lynch and McBride (2007). They make similar points to what has been discussed already. While the previously mentioned

literature also deals with the negative aspects of police culture, Johnson (2003, May/June) suggests that "the anointed savior of law enforcement is the community-policing approach (p. 9). The surveys conducted by Perron and Associates (2006) would suggest that this is strongly represented in Central Saanich, and a factor that leaders should consider when implementing change initiatives

What affects culture and how can it be modified?

According to Schein (1999), "culture matters. It matters because decisions made without awareness of the operative cultural forces may have unanticipated and undesirable consequences" (p. 3). The topic of managing cultural issues is further picked up by Garmire (1982) who states that "organizational culture is a force to be reckoned with, especially when the administrator's introducing needed change. The organizational culture and the administrator's sensitivity to it are capable of tipping the scales for or against change" (p. 87).

To illustrate how organizational culture may be influenced, I will touch upon leadership behaviours and how this change initiative at CSPS originated. The leader of an organization and the attention to which he or she pays to cultural issues plays a pivotal role in the behaviours of an organization. The leadership behaviours contribute to reactionary behaviours from other employees. Collectively these behaviours then contribute to the culture of an organization.

The study of leadership behaviours gives us a glimpse of what works for effective leaders. It points us in the direction that research indicates leaders need to examine. Effective behaviours may result in better performance from subordinates, increased efficiencies for the organization, and the adoption of needed change. Conversely, studies of leadership behaviours also point out what the consequences are of poor leader behaviours. Of primary importance is the

attitude of the leader and the subordinates. Positive or negative attitudes directly affect the performance of the leader (Yukl, 2006; Bolman and Deal, 2003; Wheatley, 2006; Short, 1998).

A great majority of the studies into leadership behaviours are survey questionnaires. The disadvantage of these studies is that the outcomes can be skewed by external factors. Yukl (2006, p. 27) describes three errors that can occur in the research. He explains that ambiguous items, response bias and interpreting causality are concerns when evaluating research on leader behaviours. Interpreting causality is also discussed in the article by Deluga (1988). The latter author postulates that behaviour is a two-way street, in that the leader can be affected by the behaviour of the subordinates as much as the subordinates of the leader.

While keeping it in perspective, the study of leader behaviours is important. The inherent flaws in studying behaviours point to the complexity of this topic. The error lies in trying to simplify this area of study. Each of the three meta-categories Yukl (2006) discusses (task-oriented, relations-oriented, and change-oriented) stand on their own and yet are interrelated. The challenge for the leader is not in understanding the behaviour, but in determining the correct application.

In the 1990's CSPS had management whose focus was on cost-cutting. This behaviour became embedded into the culture of CSPS, and was reflected in individual and organizational effectiveness. When new management took over and tried to implement changes, the effect of the culture at CSPS may not have been fully considered. This may partially explain why previous efforts to contract out the dispatch service were not successful. O'Toole (1996) writes that, change to a culture should evolve rather than be imposed upon it, ..."effective change builds on the existing culture" (p. 73).

The existing culture of CSPS during the initial outsourcing attempt was not ready to have the change woven into it. Upon reflection, I believe that even though we had new leaders, the

culture of CSPS needed time to evolve. On a micro level, individual values needed to align with

the new vision as well. Research makes it clear that "shared values are the foundation for

building productive and genuine relationships" (Kouzes and Posner, 2007, p. 60).

From the time this change was first proposed to when it was accepted, there was a period

of several years. The contracting out of the dispatch service, when first introduced, was soundly

opposed by the employees. Gehl (2001), in citing Harrison (1998), states that" internal culture is

often behind the resistance to change within organizations, and police leaders often fail to

recognize the significance of culture when attempting to engender change" (p. 24).

In the intervening years the culture of CSPS evolved. The proposal to contract out the

dispatch service was brought to the table again. In contrast to the first attempt, employees now

became engaged in the process. The value of the change was communicated, and accepted. The

result was that the culture of the organization, instead of resisting, actually facilitated the change.

Bolman and Deal (2003) make the following observation that underscores the experience at

CSPS:

> Organizations need people (for their energy, effort, and talent), and people need
> organizations (for the many intrinsic and extrinsic rewards they offer), but their
> respective needs are not always aligned. When the fit between people and organization is
> poor, one or both suffer: individuals may feel neglected or oppressed and organizations
> sputter because individuals withdraw their effort or even work against organizational
> purposes. (p. 132)

The change at CSPS may prove successful because there appears to be a synergy between

the needs of individuals and the needs of the organization. The CSPS experience showed that

organizational culture plays an influential role in a successful change initiative. Yukl (2006)

reiterates this point by stating that change in an organization usually requires some change in the

organizational culture (p. 163).

Summary of Organizational Culture Topic

From a review of the literature, culture appears to be more than simply the morale of an organization. Whereas morale may provide the temperature of an organization, it is still only a symptom of a much larger, more complex organism. Culture permeates through organizations. It is affected by a system of individuals, and/or groups. Knowledge of organizational culture is vital for successful change initiatives to occur.

Section Two: Outsourcing

What is outsourcing?

The Internet bubble bursts and the world keeps on turning. Terrorists attack the World Trade center, and the world keeps on turning. The global economy reels in the throes of a major recession and the world keeps on turning. Despite their unprecedented – and sometimes despicable natures, humans are nothing if not innovators and perpetual optimists. (Click and Duening, 2005, p. 3)

The implication by the authors in the above quote is that despite world events, humans continue to be resilient and "innovative" by improving upon available opportunities. There is a constant assessment and adjustment of the way we operate, regardless of the size of our organizations. Police agencies are only the latest in a long string of organizations that look to outsourcing as a method to innovate, improve, and reduce costs.

For over twenty years, the public sector has come under increasingly close scrutiny as taxpayers have demanded greater accountability for public spending. Local officials have responded to the imposition of tax caps, spending limits and many other restrictions on public spending decisions in many ways – sometimes out of financial urgency but also in attempts to find better financing or management methods for delivering services. (Johnson and Walzer, 2000, p. 1)

The reviewed literature lists numerous definitions for outsourcing.

Chorafas (2003) defines it as the:

. . .delegation to another party – the insourcer – of the authority for the provision of services. This is done under a contract that incorporates service level agreements (SLA). While no two SLAs are exactly the same in scope and content, the way to bet is that in their core will be included issues such as:

- functionality
- cost
- quality
- timeliness of deliverables. (p.5)

Put simply, outsourcing is the contracting out of work normally done in-house, to a third party.

The question then becomes, why do this? Minoli (1995) answers this question in simple terms.

"If an outside party can do the work more efficiently and inexpensively than can the organization

itself, then the outside party ought to do it; if the organizations employees can do the job better,

then the work ought to remain in-house" (p. 1).

What are the risks and rewards of outsourcing?

"We ought not be over anxious to encourage innovation, in case of doubtful improvement, for an old system must ever have two advantages over a new one; it is established and it is understood". (CC Colton as cited in Click and Duening, 2005, p. 3)

What Colton infers here is that attention must be paid to the risks of outsourcing and

weighed against the benefits. Click and Duening (2005) outline seven risks to consider:

1. Human capital risks;

2. Project risks;

3. Intellectual property risks;

4. Legal risks;

5. Vendor organizational risk;

6. Value risk;

7. Force majeure risks. (p. 190)

Human capital risks go beyond the change management and cultural issues discussed further in this paper. Rather, Click and Duening (2005) focus on labour issues such as equity, reduction in force procedures, collective bargaining and labour relations, and the application of labour laws. (pp. 190-194)

"Project risks are defined as the potential that the BPO [Business Process Outsourcing] initiative may not provide the cost savings, strategic advantages or productivity improvements anticipated" (p. 194). The reasons that this might occur appear to be many but generally it is a result of poor planning and research. The third risk, intellectual property, included "sensitive information such as proprietary business knowledge" (p. 197). Generally this will not be a concern for CSPS as confidentiality agreements are in place and that there are technological safeguards in place that allow monitoring of any information that is accessed.

The fourth point, legal risks, pertains to" security breaches and gross malfeasance" (p. 200). Liability issues for criminal acts or negligence caused by the agency supplying the service is often covered in the service level agreement (SLA). Vendor organizational risk relates to a possible disconnect between the policies and practices of the organizations involved in the outsourcing relationship. These potential risks are magnified when the outsourcing is taken off-shore, but in the situation involving CSPS these risks are anticipated to be minimal. This is because the agencies involved are closely aligned with similar policies. However, 'similar' does not mean 'identical' since each organization has its own unique identity. Open communication will be necessary to smooth any differences. The sixth risk relates to values, "whether the rationale is cost savings or business transformation, an outsourcing project is undertaken to create value for the buyer" (Click and Duening, 2005, p. 202). The priorities of the buyer and the terms of the SLA will dictate whether the value is immediate or realized over a longer term.

It is anticipated that CSPS will realize value in their outsourcing deal based on the costing within the first year.

Anecdotal reports indicate that outsourcing will cost CSPS approximately $20,000 versus the over $350,000 cost for providing this service in-house. The figures mentioned do not include transition costs related to employee, technological and business practice transitions. Once again, anecdotal reports suggest that these additional costs will be absorbed within the existing budget. Going forward, the cost savings in future years will allow an increase to the authorized strength as outlined in the report prepared by CSPS (2007).

Click and Duening (2005) describe the final risk as "force majeure". These are unexpected events at a catastrophic level, such as wars, tsunamis, hurricanes, earthquakes, an epidemic or health crisis (pp. 203-204). Minoli (1995) suggests that to minimize potential disadvantages, organizations should answer six questions before considering outsourcing.

These questions are:
1) Is the information system function too critical or strategic to relinquish to a third party?
2) Are cost savings in the particular case difficult to demonstrate analytically?
3) Are these concerns (proof) that it is difficult to manage the outsource vendor?
4) Are these concerns that the organization becomes strategically dependent on the outsource vendor?
5) Are you unable to find an outsource vendor that meets the service and contractual goals of the organization?
6) Are there existing union/contractual agreements that preclude outsourcing? (p. 156)

If the answer is yes to any of these questions, Minoli (1995) suggests that outsourcing should not be considered. However, if the answer is "no" or "perhaps," then outsourcing may be a viable option (p. 156). Much of the literature indicates that to manage the risks, organizations must not lose sight of one key variable: control (Aalders, 2001; Chorafas, 2003; Click and Duening, 2005; Minoli, 1995). "Outsourcing is not an abrogation of management's corporate

responsibility" (Aalders, 2001, p. 9). The suggestion is that managing the outsourced function

requires as much care and oversight as if the service was being delivered in-house.

In contrast to the disadvantages, if the risks are properly explored and mitigated, the

benefits to outsourcing are numerous. Over the years, countless organizations have outsourced

numerous internal functions. The list of business processes that have been successfully

outsourced include, but are not limited to, human resources; information technology/systems;

building maintenance; legal services; data processing; and technical support (Aalders, 2001;

Chorafas, 2003; Click and Duening, 2005; Minoli,1995).

Minoli (1995) states that the advantages of outsourcing include:

1. Minimizing the users investment and reducing financial risk
2. Protecting against technological obsolescence
3. Reducing the users' responsibility for designing, displaying and validating complex and evolving information systems functions and networks.
4. Reducing the users' responsibility for ongoing management of a complex and evolving network and information system infrastructure and for understanding and applying new (and perhaps initially risky) technologies.
5. Decreasing staff numerically ending up with a smaller number of people, who are higher level technical specialist, planners, and contract managers; in addition to reducing the responsibility of managing a large staff - this usually also reduces the expense.
6. Achieving one-stop shopping. (pp. 2-3)

Again, to one degree or another, all of these advantages were echoed in anecdotal reports

and conversations about outsourcing the police dispatch function at CSPS. However, one

advantage not mentioned by Minoli (1995), but cited by other authors, was efficiency gains

created by outsourcing. By saving costs, CSPS proposed to re-allocate those resources to meet

identified expectations of the community. In particular, three areas (community outreach,

problem orientated policing and traffic) would benefit from additional available resources

(CSPS, October 2007, pp.19-24).

Aalders (2001) makes similar observations to Minoli (1995), but expands on other advantages.

In making the case for outsourcing, he lists twelve advantages:

1. Outsourcing is a well proven process with a long history of success.
2. Outsourcing achieves improvement that cannot be reached by the average information technology unit.
3. Outsourcing improves business and information technology processes.
4. Outsourcing offers cost-management controls not available with internal information technology units.
5. Outsourcing brings increased certainty over cost.
6. Outsourcing improves the quality of service.
7. Outsourcing enables a company to keep pace with its competitors
8. Outsourcing allows focus on core competency and revenue generation.
9. Outsourcing is a valued way of achieving required cultural change.
10. Outsourcing introduces qualities not found in internal information technology departments.
11. Outsourcing offers flexibility in the quality of staff.
12. Outsourcing provides access to specialist skills and knowledge.
                                                    (Aalders, 2001, pp.218-219)

In his first point, Aalders (2001) asserts that "outsourcing is a proven business process" (p. 219). He mentions that companies have successfully outsourced numerous functions for the past 50 years (p. 219). However, Aalders differentiates between what should be outsourced and what should not. He states that core competencies should not be outsourced. "A core competency is one in which the company is more effective and efficient than the competition" (p. 219).

Aalders's (2001) second point alludes to efficiencies such as structural changes, or service levels that are not possible for the current organization. "The argument that outsourcing will achieve improvement rests on the simple premise that, right or wrong, the outsource service provider has more credibility than the in-house unit" (p. 220).

The third point -- improving business processes -- has already been observed in this report. I would add that a statistical study, funded by the Ministry of Safety and Solicitor General and conducted by Police Planning and Research Services (January 2002), found that Central Saanich did not meet the provincial standard for the time it should take to answer incoming primary 911 calls (p. 11). In fairness to Central Saanich, none of the other service providers in the Capital Region met the standard either (for primary service).

Two agencies met the standard for secondary 911 service calls and a third was only incrementally off (p. 11). The average time it took a Central Saanich dispatcher to answer all 911 calls was 4.9 seconds (p. 11).

> The 5/5 Rule for Primary 911 responses should be such that 95% of all calls are answered within 5 seconds (before the second ring), or no more than a 5% chance of a pickup delay greater than 5 seconds. (p. 45)

In Central Saanich, 66.7 percent of the calls were answered within 5 seconds (p. 11). For secondary 911 call responders a less stringent rate of 10/10 was applied to the statistical data. This rule dictates that there should be no more than a 10% chance of a delay greater than 10 seconds (p. 45). The results indicated that Central Saanich met this criterion, in that 94.5% of the 911 calls were answered in 10 seconds or less (p. 11).

Non-urgent call handling and dispatching through the 911 system was defined as a secondary 911 call (p. 8). Emergency 911 call handling and dispatching through the 911 telephone system was considered to be a primary 911 service call (p. 8). The study established that the reason all of the Capital Region dispatch service providers failed to meet the primary 911 call response time was partially due to " inadequate resource levels" (p. 11).

The study also correctly pointed out that there is a "statistically significant correlation to longer answering periods associated with the rapid arrival of many calls related to a single incident" (p. 11). The problem becomes more acute for smaller service providers, such as Central Saanich, who rely on a single operator to multi-task the requirements of gathering information, dispatching resources, and coordinating requests from first responders. This issue is further exacerbated by incoming primary 911 calls involving multiple incidents, although backup procedures do allow 911 calls to be routed to other agencies in cases of overflow.

The premise of the Ministry study was that by consolidating the various dispatch centres in the Capital Region, service levels would improve, efficiencies would be gained, and costs would be reduced. This would be accomplished through a shared cost structure that would allow for an increase of personnel, which in turn provides for the ability to divide tasks between low priority and high priority calls. Most importantly, it segregates 911 calls to a specialized operator (with available backup). The report, after illustrating other potential issues, concludes by providing options for the consolidation of police dispatch functions in the Capital Region.

The other points mentioned by Aadlers (2001, pp. 220-227) have been touched upon in this report already, or are self explanatory. Essentially, outsourcing allows an organization to contract out specialized services to an agency better equipped to provide the particular function, leaving the service provider to manage human resources, training and technological issues for a fixed cost. The responsibility of the service buyer is to monitor that service levels are being met, agreements are being adhered to, costs do not exceed what was agreed to and that conflicts are resolved satisfactorily.

The shedding of the majority of the responsibility for an outsourced function frees up an organization to innovate and improve the quality of service, keep pace or better yet stay ahead of

the competitors, focus on core responsibilities, control costs, achieve cultural change and develop efficiencies in staffing. The hope is that this leads to an improved or better service for the taxpayer at a justifiable cost (Aadlers, 2001).

How is the success of outsourcing measured?

Considering the previous discussion, a simple test would be that the risks are mitigated, and that the advantages are fully realized. Aadlers (2001) suggests that to measure the success of an outsourcing project, organizations should develop *critical success factors* (CSFs). "Critical success factors are the few key inputs or characteristics the service providers must have if they are to help us meet our objectives. They should meet the tests of necessity and sufficiency" (p. 27).

Aadlers (2001) indicates that each CSF must be necessary, thereby signifying its importance, and that the goal of the CSF is sufficient enough to ensure success (p. 27). Aadlers further defines criteria as those conditions that are outlined in a service level agreement, or "attributes that we can use to measure the quality and quantity of key inputs or show evidence that the service provider can deliver in the CSFs" (p. 27).

This author differentiates between CSFs and criteria. The key point is that "selection criteria define the evidence to be produced by the service provider that they are able to deliver on the CSFs" (p. 31). The selection of the criteria is a personnel choice based on importance to the organization seeking to outsource. However, it must include an acknowledgement of agreement by the service provider. The following table, obtained from Aadlers (2001), suggests a method for grading criteria. In the table, RFP means "Request for Proposals."

Table 2.0

Grading Criteria

Criteria	Risk if absent	Selection action
6. Essential	Unacceptable	Any RFP not meeting these criteria will be rejected
5. Critical	Very High	Absence will put the company through serious inconvenience and will count heavily against candidates
4. Important	High	Absence will put the company through inconvenience and cost, and will be regarded as a serious shortcoming
3. Preferred	Medium	Absence will create some cost and inconvenience. Absence may be counter balanced by other criteria
2. Marginal	Marginal	Absence may result in moderate inconvenience of cost. Absence will have a marginal effect on the selection process
1. Low	Low	Absence will not result in any significant inconvenience or cost. The presence of these criteria may sway decisions if all else is equal

Note. From The IT Outsourcing Guide (p. 28), by R. Aadlers, 2001, New York: John Wiley & Sons. Copyright 2001 by John Wiley & Sons. Reprinted with permission.

Aadlers (2001) further clarifies the meaning of CSFs by indicating that CSFs may be thought of as sub-objectives. He does point out that his definition goes beyond this meaning by focusing on the "characteristics sought in the service provider" (p. 28). While criteria are hard measurable facts or deliverables, CSFs are less so, representing the goals and objectives in a broader sense of the organization seeking to outsource. The logical progression according to Aadlers is that selection criteria should derive from CSFs (p. 31).

As with measuring criteria, CSFs may be assessed in a similar fashion. In Table 2.1,

Aadlers (2001) illustrates an example of how this may be accomplished.

Table 2.1

CSF Decomposition Diagram

GOAL: Pravka will become a global player within the next five years, leveraging other organizations' competencies and skills to achieve its goal.					
Objective: Pravka will outsource IT to a global company in order to leverage our market presence in countries listed in our future development plan. This objective is based on the premise that by doing so we will pay no more than a 5% premium over opening and operating our own global network.					
CSFs	Customer	Process	Financial	Growth	Recruiting
1. Company with a presence in our target markets	•				
2. Service standard at least equal to our current level		•			
3. Cost no more than 5% above current levels			•		
4. Will support business goals in growth markets				•	
5. Will provide Pravka with advice and guidance in mew markets					•

Note. From The IT Outsourcing Guide (p. 31), by R. Aadlers, 2001, New York: John Wiley & Sons. Copyright 2001 by John Wiley & Sons. Reprinted with permission.

Aadlers (2001) advises that the development of CSFs and selection criteria is best done

through a committee. The author further suggests that the committee can then provide valuable

insight into the weighting of selection criteria including culling criteria, discovering issues with

selection criteria, and weighing the responses (pp. 32 – 40). The value in using selection criteria

and CSFs is that they serve a triple purpose. Criteria and CSFs may be considered as tools that

assist organizations in selecting the best service provider for the function that they wish to outsource, and secondly to provide a measure that the service provider is adhering to all the stipulations in the service level agreement. Finally, they allow for a range of consequences if service level agreements are not adhered to, with the ultimate consequence being cancellation of the outsourcing agreement.

Summary of Outsourcing Topic

Before an organization seeks to outsource an internal function, an analysis should be made of the organization's core competencies. These will define areas of the company that are untouchable without involving a high degree of risk. Secondly, managers will need to conduct a risk/benefit study. This will define which risks can be tolerated, which can be mitigated, or which need to be approached with caution. This study will also include a cost analysis, covering HR issues, transition costs, and contracting-out fees charged by outsourcing companies. However, before any "Requests for Proposals" are issued, a needs analysis must also be conducted. This report will identify selection criteria important to the host organization and critical success factors. The needs analysis will assist organizations in selecting a service provider, and ensuring that service level agreements are met.

Many authors (Aalders, 2001; Chorafas, 2003; Click and Duening, 2005; Minoli, 1995) stress and caution that the risks with outsourcing can be enormous. In the case of a service provider not meeting its obligations, the ultimate consequence is the cancellation of the outsourcing agreement and a return of the function to in-house. Their literature cites examples of organizations that have failed in their attempts to outsource functions.

The costs associated to failed outsourcing projects can be enormous and in some cases prohibitive. Returning an outsourced function to an in-house status would involve rehiring

personnel, re-training, purchase of equipment, reallocation of office space, possible renovations, possible transfer of existing staff, and transition costs. There are other costs that are more difficult to measure such as employee morale issues, cultural change, and lack of confidence in management.

However, if done properly, outsourcing holds great promise. The advantages in a well thought-out outsourcing project far outweigh the risks. As Aadler (2001) advises, outsourcing is a proven successful business practice with over a 50-year track record. The successes far surpass the failures, although when outsourcing fails, it can be dramatic. The material covered in this section will help ensure that a properly thought-out and executed outsourcing project is not prone to failure, but rather will have a high degree of success.

Section Three: Change Management

Since the beginning of this decade, there has been a trend towards consolidating, integrating, or amalgamating police functions in British Columbia. The primary driver for this change has been the provincial government. Their stated reason for pressing for this change is to increase public safety and create organizational efficiencies. Examples of consolidating policing functions include the creation of one central database and computer data entry system for all police agencies in BC, as well as the creation of various integrated specialty squads such as the gang task force unit. The decision to outsource our police dispatch function follows this recent trend.

Inherent in the introduction of new initiatives is managing the change that they bring. This chapter will examine the relevant literature involving change management as it pertains to the policing environment. However, the scope of this review is limited. It touches on aspects

which I deem to be relevant to this project at this time. For instance, this review does not cover whether change is necessary, nor discuss the merits of it.

In examining change management, it became clear that there were subtopics that must be considered as well. The first subtopic is a discussion over what change management is. It needs to be defined before it can be understood. The second of these subtopics is transformational leadership. Change is often pursued through the vision of a leader. Many authors associate transformational leadership with change management (Yukl, 2006; Bolman & Deal, 2003); therefore, a review in this area is worthwhile.

The third subtopic that needs to be reviewed is communication. This issue plays a vital role in promoting change. How and in what manner organizations deliver their message may factor into the success of implementing new initiatives. These three subtopics will form the basis of this literature review section.

What is Change Management?

In reviewing the literature, there is no specific definition of change management. In its simplest form, it can be described as fulfilling the vision of a leader. A leader's vision may involve a minor change, or something that is considered more drastic to an organization. The importance of leading change and the associated risks involved are highlighted in several texts. For the purposes of this review, leading change is distinguished from managing change. Whereas leading change is the function of a leader, managing it may be accomplished by others. Yukl (2006) states that, "leading change is one of the most important and difficult leadership responsibilities" (p. 157). No doubt this is due to the risk or rewards associated with the change. Change may be needed to improve the delivery of service, but there may be opposition to it. Weisbord (2004) refers to the work of Claes Jansen, a Swedish social psychologist, by stating

that change can trigger four emotions. The experience that each person, system or organization

develops is like living in a four-room apartment consisting of contentment, denial, confusion or

renewal. (pp. 334-335)

The role of the leader is then to provide the appropriate support depending on which

emotion is being felt and to guide the systems through the cycle of contentment, denial,

confusion and eventually to renewal (Weisbord, 2004). The difficult nature of change is further

emphasized by Bolman & Deal (2003) who note the observations of Machiavelli in *The Prince*

([1514] 1961, p. 27).

> It must be realized that there is nothing more difficult to plan, more uncertain of success,
> or more dangerous to manage than the establishment of a new order of [things]; for he
> who introduces [change] makes enemies of all those who derived advantage from the old
> order and finds but lukewarm defenders among those who stand to gain from the new
> one.

John Kotter, a noted writer in change management, discusses strategies that leaders may

employ to assist in implementing change. In his book, *The Heart of Change*, Kotter (2002)

devotes an entire chapter to each of eight stages that he deems critical for a successful change to

occur. These are:

1. Creating a sense of urgency.

2. Organizing a guiding coalition.

3. Developing a vision and strategy.

4. Communicating this vision and strategy.

5. Removing obstacles

6. Celebrating short-term victories

7. Remaining committed to the process

8. Nurturing the new culture.

O'Toole (1996) mentions numerous factors that contribute to resistance to change. These elements resemble much of what is covered by the other authors. The complexity of change is noted by Yukl (2006), Bolman and Deal (2003), O'Toole (1996) and Kotter (2002). All of these authors advocate a holistic approach when leaders decide on implementing change. It is not as simple as looking at numbers and gathering data. The human element must be considered. Kotter (2002) alludes to this when he mentions that short-term victories need to be celebrated and that a vision needs to be created and then communicated. Bolman and Deal (2003) on the other hand discuss the complexities of change management through their use of frames or lenses. The authors stress the need to pay attention to the structural, human resource, political, and symbolic frames of an organization. O'Toole (1996) speaks to building change from an existing culture. Yukl's (2006) focus is geared more towards a treatise on leadership, which will be discussed next.

Transformational Leadership

The field of transformational leadership is an area that has been the focus of much attention. An Internet search of this topic located 332,000 hits using just one search engine. More than any other type of leadership style, transformational leadership evokes emotion from followers. Characteristics such as charisma, confidence, visionary, inspiring, and taking personal risks are often associated to this type of leader (Yukl, 2006). In the dissertation, *The Role of Leadership in the Integration of Police Organizations*, Colasacco (2005) found that honesty and integrity were top qualities in leaders looking to implement change. Both of these qualities lead to trust. Transformational leaders have the ability to engender a great deal of trust from subordinates.

The symbolic nature of this type of leadership is also evident. Bolman and Deal (2003) indicate that a vision may be the sole creation of a leader, or it may be discovered in an existing climate. Kouzes and Posner (2007) summarize this aspect nicely.

> People expect their leaders to be enthusiastic, energetic, and positive about the future. It's not enough for a leader to have a dream. A leader must be able to communicate the vision in ways that encourage people to sign on for the duration and excite them about the cause. (p. 34)

Regardless of the qualities of the leader, the role he or she plays in instituting change is paramount. Of the many different styles of leadership, the transformational style is most closely associated with effective change. This is confirmed by Yukl (2006) in his discussion of transformational leadership. One of the tools that successful leaders use wisely is good communication. How a leader imparts his or her message, will resonate with followers and ultimately lead to the success or failure of a change initiative.

The Role of Communication

Much of the literature on the role of communication discusses anxiety as a by-product of organizational change. To reduce stress and support change, affected employees should be kept apprised of progress that is made (Kotter, 2002; Yukl, 2006). Poorly managed change will cause more anxiety, while managing it with effective communication has the potential to lessen it. "People will be more enthusiastic and optimistic if they know that the change program is progressing successfully" (Yukl, 2006, p. 179). Kouzes and Posner (2007) report the advantage of involving persons in the change process. They advise that collaboration is possible when those involved are able to contribute to the organizational goal. Further, a successful outcome is often dependent on the release of timely and relevant information.

In order for this to occur, open and honest communication is important. Communication may occur in many forms. Attempts may be made to control it, but it has been my experience

that information leaks out, whether intentionally or not. Open and honest communication is the precursor to developing trust. Colasacco (2005) states that, "ostensibly trust is the lubrication that allows organizations to work" (p. 33). The importance of this characteristic is that it intersects with topics discussed previously such as transformational leadership.

It must be remembered that trust is not a one-way street, though. Not only must leaders engender trust, so to must the followers. Trust, however, is a double-edged sword, with both benefits and risks. The leader must be willing to take risks in communicating, knowing that that information may be used to block change. Consequently, the communication skills of a leader become apparent during times of change.

Good communication skills can lead to successful change initiatives. They can also maintain or enhance the organization's culture after the post-change phase. Ineffective communication on the other hand may lead to obstacles, low morale, and unsuccessful outcomes. To overcome these issues, Yeager (2004) advocates for a communication strategy at the beginning of a project. He states that the "communication plan should be consistent, timely, reliable, and use multiple media for the dissemination of information" (p. 81).

Summary of Change Management Topic

In the policing environment, change is beginning to occur at a faster pace. Where it once occurred mostly in the private sector, it is being seen more frequently in public institutions. The management of this change involves many processes. Within the scope of this report, change management, transformational leadership and communication are reviewed. Since an in-depth analysis is beyond the scope of this review, only a few relevant topics are presented.

Overall Summary of Literature Section

The topics covered in this literature review, and those that pertain directly to this research proposal include:

1) Organizational Culture

2) Outsourcing, and

3) Change Management.

Each plays an important role in this action research project, but true to systems thinking, each is interconnected to the other. There is not one topic that is more important than the other. Rather, the three topics contribute to the whole and ultimately lead to the success of the project.

Organizational Culture, a complex topic, can either hinder or advance a change initiative like outsourcing. O'Toole (1996) described organizational culture as a system of beliefs and actions that characterizes a particular group. Research has revealed that organizational culture is a symbiotic relationship between individuals and organizations. The ebb and flow of this characteristic is multidirectional, each affecting the other. It is influenced by individuals and/or organizations. Conversely, it can also be affected by the lack of sharing. According to Schein (1999) leaders need to understand organizational culture in order to manage or affect it. One of the roles often linked to leaders is to institute change initiatives (Yukl, 2006). A good understanding of organizational culture will ensure a greater possibility of success when the leader attempts to institute those changes.

Outsourcing, the second topic, is at the heart of managing an outsourced police function at CSPS. Understanding what outsourcing is, the risks associated to it, the potential benefits to be gained by it, and measuring compliance of service level agreements cannot be minimized. In its simplest form, outsourcing is contracting out work normally done in-house to a third party.

Outsourcing should not be approached lightly. All of the authors cited in the outsourcing section caution that a poorly constructed outsourcing project can be highly risky and cost prohibitive.

Yet, when done correctly, these same authors extol the virtues of outsourcing. Clearly the benefits, if done correctly, outweigh the risks. Outsourcing, as a management tool or business process, is a proven concept that has been successfully utilized for over 5 decades (Aalders, 2001). The failures, though far fewer than the successes, can be dramatic and leave lasting damage to organizations and individuals. However, the promises of outsourcing (reduced costs, increased effectiveness, and greater service levels) are too enticing to ignore. A good grounding in the theory of outsourcing will mitigate the associated risks and realize the advantages that this management tool promises.

The final topic, change management, integrates well into the topics already discussed. Yukl (2006) suggests leading change is a crucial responsibility of leaders. Initiating change management is often a response to both external influences and the internal goals of an organization to provide the highest level of service possible at a cost that is affordable to the end user. For CSPS, external factors included political pressures from the Province of British Columbia to integrate police functions with neighbouring police agencies. The goal of the provincial government is to realize cost savings, promote efficiencies, and increase public safety. How can anyone argue with such laudable goals? Indeed there is a general consensus from all stakeholders with respect to these goals (Begg, K et al, 2003). The disagreement lies in the fact there is no consensus on the best path to ensure these goals are realized. The responsibility then falls to each stakeholder to critically evaluate change management initiatives, and determine if they align with internal organizational goals. Ultimately these same stakeholders are accountable to the end users of the system - the taxpayers.

The two studies previously mentioned in the outsourcing section (needs analysis and cost/benefit analysis) will greatly assist leaders in determining the viability of change initiatives. This last topic also reviewed strategies that leaders may employ in implementing change (Kotter, 2002; O'Toole, 1996; Yukl, 2006; and Bolman and Deal, 2003). The section concluded with a discussion of the transformational leadership style and the role of communication. Both of these traits or behaviours have an influential role in change management. The suggestion is that a leader, to increase the probability of success in implementing a change initiative, must be adept at assessing the environment and then adapting his/her style and/or behaviours to that environment. As the pace of change increases becoming ever more dynamic, so must leaders respond by becoming dynamic in their approach to change initiatives.

CHAPTER THREE – CONDUCT OF ACTION RESEARCH PROJECT

This chapter will examine the conduct of the study and how the research question, "How might the culture of CSPS create an effective working environment with the new dispatch service?" will be answered. This chapter will cover the following topics:

1. Research Approach

2. Project Participants

3. Research Methods & Tools

4. Pilot Testing of Tools & Questions

5. Ethical Considerations

Research Approach

Action-based research was selected as the desired methodology for this study. Traditional research methods typically take a clinical approach to gathering, analyzing, and interpreting data. The researcher in that scenario is often in an observer role. While the data provided by quantitative methods of research may be valuable, it may also lack the qualitative value assigned to the richness of human experience. Action research is more participatory in nature than traditional research methods, allowing it to explore experiences deeper than the other methods. "Action research provides the means by which people in schools, business, and community organizations, teachers, and health and human services may increase the effectiveness of the work in which they are engaged" (Stringer, 2007, p. 1).

My research question, "How might the culture of CSPS create an effective working environment with the new dispatch service?" is a natural fit with this type of methodology. The solution to the research question is sometimes of greater value to the participants in the question than to an external consultant. Action research allows internal consultants, and the participants in

the project to derive a mutual benefit. Stringer (2007) states, that "action research is a

collaborative approach to *inquiry* or *investigation* that provides people with the means to take

systematic *action* to resolve specific problems" (p. 8). The culture of an organization is a fertile

ground of relationships that affects the health, engagement and productivity of the organization

and the people in it. The selection of the research methodology then becomes as critical as the

answers to the research question. For these reasons, the framework provided by action research is

believed to be the most suitable for this study.

The process of action research is discussed by Stringer (2007), Coghlan and Brannick

(2007), Glesne (2006), and Palys and Atchison (2008). In describing the research approach, only

the theories of Stringer and Coghlan and Brannick are reviewed. Stringer defines the action

research process as "look, think, act" (p. 8). The first stage (look) gathers the data. The second

stage (think) reflects on and analyzes the data, while the final stage (act) is the implementation

phase. This process does not occur and end in a linear direction. Rather, it is process that evolves

and matures over time. It is a continual cyclical feedback loop.
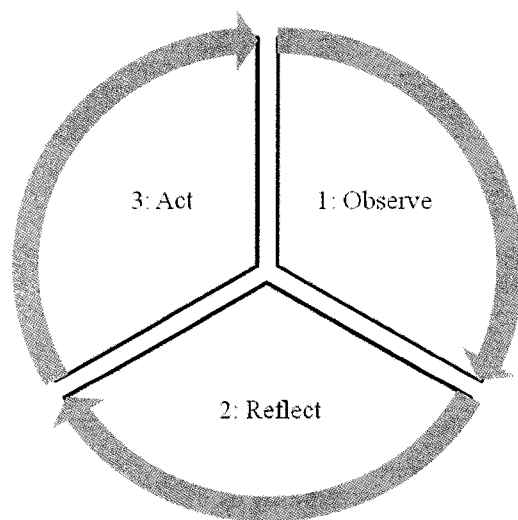
Figure 3.0   Action Research Cycle   Source: Adapted from Stringer (2007, p. 9)

As figure 3.0 suggests, this is a recurring process. The Action Research Cycle recognizes human experience. Through this process, deeper learning is possible. Experiences are valued and encouraged. Stringer (2007) discusses the action research process in the following terms.

> As participants work through each of the major stages, they will explore details of their activities through the constant process of observation, reflection, and action. At the completion of each set of activities, they will review (look again), reflect (reanalyze), and re-act (modify their actions). (p. 9)

Upon reflection, the value of this process is that it allows persons to approach problems with a fresh set of eyes. Depending on the actions taken, it is almost a forgiving process for it allows us to learn from our actions, and then re-tackle the problem. Inherent in this analysis is that action research is about research in action and not merely observing the elements of the action. This in fact is a basic characteristic of action research. Coghlan and Brannick (2007, p. 4) describe three other characteristics:

1. a collaborative democratic partnership;

2. concurrent with action;

3. a sequence of events and an approach to problem solving.

The first point emphasizes that participants are stakeholders in the project and not merely subjects to be observed. The second point indicates that research occurs side-by-side with the action. Knowledge is created while the action is occurring. Coghlan and Brannick's (2007) final point is that action research is a repeating cycle that builds upon itself as shown in Figures 1.1 and 1.2. The nature of this iterative cycle lends itself quite suitably to problem-solving. Coghlan and Brannick describe their Spiral of Action Research in much the same fashion as does Stringer (2007). Coghlan and Brannick utilize four stages in their cycle: "diagnosing, planning action, taking action, evaluating action" (p. 22). These stages are graphically represented in Figure 1.2.

Coghlan and Brannick distinguish evaluating action as fourth stage while Stringer incorporates

evaluation into his third stage.
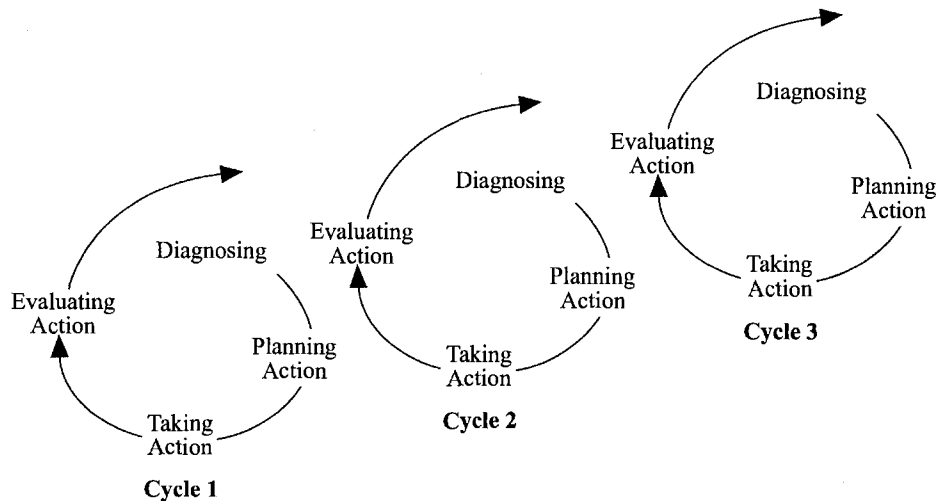
Figure 3.1 Spiral of Action Research Cycles
Note. From Doing Action Research In Your Own Organization (p. 24), by D. Coghlan and T.
Brannick, 2007, Thousand Oaks, CA: Sage Publications. Copyright 2007 by Sage Publications.
Reprinted with permission.

In summary, action research was considered the most suitable methodology for the

proposed study. It has a dynamic nature that holds the promise of discovering and implementing

user-defined solutions. This is important because solutions defined by a user, like CSPS, are

more likely to be accepted and implemented. This step is necessary for change to occur.

Action research is not without concerns, though. Coghlan and Brannick (2007, p. 61)

mention the concepts of "preunderstanding, role duality and access". Preunderstanding would

refer to my personal knowledge of CSPS. The advantage of this is that it makes me an "insider",

with a deeper understanding of the Organization, which in turn elicits cooperation from

participants who have similar shared experiences to me. Remaining objective can be more

difficult when researching one's own Organization, but I planned to address this through

reflection and critical feedback. Role duality refers to the role of researcher and a person's role

(manager) in the Organization. These roles can be complementary or contrasting.

Organizational skills in time management and delegation are important to ensure that the roles do not begin to blur. Journaling assisted with the two concerns mentioned already. The final concern that Coghlan and Brannick (2007) discuss is that of access. My position in the Organization entitled me to do the research. While I had primary access, I did not have secondary access -- [that is, access to specific parts of the Organization relevant to my research] (p. 67). Negotiating this access attempted to balance the needs of the Organization with the needs of this research project.

Action research met not only the needs of this study but it met the needs of the sponsor, who has specific interests in the engagement of internal and external stakeholders for the effective delivery of police services. This study worked through the cycles discussed above as the research question was asked. Diagnosis of the research question led to a plan, which in turn led to action, and further evaluation. The sponsor will then be given the option of repeating the cycle at a later date, if so desired.

Project Participants

The Research Team

This project was conducted and supervised by three individuals: the researcher, the sponsor, and the academic supervisor.

The Project Participants

This research study proposed to involve the end-users of the police dispatch system. Therefore, for the methods section, participants were selected from four distinct stakeholder groups. Views from the public, police constables, communication operators, and police supervisors from Central Saanich were solicited. "Action research seeks to enact an approach that includes all relevant stakeholders in the process of investigation" (Stringer, 2007, p. 34).

Although it was not possible to interview every person in these groups, a representative sample of 18 participants from all of these groups was directly selected.

Participants from these four categories were involved the most in interacting with the dispatch system. It was hoped that with their involvement, the stakeholders felt more connected to exploring the research question. If issues are discovered, it is the end user that will gain the most by being involved in an inclusive process to discover unique solutions. Stringer (2007) states that "participants, especially the primary stakeholders whose issues are the central focus of the research, are therefore engaged in further processes of inquiry to provide them with opportunities to conceive of solutions to problems" (p. 127).

Selection of the Interview Participants

With the permission of the Central Saanich Police Service, 10 members of the public were randomly selected from our internal database. Four constables, two communication operators, and two police supervisors were also requested to participate. A gender balance was attempted but depended upon the availability of participants. The method of selecting the participants was non-probabilistic. Palys and Atchison (2008) describe this method as one "aimed to generate strategically chosen samples" (p. 111).

The selection of participants in the sampling was purposive. "People or locations are intentionally sought because they meet some criteria for inclusion in the study" (Palys and Atchison, 2008, p. 124). Participants in this study were all directly involved with the police dispatch system. Each of the participants was provided with a written or verbal invitation to participate. See Appendices A, B, and C for sample letters or survey preambles. Appendices B, C, and D will also indicate the consent of the participants.

The Reasons for Choosing this Group

As indicated earlier in this proposal, the end-users of the dispatch system belong to four key stakeholder groups. For the research question to be answered, the views from this target audience must be solicited. To go even further, this research study would not have succeeded unless the opinions of these four stakeholder groups were first requested, obtained, and then analyzed. It was believed that these groups had an interest in participating because the answers to the research question were of greatest value to these groups.

In general the public has an interest in the services provided by this agency, as demonstrated by the survey conducted by Perron and Associates (2006). From past experience it is evident, given officer safety concerns, that the police constables and supervisors are interested in receiving timely and relevant information from dispatchers. Finally, as the middle player in transferring information between the public and the police, dispatchers want to deliver that information in the most efficient manner possible.

The valuable data gathered by these groups was analyzed and presented to the executive managers of CSPS and the Police Board. Recommendations made were built on the data provided by the research participants. Consequently, it was important to convey the value of the study, not only to the research project, but to each of the stakeholders.

Research Methods & Tools

The research methods utilized in this report utilize primarily qualitative procedures. "These practices seek to interpret people's constructions of reality and identify patterns in their perspectives and behaviours" (Glesne, 2006, p. 9). Some quantitative data was presented in the form of short answers to the research sub-questions. The research data was collected utilizing three sources:

1. Telephone surveys/interviews from the public;

2. Face-to-face interviews with police constables, supervisors and dispatchers;

3. A literature review of related topics to the study.

Tools

Telephone survey/interview

The use of the telephone survey assisted in gathering data from 10 members of the public. Participants were randomly selected from complainants that had called in, both before and after the change to the new service. This information is available to all police officers from an internal computerized database system called "BC PRIME". Prior to accessing this information, permission was obtained from the sponsor. The telephone survey allowed some of the benefits of face-to-face interviews, but on a slightly larger scale. This tool is an efficient method for utilizing resources and time. Telephone contact is safe and can be conducted during office hours and in the evening. "Conversations between interviewers and respondents [will] be taped and critically analyzed" (Palys and Atchison, 2008, p. 155). This ability will also assist in maintaining the accuracy of the collected data.

Face-to-Face Interviews

A total of eight face-to-face interviews were conducted with constables, dispatchers, and supervisors. The group consisted of two females and six males. The seniority level ranged from persons with four years of service to some with over twenty years. "Typically participation rates for face-to-face interviews approach 80 to 90%" (Palys and Atchison, 2008, p. 157). Interviews have certain advantages over other procedures, such as questionnaires, which can be more easily addressed when using this type of research tool. Questions can be clarified, answers can be probed further, and the demeanour or body language of the interviewee can be recorded. Additionally this process helps to build rapport. Palys and Atchison state that, [building rapport is beneficial as longitudinal research is a consideration]. (p. 157)

The largest disadvantages to using this type of interview were the time and cost factors. Face-to-face interviews generally took longer to do and but did not utilize the interviewee's personal time. Consequently there was less of a reluctance to be involved. The interviews were scheduled during work hours there resulting in a soft cost to the employer, who now had an employee being interviewed instead of working. One trade-off was to conduct the interviews during a coffee or lunch break.

Study Conduct

The questions that were asked in the surveys and face-to-face interviews collected data to answer the research question: "How might the culture of CSPS create an effective working environment with the new dispatch service?" The surveys and interviews also collected data on the following sub-questions:

1. Who are the stakeholders?

2. What are the positive and negative consequences to the employees and the employer?

3. What options are available to address the consequences and how might they be utilized?

4. How might relationships be strengthened?

Surveys

"Surveys provide the means to check whether information acquired from participants in the first cycles of a process is relevant to other individuals and groups" (Stringer, 2007, p. 78). The surveys conducted in this action research project served to triangulate data collected from other sources. The telephone surveys had focused questions relating to the research question.

No more than three to five questions were asked in the surveys. The participants in the telephone surveys are described above, and how they were selected. A sample of the survey questions is attached as Appendix C. Identity information was captured for the telephone survey, but remained anonymous.

Stringer (2007 describes a formula for conducting surveys. Suggested key areas include designing and formulating questions, constructing response formats, providing introductory information, testing the questionnaire, and then conducting and analyzing the survey (pp. 79-80). Response formats for the surveys in this project included fixed and open responses. The introductory information was provided from the survey preamble or the telephone script.

Participants were contacted by telephone and invited to participate (see Appendices A, B, and C). Once the surveys were completed, participants were thanked for their involvement. The data was analyzed and reported. The surveys were conducted over a three-month period between December 2008 and February 2009.

The collected data, including the analysis, was kept in a secure, off-site location. Participants were not identified in the final report, unless they had given express permission. All data will be destroyed one year after the publication of the final report.

Interviews

Palys and Atchison (2008) describe the development of interview questions as "a series of steps in which you follow an iterative process and become progressively more specific in elaborating and defining the matters of interest to you" (p. 168). The questions asked in the survey and interviews varied slightly, but interweaved the central theme of the research question throughout them.

Face-to-face interviewees were asked to sign a consent form (see Appendix D). All interviews were audiotaped. Participants were contacted to arrange a mutually agreeable interview time and place. The researcher made all reasonable efforts to accommodate participants and minimize the use of their personal or work time. All interviews were conducted at CSPS, in person or by the use of a phone.

The interviews ranged in length between 10 and 30 minutes. All of the interviews were recorded. In order to maintain confidentiality, each interview participant was given an alphanumeric designation (IP1, IP2, IP3 etc…). All data including invitations, consent forms, transcriptions, and analysis of the data is stored in a secure, off-site location. The data will be retained for one year from the date the thesis for this project is published. After this, all data will be shredded or destroyed.

Analysis

Once the surveys and interviews had been completed, the data was verified for accuracy and analyzed. Accuracy was maintained by asking participants to review the statements that had been taken. However, none of the participants wanted to proof the data collected from them. Stringer (2008, p. 98) suggests that the "major task of [analysis] is to identify the significant features and elements that make up the experience and perception of the people involved in the

study". Reviewing the data will result in the development of key themes. Stringer divides the analysis process into six steps:

1. Reviewing the collected data;

2. Unitizing the data;

3. Categorizing and coding;

4. Identifying themes;

5. Organizing a category system;

6. Developing a report framework. (p. 99)

Each of these steps was utilized in the analysis of the data collected. A process of identifying common themes was used, such as references made by three or more persons. The results of the analysis, whether by themes or categories, were then reported into a table format.

Limitations/De-limitations

The scope of this research was limited to the Central Saanich Police Service, for the time identified in the research study. The results of this study are not generalized beyond this group. Similarly, survey results should not be interpreted to represent the views of all stakeholders. No predictability is offered or implied. Simply, the results of this study are a snapshot in time from participants willing to be involved.

Trustworthiness

Glesne (2006), in citing Holloway and Jefferson (2000, p. 55), suggests answering four questions to determine the trustworthiness of interpretations. These questions are:

1. What do you notice?

2. Why do you notice what you notice?

3. How can you interpret what you notice?

4. How can you know, your interpretation is the right one? (p. 166)

Figure 1.4 illustrates a logic model of how the methods and systems in this research study

interconnect.

Logic Model of Methods
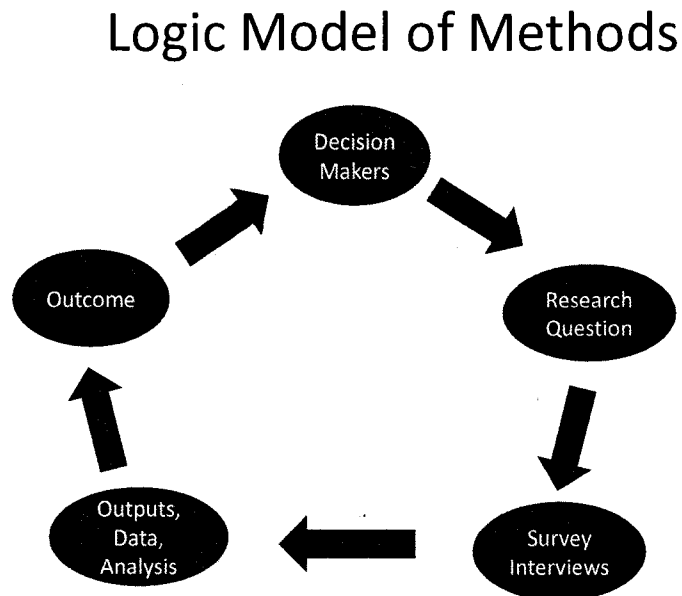
Figure 3.2

The questions proposed by Glesne (2006) pertain to this model. The first question

applies not only to what is seen, but also to elements that are unseen. Examples of this may

include relationships, power dynamics and data not captured. The second question required a

degree of reflection. It implies that researcher bias exists and one's conceptual framework results

in the answers that are discovered. Glesne suggests that researchers should be cognizant of the

physical environment and reactions from participants.

Glesne (2006) advises to reflect on the following question: "What is it that research

participants want you to see and why?" (p. 167). The third question to determine trustworthiness

refers to building rapport with participants, and in setting up the research site. In doing so

Glesne states that "time is the most important consideration" (p. 167).

The final question was answered through obtaining feedback from the stakeholders in the project during the data collection phase and in the development of working drafts. This was from members of the research team, participants in the interviews, and other interested parties. Glesne (2006) suggests that obtaining feedback about working drafts may lead to a fuller explanation of the data by bringing in the experiences of others. (p. 167) Additional steps to ensure trustworthiness include verifying data with participants, using more than one research tool, triangulation of different data sources and clarification of any research bias in the final report.

Pilot Testing of Tools & Questions

To pilot test the tools and questions, the researcher employed three volunteers from the sponsor organization. These persons included a female civilian employee, and male police officer and a male Senior Manager. These people were asked for their input about the design of the consent forms, the interview questions, and survey questions. Suggestions provided by this group were incorporated into the final interview questions and consent forms. None of the people in the pilot group were involved as participants in the actual study.

Ethical Considerations

The Oxford Dictionary (fp 2001, p. 302) defines ethics as the moral principles that govern a person's behaviour or how an activity is conducted. Working with a sponsor dictates that ethical considerations be explored. One of the primary considerations was that no participants in this project be harmed (Stringer, 2007). Another consideration was the duality of roles. Coghlan and Brannick (2007, p. 64) state that" role boundaries can be flexible (that is, their boundaries can be pliable spatially and temporally) and they can be permeable (one can be

physically in one role and psychologically or behaviourally in another)". A third consideration was that conducting a research project has advantages and disadvantages. Experience and knowledge are positives while a potential lack of objectivity is a negative. (p. 62)

The key, to avoiding these ethical concerns, was maintaining strong communication with all the participants in the project. This project was guided and supervised by several codes. The first of those codes was the Royal Roads Research Ethics Policy and Research Integrity Policy document. This document provided a framework of eight ethical principles that governed this research study. Specifically, these principles were: respect for human dignity; respect for free and informed consent; respect for vulnerable persons; respect for privacy and confidentiality; respect for justice and inclusiveness; balancing harms and benefits; minimizing harm; and maximizing benefit. (Royal Roads University, 2000)

Essentially, respect for human dignity means that research participants must be protected. Care was taken so that participants were not inadvertently offended. Potential abuses should be considered. Palys & Atchison (2008) reinforce this philosophy:

> Research participants are a crucial resource to social science disciplines that attempt to understand human action, and particularly when we are in a position of power over participants, we must live up to our obligations to maintain their dignity and treat them with care. (p. 103)

Respect for human dignity not always means considering power issues, but also cultural issues. An understanding of the organization or culture that is the object of the study assisted in minimizing any potential harm.

Free and Informed Consent confirmed the voluntariness of the participants. This type of participation was crucial for generating accurate, reliable data and was the only type of participant involvement that was considered for this study. Palys and Atchison (2008) provide a good description of the considerations involved in this principle:

> This process will involve an oral or, in some instances, a written agreement with participants that ensures fairness by letting them know from the outset, as well as we can, what their participation will involve, what the costs will be to them, what benefits that they or others will actually or potentially receive in return, what risks they may run by being involved in the research, and any other factors that are reasonable person would want to know before deciding whether to participate. (p. 74)

I was aware that Free and Informed Consent allowed participants to withdraw at any time. I had considered that that this principle may be influenced by my role as a sergeant, as president of the Central Saanich Police Association, and as a researcher. I reflected on the power dynamics that might be involved and took steps to minimize concerns wherever possible. This applied to some participants, while others outranked me or were part of a different stakeholder group. Glesne (2006, p.138) states that" traditional research relationships are asymmetrical, with power disproportionately located on the side of the researcher". Consequently, Free and Informed Consent and privacy are matters that had been given serious thought and addressed through the Letter of Informed Consent (Appendix D).

The third principle, respect for vulnerable persons, did not apply to this research project. This consideration applies most often if studies are being conducted with participants that are mentally challenged, disabled or from culturally significant groups such as First Nations. To the best of my knowledge, there were no vulnerable persons involved in this study. If this is discovered at a later date, the ethics review board will be notified immediately.

The right to privacy is the fourth principle in the RRU ethics policy, and was maintained in this study. Confidentiality issues were addressed by providing anonymity to the participants. To maintain confidentiality, I used aliases in place of participants names, i.e. participant A. Any direct quotes were reviewed carefully to ensure that inferences were not drawn to potential authors. Anonymizing of records and pseudonyms are useful tools in maintaining confidentiality. (Palys and Atchison, 2008, page 77) Privacy was further maintained by storing field notes,

interview recordings, transcriptions, and forms in a secure, off-site location. "Participants have a right to expect that when they give you permission to observe and interview, you will protect their confidences and preserve their anonymity" (Glesne, 2006, p.138). By ensuring and protecting privacy, a relationship of trust developed, leading to meaningful data being collected.

Respect for justice and inclusiveness were also considered. During the sampling phase, care was taken to ensure that both genders were represented. This was dependent on the available participants but through purposive sampling it was possible to address inclusiveness. This study fully complied with all rules and regulations under which it fell.

The final three principles mentioned above suggest that the risk to participants be minimized when the benefits are considered. A balancing of harms with the benefits that are derived from the research needs to occur. The researcher, the sponsor, and the participants all stood to benefit from this study. Those benefits were balanced with potential risks such as stress, loss of confidentiality, and the needs of vulnerable persons. One method to ensure this was to make sure that no more than minimal risk occurred in the research study.

> More than minimal risk occurs when the possible harms implied by subjects'
> participation in the research could go beyond those encountered in those aspects of the
> subjects' everyday lives that relate to the research. (Royal Roads University, 2000, p.4)

This research study involved no more than minimal risk.

In this project I used personal interviews and surveys. The setting was too limited to allow for the effective use of focus groups. I was flexible in scheduling interviews to avoid inconveniencing participants. Other ethical constructs that were applicable in the researchers' environment include: The British Columbia Police Act, The British Columbia Police Code of Ethics, CSPS strategic plan, CSPS conflict of interest policy, and my own set of ethics and values. None of these codes inhibited this project in any way. CSPS does not have an ethical review board. Regardless, permission to conduct the research was obtained before it commenced.

Ethical considerations are interwoven into this project. As a researcher, or as an internal consultant for my organization, the ethical issues were the same. Paying attention to those issues ensured that the results of this study were perceived as a credible body of work. Prime consideration was given to ensure that no harm was done to any participant. This responsibility did not stop there. A continual review process was necessary at various stages and even upon completion. The Russel Ogden case (Palys & Atchison, 2008, p. 73) exemplifies that issues about confidentiality may surface even after a thesis has been completed. Careful deliberation of ethical dilemmas at the concept phase may mitigate risk to participants and the researcher at a later stage. Ethical codes are a guide, however, not a safeguard. It is incumbent upon the researcher to be ever vigilant.

CHAPTER FOUR – ACTION RESEARCH PROJECT RESULTS AND CONCLUSIONS

This project began with the research question: How might the culture of CSPS create an effective working environment with the new dispatch servicer? Sub-questions would answer:

1. Who are the stakeholders?

2. What are the positive and negative consequences to the employees and the employer?

3. What options are available to address the consequences and how might they be utilized?

4. How might relationships be strengthened?

The answers to these questions were derived through information obtained from eighteen interviews. This chapter will discuss the substructure of these interviews and present that as the finding of this research project. The findings emerged from an analysis of the content of the interviews. Flowing from the findings will be conclusions and recommendations.

Study Findings

Police and Dispatchers

Staff interviews were conducted with six police officers (including two supervisors), and two dispatchers. Purposive sampling allowed for a mix of seniority and genders. Police officers were asked the following questions (see Appendix B for complete description of the 'Free and Informed Consent Form' read to the police officers prior to having these questions answered):

1. What is your experience (positive of negative) with the new dispatch centre?

2. How does this compare to your experience with the previous dispatch service?

3. Are you able to provide any suggestions to improve the current service?

4. Are you able to suggest any ways to foster a positive working relationship with new dispatch employees?

Dispatchers were asked the following questions (see Appendix C1 for a complete description on the "Free and Informed Consent Form" read to the dispatchers prior to having these questions answered):

1. How has your experience been with dispatching, positive or negative:

    a) For the Municipality of Central Saanich, in terms of the public and,

    b) For the Central Saanich Police Service, in terms of the police officers?

2. Are you able to suggest any protocols or procedures to improve the dispatching experience for dispatchers, the public, or the Central Saanich Police Service?

3. Do you see a need to take any steps to strengthen the relationships between the Victoria Operations Communication Centre and the Central Saanich Police Service, and if so, are you able to provide any suggestions?

Eight themes emerged from the data analysis of the staff interviews. These included positive change, benefits of an integrated channel, drawbacks of an integrated radio channel, professionalism, the need for internal communication, and relationship building.

Eight of the participants that were interviewed had an instance where a certain phrase could be linked back to each of the first six themes. The last two themes were not mentioned with the same consistency. A theme was designated as a primary or key theme if it was linked back to four or more participants. Themes linked to three or fewer participants were considered as secondary themes. For this report, there is no discussion of secondary findings. To ensure anonymity, comments by participants in this category are designated as IP1, IP2 etc (Interview Participant 1, Interview Participant 2, etc).

Table 4.0

Primary Themes from Staff Interviews

Number of Staff Reporting Theme	Theme	Description
8/8	Positive Change	The agreement of the interviewees that the new service is of benefit to all involved.
8/8	Benefits of an Integrated Radio Channel	Recurring example of main benefit of the new dispatch service
8/8	Drawbacks of an Integrated Radio Channel	Negatives that officers and dispatchers reported about being on a single channel
8/8	Professionalism	Respect shown by constables to the expertise and p the new dispatchers and conversely to the experier the officer by the dispatcher.
8/8	Need for Internal Communication	Ongoing dialogue to foster understanding of roles and resolve minor differences.
8/8	Relationship Building	The social aspect theme between officers and dispatch
5/8	Increased Report Writing Workload	Officers indicated an increased data entry role. Mixed views on whether this was positive or negative
4/8	Decreased Supervisory Role	CSPS members reported less supervision required for dispatchers compared to previous system.

Positive Change

This theme, positive change, described the overall assessment of the participants about the change to the dispatch service. Positive comments figured prominently in all the interviews. The following are a sample of some of the comments.

IP1: It's been very positive. I've got no concerns or worries over the new dispatch centre whatsoever.

IP4: I think the transition has gone fairly smoothly.

IP6: My experience has been positive, you know, in the short period of time that we've used them.

This theme was consistent throughout for all the participants, regardless whether they were constables, supervisors or dispatchers. What made this particular theme even more striking to the researcher was the lack of any real criticism. There was an expectation that I might have seen some strong allegiance to the previous dispatch service, but this did not turn out to be the case. The previous dispatch service was only mentioned casually or in a nostalgic way.

IP4: There was the fear factor initially because nobody likes change and that was a pretty big change. It is just different.

Participants were more likely to compare and contrast the new dispatch service with the previous in-house version, than offer any strong negative criticisms.

Benefits of an Integrated Radio Channel

All staff members saw having Sidney/North Saanich RCMP and Central Saanich Police Service on the same radio channel as a benefit. The ability to understand what was occurring in neighbouring municipalities, react to cross-jurisdictional issues and offer support when resources were stretched was seen as a positive.

IP2: I think our information sharing now is a lot better, so I think that is positive. It's good for Sidney to know as well if we are doing something because they do pass through our area all the time.

IP7: I actually like that myself (CSPS and Sidney/North Saanich RCMP on the same radio channel). I especially like that for you know things like impaired drivers on the Pat Bay. It's helpful when you have another detachment area nearby, different municipality, but on the same channel.

This theme was represented in all eight staff interviews, suggesting that there was strong agreement with it. Some participants suggested that the increased information sharing went so far as to improve officer safety.

Drawbacks to an Integrated Radio Channel

While an integrated radio channel was seen as a benefit, it was not seen as perfect. The same complaints cropped up consistently in all eight interviews. although all respondents were quick to point out their complaints were minor. However, given that all the staff mentioned the same thing, it points to the need to discuss radio protocols. The chief complaint was that there was excessive radio chatter present on the airwaves, often of minor non-police related conversations. Unfortunately, the primary target of the complaints was the Sidney/North Saanich RCMP. Examples of comments included:

> IP2: They tend to chatter on and on and to the point that we just don't put things over the air. I see a lot of it as unnecessary chatter. They put absolutely everything over the air, and sometimes they put it over the air twice and that just seems to be how they do things. So that hasn't really been positive just because that could be an officer safety issue.

> IP7: We kind of had to go over our stats here in the radio room and find out, you know, where the busy channels are. It used to be Westshore was the busiest, but it turned out now that Sidney/North Saanich is the busier channel for transmissions (because of the idle chatter).

Once again this theme was consistent throughout all eight interviews. Notably, this has been observed across all four platoons, indicating that it is not associated to a particular shift or team of constables. I have observed this myself, and at times have had to turn down the radio as well. Other participants admitted to turning down their radios as well. Unfortunately, this practice has the potential of missing a radio call even though this risk is minimal.

There is general agreement that this radio chatter is caused by ingrained behaviours when the two jurisdictions had their own separate channels. There was also recognition that since Central Saanich has a significantly higher seniority level, and corresponding experience level, CSPS has learned only to broadcast what is needed. It should be noted that no Sidney/North Saanich members were interviewed. There is a possibility that they have a differing opinion.

Each of the eight participants mentioned this complaint, although relegating it to a minor irritant. The points raised in this theme were particularly evident at the onset of the transition. Nonetheless, this theme does point to the need for an agreed-upon radio procedure that both jurisdictions should equally be required to adhere to.

Professionalism

This theme, showing the respect that CSPS and Victoria Operations Communications Centre had for each other, also figured prominently.

> IP1: I think we get more of an efficient response. We are now working solely with people who work in a dispatch centre and are not tasked to do anything else.

> IP3: The files come to us quicker and they are very professional over the radio and they do a lot of professional things that I think we probably lacked a bit with our service. I say that because their training, they have to do six weeks of fairly in-depth training.

> CSPS members appreciated that V.O.C.C. members had information readily available

when doing checks of persons or vehicles. They also noted that broadcasting of certain information was done more securely. Officers also liked the time checks that dispatchers used to monitor them.

Dispatchers, for their part, indicated they had nothing but positive things to say about CSPS members. CSPS members were described as "patient", "helpful", and possessing an "overall high general experience level".

IP8: I've had no problems with relations between the police and dispatchers. I mean we've only had positives there. Everybody's been wonderful as far as I'm concerned.

The respect that the two agencies show for each other is evident throughout the eight interviews. If there were ever any concerns about how CSPS and V.O.C.C. might relate to each other, none have surfaced in these interviews.

Need for Internal Communication

The eight interviews revealed a fifth key theme, the need to maintain an ongoing dialogue between CSPS and V.O.C.C. An analysis of the data indicated a desire by both agencies to keep the lines of communication open. This was seen as an obvious benefit in understanding each other's roles, and to resolve differences.

IP3: I think what needs to be done is that we need to have a t least quarterly meetings with the V.O.C.C. manager and the watch commanders to let them know if there are any problems, or if anything is going on.

IP7: ...to strengthen the relationship. I just think, maintain an open level of communication.

Participants suggested that these meetings could clarify a dispute resolution process if necessary. One of the dispatchers felt strongly that officers should not address complaints directly to dispatchers, but that these issues should be resolved between supervisors from the respective agencies. Another dispatcher suggested the need for more detailed operating procedures involving some CSPS bylaws. Officers needed clarification on what information dispatchers can enter into a computer-aided dispatch call and what information should simply be entered as an attached document. A common request by police was for more direct entry of "entity" information. Another request by police and dispatchers was the ability to conclude minor files into a separate queue without the need to dispatch them.

All of these examples point to the need for a recurring meeting, at least in the first year. As the system matures, with the addition of CSPS, there may be less of a need to meet on a regular basis in the future.

Relationship Building

All of the participants agreed on the need to build relationships between CSPS and V.O.C.C.; however, there was no consensus on how this should be accomplished. Some participants preferred a degree of separation while others wanted more social contact. One point that was clear, from the CSPS perspective, was a need for officers to tour V.O.C.C. and meet the dispatchers that work alongside them. This would also give officers an understanding of how busy V.O.C.C. is, and the roles that the dispatchers have to perform. Beyond this measure, the relationship should develop naturally, based on the comfort level of the officers and the dispatchers. It should not be forced by any measure. There were some examples of it occurring through normal contact anyway.

> IP5: We were invited sort of en masse to go visit with them for a party just recently and that was nice to see them sending that out. Unfortunately, I think everybody was busy and were doing other things so it just didn't happen for us.
>
> IP6: It's really important I think to get to know them. I actually went out on a social thing with the team plus the RCMP that works on my shift one night. That really helped to put a face to a name and I think that's really important.

The degree of relationship building is clearly a personal choice, though, as some participants felt that it would occur through dialogue and keeping the lines of communication open alone. There was no need seen to increase social interaction. Others, however, chose to be more social. The level of relationship building appears to be a matter of individual choice.

Increased Report Writing Workload

Although this theme had been mentioned as part of key theme #5, the number of comments made by officers suggests that it should be explored further.   Five officers reported an increase in workload for the direct entry of information relating to people, businesses and vehicles. This information is first obtained by dispatchers and entered into a C.A.D. call. However, the information is often entered as an attachment, which negates the ability of the officers to transfer that information into the mobile reporting environment.

Three officers felt that having to transfer information from one system to another was a step backwards; one officer stated that this was both negative (increased workload) and positive (forced officers to be less reliant on the dispatchers and become more familiar with PRIME), while another officer was indifferent, stating "it was ... just different". Without investigating further, I would hazard to guess that this is most likely a standard practice for the dispatchers. From my perspective, what these comments point to is a lack of understanding on the part of the officers on what the role of the dispatchers is.   Also, from my own observations, I have noticed a trend recently whereby dispatchers are now entering this information directly; however, it is not consistent. What is not clear is if this change occurred through "word of mouth" information to the dispatchers from the officers, or from a formal meeting. Regardless, it is a noticeable change from when the new service started up, until now (February 2009). The crux of these comments point to a continued need for communication as outlined in primary theme #5.

Decreased Supervisory Role

The final secondary theme is an interesting benefit resulting from the change to the new dispatch service. Four officers reported that their workload had decreased now that they did not

have to manage their own communication centre. As well, fewer supervisory duties were

required of these officers, freeing them to devote these energies elsewhere. Responsibilities such

as mentoring full time staff, performing evaluations, discipline, locating relief dispatchers,

training, and ensuring that adequate levels of service were in place in the dispatch centre are no

longer required. The quality and availability of relief dispatchers was often referred to in a

negative light. An example of this is as follows:

> IP3:   I don't get a call at two o'clock in the morning that somebody's sick and I
> subsequently have to phone somebody at five, get them out of bed and see if they can
> come to work in the morning.

The concerns that these officers mention have now been turned over to the managers of

the new dispatch service. This was seen as a benefit for two reasons. The first was that it

decreased the workload for the CSPS officers. Secondly, these issues could be more efficiently

addressed by an organization that has more staff and a full-time manager.

Public Telephone Surveys

For this research project, ten members of the public were asked their views through a

telephone survey. The survey is attached to this report (see Appendix C2 for a complete

description on the "Free and Informed Consent Form" read to the public prior to having these

questions answered). Three questions were asked:

1. Have you noticed a change in the dispatch service provided by the Central Saanich

    Police Service?

2.   Tell us about your experience (positive or negative) in utilizing the CSPS call taking

    service.

3. Can you offer any suggestions that CSPS may use to improve the call taking service

    to the public?

The interview sample for this survey included five females and five males, of varying ages. The primary determining factor in selecting members of the public was if they had called in to report a complaint, both prior to the change in our dispatch service and after the change. A list of twenty potential participants was developed. Research indicates that participation rates vary according to the research tool used. Generally face-to-face interviews are reported to have the highest participation rates with Palys and Atchison (2008) reporting rates of 80-90%. (p.157)

Other research tools such as telephone surveys and mail-out questionnaires may have a lower participation rate. It is not uncommon to see response rates of 10-40% for mail out questionnaires. (Palys and Atchison, 2008, p.154) My response rate for the public telephone surveys was 100%. The first ten people that I telephoned all wanted to talk to me and in most cases were anxious to do so. The reasons for this will be discussed further in the qualitative analysis of the data that was gathered.

Similar to the face-to-face interviews, transcripts of each telephone survey were obtained. The surveys were checked for accuracy before data analysis was conducted. Once again common words or phrases mentioned in each of the interviews were highlighted and then grouped. From these groupings emerged the themes that are presented in this section.

As mentioned earlier, only three questions were asked. The intent of the first question was to try and determine how seamless the transition was for the members of the public. The second question was to try and determine if the experience was positive or negative. Probing allowed the collection of qualitative data in response to the quality of the observation experienced by the public. The final question was simply designed to get the public's input, if

they had any, on ways to fine-tune the dispatch service agreement to provide a better service to

the public.

The answers provided by the public were grouped in two ways: quantitative and

qualitative. Table 4.1 illustrates the quantitative results provided by the public to the "yes/no"

and the "positive/negative" aspects to the questions.

Table 4.1

Quantitative Data

QUESTION	Answers including number of participants
Have you noticed a change in the dispatch service?	Yes (6) No (4)
Experience positive or negative?	Positive (7) Negative (3)
Any suggestions to improve?	Yes (4) No (6)

This table provides a quick snapshot of public opinion in relation to the questions asked.

Seventy percent (70%) of the respondents viewed their experiences with the new dispatch

service as positive. Four members of the public did not notice a change. If the goal was to

institute a seamless transfer of service, then this result would indicate some success. Six of the

participants were not able to suggest any change to improve the new service and others stated

that they needed more information before offering any suggestions. While these answers could

be interpreted in a variety of ways, the researcher is confident to surmise that there is support

from the public for this change. However, this support is not overwhelming, as the qualitative

analysis will show.

Tables 4.2 and 4.3 summarize the qualitative data expressed in the generation of themes

resulting from analysis of the telephone surveys. In Table 4.2, if five or more participants

mentioned words or phrases resulting in a similar theme, then that theme was classified as a

primary theme. If four or fewer participants made similar observations, then those observations

were categorized as a secondary theme as depicted in table 4.3. Anonymity of the public is

assured throughout this report. Any comments attributed to the public will be identified through

the use of an alphanumeric designation (TS1, TS2 etc for telephone survey 1, telephone survey 2

and so on).

Data analysis revealed five primary or key themes from the public interviews.

These themes are: interest in the change; support for or contact with CSPS; change viewed

positively; loss of local knowledge/familiarity; and return of the local dispatch service.

Table 4.2

Primary Public Themes

Number of Public Reporting Theme	Theme	Description
10/10	Interest in the Change	The attentiveness or care shown by the public with regards to the topic.
9/10	Support for or Contact with CSPS	The connection felt by the public for their local Community based police service and their desire for a closer relationship.
7/10	Change Viewed Positively	The judgment of the public regarding the new service.
5/10	Loss of Local Knowledge/Familiarity	Public opinion on loss of local knowledge such as landmarks and the personal connection to a local dispatcher.

| 5/10 | Return of Local Dispatch Service | The desire of the public for a return to a local community based police dispatch service. |

Interest in Change

Evidence of the interest level in the change may be determined through the participation rate of the participants. The first ten people I spoke to all wanted to express their views. Some interviewees were more passionate than others, but it was clear that everyone wanted to be heard. There was not a single member of the public that expressed any hesitation in talking to me about the subject of this research. Further, all of the participants were appreciative of speaking to a police officer, the researcher, who was able to answer questions that they had. The following is one example of a comment made by an interviewee:

TS3: Thanks so much for doing this. You know it's really nice because I was actually going to go to a Police Board meeting and talk about this myself because you know I've been really uncomfortable about it. And I still may.

The researcher was cognizant of introducing bias to the survey due to the level of interest shown. Consequently, no questions were answered for the participants until the survey had been completed.

Support for/or Contact with CSPS

There was a high degree of interest in the subject of outsourcing the dispatch centre. The public not only wanted to express their views, but they were also genuinely curious about the change. It appeared that members of the public were looking for some answers themselves, but were unsure of the venue needed to ask the questions.

Secondly, there was a high degree of satisfaction with the police service itself. A large majority of the public wanted to express this sentiment, with one participant even indicating that they live in Central Saanich because of the high level of police service. There was a general uneasiness expressed by the public that they did not want to see the level of service that they are accustomed to affected in a negative way.

This degree of satisfaction with CSPS is a possible second factor for the high response rate to the surveys. The following comments highlight this theme.

TS1:   I find the Central Saanich Police wonderful, so I have never had a problem at all.

TS2:   I live in a new subdivision so they were making quite a bit of noise on Sunday morning, so I called in and within an hour or so the problem was taken care of so I was pretty happy that everything was pretty prompt and taken care of.

TS7:   They've all been excellent experience and they've always phoned back to say how they followed up on it.

The latter comment is an example of how police officers can impact the experiences of the public. Callers had a real desire to talk about their issues with police officers. Even if the initial experience was not as expected, the response by police officers had an effect of mitigating negative experiences, and actually building rapport with the public. The researcher could sense this developing as callers expressed their gratitude for being heard and for having their questions answered.

Change Viewed Positively

Seven members of the public stated that their experience with the new dispatch service was positive. The following comments were indicative of this theme.

TS2:   Well it was positive. I would consider it positive.

TS5:   It's been positive, absolutely. I got the results that I wanted.

TS8:   I thought it was positive. I mean they were able to get a hold of a local police officer and have them call me with regards to the parking in our area and that seemed to go over well.

Although 70% of the participants had a positive observation with the new call takers, the response by police was once again linked to this experience. Further, the high positive experience rate does not necessarily correlate with public approval of the change to the dispatch service. This point will be explained more in the last major theme. What can be said unequivocally is that 70% of this sample felt that the new dispatchers/call takers were professional, efficient, and prompt.

Loss of Local Knowledge/Familiarity

Five of the telephone survey participants expressed a concern or regret over the loss of local dispatchers that were familiar with local landmarks and people. They indicated that the new dispatchers did not know the area and that the participant had no connection to an unknown nameless face on the other end of the line. Some of the participants had called in more than once and stated that they had spoken to a different person each time. The lack of a personal connection to a dispatcher was linked to the feelings of a reduced sense of community policing.

To some extent the opinions expressed in relation to this theme are to be expected. In the start-up phase of a new dispatch service, it is logical to assume that there will be a loss of local knowledge. However, given enough time the new dispatchers will develop the necessary local knowledge and this will be less of a concern to the public. The feelings of disconnect may be a little more difficult to address; however, the recommendations contained in Chapter 5 should help to mitigate this concern also. A positive response to the public by the new call takers will assist in building a relationship with Central Saanich residents. Comments typical of this theme include:

TS1:   It was very unsatisfactory because … just didn't really seem to care.

TS2:   Prior to changing when I would talk to the dispatcher person they seemed to know where I was …after that I noticed that is was, oh okay… East Saanich Rd, like they have to look it up on a map or whatever.

TS9:   I was talking about kids across the park or some incident that was happening at the Boy Scout Hall and the dispatcher would say well we're not from that area, right. I can't identify with north, south, east and west. You guys are good with that. I give landmarks.

TS3:   The real people (referring to the public) are being disconnected now. You know the dispatcher was in the office and knows everybody. That's an understanding that people have with one another and that gets lost.

Loss of Local Dispatch Service

Five of the telephone participants expressed their dissatisfaction with the loss of their local dispatch service. Some even advocated for a return to an in-house dispatching service. The most common reasons for the emergence of this were the points outlined in the previous theme. Examples of comments relevant to this theme include:

TS2:   It's too bad that we don't have a local dispatch service.

TS3:   We have a community police force and I don't like the erosion.

TS9:   I would like to see it (dispatch service) back here. Put them (dispatchers) in the area that they are doing the call service.

Although this theme emerged from the data analysis, critically speaking I would suggest that it is not a particularly strong topic. Interestingly, two of the five participants linked to this theme, reported have a positive experience when utilizing the new dispatch service. It is expected that the feeling of the loss of the old service will minimize once the public becomes more familiar with and aware of the benefits of the new service.

Table 4.3 illustrates the final themes resulting from the data analysis of the telephone surveys. These last two themes are classified as secondary since four or fewer participants mentioned each. This should not have any bearing on the relative merits of the secondary

themes, since the mention (or lack of) of these points is attributable to many factors. The final

two themes are: public notification, and the afterhours' telephone message.

Table 4.3

Secondary Public Themes

Number of Public Reporting Theme	Theme	Description
4/10	Notification of Public	The need of the public to be advised of the change to their service
3/10	After Hours Telephone Message	The afterhours telephone recording was described as vague, too long, and discouraged contact with police.

Public Notification

This theme emerged as an indication by four respondents who felt that the public had not

been adequately advised of the change to the dispatching service. Comments typical of this

theme are as follows:

TS8: Let the public know that it is not the local police station you're talking to and it is a central dispatch because I didn't know that until I called in.

TS9: I didn't even know that there was a new call service. I never got anything in the mail. I'm a taxpayer and a homeowner out here so I would have thought that there would have been some kind of public notice.

TS10: Maybe (do) more advertising on calls being answered by Westshore RCMP because I was under the misapprehension that Saanich was doing it.

Participants classified in this theme were strong in their assertions to be adequately

informed of the change to the police service. Some participants in this category disapproved of

the change, while others stated they could support the change, but simply wanted to know the reason for it.

After Hours Telephone Message

Three of the participants in this survey were clearly unhappy with the manner in which the afterhour's telephone message is presented. Complaints ranged from: the message being too long, the message being unclear on how to reach the operator, and not informing the public about how to reach an operator until the very end of the message. Participants felt a degree of frustration over trying to reach an operator regarding issues that were not emergencies, but important to them nonetheless.

This degree of frustration was heightened for some who didn't understand the message or were forced to listen to near the end of it to receive instructions on how to contact an operator. Comments related to this theme include:

TS1: Yeah because I think I called six times by the time I figured out, oh I think I can press "O". I had called you know at the height of it and I was just so frustrated.

TS3: Now there's a resistance for me to phone the police because I know I'm going to get this recording that goes on and on and on and finally I have to push some numbers for the telephone to ring there.

For reference, the Central Saanich Police Service afterhours' telephone script is attached as Appendix F to this report.

Study Conclusions

The interviews with the public, police and dispatchers provided a valuable amount of data. The analysis of this data generated themes, answers to the primary research question and sub- questions, and leads to a suggested list of recommendations. The conclusions presented in

the chapter are a result of the study finding and the literature review outlined in Chapter 2. The

answers to the research question: "How might the culture of CSPS create an effective working

environment with the new dispatch service?" and the associated sub-questions are presented

within the context of the topics identified in Chapter 2.

Organizational Culture

The premise behind this research project was, using an appreciative inquiry approach, to

speak to the stakeholders of this change initiative and develop ideas to enhance a new

relationship between CSPS and V.O.C.C. The interviews were conducted approximately six

months after the initiation of the outsourcing agreement. Through this project, what was

discovered was that a new culture had already begun to develop. Both organizations not only

accepted each other, but they also valued one another. This was evident throughout most of the

interviews.

> IP1:   I think I prefer the service that we get now to the setup that we had before.
>
> IP7:   I think the public's been really good … My experience has been positive (in reference to working with CSPS).
>
> TS4:   I had no negative to my experience. The call was answered promptly and dealt with promptly.

It would be incorrect to suggest that everyone in the sample group held these views.

However, it would be accurate to say this view was held by a considerable majority of the

participants (15/18). The experience of new cultures forming reflects observations from the

literature. Schein (1999) discusses the concept of blended or integrated cultures. "Blending,

taking the best of both cultures, is usually claimed to be the desirable outcome. What happens in

practice is generally more complex and questionable" (p.10). Although at an early stage, this blending of cultures has been the experience at CSPS.

Oshry (1999) describes this from a systems perspective. "Systems INDIVIDUATE (members operate independently of one another) and they INTEGRATE (they interact with one another, functioning as components of an integrated whole)" (Oshry, 1999, p. 114). The system process that Oshry describes can be seen in the emerging culture between CSPS and V.O.C.C. What makes the integration occur more naturally between the two organizations is a shared value and belief system. Furthermore, "what really drives the culture – its essence – is the learned, shared, tacit assumptions on which people base their daily behaviour" (Schein, 1999, p.24).

The study findings suggest that the relationships which are forming should not be forced. Consequently, the new emerging culture is at a delicate stage. One of the participants was very clear on this point.

> IP2:   I don't think we need to create an environment to get the dispatchers and the officers and management and everybody together to be social together. I think that's going to happen on its own if people want it to.

Other participants contrasted this view by suggesting that more formal steps should be taken to develop relationships. The divergent views of the participants point towards the hazards of trying to manipulate culture. For many of the participants, relationship-building is a matter of personal choice. It is as individualistic as the participants. The conclusion from this is that culture is a complex adaptive system, and one needs to be careful when trying to influence it.

Schein (1999) advises that culture must be analyzed at several levels before it can be understood. His multilevel concept of culture is divided into three distinct sections:

1. *Culture is deep.* If you treat it as a superficial phenomenon, if you assume that you can manipulate it and change it at will. You are sure to fail. Furthermore, culture controls you more that you control culture.
2. *Culture is broad.* As a group learns to survive in its environment, it learns about all aspects of its external and internal relationships. Beliefs and assumptions form about daily life.
3. *Culture is stable.* The members of a group want to hold on to their cultural assumptions because culture provides meaning and makes life predictable. Humans do not like chaotic, unpredictable situations and work hard to stabilize and "normalize" them. (pp. 25-26)

The study findings suggest that Schein's (1999) multilevel concept of culture was in operation in the formation of the new culture between CSPS and V.O.C.C. From the interviews, this presented itself in the manner in which members from the two organizations assisted each other. The result of this cooperation was that each person's job became easier. Another by-product of the mutual benefit was the development of the organizational culture.

Wheatley (2006) ties together the concepts of Schein (1999) and Oshry (1999), discussed in the literature section and the relationship of those concepts to the study findings in this report.

> What is critical is the *relationship* created between two or more elements. Systems influence individuals, and individuals call forth systems. It is the relationship that evokes the present reality. Which potential becomes real depends on the people, the events, and the moment. (Wheatley, 2006, p.36)

The study findings from this research project suggest that a new culture has formed between CSPS and V.O.C.C. That culture is growing, evolving, and moving in a positive direction.

This new culture also formed a system in which to operate. Lastly, people involved in the relationships, without any direct influence from leaders or managers of CSPS or V.O.C.C, created both the system and the culture. The literature suggests that the continued development of these areas will proceed naturally and the interventions should be introduced cautiously. I would submit that the preceding discussion provided some answers to the following sub-

question: "How might relationships be strengthened?" Other answers will be outlined in Chapter 5.

<div align="center">Outsourcing</div>

This next section of the study conclusions will address the three remaining sub-questions:

1. Who are the stakeholders?

2. What are the positive and negative consequences to the employees and the employer?

3. What options are available to address the consequences and how might they be utilized?

In any discussion on outsourcing it is important to know who the stakeholders are. In Chapter 1 of this paper, the relevant stakeholders are discussed in detail in the Systems Analysis section; for the purposes of this chapter, I will briefly summarize them as follows:

1. The public;

2. The employees of CSPS (including the Police Association);

3. The managers of CSPS;

4. CSPS Police Board;

5. RCMP (including V.O.C.C.);

6. Municipal Council;

7. Province of BC.

Oshry (1999) provides a useful method of categorizing stakeholders. He suggests using the terms top, middle, and bottom to describe how stakeholders operate as systems (p.58). A

description of Oshry's terms and how they relate to stakeholders in this report are illustrated in

following table.

Table 4.4

Stakeholders

System	Environmental Conditions	Example
Top	Members are collectively responsible for the whole system, and they regularly are confronted with complex, difficult and unpredictable issues.	- Managers of CSPS - CSPS Police Board - Municipal Council - Province of BC - Public (when organized)
Middle	Members are pulled apart from one another, out toward other individuals, groups or activities.	- Middle Managers of CSPS - The RCMP including V.O.C.C.
Top	Members exist together in a condition of shared vulnerability.	- Employees - Dispatchers at V.O.C.C. - Public (when acting as individuals)

Source: Adapted from Oshry (1999, p.58)

The study findings revealed how the stakeholders operated as systems, how they affected

organizational culture, and ultimately how they contributed to some of the successes in this

change initiative. The second sub-question will be addressed using the seven risks of

outsourcing, identified by Click and Duening (2005):

1. Human capital risks;

2. Project risks;

3. Intellectual property risks;

4. Legal risks;

5. Vendor organizational risks;

6. Value risks;

7. Force majeure risks. (p.190)

The research project found that the primary human capital risks in the outsourcing of the

dispatch centre at CSPS focused on labour relations and collective bargaining issues. At an early

stage, the "Top" stakeholder group involved employees and the executive of the Police

Association to manage employee relocation issues. None of the existing CSPS dispatchers

wanted to be relocated at V.O.C.C. Consequently, severance packages were negotiated for all

four permanent employees that were displaced. The details of these severance packages are

confidential and thus the researcher is not able to discuss the details of those.

The benefit of the severance packages allowed the existing employees the ability to make

new choices for themselves. All of the employees were offered jobs in the new agreement, but

they exercised their preference by accepting the severance packages. The benefit to the

employer was that this allowed for a "cleaner" service level agreement with V.O.C.C. If the

employees had chosen to accept new positions; it would have meant issues such as seniority, pay

grades, pension and benefits would have also had to be addressed. The study findings suggest

that a majority of the sample group views outsourcing positively, which leads to the conclusion

that strategic advantages have been realized. Finally, the study findings, as well as decisions

made by CSPS Police Board to hire new officers in 2008, 2009, and 2010 point to the conclusion

that there have been productivity gains. The employees and managers of CSPS, and the CSPS

Police Board are the only groups to acknowledge the increase of the service to the public. The

views of the other stakeholders appear to be mixed.

Regardless, the study findings suggest that other strategic advantages or productivity

improvements include: a higher level of training for the dispatchers; a reduction in liability

through the availability of additional dispatchers during peak loads; a reduction in supervisory

duties of CSPS managers; and an increased level of officer safety through the use of automatic time checks. Benefits were not only realized by the police department, but by the fire department as well.

Previously, the in-house CSPS dispatchers also monitored calls and dispatched for the fire department. The CSPS outsourcing agreement necessitated a change. As a result, the Central Saanich Volunteer Fire Department entered into a dispatch agreement with the Saanich Fire Department. This allowed for the capability of computer-aided dispatch for fire calls, which did not exist in the old dispatching arrangement. The costs for this new arrangement, however, were offloaded to the District of Central Saanich. This is contrary to the old arrangement where the costs were absorbed by the police budget. In the final analysis here, the public, the police and the fire department have a more professional dispatching service.

Three of the risks identified by Click and Duening (2005) did not reveal themselves in the study findings. Legal risks, vendor organizational risks and force majeure risks were identified by Click and Duening (2005) as minor risks for CSPS. As such, I will move on to a discussion of the last risk - value. Based on the discussion so far, it would be easy to conclude that the outsourcing and the managing of the transition has been an unqualified success. When viewed with Click and Duening's value perspective, the picture is a little cloudier. According to the authors, "an outsourcing project is undertaken to create value for the buyer" (p. 202). The study findings have shown that value is a determination based on the needs of the buyers and by who the buyers are.

Using Oshry's (1999) example of "top", "middle", and "bottom", I will identify which stakeholders have seen value in this outsourcing agreement, according to the study findings. The "bottom" group of stakeholders (employees of CSPS, dispatchers at V.O.C.C., and most of the

public) are supporters of the change. This group recognizes the positive benefits and sees the advantages of a more professional dispatch service. The dark lining in this group is that the 50% of the public sample that was spoken to, want a return to the old dispatch service, suggesting that the definition of value for this subgroup is different than other stakeholders. This has already been reported in the study findings section.

The "middle" groups of stakeholders (supervisors at CSPS and V.O.C.C.) are the most vocal supporters of the outsourcing arrangement. Value is most clearly identified by this group without a question. The change has been viewed most positively towards CSPS, V.O.C.C. and the public by the "middles".

Most of the "tops" have observed value in the change as well. In particular, the "tops" that are a part of the internal system of CSPS (senior managers and police board members) have recognized the value. This stakeholder group recognized the liabilities in the old system and moved to address them. The critical success factors as described by Aadlers (2001) for these "tops" were a reduction in perceived liability, a reduction in costs and/or a reduction is cost balanced by an improved level of service. The study findings and internal documents suggest that this stakeholder group has met their objectives. Consequently this group also sees value in the outsourcing deal. Once again it would be easy to conclude that these "tops", "middles", and "bottoms" see the transition to V.O.C.C. as a resounding success.

However, during the writing of this report an interesting development occurred. At a February 16, 2009 District of Central Saanich Council Meeting, the following motion was passed by a vote of 4-3.

> That the Council of the District of Central Saanich ask Central Saanich staff to report
> back on a true cost analysis of the replacement of the Central Saanich Police force with a

contract with the RCMP, and this matter be referred to the upcoming Strategic Planning session for further discussion (District of Central Saanich, 2009).

In looking at this motion I'm reminded of a famous phrase used in the 1995 film, *Apollo 13*: "Houston, we have a problem…" (The Phrase Finder, 2009). The reasons for this motion are many, and go beyond the scope of this paper. It is brought up in these study conclusions because according to internal documents, one or more of the councillors did not see any cost savings in the outsourcing of the internal CSPS dispatch centre. One way of interpreting this is that some members of the municipal council did not see the same value that the other "tops" did.

From a systems perspective, this motion has another interesting effect. If one were to zoom out on the view of the stakeholders, the municipal council has effectively pushed senior management and the Police Board into the "middle" group. Oshry (1996) would refer to this development as "relational blindness" (p. xiii). The different stakeholder groups exist in a relationship to each other, a relationship that is in a continual transition. Despite these recent unsettling developments, the study findings do suggest that for the most part, the transition of a police function and the outsourcing deal with V.O.C.C. has been a qualified success. Conversely, the study findings have also revealed some consequences to the transition, namely lingering concerns about the value of the change by some stakeholders. The options to address these concerns and the answers to the final sub-question will be presented in Chapter 5.

Change Management

Previous attempts at outsourcing the CSPS dispatch centre failed for a variety of reasons. Primarily, those reasons were that the views and needs of the stakeholders were at odds. This time, senior management made a greater effort to align the needs of all the stakeholders. This was evident in the internal document entitled, "A Proposal to Increase the Authorized Strength of

the Central Saanich Police Service" (CSPS, 2007). In "A Model of Transformative Change",

Schein (1999) discusses a simplified model for change management. Schein's model is adapted

in Figure 4.1.

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┌─────────────────────────────────────────────┐
│ Stage Three                                 │
│                                             │
│ Internalizing new concepts and meanings    ↖│
└─────────────────────────────────────────────┘
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                              ┌──────────────────────────────────────────────┐
                              │ Stage Two                                    │
                              │                                              │
                              │ Learning new concepts and new meanings       │
                           ▲ │ from old concepts                            │
                          /  └──────────────────────────────────────────────┘
                         /
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┌─────────────────────────────────────────────┐
│ Stage One                                   │
│                                             │
│ Unfreezing:  Creating the motivation to change │
└─────────────────────────────────────────────┘
```
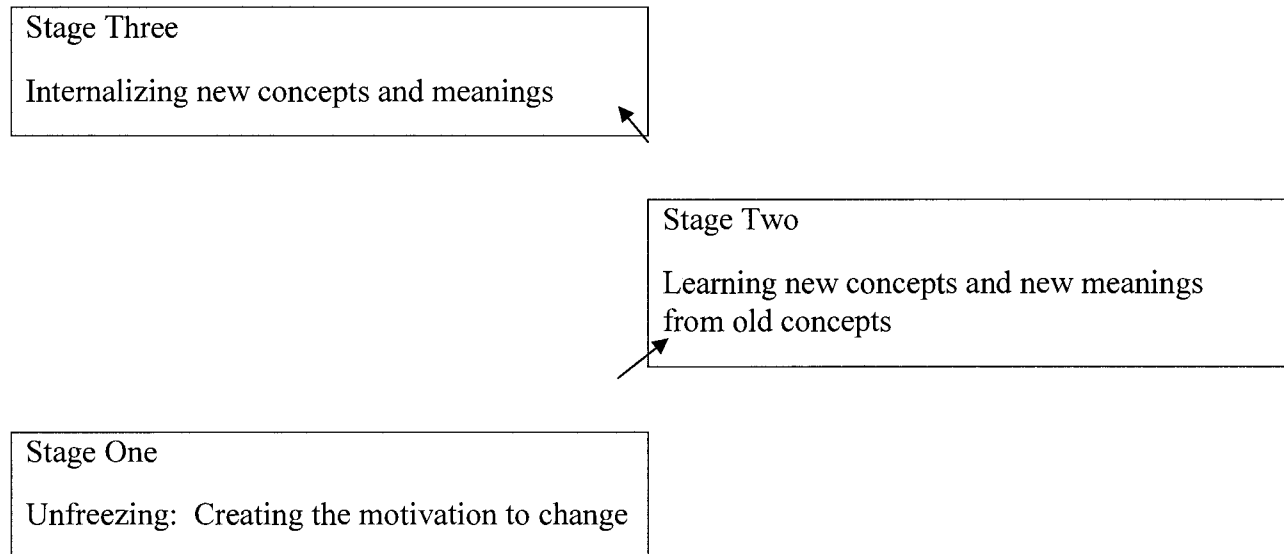
Figure 4.1 A Model of Transformative Change   Source: Adapted from Schein (1997, p.117)

In Schein's Stage One of the model, CSPS created motivation for the change. This was

communicated internally through reports and meetings. In Stage Two, CSPS created a change

team of internal stakeholders. The change team was able to assess the present system and project

what was needed to move to the new system. The study findings suggest that we are currently in

Stage Three of Schein's model.

Various authors, including Yukl (2006), Kotter (2002), Kouzes and Posner (2007),

Colasacco (2005), and Yeager (2004), discussed the important role of communication in the

change management process. As previously indicated, open and honest communication is a

precursor to developing trust in the process. The study findings conclude that internal

communication played a role in the "buy-in" of most internal stakeholders. However, the study

findings also suggest that external communication was not successful in convincing some

members of the public and some Central Saanich Council members of the merits of the change.

Oshry (1996) provides some clues as to why the stakeholders had a differing reaction

based on the communication provided to them. The author discusses four types of system

blindness. For the purposes of this discussion, only one type of system blindness, which applied

to all the stakeholders, will be explored.

> We suffer from Spatial Blindness. We see our part of the system but not the whole; we see what is happening with us but not what is happening elsewhere; we don't see what others' worlds are like, the issues they are dealing with, the stresses they are experiencing; we don't see how our world impact theirs and theirs impacts ours; we don't see how all the parts influence one another (p. xii).

In the study findings TS8, TS9, and TS10 all expressed their concerns about public

notifications regarding the change. Now the recent Council motion also presents as evidence of

a communication gap. This research project did not locate an overall communication strategy. If

one existed, it failed to meet the needs of all the stakeholders. Despite this missing component

of the change process, the transition has occurred. It has been successful this time, where

previous attempts were not.

Summary

The research findings revealed that the management of an outsourced police function at

CSPS has progressed well. Many benefits have been realized. There is a new emerging culture

between CSPS and V.O.C.C. This culture is based on a level of mutual respect and a sense of

professionalism by both organizations. Outsourcing has been examined and found to have

delivered strategic advantages to the stakeholders. Change management issues were also

revealed in the study findings. With the exception of communication issues, the change process has proceeded successfully. The few consequences, or side bar issues, that the findings identified will be addressed in the next chapter.

<div align="center">Scope and Limitations of the Research</div>

The following are the limitations and scope of the research conducted and reported in this paper.

1. There is no degree of statistical predictability offered, suggested or implied in the data analysis. Opinions were expressed from a small select sample and are only attributable to that sample. Great care should be utilized in generalizing the results of this study beyond the sample group.

2. In retrospect, it was realized that the research sample should have included two other groups. The first group could include members from the Sidney/North Saanich RCMP who share the integrated channel with CSPS. Their experiences may have provided additional useful information on how to improve the new service. The second group that should have been included is members of the public that walk in to CSPS to conduct various types of business. The effect on this group, pre- and post- transition, may have been informative as well.

3. The researcher is a non-commissioned officer of the Central Saanich Police Service. Interviewees were either civilian employees, members of the public, lower-ranking officers, or non-commissioned officers of equal rank. This fact may or may not have influenced the answers provided by the participants.   I believe that all of the questions

were answered truthfully, but it is unclear if my position at CSPS affected the outcome, if at all.

4. The researcher is the President of the Central Saanich Police Association. Care was taken not to introduce personal bias in the analysis of the data; however, the final judgment rests with the readers of this report. Similar to point 3, it is not known to what effect, if any, my role as the Association President played in the answers given. I have no reason to question the genuineness of the responses given to me by any of the participants.

5. The researcher, being part of CSPS, may have tempered his comments so as not to appear overly critical of the decision to outsource the in-house dispatching function and in the subsequent reporting of the research data.

CHAPTER FIVE - RESEARCH IMPLICATIONS

This chapter synthesizes the literature review, study findings, and conclusions from the research project, and presents that in the form of study recommendations. The implications to CSPS, the sponsor organization, are discussed also. The organizational implications examine the changes needed to implement the recommendations, the impact these steps will have to CSPS, and the potential consequences if the recommendations are not implemented.

During the conduct of the interviews, some of the recommendations emerged immediately. Other recommendations developed during the data analysis phase of the project. Only one of the recommendations requires CSPS to commit to outlaying additional capital resources. What will be required for the most part is a time commitment from some members of CSPS.

The research project and the included recommendations arrive at a relevant point in the outsourcing arrangement. At the time of the writing of this report only six months had elapsed since CSPS transitioned the police dispatch function to V.O.C.C. The recommendations presented in this chapter represent a fine tuning of this new relationship.

In the final part of this chapter, implications for future research will be discussed. This section will present aspects of this project that could be expanded upon or improved. It will also discuss new areas that need examining as a result of the study findings, conclusions, and changes that are advocated.

Study Recommendations

Based on an analysis of the research that was conducted, I make the following seven

recommendations:

(1) CSPS and North Saanich/Sidney police supervisors meet;

(2) CSPS assign a police officer to liaise with V.O.C.C.;

(3) CSPS encourage their officers to tour V.O.C.C. ;

(4) CSPS create an executive summary of local landmarks;

(5) Reconfigure the afterhours telephone script;

(6) CSPS institute a policy for regular follow-up with callers; and

(7) Develop and implement a communication strategy.

Stringer (2007) states that the end point of the process should be the resolution of the

problems with which we started. (p. 142) He also cautions that life is never as simple as solving

an issue without risking further problems when you poke at issues. (p. 142) Generally this is a

concern when the issues are complex. However, the recommendations suggested in this paper

should not cause concern. The recommendations contained here are focused on the human

element and celebrating the short-term victories that Kotter (1992) refers to. They also serve to

build change from an existing culture (O'Toole, 1996).

Before discussing these recommendations, I will first review the comments of a member

of the public, which were not supported by others and thus did not result in a recommendation.

These comments will also be mentioned in the implications for future research section. The

comments represent a potential trend of which police leaders need to be aware.

> TS3: It's a kind of fortress mentality. It used to be that I could go to
> the police anytime, you know walk in, and there I'd be with the
> dispatcher and the person at the front desk. Now the door is locked. I
> can't get in. Going into police offices now, I mean there's mirrored
> windows, and I understand all this kind of thing, but now there's a
> wall between everybody and the police department. It's an
> uncomfortable feeling for we who pay for the police force and we are
> not the criminals. We have this feeling that we're being shut out in a
> way and the police are getting more and more separated from us.

It would not be appropriate for me to base a recommendation on the comments of a single

participant. However, the purpose of this research project was to ascertain how the culture of

CSPS might create an effective working environment (with the new dispatch service). "The

work of qualitative researchers is to accentuate *complexity*, not the *norm*, and to emphasize that

which contributes to plurality rather than to a narrowing of horizons" (Glesne, 2006, p. 219). The

comments by TS3 suggest that not only people affect culture, but so does how a building is

constructed. Regardless of the insufficient data resulting in no recommendation, in the event that

police leaders consider building improvements, the comment made by TS3 should be reflected

upon.

CSPS and North Saanich Sidney Police Supervisors Meet

It is recommended that CSPS arrange a meeting of police supervisors to discuss radio

procedures and protocols. Consistently, from all eight initial interviews, the same complaint of

excessive radio chatter was heard. Participants were quick to minimize this complaint, but it was

evident that frustrations were surfacing. Supervisors could then agree upon a set of radio

procedures or protocols. These would then be communicated back to other police officers and

dispatchers. Aadlers (2001) suggested that outsourcing can lead to greater effectiveness. A

meeting of police supervisors would contribute to this increased effectiveness. Glesne (2006)

states that "through dialogue and learning from each other, we more easily see and examine the

lenses upon which we rely" (p. 219). A meeting between police supervisors will allow for a

dialogue to occur and an understanding of the needs of each organization as Glesne suggests.

CSPS Assign a Police Officer to Liaise with V.O.C.C.

At the present time, occasional meetings with V.O.C.C. are attended to by a civilian from

CSPS. This is not seen as beneficial by many CSPS officers, who believe that the civilian from

CSPS does not have the same level of interest as do police officers who work with the V.O.C.C.

on a daily basis. V.O.C.C has assigned their manager to attend these meetings. Police officers

believe they need a representative that has a more intimate working knowledge of the new

dispatch service than the incumbent from CSPS. One of the participants put it very succinctly:

> TS3: What needs to be done is that we need to have at least quarterly meetings with the
> Victoria O.C.C. manager and the watch commanders to let them know if there are any
> problems, or if there's anything going on. We have, I would argue, slipped back.

I would agree with this participant that, at this early stage in the transition, regular

meetings are needed with V.O.C.C. Glesne (2006) states that "through moving together, we

might begin to develop frameworks for actions that nurture "harmony in our differences" (p.

219). The first step in moving together is to communicate regularly. Both police officers and

dispatchers agreed to the need for increased communication between each other. It was apparent

also that they had a degree of respect for each other. O'Toole's (1996) definition of culture was

evident during the interviews. Both groups shared a system of beliefs and actions.

I don't believe it is necessary to have a watch commander attend these meetings. Any

police officer would suffice. CSPS will not find a lack of volunteers to attend. In the first year of

the transition, these meetings should be regularly scheduled. After the first year, the meetings

could be scheduled on an as- needed basis. From the study findings, there are plenty of topics to

discuss, including:

1. CAD call entity information;

2. Non-attendance call policy;

3. Updating CSPS policies for dispatchers;

4. Response times between public calls and V.O.C.C. dispatching.

CSPS Encourage their Officers to Tour V.O.C.C.

To improve the culture between the two organizations, there needs to be contact that is

more than just auditory in nature. There needs to be direct, face-to-face contact. This will allow

dispatchers and police officers to put faces to names and voices. Some police officers have

already toured the V.O.C.C. and found it to be beneficial. Other police officers have not done

the tour, for one reason or another. CSPS should make it a practice for all their officers to tour

V.O.C.C. This is a small step. It will not invade personal privacy, but it will produce a more

positive working relationship. Weisbord (2004) indicates that, "the face-to-face work group

remains the building block of every organization" (p. 325). If the CSPS police officers tour

V.O.C.C., it would be comparable to adding building blocks.

CSPS Create an Executive Summary of Local Landmarks

Many members of the public felt that the new dispatchers were unfamiliar with local

landmarks, districts, and streets. Ordinarily this type of knowledge requires a degree of

experience of the new municipality, built up over time. Stringer (2007) states that, "the intent of

action research is to provide a climate that enables disparate groups of people to work

harmoniously and productively to achieve a set of goals" (p. 20). CSPS could speed up the

development of local knowledge by developing a summary of local landmarks and thereby

contributing to the harmony that Stringer suggests. This would need to be brief and could even

be mapped out. According to Bolman and Deal (2003), "information is necessary but not

sufficient for fully-engaging employees. The work itself needs to offer opportunities for

autonomy, influence and intrinsic rewards" (p. 144). V.O.C.C. already has a great degree of

autonomy from CSPS. The information in an executive summary, provided by CSPS to

V.O.C.C. dispatchers, would further the remaining two points mentioned by Bolman and Deal.

Yukl (2006) and Wheatley (2006) spoke about individual values and ethics and how this

contributed to organizational culture. An executive summary would provide a feedback loop for

individuals to continue to improve the culture.

Reconfigure the After Hours Telephone Script

Stringer (2007) states, "that communication is jeopardized when people feel that the

manner or style of the communication is inappropriate" (p. 31). Several members of the public

felt that the after hours' telephone script was too long. Also, instructions were not provided soon

enough or clear enough on how to contact a dispatcher. The current message that the public

hears when calling in is attached as Appendix F. One reason that these callers felt these

frustrations is that they had grown accustomed to speaking to a dispatcher. Their expectation

was for more immediate service, as had been past practice.

Now, it is probable that the script was intentionally designed for callers to listen to the

entire message, have them choose recorded options, and thereby reduce the call-taking load for

V.O.C.C. However, the public interviews suggest that the needs of the public should be

considered in the telephone message. The telephone script should be changed so that the

instructions to contact a dispatcher are clearly laid out and stated at the front of the message. This will more closely resemble the service levels with which the Central Saanich public has grown to expect.

CSPS Institute a Policy for Regular Follow-up with Callers

In the data gathering phase, it became apparent that the public really appreciated speaking to a police officer about their concerns. Whether it was issues surrounding the new dispatch centre or calls that officers had attended, it was clear that the public wanted a connection to a police officer. This allowed for an opportunity for the public to debrief their concerns. If they were issues regarding the new dispatch service, then officers could immediately address them. This was another example of a feedback loop, illustrated by both Yukl (2006) and Wheatley (2006), which contributes to positive organizational culture. Stringer (2007) states that in effective communication, one:

1. Listens attentively to people;

2. Accepts and acts on what they say;

3. Can be understood by everyone;

4. Is truthful and sincere;

5. Acts in socially and culturally appropriate ways;

6. Regularly advises others about what is happening. (p. 30)

Regular follow-up with public callers will satisfy all these principles. What was evident was that not all police officers follow-up with callers. In my role as a supervisor, I have

observed this also. However, I did not realize, prior to this research project, how much the

public needed and wanted to speak to CSPS officers. It is my recommendation, therefore, that

CSPS institute a policy that, wherever practicable, all CSPS officers follow-up with public

callers. From observation I would say that CSPS members speak to the public frequently about

calls already. A policy would ensure uniformity throughout CSPS. Compliance could be

monitored by supervisors and tracked in the conclusion block of PRIME reports.

Develop and Implement a Communication Strategy

An analysis of the primary and secondary themes pointed to a requirement for increased

communication. Police officers and dispatchers reported a need for internal communication,

and relationship building. All of the public themes were linked to communication but in

particular the following themes would directly benefit from a communication strategy:

(1) loss of local knowledge,

(2) return of local dispatch service,

(3) notification of the public, and

(4) the after hours telephone message.

Most recently, we could also add the Central Saanich Municipal Council to this discussion.

It became clear to the researcher that the public needed information about the change, the

reasons for it, the benefits of it, how to contact a dispatcher if necessary, and whom to contact if

they had any questions. Early on in the transfer process, a small news article had appeared in a

bi-weekly newspaper in Central Saanich. From the experience of the sample group, not many of

the participants had seen this article. In fact, only one participant commented on it.

Honest communication with everyone about the goals of the company, the likely outcomes of business process outsource implementation, and the steps the organization is taking to help workers deal with the change is the best practice technique for managers to follow. (Click and Duening, 2005, p.144)

A good communication strategy has the potential to commit the undecided stakeholders to the change process. The data suggested that the majority of the public participants viewed the change positively, and yet 50% wanted a return to the old service. A communication plan, properly implemented, has the potential to make the public stronger supporters of the change initiative. It may also assist with stakeholder relations with the municipal council. Yeager .(2004) spoke about the need for a communication strategy at the beginning of a project. This did not appear to have happened in this change initiative. The research suggested that there were many stakeholders that felt the need for added communication. In creating and deepening relationships, Glesne (2006) states that "the goal is not to weed out conflicting truths, rather to reach new, deeper and more complex understandings of multiple truths" (p. 219). The needs of the varied stakeholders can be likened to Glesne's concept of many truths. A well-constructed communication strategy will help to harmonize those truths.

<center>Organizational Implications</center>

If implemented, these recommendations have the potential to reduce some frustrations with the transfer of the dispatch service. Click and Duening (2005) inferred that people continue to be resilient and innovative by improving on what opportunities are made available to them. The outcomes of this study allow for this contribution by other participants. The option for CSPS is to maintain the status quo. This research project has identified stresses in the system. It would be unhealthy to allow those stresses to continue. O'Toole (1996) notes that successful change processes have seven things in common. Those common points are:

- *Change had top management support.* Because the process of changing the entire culture of a large organization is a slow one, the leaders of the corporation must make a commitment to the long hard work involved.
- *Change built on the unique strengths and values of the cooperation.* Organizations don't start with a coherent philosophy or set of values. These evolve over time, pragmatically and grow out of experience.
- *The specific of change were not imposed from the top.* Instead, all levels of the corporation participated broadly and openly in all stages of the process.
- *Change was holistic.* Because the parts of a culture are all complexly interrelated, changing one part requires changing them all.
- *Change was planned.* The long term process was mapped out in advance and there was a period of education.
- *Changes were made in the guts of the organization.* Power relationships, information access, and reward systems all must be altered in meaningful ways.
- *Change was approached from a stakeholder's viewpoint.* Because the goal of change must be to meet the needs of all corporate stakeholders as efficiently as possible, the primary source of impetus and direction for change usually comes from the external environment.
- *Change became on-going.* Because the environment doesn't stand still and the needs of stakeholder's aren't static, the idea is to institutionalize the process of continuing change. (pp. 74-75)

The recommendations contained in the chapter are echoed in the points that O'Toole (1996) makes. The outsourcing agreement for the most part has been successful. These recommendations raise the likelihood that it can be improved further. The first six recommendations can be implemented in short order. There is no cost involved in these recommendations other than a time commitment by interested parties. Since these recommendations arose out of the interviews, it is not expected that there will be a shortage of volunteers. All that is required is for Senior Management to make a request for interested parties to do the work. The researcher is among those interested parties.

The final recommendation is more complex. A detailed communication strategy requires careful planning. The associated costs to this are contingent upon the vision for the communication strategy, the amount of knowledge penetration that Senior Management hopes to

achieve, the types of media that are used, and the available budget. This information is not available to the researcher, but I would be interested in participating in developing this strategy.

This research project sought to improve culture and relations between CSPS and V.O.C.C. "Relationships – connections with co-workers that let us feel whole - require cooperation across lines of hierarchy, function, class, race, and gender" (Weisbord, 2004, p.324). The recommendations continued in this chapter connect lines that Weisbord talks about. Schein (1999) spoke of artifacts, espoused values, and shared tacit assumptions in development of corporate culture. The recommendations contained in this chapter have the potential to develop the culture between CSPS and VOCC in a positive manner. Wheatley (2006) states, "to bring health to a system, connect it to more of itself" (p.145). Once again, this is what the recommendations contained in this chapter attempt to do.

Implications for Further Research

This project is a critical first look at managing an outsourced police function at CSPS, using action research. It is a gauge of how well the transition has progressed so far.

> Community-based research starts, as does all research, with a problem to be solved. Unlike positivistic science, however, its goal is not the production of an objective body of knowledge that can be generalized to large populations. Instead, its purpose is to build collaboratively constructed descriptions and interpretations of events that enable groups of people to formulate mutually acceptable solutions to their problems. (Stringer, 2007, p.189)

The data contained in this report is a collaboration of the views of the public, the police and the dispatches. This community has helped construct the mutually acceptable solution that to which Stringer (2007) refers. It would be useful, in another year's time, to take a second look at outsourcing arrangements between CSPS and V.O.C.C. At that time it would be prudent to include other stakeholders.

During the conduct of this research I found myself wondering what the views of the Sidney/North Saanich RCMP members were, what the views of the Central Saanich Police Board were, and how the Central Saanich Municipal Council interpreted the change. Besides these views, it would also have been interesting to determine what the expectations of these stakeholders were. Future research, as it applies to CSPS employees, V.O.C.C. employees, and members of the public, should expand the sample groups.

In particular, for the public, persons that walk in to the office to report incidents should be spoken to, and not just persons who call in. This research focused mainly on improving relationships between a trinity consisting of the public, CSPS, and V.O.C.C. It became apparent during the conduct of this study that CSPS should further focus on strengthening relationships with the public and municipal council. The outsourcing arrangement affected far more than just the primary systems that were examined in this study. It is recommended that future research delve into these areas more fully. The comments made by TS3 point to an environmental factor that affects culture. In the policing world, there is a whole area of expertise called crime prevention through environmental design (CPTED). Future research could consider studying culture development through environmental design.

Oshry (1999) speaks about "seeing and leading the whole" in terms of system processes. (p.109) As this project progressed, I began to recognize the many systems that are attached to the organizational culture of CSPS. This project addresses only a small part of the system. Future research could be conducted in areas that affect the system culture far more significantly.

These areas include investigating relationships with the public and other internal stakeholders, like municipal council. As Glesne (2006) states, "many truths live side-by-side. This is not to say that one truth is as good as another, but rather that we need to become aware of

the many truths throughout the world and in our own lives" (p. 219). Further research would

help illuminate other factors that impact the culture at CSPS and what additional steps might be

taken to strengthen it.

CHAPTER 6 - LESSONS LEARNED

This chapter reviews the conduct of this project and identifies lessons learned about conducting action research. The goal is to assist future Royal Roads learners and other researchers to avoid potential pitfalls. This particular journey began for me in April of 2007. My goals were personal and related to career growth. I'm satisfied in saying that I accomplished both. I learned much about myself, the value of reflection and journaling, and in particular about systems thinking.

> In quantum physics, a homologous process is described as relational holism, where whole systems are created by the relationships among sub atomic particles. In this process, the parts don't remain as parts; they are drawn together by a process of internal connectedness. (Wheatley, 2006, p.111)

These relationships can be seen not only in quantum physics, but also in organizations, and in our personal lives. Before conducting my research, I recall reviewing other major papers and seeing these same lessons. Yet, I found myself re-living the experiences of past researchers. These are the lessons that I have re-learned.

1. *Life happens.* Completing this project is an exercise in balance. As a police officer, I had serious files to investigate. As a father, I had family emergencies to tend to, and children to continue parenting. As a husband, I had to not lose sight of the most important person in my life. As a person, I had to cope with surgery and the loss of a close friend. Sometimes life gets in the way. It's okay to take a break from this project if you need it. You can always come back to it.

2. *Time commitment.* It is easy to underestimate how much time is required to complete this project. Balancing personal, family, and work commitments can be exhausting. It is important to use time wisely. Glesne (2006) advises that, "you cannot know with

certainty how long your research will take. Invariably, you will underestimate the time

needed" (p. 28). I found that I had to take extra days off from work to balance the needs

of this project. Having said that, there will be days that you look at the work on your

desk or table, and say to yourself, "not today". That's O.K., but understand, there is a

penalty for that, which will have to be made up at a later date.

3. *Know yourself.* Get to know your strengths and the areas that you need to develop.

   Shore up knowledge in areas in which you are not comfortable, whether it's data analysis,

   research methodology or your favourite word processor. You will need many skills, so

   work on them early. Understand your personality traits. Perhaps because I'm a police

   officer, I work best under pressure. Eight month deadlines are not good for me. I'm

   more likely to be writing at 1 a.m. than 9 a.m. Work to your strengths. Having said this, I

   did procrastinate on the Literature Review too long. I would strongly recommend getting

   this chapter out of the way as soon as possible. This will free up your time for the

   considerable work ahead.

4. *Project will not be perfect.* Despite the effort and care you will put into the project and

   paper, there will always be areas upon which you can improve. In the literature section, I

   had narrowed the topics down to three. Communication was a subtopic of change

   management. However, during the theme analysis, the role of communication increased

   in importance. It left me wishing that I had researched that topic in more depth and

   separately. Yeager (2004) emphasized how important a communication strategy is to a

   change initiative. He indicated that it should occur at the beginning of a project and that it

   be "consistent, timely, reliable, and use multiple media" (p. 81). Various other authors

   (Yukl, 2006; Colasacco, 2005; Kotter, 2002; and Kouzes and Posner, 2007) also

   mentioned the importance of communication. A more detailed examination of

communication would have resulted in a better understanding of what a communication strategy entails.

5. *Expect delays.* It is easy to control one's own schedule, less so for others. Interviews will need to be transcribed, editors will review your paper, and approvals will need to be granted. I experienced delays at many stages. My academic supervisor and I set up a schedule of project milestones. The dates on these schedules were reviewed many times.

> Despite the delays, do not be discouraged. Rather, remember that unless you are researching your own backyard, you are external, if not alien, to the lives of research participants. You are not necessarily unwanted, but, because you are not integral to lives of your others, you are dispensable. You will complete your research tasks, but normally later than you expect. (Glesne, 2006, p.39)

6. *Have backup plans.* My research topic changed three times in the first six months of this program. Other learners in my cohort lost sponsors two or three times. Some in my cohort changed careers, and so could not rely on their organizations to sponsor them. Do not place all your intentions on one research topic, or one sponsor, at the outset. However, once it is solidified, become entirely committed to it.

Summary

The completion of this research project has been very rewarding. The themes that were developed focused primarily on communication and relationship building. The research participants were persons that had direct involvement with a police dispatch system. As such, the recommendations contained in this report were intended to improve the relationships between the end users.

However, during the course of this project, the role of external stakeholders (municipal council) came to the forefront. I learned that in examining one part of a system, questions may arise about other parts. Consequently, when trying to improve the health of a portion of the

system, it may be necessary to examine the expectations or needs of the whole system. "As researchers, we need to see (hear, feel) through different eyes" (Glesne, 2006, p. 218). Yet, as Glesne points out, the different roles that researchers assume make it difficult to see the whole picture. It may not be possible to see some parts of the system until the research is done.

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APPENDIX A: LETTER OF INVITATION

October 15, 2008

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 of Arts Degree in Leadership at Royal Roads University. My name is Dillon Sahota and my credentials with Royal Roads University can be established by calling **Dr. Gerry Nixon.**

The objective of my research project is to **examine the contracting out of a police function at the Central Saanich Police Service.** In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master of Arts in Leadership, I will also be sharing my research findings with **the Central Saanich Police Service.**

My research project will consist of an interview – **i.e. open-ended questions** and is foreseen to last between 15-30 minutes. The foreseen questions will include:

1. What is your experience (positive or negative) with the new dispatch centre?

2. How does this compare to your experience with the previous dispatch service?

3. Are you able to provide any suggestions to improve the current service?

4. Are you able to suggest any ways to foster a positive working relationship with the new dispatch employees?

Your name was chosen as a prospective participant because you were directly involved in using the new dispatch system

Information will be recorded in **audio** 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 published. A copy will be housed at Royal Roads University, available online through UMI/Proquest and the Theses Canada portal and will be publicly accessible. Access and distribution will be unrestricted.

Please feel free to contact me at any time should you have additional questions regarding the project and its outcomes. **A debriefing session is not planned but will be available if requested**

The researcher is a Sergeant with the Central Saanich Police Service, the sponsoring organization. All participants will be provided with a "Free and Informed Consent Form" to complete. The researcher is cognizant that there may be perceived power issues. Risks to participants will be minimal since the focus of the study is not to find fault, rather to improve a

new system. There will be more benefits to the participant than risk, in this study which utilizes an appreciative approach.

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.

If you would like to participate in my research project, please contact me at:

Name: **Dillon Sahota**

Email:

Sincerely,

Dillon Sahota

APPENDIX B: SURVEY PREAMBLE

My name is **Dillon Sahota** and this research project, **Managing and Outsourced Police Function** is part of the requirement for a Master of Arts in Leadership at Royal Roads University. My credentials with Royal Roads University can be established by telephoning **Dr. Gerry Nixon.**

The research will consist of this survey and is foreseen to take 15-30 minutes to complete. The foreseen questions will refer to:

1. What is your experience (positive or negative) with the new dispatch centre?

2. How does this compare to your experience with the previous dispatch service?

3. Are you able to provide any suggestions to improve the current service?

4. Are you able to suggest any ways to foster a positive working relationship with the new dispatch employees?

In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master of Arts in Leadership, I will also be sharing my research findings with **the Central Saanich Police Service.**

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

The researcher is a Sergeant with the Central Saanich Police Service, the sponsoring organization. All participants will be provided with a "Free and Informed Consent Form" to complete. The researcher is cognizant that there may be perceived power issues. Risks to participants will be minimal since the focus of the study is not to find fault, rather to improve a new system. There will be more benefits to the participant than risk, in this study which utilizes an appreciative approach.

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.

In the event that your survey response is processed and stored in the United States, you are advised that its governments, courts, or law enforcement and regulatory agencies may be able to obtain disclosure of the data through the laws of the United States.

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.

APPENDIX C1:   TELEPHONE SCRIPT-PUBLIC

Hello, my name is Dillon Sahota, and I am conducting a research project which is part of the requirement for a Master of Arts in Leadership at Royal Roads University. My credentials with Royal Roads University can be established by telephoning **Dr. Gerry Nixon.**

The objective of my research project is to **examine the contracting out of a police function at the Central Saanich Police Service.** In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master of Arts in Leadership, I will also be sharing my research findings with **the Central Saanich Police Service.**

My research project will consist of interview questions **i.e. open-ended questions** and is foreseen to last 15-30 minutes. The foreseen questions will include:

1. Have you noticed a change in the dispatch service provided the Central Saanich Police Service?

2. Tell us about your experience (positive or negative) in utilizing the CSPS call taking service.

3. Can you offer any suggestions that CSPS may use to improve the call taking service to the public?

Your name was chosen as a prospective participant because of you have called into the Central Saanich Police Service prior to and after the change to our dispatch service.

Information will be recorded in hand-written format **or audio-taped** 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 participant unless specific agreement has been obtained beforehand. All documentation will be kept strictly confidential.

A copy of the final report will be published. A copy will be housed at Royal Roads University, available online through UMI/Proquest and the Theses Canada portal and will be publicly accessible. Access and distribution will be unrestricted.

The researcher is a Sergeant with the Central Saanich Police Service, the sponsoring organization. All participants will be provided with a "Free and Informed Consent Form"to complete. The researcher is cognizant that there may be perceived power issues. Risks to participants will be minimal since the focus of the study is not to find fault, rather to improve a new system. There will be more benefits to the participant than risk, in this study which utilizes an appreciative approach.

You are not compelled to participate in this research project. If you choose not 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.

Would you be interested in participating in the project?

APPENDIX C2:   TELEPHONE SCRIPT-DISPATCHERS

Hello, my name is Dillon Sahota, and I am conducting a research project which is part of the requirement for a Master of Arts in Leadership at Royal Roads University. My credentials with Royal Roads University can be established by telephoning **Dr. Gerry Nixon.**

The objective of my research project is to **examine the contracting out of a police function at the Central Saanich Police Service.** In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master of Arts in Leadership, I will also be sharing my research findings with **the Central Saanich Police Service.** My research project will consist of interview questions **i.e. open-ended questions** and is foreseen to last about 10 minutes. The foreseen questions will include:

1. How has your experience been with dispatching, positive or negative:

    a) for the Municipality of Central Saanich, in terms of the public and,

    b) for the Central Saanich Police Service, in terms of the police officers?

2. Are you able to suggest any protocols or procedures to improve the dispatching experience for dispatchers, the public, or the Central Saanich Police Service?

3. Do you see a need to take any steps to strengthen the relationships between the Victoria Operations Communication Centre and the Central Saanich Police Service, and if so, are you able to provide any suggestions?

Your name was chosen randomly as a prospective participant because of your experience in dispatching for the Central Saanich Police Service. Information will be recorded in hand-written format **or audio-taped** 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 participant unless specific agreement has been obtained beforehand. All documentation will be kept strictly confidential.

A copy of the final report will be published. A copy will be housed at Royal Roads University, available online through UMI/Proquest and the Theses Canada portal and will be publicly accessible. Access and distribution will be unrestricted.

The researcher is a Sergeant with the Central Saanich Police Service, the sponsoring organization. All participants will be provided with a "Free and Informed Consent Form" to complete. The researcher is cognizant that there may be perceived power issues. Risks to participants will be minimal since the focus of the study is not to find fault, rather to improve a new system. There will be more benefits to the participant than risk, in this study which utilizes an appreciative approach.

You are not compelled to participate in this research project. If you choose not 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.

Would you be interested in participating in the project?

APPENDIX D: PARTICIPANT CONSENT FORM

My name is Dillon Sahota, and this research project is part of the requirement for a Master of Arts in Leadership at Royal Roads University. My credentials with Royal Roads University can be established by telephoning **Dr. Gerry Nixon.**

This document constitutes an agreement to participate in my research project, the objective of which is to **examine the contracting out of a police function at the Central Saanich Police Service.**

The research will consist of an interview – **i.e. open-ended questions,** and is foreseen to last 15-30 minutes. The foreseen questions will refer to:

1. What is your experience (positive or negative) with the new dispatch service?

2. How does this compare to your experience with the previous dispatch service?

3. Are you able to provide any suggestions to improve the current service?

4. Are you able to suggest any ways to foster a positive working relationship with the new dispatch employees?

 In addition to submitting my final report to Royal Roads University in partial fulfillment for a Master of Arts in Leadership, I will also be sharing my research findings with **the Central Saanich Police Service.**

Information will be recorded in hand-written format **[or audiotaped]** 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 specific agreement has been obtained beforehand. All documentation will be kept strictly confidential.

A copy of the final report will be published. A copy will be housed at Royal Roads University, available online through UMI/Proquest and the Theses Canada portal and will be publicly accessible. Access and distribution will be unrestricted.

The researcher is a Sergeant with the Central Saanich Police Service, the sponsoring organization. All participants will be provided with a "Free and Informed Consent Form" to complete. The researcher is cognizant that there may be perceived power issues. Risks to participants will be minimal since the focus of the study is not to find fault, rather to improve a new system. There will be more benefits to the participant than risk, in this study which utilizes an appreciative approach.

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, you give free and informed consent to participate in this project.

Name: (Please Print): _____

Signed: _____

Date: _____

APPENDIX E: CONFIDENTIALITY AGREEMENT

<u>CONFIDENTIALITY AGREEMENT</u>

I, Dillon Sahota, a Sergeant with the Central Saanich Police Service,

agree that I will not, except in the proper performance of my duties, disclose to any person any information obtained in the course of those duties. I further agree that my obligations under this agreement shall survive the termination of my employment with the Central Saanich Police Service.

Dated this __30th_____day of __September_____, 2008___ at Central Saanich in the Province of British Columbia.

_Dillon Sahota __   _____

Employee   Witness

APPENDIX F: CSPS AFTER HOURS' TELEPHONE SCRIPT

GREETING TABLE 3 (ANSWERS LINE)
Company Greeting 5 (Plays Morning/Afternoon/Evening and Non-Business periods)

Thank you for calling the Central Saanich Police Service.
If this is an emergency, please hang up and dial 9-1-1 now.

**
CCR Tree 2 (Plays during business hours 8:00 am to 6:00 pm, Monday through Friday)

Path 0 (Home Menu)

For general inquiries or to report an incident to police, press 1 now.

If you know the extension or the mail box number of the person you are trying to reach, please enter that number now. If you don't know the number, press the pound key to access our staff directory.

Our regular office hours are 8:00 a.m. to 6:00 p.m., Monday through Friday.
Thank you for calling.

(Pressing 1 transfers the caller to the front desk queue.)

CCR Tree 3 (Plays after hours)

Path 0 (Home Menu)

If you know the extension or the mailbox number of the person you are trying to reach, please enter that number now. If you don't know the number, press the pound key to access our staff directory.

Our regular office hours are 8:00 a.m. to 6:00 p.m., Monday through Friday.
To report an incident to police, press 1 and you will be connected to the police report desk.
If you have a general inquiry, please call back during regular office hours.
Thank you for calling.

(Pressing 1 transfers the calling to Victoria OCC)