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://bja-leader.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.

Delivering Public Service in the Organization of the Future: A Model

by
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Summary

As the country continues to emerge from its worst fiscal crisis in 80 years, a new form of leadership is also emerging in all facets of local government including police organizations. Driving this change is also the growing complexity and inter-dependence of today's world and the many factors that make up "livable communities." Building on its long foundation of service, police organizations are expected to work even further with community partners to achieve a shared mission of a safe community. To meet this expectation, police executives increasingly need to build networks and convene partners across agencies and sectors, understand the business of the broader organization in which they work, and operate in a culture and structure that emphasizes leadership at all levels.

This theme was conveyed through in *The BJA Executive Session on Police Leadership: Organization of the Future Report*, an initial working paper produced in 2012 by a team

led by San Francisco District Attorney George Gascón, San Mateo (CA) Police Chief Susan Manheimer, and ICMA Executive Director Robert O'Neill. In this paper, the Organization of the Future team identified significant forces and drivers impacting police organizations, such as economic impacts, staffing structure, and demographics, and identified a contemporary leadership philosophy called "network leadership" well-suited for today's environment along with different organizational models to better support this leadership philosophy.

This subsequent paper by the Organization of the Future team focuses on one such model, the Public Service Delivery Model, and highlights both the current and potential application within police organizations. As described in the following pages, the Public Service Delivery Model is less an organizational structure or alignment as it is an ongoing process that leads to greater results through engaging a larger network of partners and stakeholders in problem analysis, goal-setting, and coordination of service delivery.

Defining the Public Service Delivery Model

Building on the forces shaping organizations today, there is a growing recognition of the value to be derived from collectively addressing broad goals through varying stakeholder perspectives. The Public Service Delivery Model is designed to accomplish this particularly in dealing with complex, multi-disciplinary, multi-sector, and/or intergovernmental issues. The Public Service Delivery Model is not an organizational structure itself, but rather an ongoing organizational process centered on the goal or issue. Rather basing an organization on specific functions or positions, the organizing principle of this model is on the goal as the structure will adapt based on the needs to ensure a structure that has the necessary capacity, capability and responsibility to carry out this work.

Figure 1 is an example of how this horizontal work model could be used to address a key public safety issue: improving safe movement. In this example, this broad goal is defined by various components and services and shown to involve a number of partners.

Improve Safe Movement

What's Involved?	_What Does It Address?_	_Who's Involved?_
-Fatalities	-Traffic	-Transportation Department
-Collisions	-Potholes	-Police
-Bike Safety	-Sidewalks	-Engineering
-Budget	-Bike Lanes	-Schools

Figure 1

Though this type of work may occur periodically in organizations, the continual process of identifying a key issue, assessing it through these types of questions, and working on it collaboratively with others is at the heart of our proposed approach to delivering public service in the organization of the future. The model does not remove a police department

or any other department of its unique identity, but rather helps the department tap into the value of working with partners and stakeholders to collectively address broad goals through varying perspectives. As part of this approach, 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

Leadership Principles Needed in Today's Environment

As part of the Public Service Delivery Model, it is important to highlight the leadership foundation of "network leadership" underpinning this model and why it is relevant in today's environment. The concept of "network leadership" builds on the idea of "Government by Network" by authors Stephen Goldsmith and Williams Eggers, which is based on the premise that government is increasingly less of an actual provider of certain goods and services and more of a facilitator of them. This approach moves beyond common techniques such as outsourcing services to the private sector or sharing them with other agencies, but rather promotes a continuous process of engaging service delivery partners to produce a higher level of coordination that yields better outcomes for those who use government services. This approach is relevant even in a paramilitary organization such as a police organization and 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.

Based on this approach of "network leadership," a set of principles is provided below to articulate key leadership components framing 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 organizational structure and design:

- 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

Role and Value of Alternative Organizational Models

Creating and sustaining a horizontal Public Service Delivery Model approach requires a "network leadership" that continually addresses broad goals through varying perspectives can be challenging in traditional organizational structures, particularly those in police organizations with command-and-control structures, territorial functional silos, and single-jurisdiction service delivery. Developing a culture that supports the higher level of thinking and operation needed for this approach may require different organizational models that involve specific leadership and management skills. Two such models that support our public service approach are the Network Talent Model and Parallel Organization and are further described below:

Network Talent Model

Related to Goldsmith and Eggers' work on "network leadership," 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 also not a separate or distinct organizational structure, but rather an 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.

Figures 2 and 3 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.
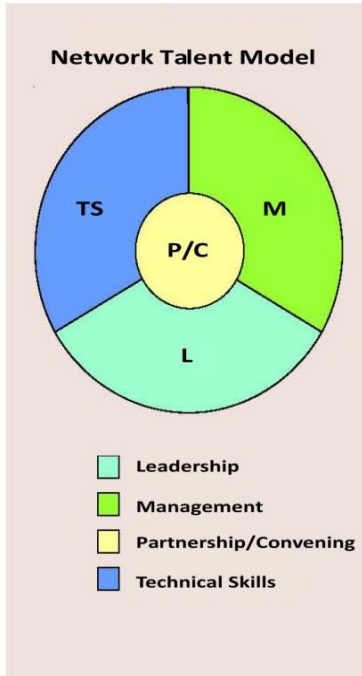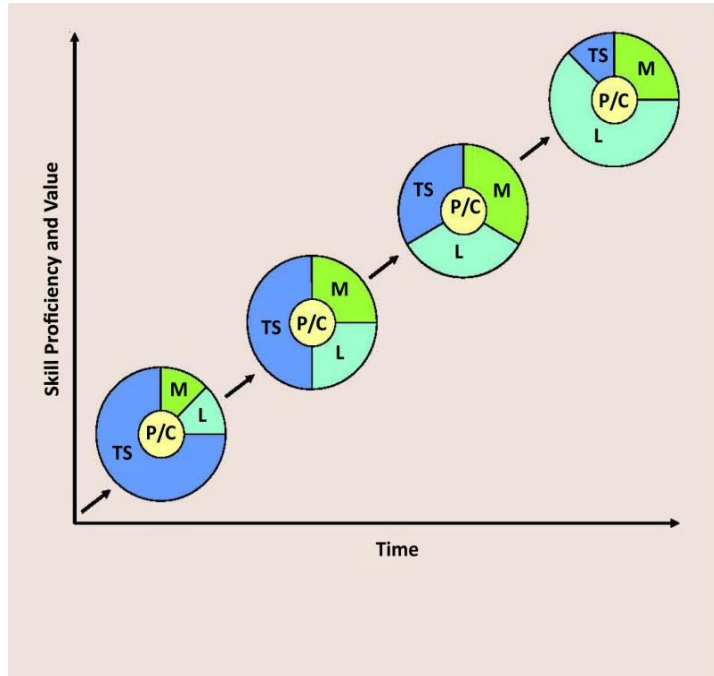
Figure 2

Figure 3. This and figure 2 are revisions of graphics in US President's Council on Integrity and Efficiency (2005)

To provide an example from a police organization, employees at the entry level (e.g. patrol officer) are typically focused 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.
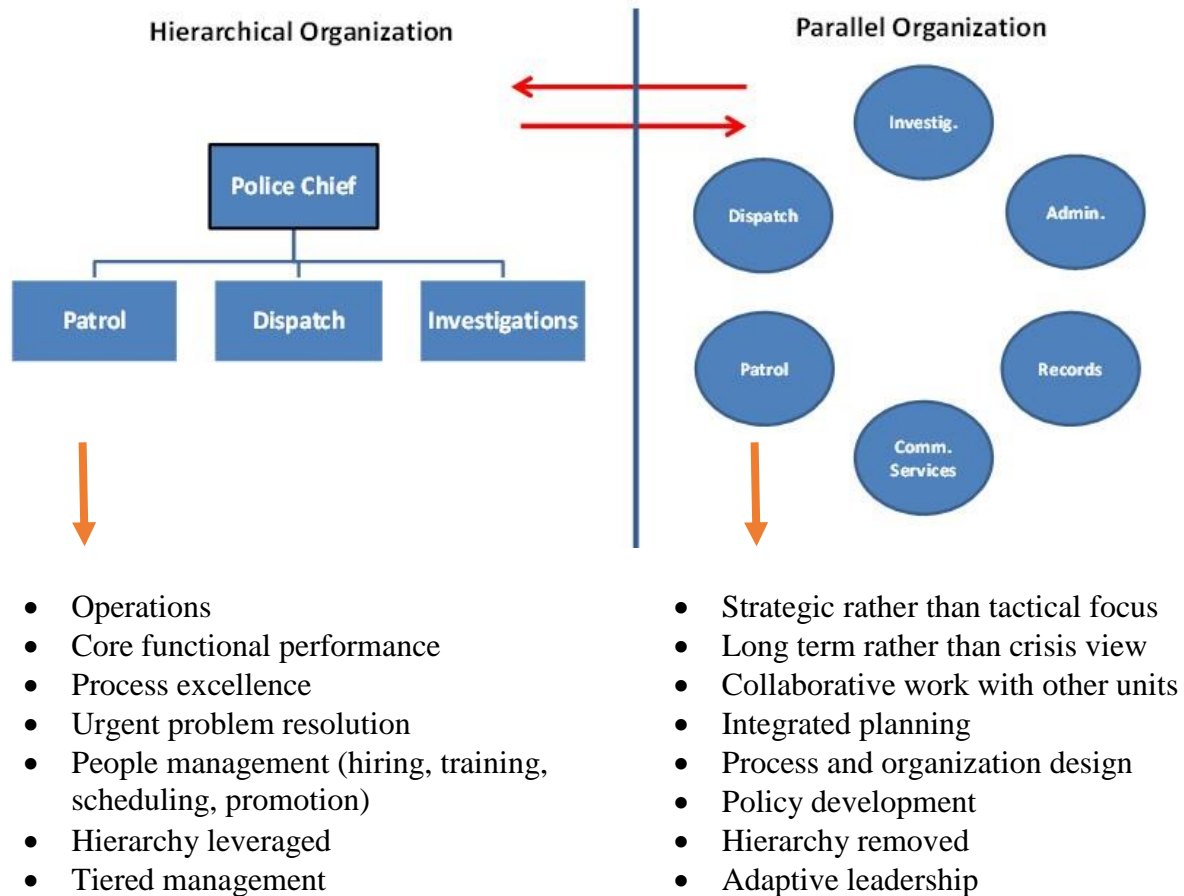
Parallel Organization

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. Stephen Covey labeled these types of issues as "Quadrant 2" work that is important but not urgent and the parallel organization creates an effective structure to carry them out.

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 (figure 4) 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.

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

- Strategic rather than tactical focus
- Long term rather than crisis view
- Collaborative work with other units
- Integrated planning
- Process and organization design
- Policy development
- Hierarchy removed
- Adaptive leadership

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 Organization concept can significantly enhance the leadership culture, capabilities and productivity of the organization as a whole.

Incorporating Alternative Models into a New Delivery Model

These alternative models can not only support the creation of a public service delivery approach, but also lead to increased organization effectiveness and efficiency through:

- Reaching better public policy decisions
- Unleashing creativity and innovation
- Bringing subject matter experts to the table – even if they are from another organization
- Sharing knowledge and resources thereby achieving increased capacity
- Becoming a more flexible and nimble organization
- Increasing our reach within the community resulting in more solution choices

The success or failure of a horizontal Public Service Delivery Model 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 an organization using this approach 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*.

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