

The BJA Executive Session on

Police Leadership

2013

The BJA Executive Session on Police Leadership is a multi-year endeavor started in 2010 with the goal of developing innovative thinking that would help create police leaders uniquely qualified to meet the challenges of a changing public safety landscape.

In support of an integrated approach to creating safe and viable communities across America, the project directors recruited 20+ principals from a range of disciplines. The principals, in turn, led national field teams of practitioners focused on the work of policing and the organization of the future.

To gain new insights on leadership, the *BJA Executive Session on Police Leadership* engaged police chiefs in documenting their own paths and invited leaders to participate in various audio and video forums to tell their stories and discuss the future of policing and police leadership.

Please visit our website, <http://bjaleader.org>, to learn more about this project and to access a broad array of interactive, multimedia resources.

The principals are supported in their work by a team that includes project co-directors Darrel W. Stephens and Bill Geller, project strategist Nancy McKeon, and BJA Senior Policy Advisor Steve Edwards.

Report: Organization of the Future I (2012)

by

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Introduction

“What is a good way to think about the future of policing? Should we start with a critique of current forms of policing, addressing concerns about the unfinished business of the community policing movement, levels of confidence and trust in policing, and the social costs of arrest-centered policing and its impact on poor and minority communities? Should we start with a reckoning of the unprecedented fiscal crises facing many police departments and the need to find more viable strategies of financing public safety? ...”

“An analysis of the critiques and costs will certainly help any effort to envision a better future of policing. However, there is another approach to thinking about the future: we could start from scratch. Instead of looking only at current challenges, we could erase the canvas and ask, ‘If we started over, how would we design police organizations? What do we want society to look like and what is the role of police in the society we envision?’”

*-George Gascón and Todd Foglesong,
“Transformation of Policing,” June 2011*

In these words from their recent paper, San Francisco District Attorney George Gascón and Harvard Senior Research Fellow Todd Foglesong encapsulate many of the key issues facing police agencies today. The complexity and interdependence of today's world and the factors that make up "livable communities," coupled with the most serious fiscal crisis since the Great Depression, will have a profound impact on the future of policing and police leaders. Gascón and Foglesong suggest that rather than just analyzing costs and challenges, boldly asking how we would design police organizations from scratch "provides an opportunity to take a broad view of the needs of communities and design a future police organization to meet those needs."

This report is intended to take such an opportunity and help spark discussions about the future of police organizations and police executives in ensuring livable communities in these challenging times. Building on a long foundation of service, policing today remains dedicated to its mission of public safety yet a tsunami of change involving both economic and societal forces is challenging the very foundation of policing agencies and local government itself. In our interrelated and resource-constrained world, police leaders will increasingly need to build networks and convene partners across agencies and sectors, understand the business of the entire organization, and operate in a culture and structure that emphasizes leaders at all levels rather than just those with advanced rank and title.

Based on the concept of "Network Leadership," there are several potential organizational models that could create a genuine "police organization of the future." By considering these potential models and cultivating the required leadership style and skills, police agencies can play a formative role in demonstrating the importance of working with other agencies and partners to achieve the sense of vitality and livability desired by the broad range of our nation's communities.

Current Structure of Today's Police Organizations

Police organizations have evolved over time to reflect changing community values and technical and other advances in the practice of law enforcement. As they evolved, police agencies developed common structural characteristics which may no longer serve the needs of today's new reality.

Characteristics of Current Structure

The structure of police organizations generally share several characteristics, including:

Command and Control Structure. At their core, police organizations are typically based on a paramilitary hierarchical structure, generally driven from the top by a police chief or equivalent with a formal sub-structure involving deputy/assistant chiefs, captains, lieutenants, sergeants, and officers (some agencies may have additional levels and positions). Other functions in policing organizations typically include investigators, dispatchers, and administrative support staff. In this type of structure, reporting roles and functions are clearly defined with a focus on rank and position.

Territorial Silos Based on Function. Police organizations generally carry out a wide variety of functions and services ranging from patrol services to youth programs to crime

scene investigations. These functions and services are typically carried out by defined organizational units that focus on the specific activities assigned to them. The role and responsibility of each unit is clearly defined.

Single-Jurisdiction Service Delivery. Like other governmental agencies, police organizations have a defined geography in which they serve. For most police organizations, this defined geography is the single city or county which the organization is a part of. For example, in typical city police departments, this service delivery geography is strictly the incorporated city area rather than outlying or adjacent communities. The organizational structure generally reflects this single-jurisdiction geography with the staffing roles and responsibilities driven by the service needs of the one jurisdiction.

Potential Challenges to Current Structures

Several factors challenge the existing structural model:

Profound Fiscal Pressures. As further described in the next section, today's economic environment is having a profound impact on the structure of police organizations and delivery of services. Along with other services, Law enforcement is facing deep budget cuts and many communities have already enacted funding and staffing reductions in core areas such as patrol services as well as more specialized areas like inter-agency drug enforcement teams. In addition, fiscal pressure at the federal and state levels is leading to reduced funding allocated for local law enforcement. The scope of these budget reductions as well as the increased cost of providing police services will have a significant effect on the structure and services of police organizations and provide additional incentive for agencies to explore creative partnerships.

Greater Complexity. Law enforcement work has always involved dealing with a wide variety of people and issues. However, the need to collaborate with other organizations involves an even greater level of complexity for police organizations. Public safety touches a myriad of service needs across the community. For example, the relationship between public safety and socioeconomic conditions (such as housing and economic opportunities) could lead to a broad service delivery approach involving collaboration with local housing agencies, non-profit service partners, and others. Similar connections between public safety and other community services indicate this overall complexity, which calls for a redesigned service delivery model.

Differing Needs within Regions and Sub-Regions. In most cases, regions and communities are not homogeneous places with uniform demographics and service needs. Regions and communities are rather made up of a variety of sub-groups which can range substantially in demographics, socioeconomics, and specific service needs. The public safety needs and expectations in one area or neighborhood may be very different from those in other areas and require a different policing approach and response.

Increased Rate of Change. It is often said that the only constant in life is change. At the same time, the pace of change today seems accelerated. Police organizations have a vast array of tools available to improve the delivery of their services and enhance connec-

tion and interaction with community members and others both within and outside law enforcement. It is increasingly critical to keep pace with this rate of change and to be able to determine which tools are appropriate for which police organizations.

Workforce Changes and Expectations. Similar to other public agencies, today's workforce in police organizations is multi-generational with differing values and expectations. These generations include Traditionalists (born before 1945), Baby Boomers (1945-1964), Generation Xer's (1965-1980), and Millennials (after 1980). While there is a risk in painting entire generations with a broad brush, there are a number of differences between today's police leaders (typically Baby Boomers) and those of tomorrow. Based on research and observations, tomorrow's leaders may be inclined to demonstrate a more collaborative and flexible decision-making model based more on results and accomplishments than rules and rank. Given the high number of Baby Boomers expected to retire in the next 5-10 years, these workforce differences will take on an even greater role in shaping the future of police leadership.

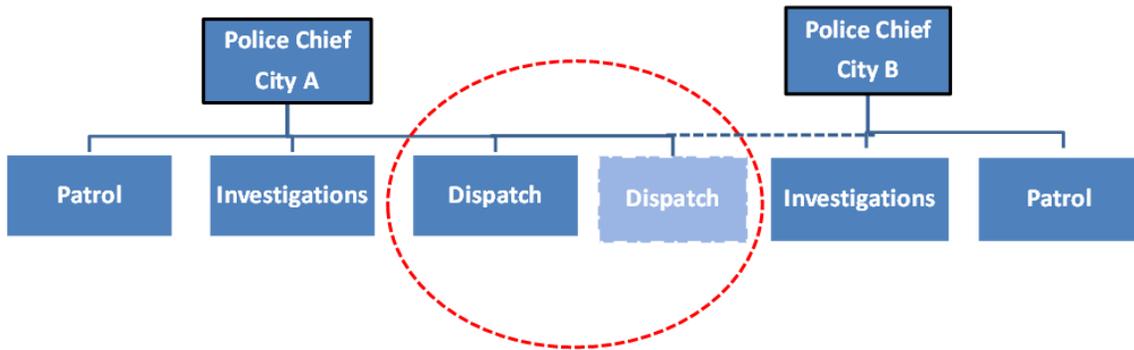
These challenges have significant implications for the future of police organizations as well as local governments in general. In short, the traditional, hierarchical organizational model used for many years may not be sufficient for future police organizations serving increasingly disparate populations in this rapidly-changing era defined by a "new fiscal reality." Other organizational models need to be considered and developed that allow for a robust network of collaboration within and across agencies, consideration of shared or consolidated services where appropriate, and creation of flexible work systems that focus on results and enable leadership at all levels.

Variations of Current Structure

Given economic challenges, an increasing number of police agencies are using variations of the traditional structure found in most agencies to reduce costs while preserving service levels. Two common variations are Shared Services and Consolidation, which are described below and on the following page. In both models, a simplified functional structure of police services – patrol, investigation, and dispatch - is used for illustrative purposes.

Shared Services. Shared services in the context of law enforcement refers to two or more agencies sharing police services such as dispatch, training, investigations, or other functions. This arrangement typically is carried out through a contract or Memorandum of Understanding between the agencies. Under a shared services arrangement, one agency is typically responsible for the function with operational oversight for service delivery to the other jurisdictions. This arrangement would not necessarily impact the organizational structure, however, and thus the structure within the service being shared may still be a traditional type. A shared services arrangement can reduce costs and improve efficiencies through economies of scale, though it is possible to overestimate potential savings and there can be risk in the reduced organizational oversight of the shared function.

Below is an example of a shared services arrangement that involves sharing of dispatch services.

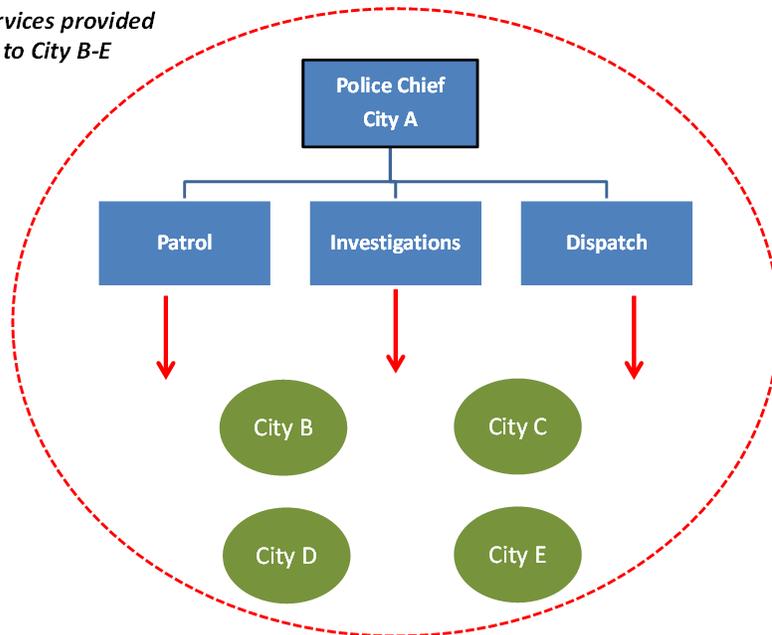


Dispatch services for City B provided by City A

Consolidation. Consolidation in the context of law enforcement typically involves a multi-jurisdictional police agency providing a full range of police services. The key distinction between consolidation and shared services is that consolidation involves the entire agency compared with the functional emphasis of shared services. A common example is several municipalities in one county who contract with the Sheriff’s Department for police services. Similar to the shared services arrangement, this arrangement would not necessarily impact the organizational structure, however, and thus the consolidated structure may still be a traditional type. Similar to the shared services arrangement, consolidation can reduce costs and improve efficiencies through economies of scale, though it is again possible to overestimate potential savings and the loss of direct responsibility for providing a service can be challenging for an organization and community.

Below is an example of a consolidated arrangement where one agency is providing patrol, investigations, and dispatch services for four other cities.

Police services provided by City A to City B-E



Significant Forces and Drivers Impacting Police Organizations

The very moorings of the infrastructure of today's organizations are being loosened by a series of economic and societal forces. These forces are so powerful that police organizations, as well as local government institutions themselves, will need to anticipate and adapt to stay relevant in the face of rapidly changing community dynamics. There are numerous forces reshaping the landscape of public safety, but this report focuses on five that are particularly relevant to police organizations and those who lead them both today and in the future:

- Economic Impacts
- Technology
- Staffing Structure
- Demographics
- Transparency and Public Trust

Economic Impacts

The combination of tight budgets and sharply rising personnel costs, especially for sworn officers, has made it difficult for police departments across the country to continue providing the same array, level, and quality of services. It is increasingly clear that the economic conditions today are the result of structural, rather than cyclical, changes. Departments have stopped hiring, demoted officers, terminated staff, reduced salaries and benefits, recruited volunteers, employed civilians, and cut and consolidated services in other ways in order to bridge the gap between cost and revenue. Not all agencies face these pressures and there is a possibility that police departments may see additional funds if local government budgets are replenished by a growing economy or offset by state and federal transfers or subsidized by other funds. Even in this optimistic scenario, the rising cost of policing might still be taken as an opportunity to reconsider the ideal structure of police departments and the scope of services they provide. Indeed, by focusing attention on what is most valuable in policing, the rising costs of policing could even help advance the cause of more effective as well as more efficient policing.

Looking ahead, funding allocation will continue to be an issue for police executives as police budgets will likely not be able to keep pace with service needs. There will be continued pressure to consider reductions to pension and other benefits, which could impact future recruitment. As part of this process, there will be additional discussions about consolidation of departments, formation of contract cities, merging of city agencies such as police and fire services, and partnership with private companies to provide services. The number of law enforcement agencies across the country may be reduced as agencies continue to consolidate resources. Currently there are over 17,000 law enforcement agencies nationwide with over 90% having fewer than 25 officers. Though the appropriate size of a police organization is not necessarily a question for this project to address, the size of the agency relative to available funding impacts an agency's long-term sustainability. On the opposite spectrum, there are a growing number of federal and state agencies whose sole purpose is assisting and aiding local law enforcement. Agencies such as HIDTA, WISN, NICRIC, etc., support local agencies by providing specialized equipment and technology use, analytical support, crime analysis, and intelligence gathering and sharing.

An additional element related to economic impacts involves the use of public-private partnerships and outsourcing functions. Public-private partnerships are seen as increasingly necessary because of the increased cost associated with reducing crime as well as the incentive of “good press” as a result of these partnerships. The “Problem-Oriented Policing” model could serve as a starting point for evaluating potential public-private partnerships. In addition, law enforcement needs to work more with private entities to help manage projects and perform other tasks. Functions such as lab work, traffic control, and computer forensics are already outsourced by many law enforcement agencies around the United States. However, as agencies continue to outsource, there will likely be strong opposition from labor organizations to eliminate the practice.

Technology

Like other disciplines, police organizations have become consumers of modern technology and will continue to acquire and adapt new and more advanced technologies in the future. This can both help and hinder our law enforcement efforts. More crimes may be solved with the aid of modern technology, but conversely more crime as well as different kinds of crime may be committed by use of technology. The character of policing itself changes with the adoption of new technologies, sometimes distancing and sometimes bringing communities closer together. It is important to consider both the potential benefits and repercussions of increased technology in the police organization of the future and consider what police organizations can do to ensure new technologies serve appropriate purposes.

Many technologies used in law enforcement today were originally drawn and adapted from the commercial marketplace and military. In many instances, those adaptations have worked very well including the use of cars, radios, computers, and firearms. However, current and future law enforcement technological needs may not be so adaptable from existing commercial applications. Those current and future needs revolve around, in some cases, specific law enforcement needs such as the need to use less-than-lethal force in controlling unruly persons, stopping fleeing vehicles, and the detection of concealed weapons and contraband in nonintrusive ways.

Many private sector technology developers and manufacturers are reluctant to meet many of the special technological needs of law enforcement. The fragmentation of the American law enforcement market makes for a time-consuming and expensive process for both private enterprise and government. The future of technology in law enforcement is dependent upon the costs of policing, which given current economic conditions, may require the consolidation of agencies and pooling of technological procurement efforts. In addition, the cost of these technology systems can be significant at the same time that the available funding for such systems has been reduced in many agencies. However, these economic forces may also be a catalyst for private research and development efforts as well as more efficient and effective government procurement in addressing specific technological needs of law enforcement. Standardizing technology platforms could also improve the speed and quality of information across agencies, which could impact efforts to target repeat offenders, improve clearance rates, and reduce crime.

Staffing Structure

There are a number of issues relating to the staffing structure in law enforcement agencies, including staffing levels, labor agreements between agencies and employee bargaining groups, and civilianization of police organizations. The primary factor in determining staffing levels in law enforcement agencies in the next 20 years, as they are today, will continue to be driven by budget and changes in the economy. Law enforcement agencies will affect their various budgets through lobbying, police foundations, etc. Today, the deployment of resources is often determined by software relying on data such as calls for service, arrests, response time, etc. It is likely that staffing deployment software in 20 years will evolve to provide information that will be used to provide efficiency ratings that can be used to lobby for appropriately sized budgets. Arguments will continue to be made for intangibles such as reductions in crime due to visible patrol and unique community policing strategies.

Staffing levels will also be affected by the onset of a new age in scrutiny for public funding for law enforcement. Collective bargaining is currently in flux and will not be as much a factor in the shift to civilianization of many duties in police organizations. Formalized implementation of volunteer programs and new classification of technical fields that can be filled by civilians will emerge in law enforcement. Staffing levels in smaller communities will be affected by combining public safety services. The combination of services agencies (e.g., sheriff and fire), civilianization, and volunteer programs will eliminate duplication of certain services. Combination of services will occur in areas in need of mass service even if a separation of agencies remains. The future staffing levels of tomorrow and agencies' ability to meet those needs will depend even more on the thoughtful assessment of public safety needs in a given community, the division of labor between sworn and non-sworn personnel and the elimination of duplicative services.

The creation and maintenance of Memorandums of Understanding between agencies and their respective bargaining groups has until recently been fairly stable and routine processes. However, following the economic downturn, existing agreements have gone through multiple iterations and extensions as employee groups are being asked to forego cost of living increases, reduce pay, and/or change retirement contributions and benefits. The public has also begun to pay closer attention to public employee compensation as they see their own salaries cut or face being laid off from their jobs. While public service employment has not historically been viewed as a lucrative endeavor, much of the public now questions the salaries and benefits of public servants, including those who work in public safety. The recent decision in Wisconsin to remove nearly all collective bargaining from public employees except for police and fire employees will likely lead to more state governments considering such an approach and could also add to public resentment toward those in law enforcement and fire service.

Another factor to consider is the impact that right-to-work statutes have on labor agreements and negotiations. Currently, 22 states have right-to-work laws which guarantee that no person can be compelled, as a condition of employment, to join or not join a labor union or pay dues pursuant to a union shop agreement. Other states allow the creation of the union shop which effectively requires union participation or the payment of dues. The process of labor negotiations and their effects on individual employees within an agency

are subject to meet and confer. With states having differing laws governing employee-employer relations, the unified law enforcement organization of the future will be challenged to create a universal template for labor agreements that are applicable to every agency in the country.

Civilianization of police organizations is another growing trend with many agencies. Civilian employees are now being trained for many duties that sworn officers have historically done, which offers potential cost savings benefits. This cost savings may be somewhat reduced if civilian employees move from job to job as they do in the private sector as well as need a greater level of training than sworn staff. However, potential cost savings from civilianization may allow agencies to spend more money on needed technology or infrastructure. Another consideration with civilianization is that typically civilian employees have less union representation than sworn staff, which could affect the hiring and firing of civilian employees as well as the job protection of sworn staff. A third consideration is the need to clearly define roles between civilian and sworn staff. Greater use of civilians in carrying out traditional law enforcement tasks might make officers look more like armed soldiers designed to handle dangerous assignments. In addition, greater use of civilians could lead to more civilian injuries given the potential for a seemingly normal encounter to instantly turn violent without time or warning. In general, the potential benefits and repercussions from greater use of civilians as well as the impacts on the structure of police organizations should be considered carefully.

Demographics

Societal demographics are changing significantly and how police organizations adapt to these demographics will be pivotal for their long-term success. Demographics can be considered in various ways. First, our communities are becoming more diverse with a greater mix of ethnic and socioeconomic diversity. In increasingly diverse communities, law enforcement strategies may need to adapt to serve different groups and individuals. Related to this change is the overall aging of our communities given the number of “Baby Boomers” already in or approaching retirement. The service needs and expectations of an empty-nest Baby Boomer couple will likely differ from those of a young family or young singles, a factor which may not impact policing directly but would impact other important community services.

Second, the workforce inside most police organizations is (or is becoming) multi-generational spanning up to four discrete generations. One such change is the greater influx of Generation X and Millennials into the workforce. Gen Xers’ and Millennials’ focus on work/life balance, their need for work to be meaningful, educational and challenging, and their view of employment as a contract not a career will increase the amount of organizational turnover and likely require more frequent testing processes. As that occurs, it might behoove agencies in a geographic area to pool resources and conduct regional testing. The shortened tenure (estimated at 3-5 years per job) of many Gen Xers and Millennials might also push law enforcement to hire officers for the region, rather than an individual agency, and move them from agency to agency in order to keep them from leaving altogether. In this way, changing departments will afford an officer the opportunity to be exposed to new challenges and environments.

Third, like other countries around the world, the United States is experiencing an influx of individuals relocating from rural to urban areas. The role of the “city” (both large and small) is increasingly important given this population shift. However, many of these new arrivals are not living in the central city per se, but rather in a suburban area in one of many separate cities throughout the metropolitan area (e.g., one of the 101 cities in the San Francisco Bay Area aside from San Francisco, San Jose, and Oakland). This population pattern impacts not only the central city’s ability to provide and fund important community services, but also contributes to a patchwork of jurisdictions and agencies that often impedes the type of cross-boundary collaboration needed to address community issues.

Transparency and Public Trust

The last force highlighted is transparency and public trust. Media coverage of unnecessary force and corruption in the 1990s drove law enforcement to place an even higher value on public trust. Law enforcement continues to go through a transformation as those generations that saw public trust as a given are being replaced with young officers who are being taught that public trust is a necessary commodity that must be earned. The public today is more informed about what is occurring in the community and more police incidents are being captured on video. With this level of exposure, officer conduct and professionalism will likely continue to be an issue in the future and involve constant scrutiny by the public, which expects and deserves officers to act professional at all times. This constant scrutiny will require more interaction with the public on commonly accepted police best practices and behavior and may lead to greater civilian oversight to provide a more open and transparent look at police conduct and policies. Candidates for law enforcement positions will need to be aware of these issues and taught the high value placed on trust and ethical policing.

Another aspect of transparency and trust is that the days of focusing media outreach on the major network and print media outlets are gone. Online media outlets (such as blogs and social media) have gained more acceptance and credibility among the general public, particularly among the younger generation. As more second and third tier “media” become more mainstream, law enforcement will find itself having to modify its media relationships and even craft different messages depending upon the outlet. While many police agencies already use online blogs or other electronic mediums, police agencies may have to monitor information outlets never considered before to stay on top of what is being reported about law enforcement in their community. Agencies will also have to make their communication products interesting and relevant so the public is more inclined to turn to police agencies directly as a source rather than some other outlet. This is easier said than done since many agencies do not consider maintaining and updating their website as a primary duty and are challenged with capacity issues due to staffing reductions. However, there is a greater interest in many communities in promoting further engagement between the community and local government. Given their vital role in the community, police agencies are well-positioned to be at the forefront of this engagement and demonstrate greater transparency with the community.

In addition, standardizing expectations around transparency and public trust could be challenging. For example, what is important to people in New York may not be important to those in San Francisco, which in turn may not be important to those in Charlotte. Particular problems in some cities may not be problems at all for others given the circumstance (e.g., panhandling in Buffalo in the winter compared with San Diego in the winter). However, standardizing expectations around transparency and public trust could make agencies' missions more clear and enable greater sharing of resources for tools to better engage the community.

Leadership Philosophy of the Police Organization of the Future

Community safety is a basic need of every individual and something that residents expect from their local government. Yet community safety alone does not make for a livable community. In addition to safety, livable communities are places with vibrant economies, strong schools, thriving neighborhoods, access to quality health care, environmental quality, and other factors. These factors are interrelated given the complexity of the world today and effectively addressing them increasingly requires a new way of designing police organizations and service delivery.

Given these factors, police agencies must find a way to change in the best way for a future that is yet to be completely revealed. A number of agencies across the nation have responded initially to many of the forces impacting law enforcement through considering shared services and consolidations. Yet, these forces are so powerful that they will continue to pull us towards additional change that is far-reaching and will impact the very structure of police organizations and local government agencies. Some say we are witnessing a tsunami of change in the public sector and organizations will change regardless of whether they prepare or are ultimately forced.

Before identifying potential alternative organizational models for police organizations, it is important to begin with the leadership foundation underpinning the various structures. Just as organizations are changing, so is the style of leadership needed to most effectively serve our diverse communities today. "Network Leadership" is a leadership philosophy that is well-suited and relevant for police organizations as well as local government itself given the interrelationships of communities today. This leadership philosophy is further described on the following pages along with the concept of the "Network Talent Model" and "Parallel Organization," two of the key elements under Network Leadership.

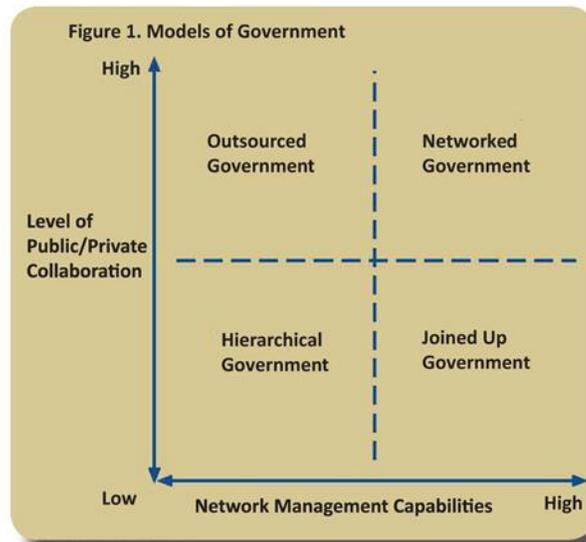
Overview of Network Leadership

The concept of "Network Leadership" builds on the idea of "Government by Network," a term coined by authors Stephen Goldsmith and William Eggers in their book, *Governing by Network: the New Shape of the Public Sector* (Brookings Institute, 2004). The authors' premise centers around the idea that "big government" is here to stay, but needs to be better managed through the redefinition of government responsibilities at all levels – federal, state, and local. Goldsmith and Eggers challenged readers to think of government less as the actual provider of certain goods and services and more as a facilitator of them. By encouraging the development of "networks" of public, private and not-for-

profit individuals and organizations, government could likely get its job done better, quicker, and more efficiently. This premise is relevant to policing as much as other disciplines.

Goldsmith and Eggers further theorized that the network approach would move beyond simply outsourcing government services to the private sector or regionalizing some functions through shared services with other agencies. The authors believed that outsourcing or regionalizing services alone could not provide a cure to the bureaucracy of modern government. Instead, government at all levels would serve the community better through the sharing of information and tasks. Replacing the old model of managing personnel in a top-down command system in a specific division with a new, networked approach with a higher level of coordination and partnership with other agencies, departments, and stakeholders would yield the best outcome to those who use government services. This model is consistent with Joseph Rost's "21st Century Leadership" philosophy (which has been widely incorporated into police leadership curriculum in California and elsewhere) that a purely top-down management approach does not provide the leadership necessary to align an organization to address complex challenges. This is true even in a paramilitary organization such as a police organization with a historical command-and-control orientation.

Below is a chart identifying the various models of government based on level of collaboration needed and management capabilities.



Source: Deloitte Research/Ash Institute for Democratic Governance and Innovation at the Harvard University

Network Talent Model

Related to Goldsmith and Eggers' work, Dr. John Pickering of the Commonwealth Center for High Performance Organizations and Dr. Robert Matson of the University of Virginia's Weldon Cooper School of Public Policy developed an approach for creating high-performance organizations based on an approach called the Network Talent Model. The

Network Talent Model is not a separate or distinct organizational structure per se but, rather, an overlay and holistic approach to work that can be used in a number of organizational structures. It can be applied to both service delivery and organizational leadership through an understanding of the concept of government by network and balances the use of partnerships (public and private), technology and the skills of public employees (regardless of level) to maximize results in the community.

The Network Talent Model’s premise is that employees become more valuable based on their demonstrated ability to contribute to the mission of the organization, which in turn can improve overall performance. Employee value is not based on time in grade or years of service, but rather the understanding of the “business” of the entire organization beyond the department level. Also, value to the organization usually comes with increased value to oneself—life skills and employability. To be successful in this type of organization, staff will need to continually develop and acquire the skills associated with leadership, management, and teams. This kind of developmental plan requires a collaborative work environment and aligned workforce systems. The technical knowledge, skills, and abilities necessary for an individual to be successful in an organization remain the same but at varying levels depending upon rank and position. Below are visual examples showing the blend of technical, partnership, management, and leadership skills incumbent in the Network Talent Model and how the mix of these skills vary based on time and role.

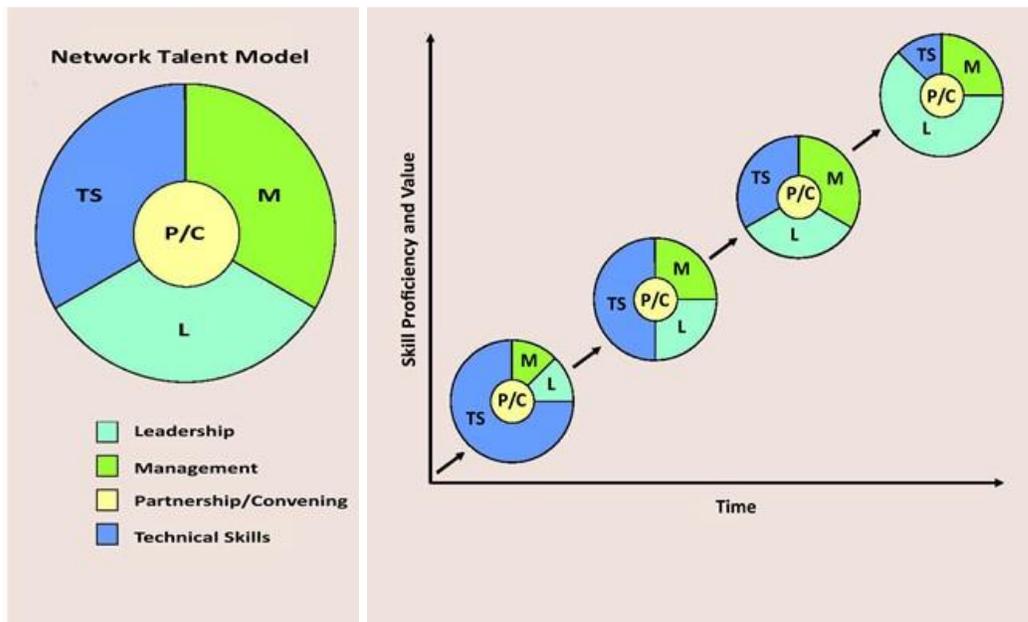


Figure 2 & 3 (Revised) - Original Source Material: US President’s Council on Integrity & Efficiency (2005)

As an example, at the entry level (e.g., patrol officer), the employee’s focus is typically on mastering technical skills and knowledge. The scale model reflects the proportion of technical skills utilized through the employee tenure and movement through the ranks. As individuals advance to the next level, they are expected to learn and demonstrate increased management, leadership and partnering/convening skills while performing day-

to-day, management, and organizational objectives. All the while, it can be seen that the employee still demonstrates some expected technical proficiency.

At the mid-manager (e.g., sergeant) level, staff are expected to be proportionally developed and performing the full range of leadership, management, and partnering/convening skills, as well as be technically proficient in one's area of specialization. In other words, one will not reach the mid-management level unless the appropriate leadership, management, and team skills are developed. Finally, at the leadership level, it follows that the application of leadership skills increases while the day-to-day use of technical skills decreases.

It is important to note that skills related to partnering with and/or convening with other individuals, departments, and organizations (public and private) remains at the center of each level of development. This skill will increasingly be necessary at all levels in the future as the economy resets and organizations continue to experience its effects. In addition, the digital revolution is making collaboration easier and should be embraced in the dialogue of how best to deliver public safety and other services to citizens. This too, shall make it easier to convene and partner where appropriate to not only solve problems and address issues, but also to supplement public safety staff that have been eliminated from budgets across the country through the years and will likely not be replaced in the future.

Parallel Organization

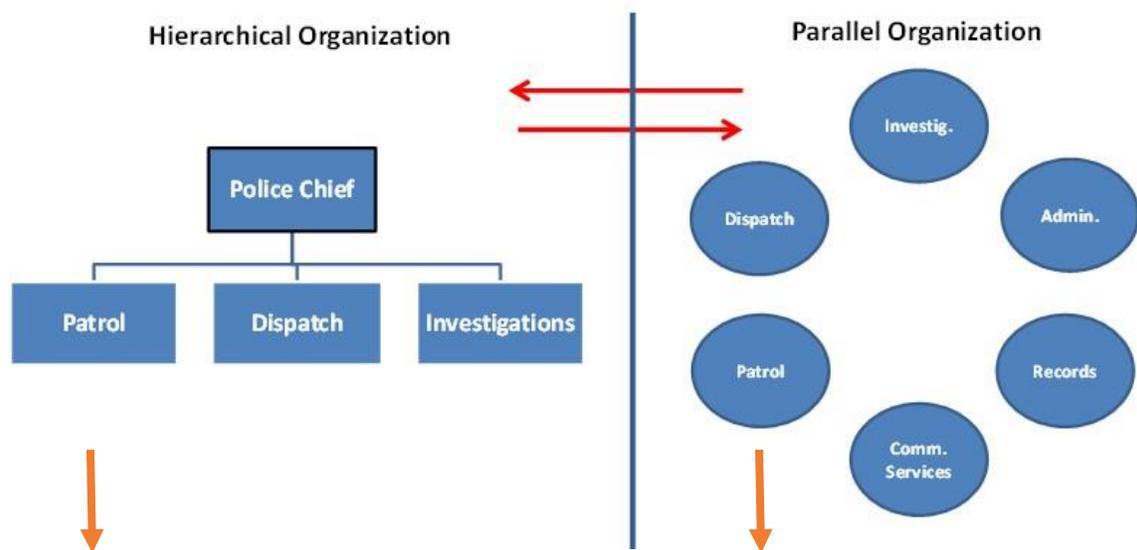
One way police leaders can deploy the Network Talent Model is through the concept of the Parallel Organization, also developed by Pickering and Matson. The Parallel Organization is an adaptive "structure" of work that takes place outside of (or parallel to) the existing hierarchical structure. In the parallel organization, networked talent can accomplish critical collaborative work outside of the normal constraints of silos and traditional tiered roles. That collaborative work benefits the organization as a whole because it is typically devoted to strategic and long-term issues that do not always receive the focus they need amidst the daily demands of the hierarchical or operational structure.

The work of the Parallel Organization can include long-term visioning, strategic planning, organizational development, and other broad topics impacting a police organization, as well as targeted areas of focus requiring diverse resources (e.g., neighborhood action team involving multiple functions or departments). The Parallel Organization can consist of ad-hoc or ongoing working groups depending on organizational needs and can also consist of the same individuals that are part of the hierarchy, just operating with different roles and group environment.

It is important not to confuse these parallel working groups with a more typical system of task forces assigned to address various issues. The key element of a Parallel Organization is the suspension of normal hierarchical rules so that everyone is on the same level when engaged in the work of a Parallel Organization, no matter what level individuals are at in the normal hierarchy. Parallel Organizations bring together the right people suited to produce desired results regardless of department, unit, level, or rank and can overlay on any existing organizational structure. The Parallel Organization is different from the

typical ways most organizations work, plan and solve problems and thus requires defined (and communicated) protocols around how the parallel work will take place, what the decision making process(es) will be, and how the parallel work will be incorporated into the operational hierarchical organization. It is important to note that using a Parallel Organization does not mean the hierarchy goes away, but rather creates a separate environment to do different kind of work in a different way.

The visual below shows how a Parallel Organization co-exists within the existing hierarchical structure. Using Patrol as an example, the visual illustrates one approach to work in the hierarchical organization and work in the parallel organization. Within the Parallel Organization, leadership is a shared responsibility with all participants equally able to serve in the role regardless of level. Leadership does not automatically reside at the top of the hierarchy as is typically the case. In other words, an individual from any of the functions shown below could potentially serve as the convener/facilitator in a parallel working group. With clearly defined protocols, the Parallel concept can significantly enhance the leadership culture, capabilities and productivity of the organization as a whole.



- Operations
- Core functional performance
- Process excellence
- Urgent problem resolution
- People management (hiring, training, scheduling, promotion)
- Hierarchy leveraged
- Tiered management

- Strategy
- Long term focus
- Collaborative work with other units
- Integrated planning
- Process and organization design
- Policy development
- Hierarchy removed
- Adaptive leadership

Incorporating Network Leadership

Overall, Network Leadership is a *leadership philosophy* designed to not only increase effectiveness and efficiencies, but to also:

- Reach **better public policy** decisions
- Unleash **creativity and innovation**
- Bring **subject matter experts** to the table – even if they are from another organization
- **Share knowledge** and resources thereby achieving **increased capacity**
- Become a more **flexible and nimble** organization
- **Increase our reach** within the community resulting in more solution choices

To achieve peak performance, Police Chiefs and other senior level command staff will **routinely** convene a diverse group of partners (internal and external) who will:

- Include participants from public/private/not-for-profit to collaborate
- Embrace network management capabilities – no matter what rank, civilian, or sworn, etc.
- Enhance the opportunity for a positive outcome to be achieved and represent the appropriate geography and scale required
- Appropriately embrace technology as a resource to support network capabilities
- Use transparency procedures which allow public participation in the dialogue
- Force accountability downward to networked teams assigned to addressing specific issues

The success or failure of a networked approach can be traced back to how it has been originally designed. Determining how networked teams and partners are governed at the front end is key. How information will be reported back to Chiefs and senior command staff and how information will flow between participants either live or virtually will establish the framework for success. Managing in a networked organization is more complex, resulting in a need for a whole new set of competencies and capabilities. In addition to knowing about administrative and state law, staffing, training and other traditional policing responsibilities, networked Chiefs and command staff will need to be proficient in a variety of other tasks such as group facilitation, negotiations, supplementing sworn staff with civilian, innovative thinking, and entrepreneurship. Instead of modeling the old military inspired command and control “drill sergeant,” the Police Chief of the Future will need to be more like a **symphony conductor**.

Key Leadership Principles

Based on this philosophy described above, a series of leadership principles are shown below to articulate key leadership components underpinning police organizations of the future. These principles reflect the challenges and issues facing police organizations today as well as the role of police organizations in ensuring livable communities. The principles are also intended to transcend any one particular organizational model given their broad application to inform the design and structure of an organization.

Below is the list of these leadership principles for police organizations of the future:

- Moving away from command and control structure
- Understanding the business of the organization – city, county, regional
- Convener of partners – internal, external, regional
- Political astuteness/acumen
- Moving from internal to external focus
- Leadership at all levels

Alternative Organizational Models

Building from the philosophy of Network Leadership and the key leadership principles listed above, three alternative organizational models are presented that exemplify these principles in different ways. These models are labeled as alternative models compared with the “traditional” model found in many current police organizations as described in the previous section. The continuum of organizational models described below is not intended to be a sequential hierarchy of agency structure in that one model needs to precede the next in order to be successful. Each model can stand on its own or be used in combination with other models based on organizational needs.

One premise of this work is that given the extent of these profound forces shaping policing, the concept of a stand-alone police agency is increasingly inadequate in thinking about how to ensure community safety in our interrelated communities. Police organizations play a vital role in maintaining or building livable communities, yet the current models of providing police services are increasingly unsustainable and unaffordable given these uncertain times. Rather than merely finding ways to reduce the costs of the current model, the time is right to think about the kinds of police organizations most likely to meet the interrelated needs of the community to design a new model for the police organization of the future. There is no doubt that change is difficult in any organization, which may be particularly true for those that function under the traditional command and control model - military, police, and fire. During emergency incidents, this structure is absolutely critical. However, during the regular course of business, the traditional model for staffing and funding emergency preparation to the absolute maximum all of the time can no longer be sustained. Public safety agencies are in a position where they must move or change from the traditional model that generally defines them.

The three alternative organizational models identified in this report are:

- Public Safety Organization
- Public Service Organization
- Integrated Partnership Organization

The description of each model includes an overview of the model, a visual showing an example of its potential structure (again using a simplified functional structure with patrol, investigations, and dispatch), a listing of potential advantages and disadvantages, and a brief assessment.

Public Safety Organization

The concept of “Public Safety Organization” can take shape in several forms including one in which a Public Safety Director manages both the police and fire divisions – with a distinction between police officers and firefighters – but a single budget, strategic plan, etc. Another public safety model is that of combined fire and police operations whereby some personnel serve as Public Safety Officers trained in both policing and fire suppression. Yet another hybrid consolidates all of the command staff under one public safety organization again with the distinction between police and fire line personnel.

Although the organization can take several forms, the potential structure highlighted below assumes separate disciplines for police and fire, but a **Unified Command** and the theory of **Community Public Safety**. To achieve the highest level of service, the public safety executive (command) team examines all resources to develop strategies to ensure the most effective coverage, response, and resources at the optimal cost through:

- Combined administrative functions (records, dispatch, training, etc.)
- Routine and emergency collaboration (no duplication of efforts)
- Shared resources and information

Below is an example of the Public Safety Organization structure highlighting the consolidation of police and fire services under the umbrella of a Public Safety Director.



Below are possible advantages and disadvantages of this model:

Advantages

- Unity of command
- Efficiency savings through combining public safety functions
- Improved collaboration between police and fire functions – Use of Public Safety CompStat
- Quicker and more combined approach during emergency operations not previously encountered (severe storm activity, homeland security breach, etc.)

Disadvantages

- Can be challenging for employees to maintain proficiency in both police and fire functions
- Operational and cultural difference between the functions

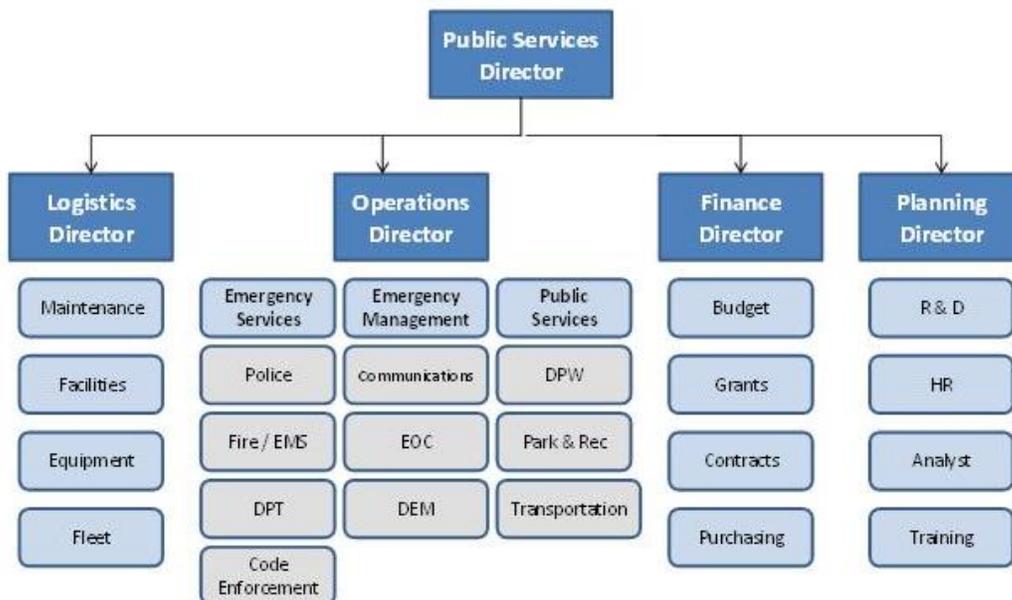
The Public Safety Organization model is one that has been implemented by some jurisdictions around the country and is not quite as far-reaching as the other models shown in this section. However, the relative scarcity of implementation as well as the premise in multi-functional work between police and fire led to its placement as one of three alternative models to identify. Furthermore, this model is one that may take time for a community to adapt to given common perceptions of the role of a police department compared with a fire department.

Public Service Organization

The concept of a “Public Service Organization” is one in which all the separate departments in a typical jurisdiction are consolidated under one umbrella. The key features of this structure are that the overall mission of the organization is one in which public safety and service being its most important goal and that the organization would follow the long-used and established Incident Command System (ICS) for structuring emergency operations.

As part of this model, an overall “Public Services Director” would be the head of this organization under which there would be four separate groups each led by a director. A “Logistics Director” would be responsible for maintenance, facilities, equipment, and fleet services, while a “Finance Director” would have responsibility for budgeting, grant procurement and management, contracts, and purchasing and a “Planning Director” would control human resources, research and development, analysis and training. Under this structure the fourth and final (and largest) group would be the Operations group, led by an “Operations Director.” The “Operations Director” would oversee departments such as Police, Fire, EMS, Parking and Traffic, Public Works, Transportation, Parks & Recreation, Code Enforcement, Emergency Management and the Emergency Operations Center.

Below is a potential structure for the Public Services Organization:



Below are possible advantages and disadvantages of this model:

Advantages

- Uses well-established ICS structure for functional categories
- Provides defined platform for cross-functional collaboration
- Scalable model based on organizational needs and size of the department
- Streamlines and maximizes efficiency with everyone having a clear idea of job duties and mission

Disadvantages

- ICS structure is not known by all employees
- Categories can vary widely in size and scope (e.g., Operations category comprises many functions)
- Potential loss of identify for police within broader functional category

On its surface, this model may appear to be a traditional hierarchical structure with service categories based by function. However, this model represents a markedly different way of operating for police organizations by providing a direct and immediate impact on how police works with other agencies to solve problems and address community issues. Under the direction of the “Operations Director,” Police Chiefs could help align services and helping coordinate resources to help achieve community safety and livability. Presumably, a Police Chief could be in the role of “Operations Director” and have a more direct impact on service and resource coordination (conversely, somebody from another discipline may be in this role and thus direct the provision of police services). In addition, this model is designed to be scalable to fit the scope of the organizational need and potentially geographically-based within a certain area or district of a jurisdiction. For example, one application of this model could be focused on a specific crime hot spot area. Using this approach, police could work with public works, code enforcement, fire, and other functional units to develop a multi-faceted strategy to address this crime hot spot from different perspectives and aim to prevent future crimes from taking place.

Integrated Partnership Organization

This model is one proposed by Gascón and Foglesong to achieve public safety goals in a multi-disciplinary environment. The central theme behind the “Integrated Partnership Organization” is that the role of police is primarily a partnership with other agencies, organizations, and disciplines. To advance this role, police would need diverse professional backgrounds, training in multi-disciplinary skills sets, and expertise on collaboration and multiple causes of violence. An “Integrated Partnership Organization” structure would look very different than today’s police department. The majority of staff would need to be embedded in the neighborhoods, able to serve through partnerships and with a high degree of flexibility and creativity. The role of “neutral convener” would be particularly important with this model as a way to bring together disparate groups to achieve common goals. There are three general layers of staff in this type of organization:

Prevention: Community asset specialists and resource marshals would work across the jurisdiction to build strong relationships with various communities. These individuals

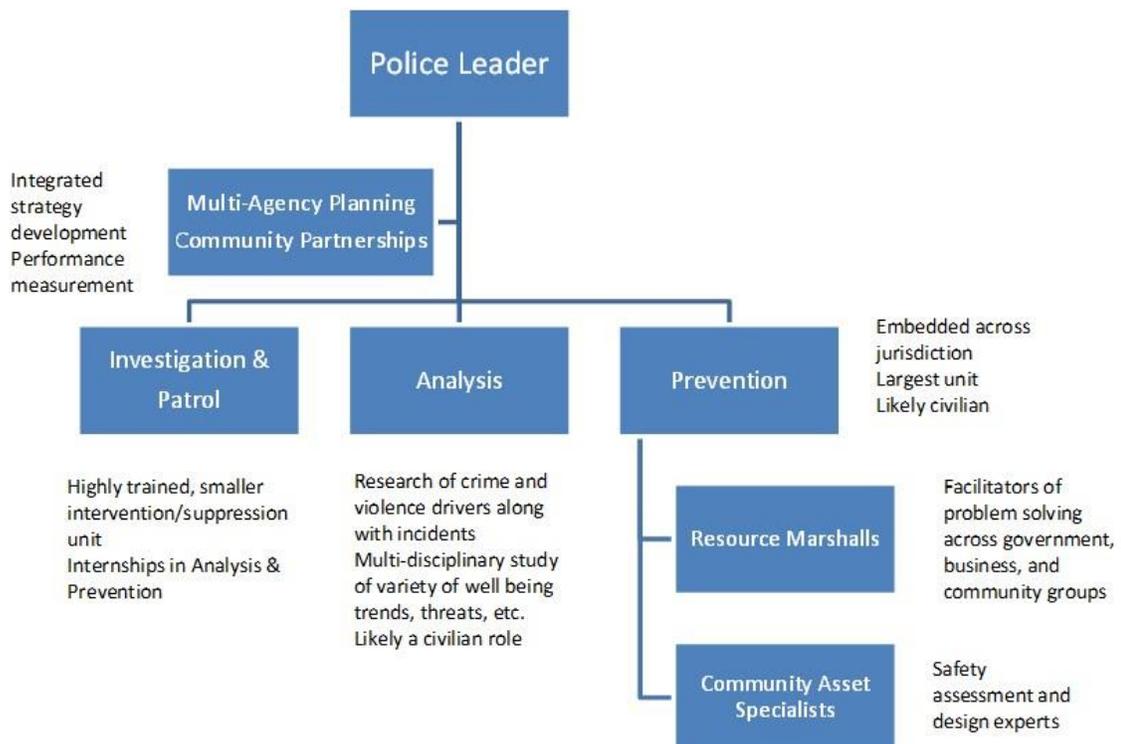
would not be uniformed patrol officers but highly trained multi-disciplinary problem identifiers and solvers.

Analysis: These individuals are engaged in highly detailed multi-disciplinary study of data to understand immediate threats and trends and trajectories for community wellbeing.

Investigation and Patrol: A smaller number of police would be highly trained intervention/suppression specialists for crimes investigations and actions. These individuals would also understand the prevention and analysis functions and have a strong commitment to all layers.

At the top of the organization would be the Police Leader who would oversee multi-agency planning and community partnerships. Multi-agency coordination would become even more critical in ensuring the necessary personnel would be available to meet policing needs (even from nearby agencies) in order to keep the ongoing costs of patrol and suppression activities to a minimum.

Below is an example of an “Integrated Partnership Model” that demonstrates these three layers of staff responsibilities described in this model:



Some possible advantages and disadvantages of this model include:

Advantages

- Builds strong partnerships in the community
- Clear emphasis on the role of prevention and analysis in addition to operations
- Can reduce costs through collaborating with outside partners on police functions

Disadvantages

- Can represent a cultural shift for police agencies given historical emphasis on operations
- Budget reductions often impact prevention and analysis functions first before operations
- Potential loss of control and additional complexity from matrixed functions

The Integrated Partnership Model reflects the strong connection between police agencies and the larger mission of economic and community vitality. Research conducted in 2010 by the Rand Center on Quality Policing in 2010 indicated the strong link between crime and the overall economic output of a community. Based on this research, investments in ensuring community safety investments have a demonstrable impact to the overall economic vitality of a community. As cities continue to face significant fiscal challenges, local governments will call upon all service areas and functions, including police, to not only look for long-term savings, but positively contribute to the community's economic vitality and overall viability. With the many forces and conditions impacting police agencies today, the Integrated Partnership Model might be particularly applicable to help police leaders refocus from day-to-day operations and emergency responses to designing a more strategic and collaborative agency that creates partnerships to help create safe and livable communities.

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