

**The Dynamics of Police Cooperation in  
Multi-Agency Investigations  
Finding Common Ground**

By

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We accept this thesis as conforming to the required standard

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The questions and concerns that lead to this project began in 1995 while working with a dedicated group of police officers on a multi-agency investigation. During this investigation we faced challenges with police systems that did not support police working in multi-agency teams.

A growing awareness that these challenges were being faced by other police officers forming multi-agency teams lead me to believe that there were lessons to be learned from those who had faced these challenges.

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# **CHAPTER ONE – STUDY BACKGROUND**

## **The Problem/Opportunity**

The research question for this project is:

**What communication protocols and cultural practices are required by police to achieve interagency collaboration for effective major case investigations?**

This research examines issues related to police operationalizing multi-agency teams to conduct major case investigations.

## **Definitions**

1. **CPIC: The Canadian Police Information Center: is the national police data base to which all accredited Canadian police agencies are connected.**
2. **Inter-agency: describes activity between two police agencies from different police organizations or jurisdictions.**
3. **Major Case Management System (MCMS): is a comprehensive system for managing the process of investigation into a serious crimes addressing the issues of investigative practice, information management systems, and the management of personnel and physical resources.**
4. **Major Case Management Team: is the group of personnel assigned specifically to fulfill the mandate of investigating a crime problem or problems.**
5. **Multi-agency: describes situations involving more than two agencies from different police organizations or jurisdictions.**

6. ViCLAS: The Violent Crime Linkage Analysis System: is a national data base dedicated to linking information relating to the modus operandi of violent criminals to unsolved violent crimes.

The practices of major case management (MCM) take place within individual police organizations on a daily basis. Most police agencies have general investigation sections that are prepared with the investigative competencies and in-house resources to handle major investigations.

Multi-agency MCM, in contrast, only occurs if and when police agencies identify a common crime problem and come to an agreement to work together as an investigative team. In the majority of provinces in Canada the protocols to form multi-agency teams are unstructured and informal.

This project addresses the lack of consistent, effective multi-agency collaboration in major police investigations. The research will explore barriers as well as potential enhancers to effective multi-agency cooperation in terms of cultural practices and communication protocols in police organizations.

In instances where major criminal investigations need to move across jurisdictional boundaries, police agencies have established both formal and informal cooperative agreements that support multi-agency investigations on a case by case basis. These cooperative ventures often work well and their

success is evidence that police officers from different jurisdictions can work together effectively.

In situations where there are investigative linkages to organized crime, or drugs, the provincial or federal agency with the specialized portfolio can be contacted and asked to investigate at the discretion of the originating agency.

I believe that because police agencies lack effective protocols for inter-agency communication, information sharing is ineffective and this causes delays in the decision to collaborate and develop multi-agency investigative teams.

Errors occur when police agencies are aware of a joint crime problem or the linkages of criminal incidents across jurisdictions and do not act expediently to share information or work collaboratively to address the problem. The nature and magnitude of crime problems are not fully appreciated because police agencies lack the integrated information sharing systems, and communication protocols to keep them fully informed.

Today, in crimes such as robbery, drugs, and break-ins, the issue of police failing to make timely connections and work collaboratively, is not a subject of critical public examination. These crimes, although serious, have become routine and the public seem to be desensitized to them. The fact that the police are failing to work collaboratively may never be an issue of scrutiny or criticism.

Where these problems do come to light is in instances where a vicious crime against a victim or victims has crossed jurisdictional boundaries. In these cases, the police are expected to be alert and responsive to the linkages, react expediently, and collaborate to achieve an effective outcome.

The Paul Bernardo case, originating out of Ontario, provides a clear example of how things can go wrong when police agencies fail to communicate and collaborate. Paul Bernardo was a sexual predator and a serial killer who was actively involved in committing rapes and murders in several different police jurisdictions of Ontario between May of 1987 and December of 1992. In these cases police failed to identify a critical linkage between crimes and consequently may have failed to capture Bernardo before he was able to kill again.

The Bernardo investigations were reviewed in 1996 by Justice Archie Campbell. The Campbell Inquiry Report (CIR), has become the driving force behind changes to the police investigative systems and communication protocols in the province of Ontario. The CIR will be utilized as a reference and a data source for this research.

The diverse and unconnected systems that failed Ontario's police agencies during the Bernardo case are not unlike the systems that exist between police agencies elsewhere in Canada.



My own experience working in the policing systems of British Columbia leads me to believe that we are not properly prepared to achieve the effective collaborative results that the justice system and the public expect.

### **Potential Causes of the Problem/Opportunity**

The failure of police agencies to recognize linkages between crimes and act expediently between organizations to form investigative teams is a complex problem. There are a variety of causes that might come into play to contribute to this problem:

- At the agency level the need for more integrated systems may not be recognized because the existing systems seem to be working reasonably well relative to existing organizational needs.
- Federal, municipal and provincial police legislation and accountability standards are different. Diverse accountability processes have the potential to obscure and confuse bottom-line accountability.
- Federal, municipal and provincial police policies are not consistent with each other. Diverse policies may hamper a process of collaboration. Although some suggested practices exist that speak to the manner in which police agencies should come together, there is no universally agreed upon set of practices to govern the process of creating multi-agency teams.
- Culture of police organizations vary and there are engrained cultural norms relative to guarding investigative information that may contribute to a hesitation in information sharing.

- Politics relative to historical interagency competition and rivalry may be an issue relative to openness and cooperation in information sharing.
- Autonomous authority for funding and personnel rests with the managers of individual police agencies. Their need to maintain accountability for jurisdictional resources may hamper decisions to join forces.
- The administration of resources is the exclusive domain of executive members of individual police agencies. The sharing of resources in multi-agency operations is often a contribution based upon problem ownership. Quantifying who owns how much of a particular crime problem can be an impossible equation.
- Autonomous decision-making authority relative to information sharing and recommending collaboration rests with case-managers. Limited criteria exist to direct when and with whom information is shared.
- Case ownership and past experience with ineffective attempts to achieve joint operations may adversely affect the decision to collaborate.
- There are too many diverse and incompatible information management systems. Data systems lack connectivity for information sharing and ease of management.
- Case management systems holding critical information tend to be isolated and unavailable for sharing between agencies. This problem has evolved over time as individual agencies have adopted their own proprietary case-management and records-management systems.

- Police agencies have limited resources to fund joint forces operations. Operational budgets are not generated in anticipation of joint forces expenditures and consequently funds must come from existing operational budgets or alternately through specific requests for supplementary emergency funding.
- Agencies lack the ability to release human resources to joint forces operations without affecting basic service delivery.

In the face of all of these challenges, police agencies continue to create ad hoc multi-agency teams to conduct major case investigations. Peter Senge describes these types of problems under a systems archetype called Shifting of the Burden.

A short-term 'solution' is used to correct a problem, with seemingly positive immediate results. As this correction is used more and more, more fundamental long-term corrective measures are used less and less. Over time, the capabilities for the fundamental solution may atrophy or become disabled, leading to even greater reliance on the symptomatic solution (1994, p.380).

In a parallel to this archetype description, it appears that police in Canada are using informal communications systems and ad hoc joint forces operations as a short-term solution to identify and solve serious crimes that cross jurisdictional boundaries. The fundamental solution of formally structured multi-agency teams may be the preferred solution. However the short-term ad hoc solutions continue because they appear to be working and have not been subjected to critical assessment.

In such situations Senge warns us that this is a false sense of security: "Look here, this solution has worked so far. What do you mean, there is trouble down the road"(1994, p.380).

### **Impact/Significance of the Problem/Opportunity**

Police agencies in Canada are all structured to perform essentially the same function. Police serve the public; their primary duties are to protect life and property and to keep the peace. Within this mandate lies the responsibility to conduct investigations into criminal activities.

Having protocols that bring police agencies together to work in an effective and timely fashion, would be a quiet victory for police in their service to the community. It would be a quiet victory because, the success would meet the public expectation; systems would work and police agencies would be seen working together maximizing their resources to achieve a desired outcome.

The impact of a critical failure of the police collaboration for inter-agency operations, would be more significant and identifiable with:

- The impact of a crime that could have been prevented;
- The impact of reduced public confidence in the police;
- The impact on the professional image of policing; and
- Personal impact on individuals; victims and police officers, for whom the systems have failed.

An example of the problem can be seen in the cases where a serial sexual predator begins his first crime cycle. He moves from jurisdiction to jurisdiction often becoming the suspect in criminal activity with investigation not revealing sufficient evidence to produce charges. The investigative information relative to the predator exists in isolation on the police files and unlinked databases of various police agencies. With no charged offence to justify a criminal record, the history remains isolated and does not fit the criteria for entry onto the common database at CPIC. Unless the criminal activity fits the criterion for entry onto ViCLAS the offender's name may never reach a cross-referencing data system.

When the offender is finally captured with sufficient evidence to charge, his name becomes public and the scope of his previous activity is realized as other victims come forward. The public wonders why the police did not act sooner and recognize the serial activity of such an offender. The reason can be attributed to communication between jurisdictions. But why does, and how can this lack of communication exist?

## **The Organization**

Policing in Canada is carried out by a diverse group of police organizations.

These include:

- Royal Canadian Mounted Police (RCMP) as the federal police authority;
- RCMP operating under provincial and municipal contracts;
- Provincial police agencies;

- Municipal police agencies; and,
- Specialized joint forces agencies with specific mandates.

Provincial jurisdictions are characterized by a mixture of federal, provincial and municipal police forces coexisting in different formats. Some provinces, such as Ontario and Quebec, have provincial police forces mixed with a variety of regional and city police departments. In these provinces, the RCMP provides policing only for federal statutes.

In contrast, in Alberta and British Columbia, the RCMP provides federal policing however also contracts as the provincial police force with specific municipal contracts in a number of jurisdictions. In these provinces the RCMP responsibility coexists with numerous municipal police forces that provide policing service in specific jurisdictions.

Although there is obvious jurisdictional diversity, the structure of the individual police agencies providing policing service to communities is generally similar in format operating under agency specific policy and procedure but subject to specific RCMP Act and Provincial Police Act legislation.

Considering that there are in excess of 55,300 police officers in Canada working in 582 separate police jurisdictions(Canada, 1999a) spread over ten provinces

with additional jurisdictions in three territories, the dynamics of interagency communication and cooperation are clearly an issue of importance.

In all provinces legislation exists that obligates police agencies to assist each other if called upon in an emergency however, there is no legislation that directs or regulates the manner in which police should share information or come together to form joint forces teams to conduct major case investigations for inter-jurisdictional crime problems. Although some provinces have started initiatives to help police agencies work together in a multi-agency format, the diversity of organizations and systems remains a huge obstacle for the majority of jurisdictions.

## **CHAPTER TWO - LITERATURE REVIEW**

### **Review of Organizational Systems**

#### **Diversity Among Police Organizations**

In order to understand the complexity of information sharing between police agencies, it is important to visualize the information systems that exist and understand their functions. British Columbia will be used as an example to illustrate and describe the diversity and complexity of information systems.

There are essentially four different levels of information sharing systems that exist for police agencies in British Columbia.

#### **Level I**

These are the information management and Records Management Systems (RMS) used by each police agency to conduct the daily business of taking and investigating, or otherwise resolving complaints from the public. In British Columbia there are a variety of these systems as shown below in Table 2.1. Some agencies have connected information systems through the Police Information Retrieval System (PIRS) . Some of these PIRS users also have secondary RMS data bases in either a "kidds" or "talk-through" format to facilitate their Mobile Dispatch Terminal (MDT) to the police cars. It is interesting to note that the two largest independent municipal police forces, the Vancouver Police Department and the Victoria Police Department, each have data bases that are independent and unconnected to other agencies. In British Columbia, the lower mainland and Vancouver Island are currently in the process of moving towards a



centralized communications and records management system call E-Comm. Achieving universal use of this system will require the buy-in of the various police agencies within British Columbia (Robert Gehl, personal communication, March 15, 2001).

At level I, information sharing regarding day to day investigations is open between the agencies connected by PIRS. Other agencies not on PIRS do share information however this requires a phone call and a special request.

### Police Information Management Systems at Level I

	PIRS	RMS ttc	RMS kidds	Chiefs	RMS pcr	Future Prime
<b>RCMP</b>	X		X			
<b>Vancouver Police</b>					X	X
<b>Victoria Police</b>				X		
<b>Delta Police</b>	X	X				
<b>New West Police</b>	X		X			
<b>Abbotsford Police</b>	X	X				
<b>Saanich Police</b>	X	X				
<b>West Van Police</b>	X					
<b>Esquimalt Police</b>				X		
<b>Nelson Police</b>	X					
<b>Oak Bay Police</b>	X	X				
<b>Central Saanich</b>	X	X				
<b>Port Moody Police</b>	X					X

Table 2.1

### Level II

These are mandatory information sharing systems of CPIC and ViCLAS. These systems require police agencies to supply specific categories of information. For CPIC this includes information on charged or wanted persons and stolen property. For ViCLAS it requires information regarding the descriptions and

modus operandi in relation to violent crimes and known violent criminals. The information shared within these data bases is open and available to all police agencies in British Columbia.

### **Level III**

These are the voluntary criminal intelligence sharing data systems of the Automated Criminal Intelligence Information System (ACIIS II) and the National Criminal Data Base (NCDB). These data bases are primarily for organized crime and gang activities. Police agencies may contribute information to these data bases at their own discretion and may only search and obtain information within prescribed limitations. These data bases can be described as open only on a limited basis.

### **Level IV**

This level represents a variety of systems currently being used by police in British Columbia to manage major case investigations. Computerized systems are only used on a limited basis because of the labour intense nature of data entry. Many major investigations are still kept in a paper file and index card format. The current systems used include;

- Special Investigative Unit Support System (SIUSS);
- Evidence and Reporting System (ERS);
- Police Information Retrieval System Tips (PIRS Tips);
- Automated Major Case Management (AMCM); and,
- Paper file and index card format.

It is important to understand the difference between the Level IV computerized case management systems and the Level I computerized RMS. In addition to having the indexing capabilities of the Level I systems, the Level IV case management systems are stand-alone systems used by investigators for the duration of a single investigation. Some are designed with capabilities to do link-analysis, time-lines and other specialized search functions. Some of these systems can be uploaded to the PIRS data base thus making the information available for sharing once the investigation is complete. In reality however, most of the unsolved investigations held in case management systems remain within the files of the originating police agency and the information is not open for sharing except by special request (T. Davidson personal communication, March 10, 2001).

Obviously the diversity of information management systems described here creates a problem for police agencies sharing information and making linkages between inter-jurisdictional crimes. Most significantly, the information contained in the major criminal files at Level IV is not in an open system. Critical information capable of solving crimes remains isolated within the case management files of individual police agencies.

The systems described for British Columbia are not unlike systems that exist for other provinces of Canada. Among the provinces, Ontario and Alberta are the

only jurisdictions moving towards establishing common MCM systems and data bases.

In Ontario, as a result of the CIR, the government has taken the initiative to mandate a new system of police interaction; " The approach recommended preserves local autonomy but supplements it with a co-operative system among police forces to ensure that local autonomy does not dilute public protection against mobile serial predators who use police boundaries to avoid detection and capture" (Campbell, 1996, p.335).

In Alberta, the four major municipal police departments and the R.C.M.P. are collaborating to construct a multi-agency protocol based on the MCM system from the Canadian Police College (CPC), and benchmarked against the systems being developed by the Campbell Implementation Team (CIT) in Ontario (Allan Hargreaves, personal communications, November 14, 2000).

Other provinces continue to rely on a variety of different formats, utilizing ad hoc teams when the need arises.

The need for integrated systems and information sharing has been recognized in the Solicitor General's Integrated Justice Information Action Plan (IJIAP) 1999-2004. The plan has a Vision which, " contributes to public safety in Canada by ensuring that all required information is available and accessible in an accepted

format and on a timely basis, for use by criminal justice agencies in support of improved decision-making and collective effectiveness” (Canada, 1999b, p.2).

The IJIAP also speaks to the significance of the multi-jurisdictional, multi-agency issues. It recognizes collaboration and information sharing as key factors in achieving a more effective system with the goal of; “a police criminal case management system, the Integrated Police Information Reporting System (IPIRS) to strengthen criminal investigations by linking crime and offender information” (Canada, 1999b, p.3).

Achieving the goals of the IJIAP certainly is a worthy initiative and it does put a vision of better systems to come on the horizon however we must continue to consider: what are the systems today and what are the dynamics of police agency interaction in existing systems that might be modified to facilitate better outcomes within the current reality?

### **Major Case Management Protocols and Practices**

Policing practices in Canada have evolved from the inception of the first police agencies in the late 1800s with rapid advances in police science and criminal investigative practices emerging after the Second World War. The formalization of police case management practices has evolved significantly through the initiatives of the RCMP and other larger provincial and municipal police agencies.

In 1992 the CPC did the ground-breaking research for MCM in Canada. The CPC conducted a survey of police agencies in Canada and identified that the greatest shortcoming of police training was a virtual void in MCM training.

(College, 1999) In 1994 the CPC introduced the first formal MCM Course as a culmination of police investigative and case management strategies drawn from the collective experience of police practitioners. This course was designed to guide police managers in the development of preferred case management and interagency partnering strategies.

The MCM System outlines a set of recommended best practices to be followed to bring police agencies together to conduct investigations of common crime problems.

Although the MCM system of recommended best practices speaks to the collaboration of agencies, it is limited in addressing the issue of police agencies having systems to achieve appropriate and timely decisions of when to collaborate and form multi-agency teams. These decisions are made at the individual agency level and are driven by the assessment of information relating to the crime type and circumstances that make the situation appropriate for inter-agency collaboration in the MCM format. A variety of organizational dynamics can come into play and interfere with this decision making process.

As Geberth points out in *Practical Homicide Investigations*, "There is no room for interagency rivalry in homicide investigations. Law enforcement agencies with dual responsibility for the investigation of sudden and unexplained death must reach an accord as to the ultimate case responsibility" (1996, p. 800).

The CIR found the need for police agencies to recognize linkages that trigger decision. "It is imperative that police forces have the capacity, and use the capacity, to recognize linkages between crimes in different communities. Unless these linkages are recognized early, the serial predator can continue his hunt and strike at will in different communities with very little risk of detection" (Campbell, 1996, p. 283).

Since the completion of the CIR, the CIT has been working diligently in Ontario to develop the protocols for interagency decision making and MCM practices. From their work, protocols for inter-agency decision-making have been developed, a common case management data base has been identified and adopted and uniform MCM training has been established. At the time of this report, these systems in Ontario are in the process of being taught and implemented (P. DeBruyne, personal communication, October 26, 2000).

## **Review of Supporting Literature**

### **Team Building**

In the foreword to his book, *Organizing Genius*, Warren Bennis talks about the “one person hero” versus the “team concept” of North American thinking. He goes on to make the point that, “None of us is as smart as all of us” (1997, p.1). Daniel Goleman concurs, “There is no doubt the group mind can be far more intelligent than the individual; the scientific data on this point is overwhelming” (1998, p.203).

Team building is a complex and critical dimension of multi-agency major case investigations. As the International Association of Chiefs of Police recognize in their Model Police Manual “the pooling of resources among regional law enforcement and criminal justice agencies are often the most effective and efficient means of investigating selected major crimes” (Police, 1988, p.1).

It has been broadly recognized in the United States that the ability to create teams has been frustrated by the diversity of police agencies. “The most fundamental weakness in crime control is the failure of federal and state governments to create a framework for local policing. Much of what is wrong with police is the result of the absurd, fragmented, unworkable, non-system of more than 17,000 local departments” (Delattre, 1989, p.xv).



The collaboration of multi-agency teams is not a problem unique to police. The federal Deputy Ministers Task Force on service Delivery Models recognized that other government departments tend to work in isolation becoming a series of unconnected stove pipes. Acting in conflict with this isolation, common issues often involve several departments or agencies (Armstrong, 1999).

This study will define the team as an ideal where police officers, from different police organizations, come together and function effectively as an investigative-team.

This coming together is a process of learning and growth where each person brings new interactions and ideas that need to be interpreted and mediated with existing understandings to achieve the growth toward a common understanding and the evolution of knowledge (Lambert, 1995).

I use this constructivist perspective because it identifies the central tenet of a team learning together to construct new knowledge with the benefit of diversity of experiences. Truly, the team coming together to conduct an investigation is a classic problem based learning experience where, " learning involves both knowing and doing. Knowledge and the ability to use knowledge are of equal importance" (Hallinger, 1995, p.5).

There is a distinction that must be made between the dynamics of individual achievement and team achievement. Many tasks are best achieved by teams and no matter how skilled or experienced certain people may be, there is no point in using them if they can't work cooperatively with each other (Bennis, 1997).

Team skills are more difficult to develop than individual skills and they require the deliberate creation of practice opportunities to aid in their development (Senge, 1994).

Adding another dimension, Yukl defers to Norman Dyer contending that "The purpose of team building is to increase cohesiveness, mutual cooperation, and identification with the group" (Yukl, 1998, p.370). A team leader can do things to improve cohesiveness of the team. The following are some guidelines based on research, theory, and practitioner insights.

Guidelines for Teambuilding:

- Emphasize common interests and values;
- Use ceremonies and rituals;
- Use symbols to develop identification with the group;
- Encourage and facilitate social interaction;
- Keep people informed about group activities and achievements;
- Conduct process analysis sessions;
- Foster appreciation and tolerance for diversity; and,
- Increase incentives for mutual cooperation (Yukl, 1998. p.371).

## **Diversity**

A diversity of experience in investigators is critical to the span of knowledge and experience needed to conduct the investigation; however, with a diversity of knowledge and experience, also comes conflict of ideas and opinions. It must be understood and accepted that, in a team environment, these conflicts of ideas are healthy and visible conflict is the most reliable indicator that learning is taking place. The presence of conflicting ideas is critical to creative thinking and the innovative solutions that are only possible through team interaction (Senge, 1994).

Senge goes on to qualify that, "the difference between great teams and mediocre teams lies in how they face conflict and deal with the defensiveness that invariably surrounds conflict" (1994, p.249). He identifies defensiveness as, "entrenched habits we use to protect ourselves from the embarrassment and threat that comes with exposing our thinking" (1994, p.250).

## **Cultural Practices**

The dynamics of culture in police agencies and the effect of culture on the way that police agencies partner is a key dimension of this research.

Culture has been defined by many of the human sciences as it relates to various nations, ethnic groups, religious orders and other subsets of humanity. Police agencies have an organizational culture that is somewhat unique. They are dispersed occupational groups with unique yet similar cultural characteristics.

In his book *Leading Change*, James O'Toole offers this definition of organizational culture.

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, mores, and values that determines how a group of people will behave (1995, p.71-72).

The majority of research on culture in police organizations relates to deviant behavior, ethics and use of force, with little attention paid to the possible beneficial effects that culture could have on organizational development. 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 (Harrison, 1998).

Kouzes and Posner comment on the value-based nature of culture within organizations. "Research makes it clear that shared values make a difference to organizational and personal vitality and that values form the bedrock of organizational culture" (1997, p.215).

Values along with the guiding hand of leadership are required to align and mediate the existing organizational culture. Without a strong foundation of leadership that supports specific organizational values, the values will not be embraced and adopted by the membership. It is a function of leadership to overcome the ambiguous values that cause dissention and unhealthy culture (Harrison, 1998).

The leadership function of guiding change is not easy since the culture and habits of organizations are entrenched, and offer resistance. "Institutional habits run deep; they are often tied to acceptance of the inevitability of the way things have been done. People, set in their ways, resent efforts to change anything, not only in police work but also in education, business, and government" (Delattre, 1989, p.88).

Resistance to organizational change at both the individual and the collective level is often caused by culture however this does not mean that all culture should be regarded negatively. Culture is also the means by which the positive operating values and ethics of successful organizations are perpetuated (Garmire, 1982).

The key to successful change management lies in the administrator's awareness and sensitivity to the cultural dynamics. "The organizational culture is a force to be reckoned with, especially when the administrator is introducing needed change. The organizational culture and the administrator's sensitivity to it are capable of tipping the scales for or against change" (Garmire, 1982, p.87).

Culture may be the most significant element in achieving organizational change because it is considered the most influential element of organizational life (Bennis, 1997).

Culture creates a challenge for leaders making change in organizations. To achieve change, leaders must understand the nature of culture within the organization in the current reality. They must gain the trust of persons in the organization by communicating a clear vision and involving everyone in the change process (Bennis, 1997).

### **Communications**

Communications between individuals and communications within organizations will be a focus of this research. Communication challenges between police organizations have long been recognized as an issue for investigations.

In the past it was typical for investigators to keep information to themselves. Other officers were left out for fear that the information would not be guarded. Today, the rising crime rate and the trend toward a small number of professional criminals committing a large number of crimes mandate more open and rapid communications with patrol personnel (Garmire, 1982). The sharing of information and liaison with other police agencies and other criminal justice agencies is critical to the leadership role within police organizations (Garmire, 1982).

One of the biggest pitfalls to effective communication is low trust at a personal level. Being able to believe that the person you are dealing with is honest and trustworthy and will keep their word is critical. However, as Steven Covey points

out, "If you are fundamentally duplicitous, you can't solve the low trust problem; you can't talk yourself out of problems you behaved yourself into" (1992, p. 171).

Daniel Goleman enlarges on trust by describing the need for organizational environments that encourage the truth and, "create an atmosphere that values that truth, no matter how anxiety-provoking it may be, and that still hears all sides of a question. Such real debate is only possible if people feel free enough to speak their minds without fear of punishment, retribution, or ridicule" (1998, p. 285).

Going deeper into the dynamics, Senge identifies two types of communication; dialogue and discussion. He describes discussion as "the ping pong game where the subject of common interest may be analyzed and dissected from many points of view provided by those who take part" (1994, p.240). The purpose of the game of discussion is to win your point. In contrast, and preferred, dialogue is a process of establishing and understanding the common meanings which can not be accessed individually. In dialogue, the whole organizes the parts and deeper levels of understanding are achieved in a communal process (Senge, 1994).

This higher state of dialogue can only be achieved by coming to see each other as colleagues.

Dialogue can occur only when a group of people see each other as colleagues in mutual quest for deeper insight and clarity. Thinking of each

other as colleagues is important because thought is participative.... Seeing each other as colleagues is critical to establish a positive tone and to offset the vulnerability that dialogue brings....In dialogue people actually feel as if they are building something, a new deeper understanding....Treating each other as colleagues acknowledges the mutual risk and establishes the sense of safety in facing risk (Senge, 1994, p.245).



## **CHAPTER THREE - CONDUCT OF THE STUDY**

### **Research Methods**

This research is a qualitative evaluation (Palys, 1997). It examines the defined area of multi-agency MCM taking place under varying guidelines across policing organizations in Canada.

The research, as a qualitative analysis uses formative evaluation aimed at improving multi-agency MCM practices (Neuman, 1991).

Data is obtained from two sources:

1. Interviews with experts in multi-agency MCM; and,
2. Reviewing the deliberations of the CIR.

Data in this research will be discussed in terms of themes and sub-themes, which are defined as follows:

- A theme is a series of words expressing a thought that fits, by virtue of general content, into one of the identified categories of Cultural Practices, Communication Protocols, Organizational Systemic Issues, or Remedial Strategies.
- A sub-theme is a further refinement of the thought expressed under the general theme and is used to identify and discuss the specific categories under each of the four themes.

Issues significant to multi-agency MCM practices are identified as data in sub-theme phrases from interviews with the experts. The data are validated through

an inductive (Palys, 1997) analysis and triangulation of common sub-themes between data sources.

An iterative process, re-examining data to refine it further in an identifiable direction (Palys, 1997) is used to identify sub-themes in the data where. “the preliminary conceptual variables of interest are isolated, and one can then examine relations among those concepts in the context of varying events” (Palys 1997, p. 300).

The process of triangulation of sub-themes is accomplished by establishing how many interview subjects commented on a particular sub-theme. If three or more of the ten interview subjects commented on a sub-theme, it was considered to be acceptable for examination by this research. The number of three out of ten was selected by the researcher on the basis of the following reasoning. One person commenting on an issue might be considered an isolated opinion, two persons commenting on the same issue may be considered a coincidence however if three persons out of ten comment on the same issue, it could be considered as a sub-theme.

In this research, multi-agency MCM practices are also examined through a critical analysis (Greer, Dewer, Parsons, 2000) of archival documents from the CIR. Data identification for this critical analysis is guided by sub-theme categories previously established through the interviews with research subjects.

The CIR has been utilized as a qualitative means of comparing and contrasting data (Palys, 1997) with the triangulated data obtained from the interview subjects.

The analysis of the qualitative data in the research has been achieved through a non-experimental method known as analytical induction. This method employs the exhaustive study of cases to draw conclusions from qualitative data (Palys, 1994).

This research does not attempt to make any statistical evaluations of the data presented in the following tables. The process of counting the number of interview subjects who identified a particular sub-theme is done only to illustrate the degree of clustering of sub-themes (Palys, 1997) and for triangulation to validate the data (Neuman, 1991).

The forgoing design and analysis were chosen because it was this researcher's opinion that the best data sources available to evaluate the issues of multi-agency MCM were the police practitioners familiar with the processes.

In order to balance this research with opinion from outside of the police universe the CIR was selected as a secondary data source. The CIR, known to be a critical review of multi-agency MCM, was selected for the purposes of comparing and contrasting data from the interview subjects.

Giving consideration to the fact that this would be a formative evaluation of multi-agency MCM practices it was concluded that the human data sources would best be accessed through a qualitative methodology which obtains individual perceptions by getting close to people as research participants (Palys, 1997).

Accessing the CIR data through a critical analysis of the archival documents was a methodology chosen to work well in conjunction with the qualitative evaluation data from the interview subjects.

### **Selection of Data Sources**

Data for this research was obtained through two sources:

1. The statements of interview subjects; and.
2. The critical analysis of documents from the CIR.

Interview subjects were identified through a process of "purposive sampling utilizing a practice intensity sampling to locate experiential experts" (Palys, 1997, p.137). Purposive sampling is a highly selective process whereby the researcher utilizes a set of defined criterion to identify subjects.

The experiential experts in the study are a group of 10 senior police officers each with significant experience in multi-agency MCM. They represent an organizational and geographic cross-section of Canadian Policing experience.

The CIR relating to investigations into the activities of Paul Bernardo was selected as a data source because it was known to be a review of police investigations conducted in the multi-agency format. As such, the CIR content was reviewed as a means of comparing and contrasting data (Palys, 1997) to the triangulated data obtained from the interview subjects.

In the proposal for this research it was intended to utilize the CIR and the Kaufman Inquiry Report (KIR) to obtain data for analysis. These two reports were selected because they represented contemporary examinations of police investigations involving more than one police agency. Upon closer examination of the KIR, it was found that although the report was an examination of police investigations involving more than one police agency, it was not an examination of the issues relating to multi-agency teams. Because the interaction of police agencies in the multi-agency format is a critical issue in this research, it was decided to abandon the KIR as a data source.

### **Selection of the Interview Sample**

This research was conducted through the interview of 10 police officers selected on the basis of the following criteria:

- The names of potential participants were obtained by the researcher through a process of networking with CPC staff and other police colleagues from across Canada;

- Participants were specifically selected as national sampling of police experience, representing the jurisdictional regions of eastern, western and central Canada;
- Participants were selected to include representation from RCMP, provincial, regional and municipal police agencies;
- Participants were selected on the basis of their experience in the investigations of major cases in the multi-agency format;
- Participants have wide-ranging experience as practitioners of multi-agency MCM. Experiences range from the leadership of two agency teams to the building of provincial teams and also include individuals involved in the development of the current MCM Model taught at the CPC;
- Gender diversity was considered and applied in the selection of participants;
- Participants were asked to volunteer and were selected on the basis of their interest in participating and their willingness to share their experiences in relation to this research;
- Willingness to participate in this research and the successive steps was a selection criterion; and,
- Participants' ability to reflect on and communicate experiences was assessed giving regard to the ability to establish rapport and atmosphere in which the sharing of information could occur.

### **Description of the Interview Sample**

The sample for this research represents a gender mix of nine males and one female officer. This uneven balance of gender can be attributed to the fact that the average service of the sample group was twenty-three years. In Canada, the female representation in policing within this service range and meeting the additional criterion for this selective sample is limited.

Interviewees were collected as a national sample with an equal representation of five officers from eastern Canada and five from western Canada. The dividing point chosen between eastern and western Canada was the Manitoba/Ontario boarder. As an unanticipated benefit originating from the mobility of the federal component of the sample; interview subjects reported previous service experience collectively representing all ten provinces and one territory.

Priority was given to obtaining a mixture of federal, provincial and municipal police experience. As a result of this priority the sample contained four federal, three provincial and three municipal police officers. Another unanticipated benefit of the sample was that four of the subjects reported having mixed federal/municipal or federal/provincial service experience.

Collectively the interview subjects had 235 years of police experience. All of the subjects had leadership experiences with multi-agency MCM. Three of the

subjects had participated in the development of the MCM model presently taught at the CPC.

All subjects were Canadian police officers serving in leadership roles.

Interview subjects ranged in rank from non-commissioned officers at the Sergeant level to executive officers in the top ranks of their police organizations.

## **Study Conduct**

This research has been completed in the following phases:

- Interview questions were designed to explore the issues of communication protocols and cultural practices. An interview guide is attached in Appendix A-1;
- A total of 10 questions were chosen because it was estimated that each answer would take 5 to 6 minutes resulting in a 50 to 60 minute interview;
- Questions 1-3 were designed to obtain information about the interview subject's personal background and experiences. These questions were required to provide the information regarding sample selection and demographics;
- Questions 4 and 5 were designed to obtain information about the interview subject's perceptions of the need for decision making practices and protocols relevant to forming multi-agency teams;
- Questions 6-8 were designed to obtain information specifically about the interview subject's beliefs and perceptions of communications



relevant to forming multi-agency teams. These three questions were used to define positive practices, negative practices, and enhancements to current practices;

- Question 9 was designed to obtain the interview subject's beliefs and perceptions of cultural issues as they might effect the forming of multi-agency teams. This single question on culture was left open ended to allow the interview subject to come forward with their own beliefs defining police culture;
- Question 10 was an open ended question to allow the interview subject to share any other information that they believed may be relevant to the subject of police agencies forming multi-agency teams;
- To assess the scope and effectiveness of the interview questions a one-hour pilot interview was conducted at the officers of the Abbotsford Police with a trusted colleague experienced in multi-agency MCM;
- The names of potential participants were obtained by the researcher through a process of networking with CPC staff and other police colleagues from across Canada;
- Potential participants were contacted by telephone for further assessment and selection on the basis of the previously described criterion;
- A final list of 10 participants was established;
- Participants received a formal letter of invitation to participate. These letters outline the purpose of the research, the process of the data

collection and data use, the voluntary nature of participation and the assurance of confidentiality. A letter of invitation is attached in

Appendix B-1;

- Participants were interviewed at their home agency location and were given the option of choosing a preferred location for the interview to take place;
- A document of informed consent outlining ethical procedures guiding the research was presented to each participant to sign at the time of the interview. A participant consent form is attached in Appendix C-1;
- With the consent of participants interviews were audiotape recorded
- Interviews ranged from 60 to 90 minutes in length. The length of the interviews were determined by the amount of information that the interview subject had to volunteer;
- Interviews were concluded when it was apparent that the interview subject had said everything that they wanted to say in relation to each question;
- Tapes were reviewed by the interviewer and preliminary themes of cultural practices and communication protocols were noted;
- The themes of communication protocols and cultural practices were identified directly from the research question as being the key issues for examination in this research;
- Tapes were typed into transcript format by a confidential secretary in a secure environment;

- Transcripts were reviewed by the interviewer and theme phrases relating to cultural practices and communication protocols were identified and highlighted. Below the highlighted areas comments were inserted by the researcher in red font. These comments represented the researcher's general interpretation of the theme phrases;
- In the form of personal e-mail attachments, the transcripts with highlighted themes and comments were returned to the interview subjects;
- The transcripts were accompanied by a letter requesting interviewees to review the materials and validate the interpretation of the theme phrases. A letter of request to review is attached in Appendix D-1;
- All transcripts were reviewed by subjects and returned as validated with only minor clarifications;
- All clarifications made by interview subjects were noted and amended within the transcripts;
- All notes, tape recordings and transcripts have been kept in the secure custody of the researcher;
- Transporting of transcripts and tapes was handled through personal delivery, bonded courier, and secure e-mail or registered mail processes;
- Each interview subject was given a coded designation to maintain anonymity and at the same time allow the ability to attribute comments made for referencing. Subjects were coded randomly, (IS1) to (IS10);

- Data for this research was described using the terms of theme and sub-theme phrases;
- Data in each interview was extracted in theme phrases under the interviewee's code designation;
- Extraction was accomplished using a copy and paste computer technique;
- Data was sorted under the theme titles of Cultural Practices, Communication Protocols, Organizational Systemic Issues, and Remedial Strategies;
- After data was sorted under the main themes it was examined and sub-themes were identified. Data was then resorted and identified under the various sub-theme titles;
- The number of interview subjects who identified each sub-theme were counted and recorded;
- The content of the CIR was examined using the sub-themes identified by interview subjects as a means to identify relevant phrases as data;
- Similar sub-theme phrases were collected from the CIR and were noted for referencing by page number;
- The removal of data from the CIR was accomplished by the researcher identifying and typing theme phrases to extract them;
- Data from interview subjects quoted in this report has been edited to remove all materials that could identify the interview subject, police agency or jurisdiction being commented on. Removal of content from a

quoted phrase is indicated by square brackets [ ] containing replacement words to generalize the missing content and facilitate smooth reading; and,

- Data analysis has been accomplished by examining the various sub-themes individually and also as they appear to relate to each other.

## **CHAPTER FOUR - RESEARCH STUDY RESULTS**

### **Study Findings**

The following chapter will describe the data obtained through interviews with 10 interview subjects in parallel with data obtained through the examination of documents of the CIR.

In order to describe the data, this report will classify the themes extracted from interviews and from the CIR under four theme titles:

1. Cultural Practices;
2. Organizational Systemic Issues;
3. Communication Protocols; and,
4. Remedial Strategies.

These themes will be expanded, discussed and described, in the sub-themes that emerged through the iterative examination of the theme data.

### **Cultural Practices**

Discussing aspects of culture that effect police agencies in achieving effective multi-agency teams, interviewees identified six significant cultural practices. The CIR also speaks to issues of police culture. See Table 4.1 below.

Cultural practices will be reviewed in their order of significance as determined by the number of interview subjects who commented on the particular aspect of culture. Each cultural practice was also identified if it was referenced by the CIR.

### Cultural Practices

<u>Cultural Issues</u>	Referenced by the Campbell Inquiry	Referenced by the Interview Subjects
• Turf Issues	Yes	8 out of 10 made reference
• Bigger is Better	No	7 out of 10 made reference
• Case Ownership	Yes	6 out of 10 made reference
• Secrecy	No	5 out of 10 made reference
• Organizational Isolation	Yes	5 our of 10 made reference
• Valuing individuals over team achievement	No	3 out of 10 made reference

Table 4.1

Each of the identified themes of police culture will be reviewed briefly utilizing comments of the interview subjects and references from the CIR to discuss the significance in relation to the effect it has upon the ability of police agencies to form effective multi-agency team for MCM.

#### **Turf**

Turf, is the cultural practice most identified and recognized by the interview subjects in this research. Turf is also a central cultural issue recognized by the CIR as one of the underlying causes of the problems encountered in the Bernardo investigations. As Justice Campbell commented, "Underlying causes included the ego clashes, turf competition, and inherent rivalry between police forces, a natural everyday fact of police life, which got in the way of effective law enforcement" (1996, p.203).

Like Justice Campbell, the police officers interviewed recognize turf as an underlying cause of systemic problems. They describe turf by identifying that it is organizational thinking anchored in history and organizational memories that are hard to overcome.

Often times there's, turf issues going on, old news, old history about some police department not paying the proper respect to another police department years ago.... Somebody's kept a long history, on those kinds of things. Suspicion over bad dealings in the past that the membership is happy to get over it because they work at a personal level with one another, but as an organization it tends to be a little less forgiving. And I don't know why that is but there seems to be an organizational memory out there that exists beyond the ability of the people at the working level to get over it. (IS1)

Turf issues are more frequently encountered in present day policing with mobile criminals crossing jurisdictional boundaries and drawing the attention of neighboring police agencies. Even within large dispersed agencies turf dynamics can occur because of the agencies' ability to move personnel into locations quickly to take over major incidents with specially trained personnel. As one senior case manager points out.

With modern communications, with high-speed transportation systems in place we can move an Incident Commander that has the right K.S.A. [knowledge skills and ability] for the job to the location. We don't have to rely on the person that's there. And that then comes into the second part of the culture clash. Here's a quote, "No God damn way someone's coming in from the outside to deal with my problem. I can deal with my problems myself." So there we have the turf issue. (IS8)

Expressions of possessiveness, " Like this is mine, this is my jurisdiction; you stay out of it" (IS10). are identified as feelings rooted in insecurity and fear of being seen as inferior.

And you have a little bit of a cultural block there with people wanting to hang onto their own turf, not wanting to bring in others, perhaps feeling inferior that other agencies might bring more to the table than they can themselves, and therefore feeling insecure about it. (IS2)



Whether turf is, as Justice Campbell suggests, "a natural everyday fact of police life" (1996, p.203). or if it is perhaps a variable to be leveraged for change, will be the subject of further discussion in this report.

### **Bigger is Better**

The dynamics of "bigger is better" in police culture was identified by many of the interview subjects as having a negative effect on the ability of agencies to come together to form teams. One interview subject offered this description of the bigger is better culture,

And they said well it's obvious that the United States will one day occupy all of North America and it will gobble up Canada and Mexico. That was manifest destiny. It's going to happen because the Americans are the biggest and the best and the strongest. That exists in the police. It seems to be that if there is any kind of an activity that involves more and more police agencies then the biggest is going to be the best and therefore they shall run the show or, as some people would say, might is right. (IS5)

The fear of being taken over or being overpowered was echoed in the observations of other interview subjects,

And even the establishment of a team sometimes is hampered uh, by agencies dislike for each other. And, some I guess smaller forces certainly may have a belief that uh, a smaller number of people and they feel that, I guess the competition is more intense that the agency may end. (IS7) and

I guess that some police agencies are fearful of the bigger guy, when they feel that the other force has more, more money, more resources and the ability to pool the resources very quickly where as other, other municipal forces are working on very small budgets. (IS7)

Even though modern day leaders from the larger organizations recognize the flaw in the cultural mind set, "That just because we're the biggest police department in the country, doesn't make us automatically either the best or the

leaders or whatever" (IS1). bigger is better thinking remains as an identifiable aspect of police organizational culture that can interfere with the formation of multi-agency teams.

### **Case Ownership**

In the cultural dynamics of case ownership, police officers fail to effectively share critical information and resist forming partnerships with other agencies. This dynamic was identified by 6 out of 10 interviewees as significant to achieving effective multi-agency teams. The dynamics of case ownership were also described by the CIR in the following.

The instinctive pride of ownership felt by each investigator and each force in their own investigation provides incentive and energy. But the sense of ownership can also lead to great difficulties when it is necessary for different forces to work together, as seen by the badly strained relations between Metro and GRT in February of 1993 including the bungled interview following Bernardo's arrest. (Campbell, 1996, p.264)

Despite some thoughtful planning, the arrest and questioning of Bernardo was a mess from beginning to end because there was no effective co-operation between Metro and the GRT, because Metro officers were operating on their own agenda, and because no one was in charge and no one was accountable. (Campbell, 1996, p. 201)

Further describing the issues of case ownership an experienced team commander offered the following.

The only thing I see is that with police forces in general I think there is a real serious danger to wait too long. No we will handle this one on our own, we can deal with this and then if you bring the other police force in too long after the fact they get the feeling, oh well, we are an after thought, and they are kind of pissed. I think getting over the sense of pride or stubbornness or whatever you want to call it that exists among police departments where they just want to handle it on their own. (IS4) and

Often in police forces we ride a lot on pride and the idea that we can handle it ourselves. Or if we call out and say we need their help, it makes us look weak. As soon as you get into that you've got problems.... I think deep down inside there is an element in every police organization that we can get this on our own, we can do this on our own, and it is not just the organization but it tends to be within the police officers themselves. (IS4)

### **Secrecy**

The dynamics of secrecy in police culture can negatively effect the formation of multi-agency teams by impairing the flow of information that makes the formation of teams possible. Clearly, in policing there is a need for some secrecy and restriction of information sharing as pointed out below.

A little bit unique to police work is the worry about informants and protecting that source. You are not going to let it slip somewhere along the way and see somebody get the crap beat out of him or worse. As soon as you start sharing that you don't know who you are talking to. So if you are in a meeting and there are twelve people in that meeting and you don't know the city police guys and the city police don't know the [our] guys. You are sitting around and say a source told me today that he "met" and they don't want to say that and maybe get their source in trouble. (IS4)

However as another interviewee points out the withholding of information can also be the demonstration of a cultural flaw.

People believe that information is power.... And unfortunately the police, or the police culture is no different. These people believe that we know about this and we'll look after it ourselves. We don't need the help of outside agencies and, and I guess that's unfortunately the police culture. (IS7)

### **Organizational Isolation**

The cultural dynamics of organizational isolation exist because police organizations work as independent entities with only limited need for interaction with other agencies. The CIR describes organizational isolation in the following.

There was no system to ensure full communications between Metro and the GRT when GRT inquired about Bernardo as a Scarborough rape suspect. So far as Bernardo was concerned, the Metro and the GRT might as well have been operating in different countries (Campbell, 1996, p.42).

The culture of isolation and related communications problems illustrated above appear when police are tasked with inter-agency partnering activities. The need for police agencies to overcome isolation is express here.

They police one side of a street and we policed the other side of the street. If you do that in isolation, when there is a crisis, you don't know the guys name and you can't call him by name you know it is Inspector so and so. You don't know anything about him. You don't know his personality, you don't know if he is going to cooperate with you. (IS4)

The resistance to break free from isolation is rooted in long histories of doing it on our own as pointed out by this interviewee.

We can do our own job and we've been doing it for a hundred and forty years. And that is human nature being as it is, but certain factors or the police culture itself, just police departments wishing to be their own entity is certainly a contributing factor for timely inter-agency cooperation. (IS7)

And as articulated here, people in this cultural dynamic can exercise their resistance by using policy as a means to avoid partnering.

I don't think it prevents the principle of cooperation from occurring but people who tend not to be totally sold on it or are more comfortable with the old way of doing things, they're more comfortable with life the way it was, is now they'll use issues around policy and procedures to say that well we can't do it this way because it's against policy. (IS1)

### **Valuing Individuals over the team**

The para-military structuring of police organizations is designed to recognize and reward individual achievement by advancement through the ranks. From this

system of recognition, an engrained culture exists in police organizations that values the achievements of the individual over the achievement of the team.

One interviewee comments on the nature of this culture.

Detracting from what they themselves have accomplished because the way to success for them is to be seen as a singular leader and taking a squad or unit or section forward and highlighting it. I still think the career rewards are seen by a lot of people to come from that kind of approach rather than somebody being recognized as a facilitator compromiser, bringer together of people. (IS2)

This cultural norm in police organizations does not support the process of forming teams for inter-agency partnerships. A senior team commander enlarges on these ideas.

There is also a fear that there will be a loss of recognition through the formation of multi-agency teams because police culture traditionally recognizes the individual more readily than the team. There needs to be a change in the way that recognition is given. It should be accrued to the team members for their individual and their collective contributions as opposed to being given the individual in charge. (IS9)

### **Communication Protocols**

Under the theme of communication protocols three sub-themes have emerged identifying types of communication significant to the formation of effective multi-agency MCM teams. These sub-themes are the following situational types of communications. See Table 4.2 below.

1. Communications that drive timely decision making to form a multi-agency team;
2. Communications that ensure the multi-agency team can function as an independent investigative unit; and,

3. Communications that satisfy the need of contributing organizations to be kept informed and involved at the appropriate levels.

Under each of the sub-themes, interviewees described communications protocols that contribute to positive outcomes. These protocols will be listed in order of significance.

The order of significance was determined by the number of interview subjects out of 10 who commented on the protocol. In the table 4.2 below, each communication protocol is also identified in relation to whether or not it was referenced by the CIR.

**Communication Protocols**

<b>Communication Protocols Under 3 categories</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
<b>1. Communications that drive timely decision making to form teams</b>		
• Having clear simple rules for partnering	Yes	6 out of 10 made reference
• Making genuine efforts to communicate	Yes	4 out of 10 made reference
• Having established operational relationships between agencies	No	4 out of 10 made reference
• Having established management liaison between agencies	No	3 out of 10 made reference
<b>2. Communications that ensure that multi-agency teams can function</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Effective team leadership	Yes	5 out of 10 made reference

• Inclusive communications	No	4 out of 10 made reference
• Mixing partnering assignments	No	3 out of 10 made reference
• Clear Memorandums of Understanding	Yes	3 out of 10 made reference
<b>3. Communications that satisfy the needs of the contributing organizations</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Sharing credit equally	No	5 out of 10 made reference
• Establishing clear reporting protocols	Yes	4 out of 10 made reference

Table 4.2

### **1. Communications that drive timely decision making to form teams.**

#### **Having Clear Simple Rules for Partnering**

The CIR performed an extensive examination of the communication and partnering processes that need to be in place to form multi-agency teams.

Justice Campbell recommended a centrally mandated approach that would preserve the local autonomy of police agencies.

The approach recommended in this review preserves local autonomy but supplements it with a co-operative system among police forces to ensure that local autonomy does not dilute public protection against mobile serial predators who use police boundaries to avoid detection and capture (1996, p.335).

Justice Campbell further recommended a system of organizational integration.

A centrally supported organizational structure is required, based on co-operation among individual police forces, that combines unified leadership across police jurisdictions with organized case management procedures and inter-disciplinary support from forensic scientists and other agencies (1996, p. 343).

The interview subjects in this research also believed that there is a need to have a system established in anticipation of events. As the following two interviewees observe.

There's got to be an emergency plan ready. "You cannot start inventing once you come to a problem. It's got to be there. And when I say emergency you know, anything can come up" (IS3) and,

I think from that sense communication on any team prior to an incident occurring is critical. It is always easy to say, Well what do you do once it starts, but you can make those inroads, it is the same thing for investigative teams. (IS4)

Interview subjects also pointed out that the existence of clear rules keep the process running smoothly. "As long as we're all agreed to it and that was so everybody walked in with their rules of engagement pretty clear to them" (IS8). and,

So we also get together on regular basis to see how our investigation is working, should we uh, change tactics, things like that you know. And that works well too because again everything was established before this was put into place. Everybody knows their job and I won't tell them how to do theirs and they certainly won't tell me how to do mine. (IS3)

### **Making Genuine Efforts to Communicate**

The ability of police agencies to make timely decisions to come together in form multi-agency teams depends on the extent to which they are able to co-operate and share information.

As the CIR discovered, police efforts to co-operate are not always genuine. "The investigations didn't really come together, they simply banged into each other.



Although there was a patina of co-operation it simply masked an unhappy and unproductive co-existence”(Campbell, 1996, p. 265).

Justice Campbell goes on to caution, “Communication and co-operation between agencies at all levels must be accepted, encouraged, directed and, above all, practiced. If not, every other measure, effort, venture, and joint force operation is doomed to failure.” (1996, p.278)

As pointed out by this senior police leader, the ability to form multi-agency teams requires police at the decision-making levels to embrace the partnership concept.

I think first of all when people at, the decision making levels beyond that level, not at the grass roots or the working level, have to sincerely believe and sincerely embrace the idea that the best way to deal with these kinds of things is sincere multi-agency working together. And not just in name sake but really and truly getting over the issues that may or may not have been real in anyone’s mind and actively looking to put that aside and be sort of the model of what you would expect from the people you are working with around real partnerships in trust and respect and all the things that go with real professionalism. (IS1)

Other interviewees concur that this genuine change needs to evolve from the decision makers. “In our culture maybe we have to work a little further up the line getting it across. Not just for the sense of appearances but really communicate” (IS4).

This interview subject goes on to point out that this change of thinking takes a leap of faith beyond the culture that supports mistrust.

It just, it frustrates me to think that you know just get over it. Take the quantum leap and until that person or that group has shown you they can't be trusted let's go, let's do this because there's so much to lose by keeping the curtains drawn on working together. So it really does all boil down to mutual respect and trust. Everything else, that culture, that cultural thing we do, that you have to earn trust and, and credibility. We also have to recognize when it's earned, when it's time to let the old go and trust because policemen are very distrustful. And unfortunately they're very distrustful even of each other..... But I really do think that the whole thing revolves around sincerity and trust and transparency and really truly standing for what you say stand for and being, being that champion. (IS1)

### **Having Established Operational Relationships**

According to the interview subjects, the existence of established relationships between operational personnel is important to the communications that drive the timely decision to form multi-agency teams. Justice Campbell does not directly address the issue of operational relationships, however he does address the concept of communications that drive the decision-making processes through the discussion of, " A coordinated system for the early recognition and linkage of offences" (1996, p.283).

The interviewees see established operational relationships as being important for a number of reasons. This team commander speaks to the relationships assisting in early recognition of the need to partner.

I know how it has happened in other situations, if you can early on recognize that you need the assistance and ask. And it helps to have a good relationships, and fortunately in places I've been we have and got the other people on board right away, it makes a big difference, it is invaluable..... eventually you are going to have to work together. It is important to get background work done before it ever happens. (IS4)

These interview subjects enlarge upon operational relationships pointing out the benefits of building collegiality and the efficiency it brings to the resolution of issues.

But that kind of relationship, once you, once you build it, once you get that, collegiality and that real mutual respect and the people that you work with really know that you respect what they stand for. Then there's noth--, I mean that's just magic when that happens.(IS1)

I've worked a couple of matters like that with [them] and you know there's a fairly, I do have a fairly good communications with the you know the Staff Sergeant in charge of the Criminal Operations. So there's some issues come up with this that we've resolved fairly quickly. (IS7)

### **Having Established Management Liaison Between Agencies**

Interview subjects express a clear need for liaison between police managers to facilitate the formation of effective multi-agency teams. The CIR did not directly address this issue but, as with operational relationships, it did offer recommendations for systemic change to address the associated failure to communicate. Interview subjects expressed that there can be a general lack of liaison between the managers of police agencies.

My experience is that the higher you go then the less communication there is. There may be formal communication with the mayors on Wednesday night or town counsel or city counsel where they expect the Chief to show up and they expect the OIC of the detachment to show up....but it is obviously not the same as lower down because these guys are working on crimes together and communicating more often. (IS4)

Having effective relationships between managers is recognized as the more effective way to operate as this team commander points out.

When you're bringing a team together you know what we usually follow through the usual process of memorandums, high speed facsimiles with operational plans with names to be filled in but you

can't beat making that phone call ahead of time and saying here's what I need. Who have you got that has the K.S.A., knowledge, skills and ability to meet you know, my job requirement. (IS8)

As this senior police leader points out, these are not processes that happen on their own. They require structure and genuine intent to participate to overcome organizational differences.

I think you need as a statement of intent and principle. You need to make the statement that you intend to communicate to the fullest extent that you can. From there the protocols need to be in place so that people know when the meetings are, know, and to have some real communication structures in place. Because, if you expect it to happen by accident, it won't happen enough. People get busy with the operations and they think that the other people involved will hear the information. And then what will happen is they'll hear some of the information and not all of the information.... You have to have at least a set of times when everybody gets together face to face and keeps each other up to speed on what's happening. There will always be concerns and innuendo when you've got different policies and different ways of doing business. If you're not careful those things tend to turn to the negative. (IS1)

## **2. Communications that ensure that multi-agency teams can function**

### **Effective Leadership**

The need for effective leadership to ensure the function of a multi-agency team is recognized by Justice Campbell as he compliments the efforts of certain leaders involved.

Senior officers in positions of authority need more than investigative and administrative skills. Team building and professional skills of the kind demonstrated by Inspector Bevan in the leadership of the Green Ribbon Task Force, professional and peace-making skills of the kind demonstrated by Detective Sergeant Boyd and Detective Sergeant Warr in the aftermath of the initial Metro-GRT clashes, and leadership of the kind demonstrated by the Metro force when it sent Boyd and Warr to work together with the GRT, are essential to the success of a co-operative venture. (1996, p. 204)

The interview subjects also recognized and expressed this need as a means to allow a minimum of formalization to the process.

I don't think there's anything more important than picking the right Team Commander or Major Case Manager. Because I think that everything you have to do after that is going to depend on getting the right fit there. If you don't get the right fit you're probably going to end up having to have all kinds of written M.O.U.'s and Letters of Agreement. If you have the right people in the key positions you don't need as much of that formal paperwork that we seem to get so bogged down in. (IS6)

To maintain the confidence and trust of the partner agencies to whom the team leader is reporting.

That is one of your key points to have a successful, if you have confidence in a person to put him in charge of a multi-agency task force whether it be investigating, break and entries, armed robberies, homicide, sexual offenders, then you should have faith in that person that they would communicate to you on a timely basis. (IS7)

And also to maintain the confidence and trust of the team.

One thing that I've noticed when we've, whenever we've made these task forces. Okay whenever there's a task force involved, as long as you put a guy in charge of the task force, who is uhm, credible. (IS3)

### **Inclusive Communications**

Although Justice Campbell identifies several situations where inclusive communications are obviously missing, he does not specifically speak to the issue other than to offer a general direction for change.

Communications and co-operation between agencies at all levels must be accepted, encouraged, directed and, above all, practiced. If not, every other measure, effort, venture, and joint force operation is doomed to failure. (1996, p. 204)

Several of the interview subjects identified the protocol of inclusive communications as necessary to ensure the effective function of a multi-agency team.

Everybody comes together and they could have their chance to have a say.... it keeps everybody in tune....The most important part is communicating, having the strategy to keep everybody aware of what is happening. Because, as soon as they start feeling isolated, as soon as two guys come back off their day and they are coming in and they find out something has happened that they had no idea about. That is when you start to have problems....I said earlier, it is impossible that everyone can have a say in the final outcome. You have to have someone in charge. But to hear someone, to hear their concerns to hear their interests, I think is absolutely critical and essential. (IS4) and

It's so difficult to try to keep everyone up to speed with what's going on. That's one of the big, if you're going to get grumbling at the lower levels in a team, it's going to be because people think well, you know I'm not being told something because I'm not trusted. Aren't I as important as this person who knows. And usually what it comes down to is you might not have been in the room when the team leader had five seconds to spare to talk about whatever. So the daily briefings you know become just so important. (IS6)

### **Mixing partnering assignments**

Mixing of partnering assignments is a process of putting investigators from different agencies together to work as partners on the multi-agency team. The CIR does not address this practice.

The mixing of partnering assignments is described by interview subjects as being an effective means of integrating the members of various agencies on the multi-agency team to ensure effective functioning. The interview subjects below describe the benefits of this practice.

And what we try to do with those groups is mix those teams. Rather than keep two [of their] guys and two [of our] guys together,

we try to mix them up and that helps in a sense. It helps for two reasons, one they tend to share their ideas from both sides. [Their] guys know the city better and our guys know the outside area better. So you have always got someone who knows where they are going. They have got their own sources and they work better plus nobody feels like they are getting left out or isolated. (IS4)

That one of the techniques that I used was that I brought investigators in from outside. One of the first things we did was team them up with a local investigator so we had the guy from the outside with the specialized K.S.A. but we had the person from the inside, from [the city], who also had specialized K.S.A. He had knowledge of the community. (IS8)

### **Clear Memorandums of Understanding**

A memorandum of understanding (MOU), is the document signed by participating agencies to describe and agree to how a multi-agency team will be formed, how it will be tasked, how it will be funded, and who it will report to.

The CIR recognized the need for such agreement in relation to the investigation of serial predators.

The memorandum would commit each police service to co-operate with other services, when required, for serial predator investigations and would provide the general principles for participation in joint force operations, including the machinery to bring together separate investigations by separate police forces under a single officer in command designated by the board. (Campbell, 1996, p.303)

The interview subjects in this research recognized the need for the MOU however expressed a certain amount of resistance to the need to be overly formalized. As this experienced team commander points out things work better if they can be done by mutual agreement.

But I think like most things in life, if you can do it by agreement it's always better. I think anytime that you have to use a contract or a document or an MOU or a piece of legislation and I'm not saying that there isn't the right place for that kind of thing but I think

anytime you have to use that it's because you don't trust, there's no trust. Because you're saying the reason we have this M.O.U. is because I'm going to beat you over the head with it if you don't hold up your end. (IS6)

Although it is recognized that some things do need to be documented.

I mean you know you need to be able to say well if, if ten agencies are going to put five cars in each and who can drive them and you know there are some, some things I think that you need to kind of put pen and paper to but, I don't think that necessarily having the legislation uh, means that you're going to uh, do uh, any better job at the, at the investigation. (IS6)

The process does not need to be overly formalized.

But I think it's important that everybody goes in either by, like this is a pretty formalized document I've got here. But I think even just the signing of an operational plan that you know what the objective is and when the start date is and when the end date is and you know who's going to pay for it. And that could be in an operational plan signed. (IS8)

### **3. Communications that satisfy the needs of the contributing organizations**

#### **Sharing Credit Equally**

A practice not addressed by the CIR, sharing credit between agencies, has been identified by the interview subjects as an issue significant to satisfying the needs of the agencies participating in the multi-agency team process. There is general agreement between the interviewees that credit should always be shared. As this subject points out, "I'm a staunch believer, and I do that here every day, there is no limit to what can be accomplished if it doesn't matter who gets the credit" (IS5).



As this team commander points out, all agencies can have a tendency to want to do it on their own.

As soon as you start trying to ride the horse on your own and start saying we don't need anybody else's help and we don't want to share the credit. I think deep down inside there is an element in every police organization that we can get this on our own, we can do this on our own, and it is not just the organization but it tends to be within the police officers themselves. (IS4)

They can also all have the inherent fear that they will not be given their due share of the credit when they participate with others.

I think there's a strong feeling that some people have that they're going to lose out of credit or stats somehow by opening their doors to other people and allowing them to share in the credit for when something goes well. (IS2)

To overcome these tendencies a fair and balanced approach to the media and a true recognition of the cooperative effort is required. For example, two interviewees asserted:

I think when you're working a multi-agency operation, any media strategies, any media contact has to be focused from one point. It has to be fair— and not necessarily one agency you know sort of being more highlighted than another. (IS8)

That it only exists because of the cooperation and the work that all the other people poured in with support etcetera. And so you can't grandstand. You can't look like you're stealing the glory, that you step back and recognize that there, it's a cooperative effort. It really is. Those kinds of strategies need to be right up front if you, you can't say you know come to us because we're better than or we'll do this. (IS1)

### **Establishing Clear Reporting Protocols**

The CIR identified the need for protocols, calling them co-coordinating machinery between police agencies.

The Bernardo investigations demonstrate a clear need for high level machinery to co-ordinate the work of police forces and agencies.....The investigations demonstrate a need for some machinery to ensure that different police forces communicate with each other and co-operate fully in the investigation of serial predators (Campbell, 1996, p.299).

To satisfy the needs of police agencies contributing resources to a multi-agency team the interview subjects point out that there is a need for clearly established reporting protocols. This subject points out formalized lines of communication.

Once a decision has been made by each agency to enter into a multi-agency project that you formalize lines of communication and that would be protocol established. Who the constables report to, who the sergeants report to; that the Major Case Manager and Unit File Coordinator and your Lead Investigator roles are defined and communicated to each agency sharing in the, in the project. (IS7)

There is an ongoing need for timely briefings to maintain ongoing support for the multi-agency team and the project.

The one that I didn't think we mentioned was that there has to be timely briefings or not necessarily briefings, where one person is doing all the talking. But, timely meetings between the heads of the respective agencies that they all get to meet each other and, and the level of support is continued around the table and if there's one person that's waning the other four or five should work carefully to bring that person to the same level that they're at. (IS8)

### **Organizational Systemic Issues**

Identified as both contributing to and resulting from problems with cultural practices and communication protocols, organizational systemic issues emerged as influencing effective multi-agency teams. Although this research did not specifically ask a question about organizational systemic issues, the questions relating to cultural practices and communication protocols drew answers identifying these issues. The sub-themes emerging under the theme of

Organizational Systemic Issues will be reviewed in order of their significance. Significance has been determined by the number of interview subjects out of 10 who commented on the identified issue. In Table 4.3 below each systemic issue is also identified in relation to whether or not it was referenced by the CIR.

### **Organizational Systemic Issues**

<b>Organizational Systemic Issues</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Lack of common data base systems	Yes	8 out of 10 made reference
• Para-military structuring	No	7 out of 10 made reference
• Politics and regionalization	No	6 out of 10 made reference
• Organized labour issues	No	5 out of 10 made reference
• Lack of a common case management system	Yes	5 out of 10 made reference
• Resource issues	Yes	4 out of 10 made reference
• Policy differences	No	4 out of 10 made reference

Table 4.3

#### **Lack of Common Database Systems**

Justice Campbell made significant findings to support the need for a common data system between police agencies in general but recognized that, "Police forces have made huge financial investments in computerized information systems.... The 10 to 20-year lifespan of these capital intensive systems presents a real obstacle to early standardization of all police information and computer systems"(1996, p.322). In recognizing the obvious time problems he concluded:

The need for standardized police information systems and information standards is significant. But the perfect is the enemy of the good. A common case management system for all major

homicide and sexual assault cases is urgent and is immediately attainable. It can not be delayed by the pursuit of some wider goal of police computer compatibility and networking (1996, p.322).

In the following excerpts, two team commanders, one from eastern and one from western Canada express similar frustration with the diversity of data management systems that exist in policing organizations.

No one can decide on a common database and there is a general inability to search and share information. As one subject points out, this could lead to another Bernardo situation.

In various sectors of the country the R.C.M.P. has their own information system and various number of municipal agencies share in that information but other major agencies or fairly large rich municipal forces have their own independent information management system which they feel certainly meets their needs. But then communication across the boundary lines is not so free and therefore certain crimes like your multi-jurisdictional pedophile can cross, and it has happened, can cross in from one jurisdiction to another jurisdiction and back out again and commit crimes. When crimes similar in nature are being investigated simultaneously by two neighboring jurisdictions but they don't know that the two of them are looking for the same thing. First of all they don't know that the two crimes are similar and that they're looking for the same suspect. So this is another issue, at least the sharing of information in electronic format because we are in an electronic age and a wireless age you know with regard to Information Management Systems. (IS7)

You know I have a suspect in a murder here and there is no mechanical way I can share it with [the city] no automated way I can share it with [the city]. I have to physically have to send it down there by mail or on an e-mail address document. There's no searchability. You know if we have a Bernardo case here you know we wouldn't be any more successful in solving it based on the current systems that we have in place. We saw that mandatory involvement of ViCLAS but that's as far as it went.... There is no other system right now that we either share oral communications on

or data communications that are consistent across [this police community]. (IS8)

### **Para-military Structuring**

All police agencies in Canada have evolved as para-military, rank structured organizations. These structures are hierarchical with a focus on singular leadership and autonomy. Communication within these structures, in the traditional sense, is formal and linear. Modern police agencies obviously will vary in their adherence to the para-military structure however, this heritage is probably the underpinning structure for many of the previously identified cultures in police organizations.

The cultural practices and communication protocols that exist within the para-military model often work against the ability of police agencies to form effective multi-agency teams. This issue was not identified by the CIR.

One of the problems identified through interviewees was that the higher-ranking officers who are no longer working operationally do not have effective communication with their counterparts in neighboring agencies. As pointed out here:

My experience is that the higher you go the less communication there is. There may be formal communication with the mayors on Wednesday night or town counsel or city counsel where they expect the Chief to show up and they expect the OIC of the detachment to show up...but it is obviously not the same as lower down because these guys are working on crimes together and communicating more often. (IS4)

Other problems identified in the para-military model were the assignment of duties to the multi-agency commander by way of rank, as pointed out here:

The ranking person would obviously be the task force commander because with rank comes intelligence and good judgment and all the rest of this stuff but the ranking person may not have any experience in that kind of investigation. (IS5)

Or as suggested in the following, in some cases assignment by way of position in the organization or geographical posting within the organization:

And one of our cultural problems we've had is that we've often assigned responsibility of function by way of position. And, in fact sometimes even by way of geographical position. So instead of getting the best person for the job you've got the person for the job that happened to be in that position or in that geographical location. (IS8)

### **Politics and Regionalization**

The issues of politics and regionalization are not discussed by the CIR because these issues did not form a part of the cases being examined. These issues were identified by the interview subjects as having an influence on the ability of police agencies to communicate and come together to form multi-agency teams. This interviewee points out the fact that communities are becoming very conscious of the cost of police services.

It is political and the further up you go the more politics there is in cities looking for the bang for their buck... We have to remember that we are there to provide a service to the public and we have to communicate regardless of whether or not we gain some area or lose some area.... That is certainly important but it is not more important than solving the crime and protecting the public. (IS4)

And in cases where there is competition for a police jurisdiction taking place and the possibility of job loss exists the negative implication for cooperation and communication are inevitable.

You know where, two fairly sized police agencies are battling for uh, I guess existence. And you've also had cases where [they] are involved with trying to expand their jurisdiction and you have your municipal forces fighting it and both, and you are putting it through to the Provincial Government saying that we can police this jurisdiction for "X" amount. And [they] are doing likewise. And of course when these processes occur, it doesn't leave everybody with a good taste in their mouth. Some people don't look upon it as being a part of the business of policing. They look upon it as being an attack that you're incompetent and we can do a better job. (IS7)

Even after the matters of jurisdiction have been settled the negative history remains and stands for some as a barrier to meaningful interaction.

Reluctance on some people's part and being forth, forthright about everything in a timely fashion. And even the establishment of a team sometimes is hampered uh, by agencies dislike for each other. And, and some, some I guess smaller forces certainly may have a belief that uh, a smaller number of people and they feel that the, I guess the competition is more intense that the agency may end. (IS7)

And in spite of the need to get the job done and the willingness of the operational personnel to do it the issues continue to exist and create barriers at higher levels within the organizations.

It is difficult sometimes to bring people together under those circumstances. But to bring them together when you are strictly talking investigations and major incidents tends to stay away from the political side of it. We have had that experience where it worked well together and on the outside at a much higher level the communication was difficult. Like our [boss] wasn't talking with their [boss]. The members that were doing the job were doing it. They need our help and we needed their help. (IS4)

### **Organized Labour Issues**

Organized labour issues were not identified by the CIR however they were identified by interviewees as causing problems for multi-agency teams in two different ways.

Firstly, as this interviewee points out, in cases where labour disputes have taken place and outside agencies have backfilled resources, the negative feeling can remain in place for many years.

And we are forced in a strike situation to go in there and police the town. It takes ten years to get over that. We dread that, we dread those things happening because we have no option....I talk about older guys like myself with 25 years in the force who are very set in their ways it may be that they will never let go of it. So they never have got to the point where they want to communicate completely with the other side again. But that is kind of an exception to the rule, I think today we are seeing more and more cooperation between police departments. There are more and more conferences where you get together and talk about situations. (IS4)

And secondly these interviewees point to situations where multi-agency teams come together and the disparity in rank structure, and in wages and benefits between the participating agencies cause problems.

And I think that was one of the things that really created a huge rift. I mean you can't help that with different agencies you have different pay scales with people making different amounts of money. Some people were authorized to get their lunch paid for and others weren't. Some people got paid pager time and others didn't. And that was one of the big struggles that we had is with trying to do as much as we can to even the playing field when it came to people's rights and abilities. So we actually built some mechanisms that made it clear that when you came to work there was one set of rules, that you might have a different pay scale but everybody was going to get the same opportunities for overtime.(IS1)

Three different unions. (They don't) have a union. We have uh, three uh, Municipal Police Departments in the team now. We have the Provincial Police Department and we have ours okay, which is a Municipal but it's our Municipal.... Everybody belongs to a different union. So we had to make compromises. And it cost a fortune. (IS3)

So you've got, you go to the Sergeant with (our force) sitting in the car with a Constable of (their force) but that constable is making more than our sergeant. So there was some difficulties where we'd pick up on some



problems like who was answerable to who and the difference in the ranking system. (IS10)

### **Lack of Common Case Management System**

The CIR recognized the need for common case management training.

The need for such training is recognized by officers like Inspector Bevan who have been through such investigations, and see from their experience the advantages of a program similar to the major case management course recently developed by the Canadian Police College since the Bernardo case. (Campbell, 1996, p. 323)

With similar perspectives, the interview subjects have identified the need for common major case management training. As this team leader points out the common training helps the team to achieve common understandings.

And even with the best school in the world, when these investigators come together there's just such a degree of misunderstanding about how we do the work that it takes a tremendous amount of work to become a gelling unit. So I think we have to get our people on board as far as Major Case Management systems go.(IS2)

And as this interviewee points out the common training can be effective even within a large organization.

Practice makes perfect. I've always advocated that the practices and procedures and philosophies contained in the Major Case Management Manual and in the course can be used on a level as low as two neighboring divisions or two investigative units within a small police department. (IS5)

As this interview subject points out, investigators who have had the training are able to pick up and continue on each others files with an understanding of structure.

And now when we do a crime or any special investigation because, we do at times take members and second them to a project to reinvestigate a crime or to investigate a crime, and the majority of

those people, have the Major Case Management Course so there's no big issues around the structure of the file. (IS7)

### **Resource Issues**

The CIR recognizes costs and police resources as a concern in multi-agency investigations.

Most of these will be provincial costs to the Solicitor General's department although some of the cost will inevitably be borne by local police forces who are increasingly required to provide more service with less money. The actual investigative costs of another serial predator investigation should be less under the proposed system than under the system that now exists (Campbell, 1996, p 335) and

When police budgets are pruned, training is often the first thing to be cut. Yet when something goes wrong in police work, it can often be traced to inadequate training. It is a form of institutional recklessness to reduce police training budgets below the essential requirements for good police work (Campbell, 1996, p.323).

The interview subjects who commented on this issue all expressed the general opinion that funding and resources play a major role in the decision making process to form multi-agency teams. As expressed by these two subjects, decisions are made on a cost benefit basis and on the basis of how much can actually be done within the resource limitations.

You usually have more than one crime of interest to both agencies. You know because if there's no apparent point with today's fiscal restraints and resource restraints, uh, anybody entering or any agency entering into a multi-agency agreement now has to have some benefit come of it. (IS7)

The question all becomes is in this day and age when we're all so stretched for resources how much of that can be done in reality and how much is, you know, we end up kind of dividing the pie so many times.(IS6)

Money is the main driving issue behind unhealthy cultural behavior. Agencies lack funds to support teams and there is a fear that if resources are shared it could impact service provided to the community and create sub-issues in relation to regionalization. If agencies ask for help it could look like they can't do the job for their community. (IS9)

The lack of resources and time impacts the ability of police agencies to undertake activities to build relationships.

And again that's uh, one of the inhibitors of that right now is everyone's resource level--being to the point where it's, it's very difficult to build relationships or to find extra time to build relationships when you're you know everyone is so busy on a daily basis.(IS6)

There is a general lack of understanding between agencies regarding the ability of some agencies to share resources.

But what we come up against there is a whole understanding of how positions are funded, you know where the dollars are coming from. A lot of that, I find that, and at different levels between different departments, they don't have the understanding of some of the issues of who's paying for the dollars.... And, in many cases they just see the crux well it's federal, you guys can fund the people no problem at all, not understanding that we're contracted at three different levels. (IS8)

### **Policy Differences**

The CIR did not address the issues relating to policy differences between police agencies.

Interview subjects did point to policy as problem in the formation of multi-agency teams because conflicting policy sometimes becomes a barrier to the progress of the investigation. "There will always be concerns and innuendo when you've got

different policies and different ways of doing business. If you're not careful those things tend to turn to the negative" (IS1).

So it tends to be used, sometimes there's a sword to sort of, to crash down a lot of really good work when people sort of pull up a piece of policy and say well we can't participate in this operation because our policy says there has to be three people on, on the perimeter, not two and not one. Or, or you know we're supposed to carry this kind of a gun and wait this many hours before you know all of that kind of stuff. (IS1)

The conflicting policies are hard to overcome because agencies often have serious historical reasons for particular policies and there can be a lack of compromise when those historical reasons are not understood or accepted.

I've many times over the years had a, other agencies you know say that, the [our] policy is too restrictive, why can't you do this. And we can usually point back to a court case or a civil suit that says why we can't do that. So those are issues that, and that's not something that you can really explain too well until you've been there. (IS6)

An effective way to reach compromise on conflicting policy is to avoid being caught up in following policy to the letter and attempt instead to find the mutually acceptable principles. This senior police leader expressed the following:

So each of the agencies, when you come into a multi-agency group everybody's got their Bible, everybody's got their rule book and it's, it is absolutely impossible to be to the letter of the law, respectful of all of them. But certainly to the principle of them all you can be respectful to all of them. (IS1)

### **Remedial Strategies**

The following strategies are identified in two categories:

1. Table 4.4 strategies to address organizational systemic problems; and,
2. Table 4.5 strategies to address cultural issues.

Significance has been determined by the number of interview subjects out of 10 who identified the strategy. For the purposes of discussion each strategy is also referenced in relation to whether or not it was identified as being significant by the CIR.

#### Remedial Strategies

<b>Remedial Strategies Systemic</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Achieving a common data system for case management	Yes	8 out of 10 made reference
• Integration of police investigative systems	Yes	8 out of 10 made reference
• Having a common case management system	Yes	5 out of 10 made reference
• Integrating training systems	Yes	4 out of 10 made reference

Table 4.4

#### **Achieving a Common Data System for Case Management**

The CIR recognizes the need for a common data system for case management. As previously shown under Organizational Systemic Issues, Justice Campbell comments. "A common case management system for all major homicide and sexual assault cases is urgent and is immediately attainable. It can not be delayed by the pursuit of some wider goal of police computer compatibility and networking" (Campbell, 1996, p.322).

Expressing the same need for a common database for case management the interview subjects are critical of the diversity of existing systems.

There has to be consistency throughout policing as to how we investigate. Having a uniform system, countrywide. Like right now

we're going through this huge, in my view, nonsensical issue of ASIS III versus N.C.D.B. ASIS III is an R.C.M.P. managed system, country wide that a lot of the municipalities have accepted that. Yet the R.C.M.P. who manage it are also involved with N.C.D.B. which is an R.C.M.P. only system. And those are the kinds of things that I don't understand. I don't think we should be doing that. Let's go to a common system that everybody can get value from. (IS2)

And further criticism of the inability of agencies to come together and get direction from their leadership to find a common system.

Like right now you've got agencies that are looking at Rocor. Super Text or Super Gravity and everybody's still going about their merry way. We really need some direction. In the absence of legislated change, direction for instance from the Association of Chiefs of Police and say, whoa just a minute here now. We've, we accept that the way to go on this is to use this program or that program but until somebody actually does that we still have departments, to this day, going out and buying different stand alone applications. (IS8)

### **Integration of Police Investigative Systems**

The CIR recognized the need for police agencies to identify a common criminal threat at the earliest opportunity.

It is imperative that police forces have the capacity and use the capacity to recognize linkages between crimes in different communities.... Unless these linkages are recognized early, the serial predator can continue his hunt and strike at will in different communities with very little risk of detection (Campbell, 1996, p. 283).

Interview subjects also recognized this need for police agencies to make connections at the earliest opportunity. This interviewee suggests the need for agreements between agencies to facilitate the sharing of information.

What prevents timely inter-agency cooperation? I think that if you had some kind of Memorandum of Understanding between the agencies to trigger the reporting mechanism between each other. You know, when you learn that a crime may have occurred in our jurisdiction that you , formally notify a certain person of this crime

and they may have an interest in coming and entering a multi-agency project team or a task force. (IS7)

Formalized internal procedures ensure that the communication process is initiated as soon as a connection is believed to exist.

Well I would say that you need to have in house established procedures in that if a crime is being investigated by an agency, and it is believed that it involves offenses being committed in another jurisdiction, that there be some triggering mechanism in this agency to contact the other agency to say, look you know, are you investigating these break and entries, armed robberies or whatever so that you can formalize a meeting where a discussion about multi-agency task forces can be started. (IS7)

### **Having a Common Case Management System**

The need for a common case management system is recognized and recommended by the CIR as a requirement for successful multi-agency investigations. "Without a consistent set of case management standards and procedures, individual investigations will be less effective and it will be extremely difficult to co-ordinate separate investigations when a link between them becomes apparent" (Campbell, 1996, p. 311) and

"A major case management system is required for major and inter-jurisdictional serial predator investigations, based on....simple mechanisms to ensure unified management, accountability and co-ordination among police forces and law enforcement agencies" (Campbell, 1996, p.338).

With a similar message, the interview subjects recognize that a common system of case management is needed to overcome the confusion that exists within the organizational diversity of investigative practices.

And even with the best school in the world, when these investigators come together there's just such a degree of misunderstanding about how we do the work. It takes a tremendous amount of work before it even becomes a gelling unit. So I think we have to get our people on board as far as Major Case Management Systems go. (IS2)

As suggested by this interview subject, the system would require commitment on the part of agencies in the police community to reach agreement and achieve a convention on the case management system to be used.

You take the practices and procedures that you agree with and discard the rest and start there and all of the agencies within that community agree that they will be bound by it. And we do that, we do that routinely. It's called a convention. And once you agree to the convention then you bind yourself to it. And then when the task force comes along or the need for a task force you don't have to start on day one with Letters of Agreement. (IS5)

It would then require a further commitment to allow the MCM unit to exist as an autonomous team.

A firm commitment from each agency to let the structure of the Major Case Management Unit exist independently so that they can go do their job and allow them to have their structure reporting from the unit back to each agency. That's one of, the big issues with any multi-agency organization is having, allowing the unit or the team, the investigative team their own structure during the project. (IS7)

### **Integrated Training**

The need for standardized integrated training to support multi-agency case management is recognized by the CIR as a critical issue.



Major case management and inter-jurisdictional investigation training for specially selected senior officers in command, senior investigators, and members of inter-disciplinary support teams to include topics such as, special problems of serial predator investigations [and] special problems of inter-jurisdictional investigations (Campbell, 1996, p. 346).

Interview subjects recognize the need to achieve integrated training for major case management to overcome the existing disparities in practice at a local level between agencies.

Training is a big issue. I think provincially, we've all got to get on the same page with training. For far too long [we've] gone one way with a case system. [They have] gone another way. Other departments have gone in other directions -and never the two shall meet. (IS2)

As this interviewee points out, there is a certain amount of common case management training coming from the CPC, however the training is costly and is not available to a broad cross-section of investigators within police agencies.

And again with the cost of this [case management] training, we only have a handful of people who receive this training and I'm not sure how many of the local guys have got it as well. So this, for some problems that would arise out of that is just people are all singing from the same hymn book type of thing. (IS10)

<b>Remedial Strategies</b>		
<b>Remedial Strategies Cultural</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Trading personnel between agencies	No	6 out of 10 made reference
• Building relationships between operational personnel	No	5 out of 10 made reference
• Evolving new thinking	No	5 out of 10 made reference
• Practice working in the multi-agency format	No	4 out of 10 made reference

<ul style="list-style-type: none"> <li>• Valuing and celebrating team achievements</li> </ul>	No	3 out of 10 made reference
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Table 4.5

### **Remedial Strategies Culture**

It is interesting to note in this table of data that none of the strategies identified by the interview subjects were identified by the CIR. This is probably due to the fact that the CIR focused on systemic issues and recommendations for systemic change.

### **Trading personnel between agencies**

Six out of ten interview subjects identified the strategy of exchanging personnel between police agencies as an effective means of creating better understanding and overcoming culture.

I think that one thing that would enhance is trading off secondments at all levels of the organization. I mean why not take you know a couple of [your police officers] or whoever in [our police force] and just swap them for six months at the working level. And why not do that more around the [police community] and then, not only do you build those relationships just through contact everyone gets a better feel for what the other person is doing.(IS6)

Many police agencies are already experiencing the positive benefits of this strategy with better communications.

And there's communications back and forth. We have a member down in their Proceeds of Crime Unit; we've had members with Criminal Intelligence, Crimestoppers, ViCLAS. (IS7)

This interviewee expresses the benefits of sharing experience and training.

So this is the second guy we've had. We've had, for four years now we've had the first one and then we had the second one and we're going to have a third one coming in when he's named. That's excellent experience.(IS3)

These interview subjects expressed the need to consider this strategy at the management and mid-management levels to break away from traditional thinking and achieve a better understanding of the other agencies' cultures.

I'm not sure that [we] have done a lot of it but there's some executive development where and there should be more of it, where perhaps a Deputy Chief of one police force could work [with our agency]. Talk about bonuses, especially for organizations like ours that are really processed bound and really traditionally indoctrinated to the fact that [our] way is the only way. (IS1)

Is that we have very little exchange at the mid management level at the Inspector or Staff Sergeant level where we would take a Staff Sergeant from the [that agency] and put him in Police Department XYZ and, and reverse so they could understand each other's cultures and understand you know how we, how we do business. (IS8)

### **Building Relationships Between Operational Personnel**

Building and maintaining relationships between operational personnel was identified by 5 out of 10 interview subjects as a strategy for overcoming cultural barriers. As this team commander points out, a mandated process of creating a team will not make police officers work together.

That won't make the police officers work any better together if they don't want to but at least yes on paper we have got a team. But getting a communication strategy to work and making sure that people work well together can't be legislated. That has to come from relationships. (IS4)

Building relationships is a personal process of overcoming suspicions and building trust; and once that trust exists, achieving a new feeling for your partner agency. As this senior leader articulates:

That your suspicions, subside and you, on a personal basis are dealing with other agencies and you build up your own contacts. You build up your own trust with members, and you don't have the same feeling about the other organizations that you did. (IS7)

This interviewee contends that it is a process that needs to exist between all levels of partner organizations, but it is very important at the working level.

I mean it gets back into trust as we talked about earlier. I think there has to be a very close and ongoing linkage and liaison like at senior levels. But I think, more importantly that, you know at the working level.(IS6)

And as a final observation, the effort required to achieve and maintain these operational relationships is never a waste of time.

It is the old story of just going over and having coffee with some guy and sitting around and talking ...that is not a waste of time. Developing relationships is so much a part of our job that it is never a waste of time.(IS4)

### **Evolving New Thinking**

The strategy of evolving new thinking to overcome culture and achieve effective multi-agency teams is a concept discussed by 5 out of 10 of the interview subjects. In this strategy, interview subjects point out cultural change through the value brought to police agencies by new officers with new ways of thinking.

This interview subject describes the process of changing thinking from a personal perspective in policing.

I lived through the creation of tactical teams, Emergency Response Teams. I was a young fellow at the time and I was damned if I was going to get a bunch of guys dressed like trees to come in and do police work for me because I was bullet proof, fire proof and I could do anything. And people were saying call the E.R.T. Team. Bullshit I'm going to call the E.R.T. Team. I can handle this. I've handled this for ten years, I'll handle it again. And eventually, through time,

we think that this is the thing to do. We have a suspicion of a barricaded person, call the E.R.T. Team. (IS5)

And with a similar perspective of evolving culture, these two interviewees offer the perspective that incoming police officers are different in their ways of interacting within police organizations.

These guys are coming in with their own view. I was 19 or 20 and they are in their late 20s when they join the RCMP or join the City Police. They have tried other careers, they've gone to university and they come with a different attitude. And it is cultural and we are creating a different culture right from the ground up. (IS4)

I think we've gotten a lot more professional. We've evolved in the system I'm not always in agreement when I hear a newspaper man say you know, wow we got better cops today because they're university grads. But I've got to give it to them.....They understand a hell of a lot faster, the intricacies, but they're a pain in the ass because they have a hard head and they always want to know why. (IS3)

This interviewee points out that in spite of some of the cultural barriers higher up in organizations the younger officers don't seem to fall into the trap and are able to continue to communicate.

It exemplifies what I was saying before about how as it goes up the line there are all sorts of other cobwebs in there about assisting one another..... So at the ground level it is changing with the younger people communicating. There is not that fear of one another but as you go up it is still stuck. (IS4)

With a view to capitalizing on these younger officers this senior leader suggests that, along with other qualities, recruits should be sought who display the characteristics of good team players.

We can't get them as young as we used to because people are starting in policing a little bit later in life. However, many of them are still starting with not a lot of life experience even though they may have a considerable investment in education. I think we should be looking for those traits at the recruiting level. That the ability to

see the big picture and to understand partnerships and so on might even be part of the selection process, rather than having a complete rugged individualist who you know is, has sort of striven for personal glory all his years. (IS2)

As a strategy to cultural change the foregoing is offered as a representation of thoughts and observations to demonstrate that culture can change and does change as a natural process of evolution and thinking.

### **Practice Working in a Multi-agency Format**

As a strategy for achieving effective multi-agency teams, 4 out of 10 interview subjects suggested that police agencies should practice working in the multi-agency format with their neighboring jurisdictions prior to a major case incident.

Practice makes perfect. I've always advocated that the practices in the Major Case Management Manual can be used on a level as low as two neighboring divisions or two investigative units within a small police department. So what happens is that, police officers like to be successful so if they can use the, this instrument that we call a Major Case Management Protocol. (IS5)

To allow for practice, this team commander points out there is a need to intentionally look for and create opportunities.

The practice time and opportunities need to be intentionally created because in the real life opportunities don't happen that often. We shouldn't just be teaming up for homicides. We should be practicing team collaboration at all levels right down to patrol if the opportunity presents itself. (IS9)

There is a real need to have the partnerships in place prior to an incident forcing agencies to partner. As this interview points out. "Well I think that you know the process of, of building partnerships with agencies isn't something you can just pull together when something comes up" (IS6).

## **Valuing and Celebrating Team Achievement**

Identified by interview subjects as a means of change, this type of strategy could impact the negative cultural barriers of organizational isolation, case ownership, turf and valuing of individuals over teams.

As this interviewee elaborates, this is a process of valuing the contributions and communicating respect to partner agencies.

You have to be very respectful of other agencies' professionalism, other agencies' contribution.... And if we expect to partner with people we have to have some very true professional respect and collegiality to the people that we partner with....And we've got to communicate that respect to other agencies if we want their full participation rather than just their begrudging support. (IS1)

There needs to be recognition of cooperative efforts and a sharing of credit.

That it only exists because of the cooperation and the, and the work that all the other people poured in with support etcetera. And so you can't grandstand. You can't look like you're stealing the glory, that you step back and recognize that there, it's a cooperative effort. It really is. Those kinds of strategies need to be right up front if you, you can't say you know come to us because we're better than or we'll do this. (IS1)

And efforts need to be made to celebrate successful inter-agency team efforts with a view creating new collective corporate memories.

I think there's an obligation on us to showcase events, cases, issues, to as many people as we come into contact with and showcase issues that have been successful. And there's been any number of them. Where disparate units have got together to work on a problem and it's resolved. And those are the kinds of things that we have to build some kind of corporate memory about. (IS2)

This interviewee goes on to suggest some of the ways that the celebration of successes could be accomplished beyond just the one-time press release.

So I think we have to celebrate some of those things more than we do. Quite often we do in an immediate sense you know, when the media relations a press release. All these agencies got together and did this. Well maybe that particular issue could best be presented by developing it and get into a half hour case study. You could present at a training day for instance, or at the J.I. or you know catch them young and showcase these really successful things that we've done. (IS2)

## Data Findings Summary

### Cultural Issues

From the data obtained through review of interview transcripts, 6 identifiable cultural practices are identified as being significant to police interaction in forming multi-agency teams for MCM. As shown below in Table 4.6, of these 6 cultural practices, 3 were also found in the CIR.

<u>Cultural Issues</u>	Referenced by the Campbell Inquiry	Referenced by the Interview Subjects
• Turf Issues	Yes	8 out of 10 made reference
• Bigger is Better	No	7 out of 10 made reference
• Case Ownership	Yes	6 out of 10 made reference
• Secrecy	No	5 out of 10 made reference
• Organizational Isolation	Yes	5 our of 10 made reference
• Valuing individuals over team achievement	No	3 out of 10 made reference

Table 4.6

### Communication Protocol Findings

In addition to cultural practices, the interview subjects identified 10 different communication protocols. As shown below in Table 4.7, these protocols were found to fall into 3 situational communication types, each type relating to an aspect of police agencies forming or maintaining multi-agency teams. Of the 10



communication protocols identified by interview subjects, 5 are also identified in the CIR.

<b>Communication Protocols</b> Under 3 categories	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
<b>1. Communications that drive timely decision making to form teams</b>		
• Having clear simple rules for partnering	Yes	6 out of 10 made reference
• Making genuine efforts to communicate	Yes	4 out of 10 made reference
• Having established operational relationships between agencies	No	4 out of 10 made reference
• Having established management liaison between agencies	No	3 out of 10 made reference
<b>2. Communications that ensure that multi-agency teams can function</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Effective team leadership	Yes	5 out of 10 made reference
• Inclusive communications	No	4 out of 10 made reference
• Mixing partnering assignments	No	3 out of 10 made reference
• Clear Memorandums of Understanding	Yes	3 out of 10 made reference
<b>3. Communications that satisfy the needs of the contributing organizations</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Sharing credit equally	No	5 out of 10 made reference
• Establishing clear reporting protocols	Yes	4 out of 10 made reference

Table 4.7

### Organizational Systemic Issues Findings

Although no direct questions were asked in relation to organizational systemic issues, the interview subjects in addressing the questions of communication protocols and cultural practices identified 7 systemic issues that were significant to the ability of police agencies to form multi-agency teams. As shown below in Table 4.8, of these 7 systemic issues, 3 are also identified by the CIR.

Organizational Systemic Issues	Referenced by the Campbell Inquiry	Referenced by the Interview Subjects
• Lack of common data base systems	Yes	8 out of 10 made reference
• Para-military structuring	No	7 out of 10 made reference
• Politics and regionalization	No	6 out of 10 made reference
• Organized labor issues	No	5 out of 10 made reference
• Lack of a common case management system	Yes	5 out of 10 made reference
• Resource issues	Yes	4 out of 10 made reference
• Policy differences	No	4 out of 10 made reference

Table 4.8

### Remedial Strategies

In the process of discussing the negative implications of cultural practices, communication protocols and organizational systems, the interview subjects suggested a number of remedial strategies to overcome cultural and systemic barriers. A total of 9 strategies have been identified by the interview subjects, and these strategies are identified in two categories:

1. Table 4.9 Remedial strategies systemic; and,
2. Table 4.10 Remedial strategies cultural.

It is interesting to note that all 4 systemic remedial strategies identified by interviewees were also identified by the CIR however; none of the cultural remedial strategies were identified.

<b>Remedial Strategies Systemic</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Achieving a common data system for case management	Yes	8 out of 10 made reference
• Integration of police investigative systems	Yes	8 out of 10 made reference
• Having a common case management system	Yes	5 out of 10 made reference
• Integrating training systems	Yes	4 out of 10 made reference

Table 4.9

<b>Remedial Strategies Cultural</b>	<b>Referenced by the Campbell Inquiry</b>	<b>Referenced by the Interview Subjects</b>
• Trading personnel between agencies	No	6 out of 10 made reference
• Building relationships between operational personnel	No	5 out of 10 made reference
• Practice working in the multi-agency format	No	4 out of 10 made reference
• Evolving new thinking	No	4 out of 10 made reference
• Valuing and celebrating team achievements	No	3 out of 10 made reference

Table 4.10

## **Study Conclusions**

In chapter one, the research question asked, "What communication protocols and cultural practices are required by police to achieve interagency collaboration for effective major case investigations?"

In answering this question and the related questions, interview subjects were able to differentiate and identify several cultural practices and communication protocols. However, it became clear upon examination of the data that cultural practices and communication protocols cannot be discussed without observing the related interaction of organizational systemic issues.

It is clear from the interviewees' collective observations that cultural practices, communication protocols and organizational systemics exist in a complex and interactive relationship.

Being able to visualize and understand the relationship that exists between cultural practices, communication protocols, and organizational systemics, offers police a perspective on the dynamics from which leverage points for change can be considered. As Neuman points out in *Social Research Methods*, "Exploratory research often refines theoretical concepts and organizes ideas or ways to think about a topic. It stimulates new thinking or theorizing about an issue" (1991, p. 39).

To illustrate this complex interactive relationship, consider the situation where the organizational systemic issues of Politics and Regionalization are occurring and create a threatening climate where agencies compete for a jurisdiction. Under these circumstances communications are limited and competitive. As a consequence the cultural practices of Organizational Isolation and Turf are reinforced.

Alternately, as an example of culture effecting systems and communications, consider the situation where the cultures of Turf and Organizational Isolation influence police agencies to purchase individualized data-management systems and create resistance between agencies to participate in building a common data base. This results in a compromised ability to share information and communicate between police agencies on common crime problems.

These are examples of negative outcomes however, as interview subjects pointed out, there can be positive outcomes when effective communication and collaborative strategies are applied.

The examples of interactions could go on however; the point to be considered is that relationships exist between cultural practice, communication protocols and organizational systemics. In order to assist police agencies in forming effective multi-agency teams for MCM, all three variables should be considered as

leverage points for change. In his book, *The Fifth Discipline*, Peter Senge points out:

It's hard to disagree with the principle of leverage. But the leverage in most real-life systems, such as most organizations, is not obvious to most of the actors in those systems. They don't see the "structures" underlying their actions (1994, p.114).

In this research, the underlying structures that Senge points to may well be the complex interactions that exist between cultural practices, communication protocols and organizational systemics.

The police leaders who participated in this research have provided candid and critical insights on the manner in which police agencies come together to form multi-agency teams.

From these insights it appears that the interaction between cultural practices, communication protocols and systemic issues can be either positively or negatively influenced by positive or negative communication protocols or collaborative efforts.

The interview subjects have collectively provided a list of strategies to address some of the organizational systemic issues identified and also to assist in addressing some of the cultural barriers identified. This list of remedial strategies will stand as recommendations from this research study.

In addition to the remedial strategies, interview subjects identified 10 communication protocols that are effective in 3 categories of communications relating to multi-agency teams for MCM. These strategies will be offered to form a portion of curriculum on a course for multi-agency MCM that will be recommended for consideration from this research.

From the examination of the materials in the CIR, it appears that the course of actions taken in the correction of systemic problems is to seek systemic change. As Justice Campbell points out historically systemic problems are seen as the culprit (1996). He characterized the cultural contributions to the systemic failures in the Bernardo investigations as “a natural everyday fact of police life” (Campbell, 1996, p.203), and as such he did not attempt to identify or address culture as a possible leverage point for change.

In his recommendations Justice Campbell submitted a series of systemic changes, many of which will ultimately effect the communication protocols that exist between police agencies. Considering the interactive nature of culture, communications, and organizational systemics, these changes to systems and communication protocols could have either a positive or a negative effect on police cultures in Ontario.

The point to be considered from these observations of the CIR is that when systemic change is being planned, the subsequent effect on culture needs to be

considered in the planning process. If we fail to consider the cultural implications of change, we may run the risk of creating interactions that support or even create negative culture.

It is the conclusion of this research that police culture can have a significant influence on the formation of multi-agency MCM teams. There is a strong need for police to recognize their own cultural practices and to recognize the challenges, barriers, and opportunities that police culture can present.

Recognizing and understanding culture should be a significant consideration when forming multi-agency teams for MCM.

The systems used in British Columbia to form multi-agency teams for MCM are still in their early development and are, at this time, unstructured and informal. There is a significant need to move forward in the development of multi-agency protocols for MCM in British Columbia.

Other provinces, such as Ontario and Alberta are proactively creating the infrastructures for multi-agency MCM. These infrastructures include information-sharing systems to identify high-risk crime threats, common MCM training, and systems for creating and sustaining multi-agency MCM teams.

The opportunity exists in British Columbia for police agencies to collaborate and collectively create systems and protocols for multi-agency MCM.



## **Recommendations**

The recommendations of this report to the sponsoring agency, the Justice Institute of British Columbia, are:

1. That the Justice Institute of British Columbia take a leadership role in creating a collaborative team between the Municipal Police Agencies of British Columbia and the "E" Division R.C.M.P. to create a curriculum for a multi-agency major MCM course for police in British Columbia;
2. That the recommendations contained in the Communications Protocols and the Remedial Strategies of this report be considered for inclusion to the curriculum of the above recommended multi-agency MCM course;
3. That the Justice Institute of British Columbia should consider the creation of a course on the topic of police culture. That the topic of police culture and the effects of culture on police agencies and personnel should be included within the curriculum of basic training, supervisory training and management level courses;
4. That, under the direction of the British Columbia Association of Chiefs of Police, (BCACP), a collaborative working group should be formed representing all police agencies in British Columbia. This group should be given a mandate to research and recommend;
  - The identification and development of a common MCM data base between all police agencies in British Columbia;

- The development of major crime information sharing protocols between B.C. police agencies to ensure that common crime threats that cross jurisdictional boundaries are recognized and acted upon at the earliest opportunity; and,
- The development of formalized multi-agency MCM partnering protocols to ensure the timely and seamless implementation of multi-agency teams when required to address common crime problems.

## **CHAPTER FIVE - RESEARCH IMPLICATIONS**

### **Future Research**

The findings of this study suggest that future research could be conducted in several areas.

As an exploratory qualitative research, this project has only scratched the surface in relation to police culture and the way that culture interacts within the dynamics of police organizations.

Future research could be conducted to study police culture using a broad organizational sample. A study of this type might describe new themes of cultural practice. It may provide an understanding of general perceptions of culture by police officers. New insights and awareness of culture could be a learning and growth experience for police officers. Such insights could be helpful to police leadership in understanding evolving policing organizations and facilitating meaningful change.

In addition to the forgoing, further research could be conducted in the following areas:

- Evaluative research to determine if the recommendations made by this study are effective in addressing the problem of lack of effective communication and collaboration in multi-agency MCM;

- Evaluating the need for a common case-management data base for the police agencies of British Columbia;
- Evaluating MCM needs against data base systems software to identify a best-system model;
- Evaluating existing police data base and RMS to assess duplication and redundancy of data entry;
- Evaluating the need for interfacing existing police data base systems containing solved and unsolved major case files;
- Evaluate the quantity and quality of unsolved crime data existing outside of police data systems by researching the number of unsolved major cases that exist in British Columbia in a paper-only format;
- Evaluating the need for a common MCM system and integrated training for police agencies at a provincial level;
- Evaluating the benefits of sharing personnel between police agencies as a means organizational enrichment; and,
- Evaluating the impact of multi-agency major case investigations on the involved victims and victim families.

Studying police systems and police culture through research is an exercise in self-awareness and organizational-awareness. Both are goals worthy of pursuing.

This research has attempted to add to the existing knowledge of police systems and police culture, specifically in the area of police agencies coming together to form multi-agency teams for MCM. This research and the research recommended above can assist police in developing accurate mental models of how agencies interact within their existing systems. Accurate mental models can help police to collectively understand how the systems and the culture of agencies impact on their interactions with each other.

Expanding our understanding through research moves us in the direction of better organizational awareness and clearer systems thinking to achieve effective decision-making in the execution of our duties.

## **CHAPTER SIX – LESSONS LEARNED**

### **Research Project Lessons Learned**

During the course of developing and completing this research project several important lessons have been learned. Learning these lessons has had a great deal to do with this researcher's inexperience in estimating work volumes and time required to complete qualitative research tasks.

Significant delays were encountered in having the interview tapes transcribed and, in spite of the best efforts of the transcriptionist, the volume of ten tapes, each at least 60 minutes in length, was overwhelming and ultimately required twice the estimated time to complete.

In the natural progression of the project the researcher did not anticipate the staged process that would evolve and that would be required to keep the project moving ahead. This staging process emerged as some tapes were transcribed and waiting for review, others were reviewed and waiting for the extraction of themes and yet others were already sent to the interview subjects for validation of themes and the researcher was awaiting their return. These dynamics required the researcher to invent a tracking system to ensure that, when a tape was ready for the next step, it was progressed through the system.

In the process of extracting theme data the researcher learned that an initial process of going through each of the tapes was needed to identify the general

themes of cultural practice, communication protocols, organizational systemic issues, and remedial strategies, before moving on to the more in depth examination for sub-themes. This lesson held true through the rest of the evaluation, as moving from the generalized to the more specific was the most effective way of locating and describing data.

The next lesson learned relates to the recognition of sub-themes and coding of sub-theme data. It was learned that the determination of sub-themes and the coding of data is often a process of returning to previous interviews to recheck for a new sub-theme after it became apparent for the first time. The researcher did not anticipate that some sub-themes would not be easily identifiable and once they were established it would be necessary to return to the previous interviews to look for them.

A further lesson was learned in relation to the selection of the Commission of Inquiry reports as data sources. The researcher initially proposed to use the CIR and the KIR as data sources. However after some examination, the KIR was found to be a poor source of comparable data and was abandoned. It had been anticipated that both reports would be good sources of data because they both dealt with the examination of investigations where more than one police agency was involved. Ultimately it was discovered that, although more than one police agency was involved in the KIR, the focus of the inquiry had no reference to multi-agency MCM and therefore did not create any parallel to the research

question. The lesson learned here of course is to conduct a more critical analysis when defining the research question and consider all of the defining elements of the question to avoid making assumptions about proposed data sources.

## **Program Lessons Learned**

### **Required Competencies**

#### **1c. Provide leadership**

This competency has been demonstrated through the interactions with others involved in the completion of the research project. By taking the role of a learning leader I have facilitated the processes required to complete a meaningful research project in the following ways:

- By identifying and initiating action on a project relevant to policing;
- By gaining acceptance of the project with sponsorship and funding to conduct the research at a national level; and,
- By gaining the participation of 10 police leaders from across Canada to contribute their time and knowledge to complete this project.

Recognizing the need for personal dedication the researcher committed himself to the completion of this project, in spite of setbacks delays and other frustrating circumstances.



## **2b. Apply systems thinking to the solution of leadership and learning problems**

This competency has been demonstrated through the submission of this final project report giving consideration to systems thinking in relation to the examination of problems within the context of this research.

The process of identifying the research question for this project is the first example of systems thinking. The researcher expanded on an initial interest in challenges experienced by police in multi-agency MCM. The researcher proceeded to examine the contributing factors and ultimately identified the components of police culture, communication protocols and organizational systemic issues as factors to be leveraged by leadership in the evolution of learning and positive change.

In this examination of police systems, the researcher also considered the more global relationship of policing systems and decision making protocols within a national policing community and within the related organizational subsystems of federal, provincial, and municipal policing.

In the analysis of the data from the interview subjects, and from the CIR, systems thinking relating to the leadership and learning issues was applied in the theme assembly of data, and in the data analysis for the recommendations made.

**5a. Identify, locate and evaluate research findings.**

This is demonstrated by drawing data from the evaluation of the CIR and through examination of interview transcripts of project participants. Data located has been identified, evaluated, analyzed, and reported.

Data for this report was drawn from two different sources. In order to identify the data of interest it was first necessary to review transcripts of interview subjects and identify meta-themes. Once the themes were identified further evaluation was required to identify and code sub-theme emerging under each meta-theme. Using these sub-themes as a template, similar themes were searched for in the CIR and data were identified.

The research data were evaluated and discussed consistent with their relevance to the research question. An analysis of the data has been made and recommendations have been offered.

**5b. Use research methods to solve problems.**

This competency has been demonstrated by evaluating the data from the sources and conducting an analysis to answer the research question. 'What communication protocols and cultural practices are required by police to achieve interagency collaboration for effective major case investigations?'

For this competency, the researcher has completed an evaluation of data leading to the conclusion that, in addition to the identified cultural practices and communication protocols, there are also systemic issues significant to the research question. It was learned that the variables of cultural practices, communication protocols and organizational systemic issues exist in a complex and interactive relationship.

From this research a number of remedial strategies have been identified and are offered along with recommendations as an answer to the research question.

**7b. Communicate with others through writing.**

This competency has been demonstrated through the completion of documents associated with this research project and through the completion and submission of this thesis.

In the process of gaining sponsorship and funding for this project, the researcher has submitted a written project proposal and a covering letter.

In the process of gaining participation of interview subjects and maintaining the ethical review and data validation for this report the researcher has completed correspondence with each of the interview subjects.

To complete this thesis, the researcher has described the identified data in a written format. Data have been, evaluated and analyzed with recommendations made in a written format. A research methodology describing both design and process have been communicated in a written format.

#### **4a. Assess the implications of the learning environment.**

This competency has been demonstrated in the research project through reflection on the existing learning environment as it exists for policing in Canada. Possible enhancements to the current learning environment may be a product of this research.

In assessing the existing learning environment, the researcher has considered the implications of cultural practices, communication protocols and systemic issues. The data suggests that a more integrated and effective learning environment could be achieved through practices of common training and the development of a common MCM system. One of the recommendations of this report reflects this need and suggests integration of training through the collaborative development of a common MCM system for British Columbia. The addition of curriculum in police culture to existing police training courses has been identified as an enhancement to the current learning environment.

**4e. Help others learn.**

This competency has been demonstrated through the researcher's interactions with participants, sharing the learning experience as we collectively discussed and examined our perspectives. This thesis contains contributions to learning in relation to police cultural practices communication protocols and systemic challenges in multi-agency major case management.

The researcher interacted with the interview subjects in discussion of multi-agency major case management issues. These discussions were an experience of mutual learning as the dynamics of culture, communication, and organizational systems were explored to evolve new understandings.

This thesis offers learning through presentation of the collective knowledge of 10 experienced police leaders in relation to multi-agency major case management. A new perspective to examine multi-agency interaction is offered through the identification of police culture as a significant yet under-examined variable interacting with communication protocols and systemic issues to influence the ability of police to form multi-agency teams.

**2a. Apply current systems theories to problem solving.**

This competency has been demonstrated by examining identified problems and dilemmas through the lens of current systems theories.

In explaining the systems for creating multi-agency teams for MCM as they exist in the police community, the researcher identified and described the problem in parallel to the systems theory archetype identified by Peter Senge as "Shifting of the Burden"

Police interview subjects conversant with the issues of multi-agency MCM were used collectively to identify the underlying themes and describe the dynamics of interaction between the themes of cultural practice, communication protocols and organizational systems.

Utilizing systems theory the issues of cultural practice, communication protocols and organizational systemic were considered as variables to be leveraged to achieve change towards effective multi-agency major case management. The remedial strategies presented and the recommendations made in this report are a demonstration of applying current systems theories to problem solving.

#### **6a. Evaluate the impact of technology.**

This competency has been demonstrated in the research through the evaluation of current police communications and computer case management technology as it applies to the research question.

In this research it has been shown through interview data and confirmed through data from the CIR that, common MCM data systems are required by police to achieve proper interagency communication and collaboration for MCM. The underlying cultural problem of organizational isolation has been identified as contributing to the current reality of independent and unconnected databases among police agencies.

#### **7a. Interpret oral communication.**

This competency has been demonstrated through the examination and accurate interpretation of participant interviews.

The researcher conducted personal tape-recorded interviews with 10 police officers from across Canada. Interviews ranged from 60 minutes to 90 minutes in duration. During the course of each interview the researcher provided ongoing feedback to the interview subject to clarify meaning and probe for additional information.

After the transcripts were completed the researcher completed interpretation of themes within each interview and then returned the interview with themes attached to the originating subject for interpretation to be validated. Interview subjects all validated the themes as interpreted with only minor clarifications.

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## **Appendix – A-1**

### **Interview Questions**

1. Tell me about your police service history.
2. How many experiences have you had working with multi-agency teams?
3. Tell me about a recent experience you have had handling an investigation with a multi-agency team.
4. Considering crime types, when and how should the decision be made to operationalize a multi-agency team?
5. From your experiences, what information and criteria should be considered in making the decision to form multi-agency teams?
6. Are there communication protocols that you feel are important to the formation of multi-agency teams?
7. Are there communications factors that you believe have a negative influence on multi-agency cooperation?
8. What do you believe are practices that would enhance communication and collaboration on major case investigations?
9. What factors in police culture may influence or prevent timely interagency cooperation?
10. Do you have any other comments or observations in relation to the way that police agencies come together to form multi-agency investigative teams?

**Appendix – B-1**

Address Block

Date

Dear -----;

**Re: Research of multi-agency major case management practices**

I am writing this letter further to our telephone conversation to formally invite you to be an interview participant in a research project on the question:

*What communications protocols and cultural practices are required by police to achieve interagency collaboration for effective major case investigations?*

This research project will be the basis of a thesis submitted as partial fulfillment of my Masters Degree in Leadership and Training at Royal Roads University in Victoria. This research project is being sponsored by the Justice Institute of British Columbia and the completion of the thesis is scheduled for March 2001.

The research will explore the issues relating to operationalizing multi-agency major case management teams by examining the collective experiences and reflections of 10 police officers specifically selected to represent a national and organizational cross-section of police experience in Canada. The content and recommendations of two Royal Commissions of Inquiry reports will also be examined, compared and contrasted to the experiences reflected by the police participants.

From our conversation, I believe that you will be able to make a valuable contribution to this research by sharing your experiences and perspectives on issues relating to the use of multi-agency teams in major case investigations.

If you agree to participate I will come to your jurisdiction to conduct an interview which I anticipate will take approximately one hour. The interview will be conducted at a location of your choice. Participation in this interview is completely voluntary and confidential. You may chose to not participate or withdraw at any point.

You will be asked to sign a consent form at the beginning of the interview and with your permission I will be audio-taping our conversation. If you do not wish to have the interview audio-taped I will be taking notes during the course of the

interview. The audio-tape of this interview, or the notes, will be transcribed and I will send the transcript to you for review prior to doing any analysis of the content. In reviewing the transcript you may, at your discretion, remove any portion of the conversation you wish.

After your review of the transcripts, I will be conducting an analysis of the content and extracting issues and themes relevant to multi-agency major case management. Once this is done I will ask you to review my findings and provide verification that the issues and themes identified are in fact an accurate representation of our interview. I have attached a copy of the interview questions for your review. If there is any question or questions that you do not wish to discuss, for any reason, you may decline the question in advance and it will not form a part of the interview or data analysis process.

I appreciate your consideration of participation in this research project. If you have any questions, or if you require further information about the project please feel free to contact me directly. I can be reached at work 604-864-4718, from 0800 hrs to 1700 hrs PST, Monday to Friday or at home, 604-854-6656, evenings and weekends. My e-mail address is [rgehl@uniserve.com](mailto:rgehl@uniserve.com).

I look forward to hearing from you.

Yours truly,

A.R. (Rod) Gehl

**Appendix – C-1**

**Participant Consent Form**  
**The Dynamics of Police Cooperation in Multi-agency Investigations**  
**Finding Common Ground**

This project is an eight-month qualitative study exploring the dynamics of police interaction and cooperation in forming multi-agency major case management teams in Canada. Participants are chosen from a national and organizational cross-section of policing on the basis of relevant experience in the field of multi-agency major case management. This study is a scholarly inquiry, for the purpose of contributing to knowledge of police interaction, communication and organizational dynamics. The research findings will be presented in a major project thesis report. This research is being sponsored by the Justice Institute of British Columbia.

Please read this page carefully and sign it if you give your consent to participate in the study, which will follow the methods described below:

- ◆ You will be interviewed in an initial personal interview approximately 60 minutes in duration. All interviews will be recorded through written notes and by audiotape. All audiotapes will later be transcribed by a qualified research transcriptionist.
- ◆ You have the right to request that the tape recorder be turned off at any time during the interview, or to delete any or all of the transcript later, without being asked for your reasons.
- ◆ All interview data and conversations will be kept entirely confidential by the researcher. You will be identified through the research notes and transcripts with a pseudonym. All identifying characteristics linking you to the data will be removed from the final report.
- ◆ All data will be kept in a secure place, inaccessible to the public. All notes, tapes, transcripts and documents containing your real name will be destroyed at the conclusion of the study.
- ◆ You will be offered the opportunity to review and verify the transcript created from the tape recording of your interview. You will also have opportunity to review and verify the issues and themes drawn from the data.
- ◆ No deception will be used at any time in this study, and the researcher will endeavor to ensure that no harm of any kind will come to you as a result of your participation in this study. There will be no monetary compensation to you for participating in this

study. However, a summary of the study results will be made available to you at the end.

- At the conclusion of this research the final thesis report will be housed at Royal Roads University and will be available upon request.

Your signature indicates that you understand to your satisfaction the nature of your participation in this research study, and that you agree to participate. In no way does this waive your legal rights at any time in this study.

_____	Date	_____
Participant		
_____	Date	_____
Researcher		

Please feel free to contact the researcher at any time if you have further questions concerning matters related to this research.

Inspector A.R. (Rod) Gehl, Abbotsford City Police  
 2838 Justice Way, Abbotsford, B.C. V2T 3P5  
 E-mail [rod.gehl@royalroads.ca](mailto:rod.gehl@royalroads.ca) or [rgehl@uniserve.ca](mailto:rgehl@uniserve.ca)  
 Office Tel: 604-864-4718, Home Tel: 604-854-6656

This study has been designed to comply with the ethical guidelines for research regulated by Royal Roads University in Victoria, British Columbia. If you have any questions related to the ethical procedures governing this research, you may contact Dr. Mary Bernard, Director of Research at Royal Roads University. E-mail [mary.bernard@royalroads.ca](mailto:mary.bernard@royalroads.ca) or Tel: 250-391-2553

*A copy of this consent form has been given to you to keep for your records and reference.*

**Appendix – D-1**

Dear -----

I have now finished all of my research interviews and I have completed my review of our interview.

I am sending our interview as an attachment to this message.

As you will see when you open the attachment, I have highlighted some areas of text in bold black and I have then added in my own comments in relation to the associated theme in bold red text.

If you could look through the interview and confirm my interpretation of the themes is in agreement with your own this will serve to validate my findings. If you think that I have misinterpreted any of your comments, or if you would like to enlarge upon or clarify any area please feel free insert your comments.

If you do add comments please place them within the text of the interview in a green font. As previously noted in the ethics consent form we signed, you are free to delete any portion of this interview without question. If you do choose to delete a portion of the interview, please indicate the portion to be deleted by changing it to a blue font.

Please let me know your findings by a return e mail. If you have any questions or concerns please give me a phone call. Thank you again for your kind assistance and your contribution to this research project. I look forward to hearing from you soon.

Rod Gehl

604-864-4718 wk  
604-854-6656 hm  
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