The 2017 Public Safety Summit:

The Dynamics of Culture and Capacity

April 21 – 23 at Harvard University in
Cambridge, Massachusetts

LEADERSHIP FOR A
NETWORKED WORLD

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The Dynamics of Culture and Capacity

Amidst a turbulent environment, innovative public safety leaders are moving forward to achieve dramatic new levels of capacity and public value. Right now, for example, visionary police chiefs are redesigning use-of-force policy and training to improve crime response and build community trust. Cutting-edge public safety organizations are using social networks, data, and analytics to understand crime patterns and respond proactively to community needs. And inventive policing leaders are collaborating across agencies, jurisdictions, and sectors to co-create solutions to community challenges.

Yet for even the savviest leaders, often the most challenging roadblock on their transformation journey is organizational resistance to change. How do leaders in public safety address this challenge? Skillful leaders realize that driving innovation and change requires not only redesigning organizational structures, systems, processes, and human capital, but also harmonizing organizational culture with new ways of working, collaborating, and producing public value. In this endeavor, critical questions arise, such as:

- How do leaders create an environment of trust within their organization and its partners that fosters better creativity, experimentation, innovation, and communication?

- What strategies and technologies are leaders using to reach across boundaries and cultures — to human services, to education, to juvenile justice, and to faith-based groups — in order to co-create new forms of public safety solutions?

- How can public safety leaders align strategy and culture in order to not only improve operational performance, but also sustainably increase agility in policing structures, systems, and people?

To help public safety leaders work through these challenging questions, Leadership for a Networked World and the Technology and Entrepreneurship Center at Harvard, in partnership with Mark43, convened *The 2017 Public Safety Summit: The Dynamics of Culture and Capacity* from April 21 – 23 at Harvard University in Cambridge, Massachusetts. This third annual Summit brought together innovative public safety, justice, and human services leaders, along with leading academics and industry experts, to learn and share ideas on how police chiefs, sheriffs,

commissioners, and other officials can not only respond to broadening responsibilities more efficiently and effectively, but also transform their organizations, partnerships, operating models, and cultures to deliver improved policing outcomes and legitimacy.

This report synthesizes the key findings from the Summit. In particular, it contains special sections on 1) leadership lessons from a keynote address by James O'Neill, Commissioner of the New York City Police Department, and 2) the opportunities for collaboration between policing and human services. The report also delves into four case studies highlighting leadership in public safety organizations striving to develop dynamic organizational cultures, forge productive partnerships, and maximize capacity:

- In Los Angeles, California, Sheriff Jim McDonnell and the Los Angeles County Sheriff's Department have partnered with a range of federal, state, and local stakeholders to establish a well-resourced, sophisticated, and collaborative approach to combat human trafficking.

- In Sydney, Australia, the New South Wales Police Force stood up Operation Talon, a cross-cutting initiative that draws on new command structures and better intelligence gathering (among other techniques) to respond to gun violence.

- In Oakland, California, municipal IT officials and police leaders have partnered to pursue an ambitious, long-term vision to revamp the police department's approach to technology and strengthen the alignment between technology, analytics, and data.

- In Prince George's County, Maryland, Police Chief Henry "Hank" P. Stawinski III has helped to implement the Transforming Neighborhoods Initiative—a multi-agency effort led by County Executive Rushern Baker III to help communities in need and use these broad-based improvements as a catalyst to lower crime.

We hope this report offers new ideas, strategies, and insights to public safety leaders, their organizations, and their partners around the world.

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Reflections from the Executive Director

What is the linkage between organizational capacity and culture? Why does it matter? And what, if anything, can leaders in public safety do about it?

To answer these questions, first take a look at the changing landscape of policing. The volume and velocity of change is staggering. Society is expecting new forms of outcomes, and communities are demanding more from front-line police. In fact, 75 percent of the attendees at the Public Safety Summit said they are anticipating significant or extreme change in their operating environment within the next five years.

Keeping up with this level of change will require public safety organizations to increase organizational capacity – the structures, systems, processes, and people that enable an organization to meet goals effectively and efficiently. Indeed, most chiefs, sheriffs, and commissioners are already focused like a laser on this issue. Of the attendees at the Summit, 54 percent said that growing capacity is "critical" – meaning it's the most important challenge they face.

Yet here's the important linkage between organizational capacity and culture. In almost every setting, organizational culture can overpower and suppress capacity-growing innovations. As the noted organizational theorist Peter Drucker said; "culture eats strategy for breakfast." In public safety organizations, this tension between organizational culture and strategic innovation is even more pronounced, as leaders have long-standing cultures – often generations in the making – that can accept or reject operating model changes and innovations, along with the new ways of working that come with them. All too often, cultural issues thwart the power and potential of innovation.

So what, if anything, can be done about this challenge of culture and capacity?

Gaining a deeper and more nuanced understanding of what underpins the challenge will help. Organizational culture, as Edgar Schein of MIT defines it, is "a pattern of shared basic assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems." Two ideas are notable here. One is that groups of people are always creating and acquiring new ways of working in order to adapt to the world (the external adaptation and internal integration element). A second is that successfully adapting to the world requires a group to teach each other and show each other new ways of working. The group has to collectively change the culture over time. There is no "instant fix" to harmonize culture and capacity – it demands concerted and continuous engagement.

You can start this concerted and continuous engagement by reflecting on three questions:

- How should our mission evolve? Given societal shifts in crime patterns and community needs, what do stakeholders need and value? How well prepared is my organization to deliver and to what degree will we need to change?

- What new capacity do we need? Given a shift in mission, what new capabilities will we need? Can we build these new capabilities internally, or do we need to acquire them from outside the organization?

- How should our culture adapt? Given the new structures, systems, and processes we have to build and/or acquire, how will our culture react? What cultural attributes should be kept and harnessed for change? What cultural attributes should be shed or changed?

- Where can I exercise leadership? Given the need to create the right environment for cultural change, where can I foster the psychological safety that leads to not only trust, but also motivation to experiment and engage in new ways of working?

Of course reflection is nothing without action. And this isn't an easy task. Seventy-seven percent of the leaders at the Summit said it was "critical" to harmonize organizational capacity and culture, yet only ten percent said they are "well prepared" for this challenge.

Even with the difficulty, there are strong examples to look to and emulate. As the cases and insights from this report show, progressive chiefs and sheriffs are finding ways to innovate, build new operating models, and harmonize capacity and culture.

My sincere hope is that the Public Safety Summit will spur the dialogue and ideas that help public safety leaders adapt organizational cultures and build the capacity that leads to better justice, value, trust, and legitimacy over time.

Let's get to work,

Dr. Antonio M. Oftelie | Fellow, Technology and Entrepreneurship Center at Harvard | Executive Director, Leadership for a Networked World
Harvard John A. Paulson School of Engineering and Applied Sciences

Creating New Solutions to End Sex Trafficking

In late 2014, when Jim McDonnell was elected as Sheriff of Los Angeles County, he realized that his agency faced an enormous challenge: how to combat sex trafficking.[1, 2] There was extensive evidence that this horrific crime had become widespread in the region. The National Human Trafficking Center's hotline for reporting cases was receiving more calls from California than any other state in the country by far.[3] What's more, child sex trafficking had become an integral source of revenue for gangs in the Los Angeles area.

Before 2015, the Los Angeles County Sheriff's Department (LASD) had handled these incidents as criminal cases of juvenile prostitution and investigated them with just two detectives and a team from the LASD Vice Unit. Moving forward, LASD would need to develop a better-resourced and more sophisticated and collaborative approach to combatting human trafficking. McDonnell therefore issued a statement in October 2015 instructing LASD to stop using the term "child prostitute." He also challenged LASD's Major Crimes Bureau to develop a plan to establish the LASD Human Trafficking Bureau and the Los Angeles Regional Human Trafficking Task Force.[4] As McDonnell said,

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1   Sex trafficking is "the illegal business of recruiting, harboring, transporting, obtaining, or providing a person and especially a minor for the purpose of sex." "Legal Definition of Sex Trafficking," *Law Dictionary*, Merriam-Webster, available at https://www.merriam-webster.com/legal/sex%20 trafficking (accessed on May 22, 2017).

2   "Creating New Solutions To End Sex Trafficking," Presentation by Jim McDonnell, Sheriff, Los Angeles County Sheriff's Department, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 23, 2017. Unless noted, the remainder of this case study draws on this presentation and personal communication by phone and e-mail with staff from the Los Angeles County Sheriff's Department on June 21, 2017.

3   James Queally, "L.A. County Sheriff Announces New Task Force To Combat Human Trafficking," *Los Angeles Times*, November 19, 2015, available at http://www.latimes.com/local/lanow/la-me-ln-california-trafficking-task-force-20151119-story.html (accessed on May 22, 2017).

4   McDonnell presentation; and "Statement by Sheriff Jim McDonnell," The Los Angeles Regional Human Trafficking Task Force, November 19, 2015, available at http://sheriff.lacounty.gov/wps/portal/lasd/media/detail/?current=true&urile=wcm:path:/lasd+content/lasd+site/home/ home+top+stories/the+los+angeles+regional+human+trafficking+task+force (accessed on May 22, 2017).

this partner-driven approach reflected his belief that, "All of us are more powerful than any one of us."[5]

Still, LASD and its collaborators faced challenging questions. How could they foster cooperation among stakeholders accustomed to working in silos? Would they be able to obtain the financial and in-kind support to sustain the initiative? Would they be able to facilitate a cultural shift that prioritized a victim-centered approach?

March 2010 – November 2015: Developing and Launching a Strategy

McDonnell's recognition of the need to pursue new strategies to combat sex trafficking dated to 2010 when he became Chief of the Long Beach Police Department (LBPD).[6, 7] Soon after assuming the post, McDonnell reviewed the department's reports to see if "anything jumped out at [him]." What struck him was that the agency was arresting a large number of young girls for prostitution. Upon further inspection, McDonnell realized that the problem ran deeper. "The more we dug into that," he elaborated, "we realized that there are pimps involved, and they are exploiting and victimizing these young children." LBPD began treating the children as victims rather than criminals and started focusing its prosecutorial efforts on the pimps who were abusing and exploiting them. As McDonnell noted, this represented a major "culture...[and] mind[set] shift" for the department's Vice Unit; however, the change proved effective and made LBPD's strategy a "model for the state."

"Once we get a different perspective to look at [a problem] ...we'll treat [it] completely different."

– Jim McDonnell
Sheriff, Los Angeles County

Upon his election as Sheriff of Los Angeles County, McDonnell drew on his experience in Long Beach and augmented LASD's efforts to combat sex trafficking. At the time, LASD treated commercial sex cases involving minors as cases of juvenile prostitution. In addition, just two detectives from LASD's Major Crimes unit responded to sex trafficking complaints, while the Vice unit arrested prostitutes (including juveniles) and cited their customers (the so-called "Johns"). Given the growing prevalence, sophistication, and harmful consequences of sex trafficking in Los Angeles, this approach was woefully insufficient. Local gangs had embraced the activity because it bolstered their street credibility and income (a pimp could make 600 to 800 thousand dollars annually). What's more, those groups were operating inconspicuously because their efforts were organized via difficult-to-track modes, such as the Internet and cell phones. Most disturbingly, the human toll of sex trafficking was enormous. It primarily targeted young children, 59 percent of whom came from the foster care system.[8]

McDonnell therefore called on LASD's Major Crimes Unit to develop a strategy focused on addressing juvenile victimization, targeting demand for sex crimes, and prosecuting traffickers to the full extent of the law. This became the foundation for the approach of the new LASD Human Trafficking Bureau, which would incorporate the efforts of approximately 45 LASD personnel. This represented a significant staff commitment because, as McDonnell explained,

5   "LASD Regional Human Trafficking Task Force," YouTube, November 19, 2015, available at https://www.youtube.com/watch?v=M4jnY1TbkYU (accessed on May 22, 2017).

6   "McDonnell for Los Angeles County Sheriff," available at http://www.mcdonnellforlacountysheriff.com (accessed on May 24, 2017).

7   Prior to becoming the Chief of Police in Long Beach, McDonnell spent 29 years in the Los Angeles Police Department (LAPD), where he both became the highest-ranking Assistant Chief and played an integral role in developing LAPD's community-based policing efforts. "Jim McDonnell Has De-Tanakafied The L.A. Sheriff's Department. Will That Be Enough?" *Los Angeles Times*, January 10, 2016, available at http://www.latimes.com/opinion/editorials/la-ed-0110-sheriff-20160109-story.html (accessed on May 24, 2017); and "Biography of Sheriff Jim McDonnell," Los Angeles County, available at http://file.lacounty.gov/SDSInter/lasd/221857_2014BIOGRAPHYOFSHERIFFMCDONNELLFINALFINAL.pdf (accessed on May 24, 2017).

8   Marisa Gerber, "State Official Links Troubled Foster Care System To Human Trafficking," *Los Angeles Times*, January 30, 2015, available at http://www.latimes.com/local/lanow/la-me-ln-foster-care-human-trafficking-20150130-story.html (accessed on May 24, 2017).

LASD, like many police agencies, is an "extremely lean" organization. What's more, LASD was pleased that detectives from a wide variety of units (including Fraud and Cyber Crimes, Operation Safe Streets, Special Victims Bureau (child abuse), and Major Crimes) along with many of the organization's most talented staff members applied. The Sheriff elaborated, "The results we got were even better than we anticipated we would get…. This…is not something that anybody can do…. It takes a special person, and we were very fortunate to be able to get some [of] our best and our brightest jumping into this."

Activating A Regional Task Force

While creating an internal bureau to combat sex trafficking represented a significant step, LASD also needed to develop a collaborative strategy with a range of regional partners. This was primarily because LASD's jurisdiction falls within county lines, whereas, as McDonnell said, "the criminals don't [operate within] geographic borders." Early in his tenure as Sheriff, McDonnell and LASD's Human Trafficking Bureau therefore initiated a dialogue with a diverse group of federal, state, local, and non-profit partners about establishing a regional task force to combat sex trafficking.

Those conversations quickly gained momentum. All of the groups that LASD approached—including the Federal Bureau of Investigation, Homeland Security Investigations, and the California Highway Patrol—expressed enthusiasm about participating. The task force also received a $1.5 million grant from the U.S. Department of Justice and formed a partnership with the Coalition to Abolish Slavery and Trafficking. This allowed the task force to combine the resources of local, state, and federal law enforcement with the prosecutorial authority of the District Attorney and U.S. Attorney to pursue its three-pronged vision: to 1) "identify and rescue…victims utilizing a victim-centered approach"; 2) "aggressively investigate, arrest, and prosecute traffickers"; and 3) "reduce demand through covert operations." "What we wanted to do," McDonnell said of the task force, which was officially launched in November 2015, "was co-locate a number of different stakeholders in this, where we could have a one-stop shop, from the inception of bringing on a case, through prosecution."

December 2015 – December 2016: Implementing LASD's Novel Approach

The creation of the Los Angeles Regional Human Trafficking Task Force was another critical sign of progress; nonetheless, LASD and its partners now faced the challenge of effectively implementing their new approach. This hinged in part on fostering a collaborative dynamic among numerous disparate organizations. The task force included 25 government agencies (five federal, four state, and ten municipal) and 11 non-governmental organizations, many of which, as the Sheriff explained, had previously operated in silos.[9] As McDonnell acknowledged, there were initially "some cultural issues…[involving] trying to get everybody on the same page." Being co-located helped to focus the group on a common goal. "At this point," McDonnell said, "it doesn't matter with which agency the detective is employed; because they all work as equal partners on the regional task force, share the same mission, and handle the same cases."

LASD and its partners also had to develop and implement tactics to realize their vision of helping victims, prosecuting traffickers, and reducing demand. The task force has therefore trained and deployed decoy personnel who can identify and help prosecute the pimps and "Johns." The group has also expanded the County's first responder protocol for commercially sexually exploited children.[10] The protocol—which involves the Human Trafficking Bureau, the Departments of Probation and Children and Family Services, and victim-centered service providers—prioritizes an "expeditious response"; "a victim-centered, strength-based approach"; and an effort to "build relationships with victims." More broadly, the protocol has helped to clarify the role of the task force's different members. McDonnell said, "They know right away when someone comes in; the time of day or night does not matter.

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9   The task force includes (among others) the Federal Bureau of Investigation, Homeland Security Investigations, State Parole, the California Highway Patrol, the Los Angeles Unified School District Police, the District Attorney's Office, County Probation, and the Department of Children and Family Services.

10 In 2012, Los Angeles County's Board of Supervisors began a pilot program to guide how police and social services addressed the 72 hours after child sex trafficking victims were identified.

They know the expectations of victims as well as the expectations of their task force partners."

Finally, the task force has prioritized messaging and in particular emphasized that children can neither be viewed nor treated as prostitutes. To that end, the organization's mantra is "There's No Such Thing as a Child Prostitute." This reflects the notion that a young child cannot willingly prostitute him/herself and calls attention to the gravity of this crime. McDonnell explained:

> I believe if we call it what it is, the more people will understand how depraved sex trafficking truly is. You know, [the public] people, even the Johns, have this idea that it's a victimless crime, and they rationalize the behavior. But, this is slavery; an immoral practice we outlawed more than 150 years ago. And, it's happening all around us by everyday people who somehow maintain a positive self-image.

2017 and Beyond: Impact and the Path Ahead

A little over two years into his tenure as Sheriff, McDonnell still sees opportunities to strengthen efforts to combat human trafficking. He would like to expand the task force's use of cyber technology, involve more local partners, and educate the public and other stakeholders who may be able to report instances of sex trafficking. "[Too] often," McDonnell said, "when we arrest somebody and somebody says something, they say, 'Well you know, I didn't know what was going on. I didn't want to bother you.' Bother us? You're saving a life for some young kid by calling us, and that's the kind of message we're trying to get out there."

Even as LASD strives to disseminate this message, the organization's efforts have already made an enormous impact. Since November 2015, LASD and its partners have rescued 177 victims (including 130 children) and made 649 arrests. More broadly, they have contributed to a realization that it is imperative to examine problems through a fresh lens. "You think," McDonnell said, "How many other things, [on] how many other fronts, are we doing... the same thing on that? If we see it differently, we may treat it differently and get better results."

Leadership Insights

- Use A Fresh Lens: LASD developed a more nuanced understanding of the criminal activity that underpins sex trafficking. The implication is that seeing things differently can help solve problems.

- Messaging Matters: LASD's mantra that "There's No Such Thing as a Child Prostitute" reinforces the notion that children involved in sex trafficking are victims.

- Reach Across Boundaries: LASD invited a range of partners to participate in the human trafficking task force and received an overwhelmingly positive response. Building interagency and cross-jurisdictional partnerships pays dividends.

- Leverage Physical Proximity: Even though technology makes it easier than ever to communicate, LASD recognized that having a shared space facilitated collaboration.

"No matter how good your policies and your procedures are, no matter how good your technology is, no matter how great your budget is, it all begins with people and relationships."

– Art Acevedo

Chief, Houston Police Department

Leadership Lessons from Commissioner James O'Neill

In September 2016, when James O'Neill became the Commissioner of the New York City Police Department (NYPD), he faced significant challenges. To begin with, he had to ensure that the agency was positioned to combat the many threats facing New York City, including terrorism, which, as O'Neill said, is something that is "always on [his] mind."[11] O'Neill was also making a significant personal transition. He had previously served as the Chief of Department, the highest-ranking uniformed officer in NYPD. As O'Neill said, he had thought that that position, which involved supervising 36,000 officers, had kept him "pretty busy"; however, he would now be taking on a new level of scrutiny and pressure as the public face of one of the most prominent law enforcement organizations in the world. Finally, NYPD was in the midst of a large and delicate organizational transformation. The reform effort had begun in 2014 when Bill Bratton had returned as Commissioner and instituted a "reengineering process" focused on increasing community engagement.[12] Bratton had made significant headway, most notably through the introduction of Neighborhood Coordination Officers (NCOs), who would serve "as liaisons between the police and the community"; nonetheless, morale remained fragile after a 12-year period that had preceded Bratton's return during which, as O'Neill said, NYPD had become "a pretty beaten-down organization."[13]

Early in his tenure, O'Neill is already receiving high marks for continuing to keep the city safe while simultaneously improving officer morale and bolstering community engagement. "The crime data couldn't be better," said Richard

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11 Keynote Session, Presentation by James O'Neill, Commissioner, New York City Police Department, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 23, 2017. Hereafter cited as O'Neill presentation. Unless noted, the remainder of this section draws on this presentation.

12 Bratton's first stint as NYPD Commissioner was from 1994-1996. J. David Goodman and Al Baker, "William Bratton, New York's Influential Police Commissioner Is Stepping Down," *The New York Times*, August 2, 2016, available at https://www.nytimes.com/2016/08/03/nyregion/bill-bratton-nypd-commissioner.html (accessed on June 22, 2017).

13 "Neighborhood Policing," New York City Police Department, available at http://www1.nyc.gov/site/nypd/bureaus/patrol/neighborhood-coordination-officers.page (accessed on June 23, 2017).

Aborn, the President of the Citizens Crime Commission of New York City, in an article published in *Newsday* about O'Neill's first 100 days as Commissioner. "He has done all this without much upheaval in the department, which is remarkable."[14] O'Neill has made the transition with such aplomb by embracing a leadership style that leverages his personality and values and draws on institutional knowledge that he has accumulated during over 30 years serving in NYPD. In particular, he has exhibited five critical leadership techniques: maintaining a servant leadership mentality, employing strategic messaging, empowering other leaders, exhibiting and instilling trust, and pacing change.

Servant Leadership

One of O'Neill's most important leadership techniques has been maintaining a servant leadership mentality.[15] His desire to serve others stems in part from his prior assignments with NYPD. On his first assignment in 1983, O'Neill was a transit officer who rode the subway from 8 pm to 4 am every night. Providing a critical public safety service at a time when New York City had a far higher crime rate, O'Neill internalized the look of relief on peoples' faces when he entered their cars. Explained O'Neill, "I kept that in my heart for the 34 ½ years I've been a police officer."

"It is a spot where you can really, truly make a difference, not just for the cops, but to all 8.5 million people in the city."

– James O'Neill
Commissioner, New York City Police Department

A subsequent experience as a precinct leader in the economically depressed 44th precinct in the Bronx reinforced that servant-leader orientation and helped to impress upon him "what it meant to be an effective police leader." "I couldn't ever work with better people," O'Neill said. "I had about 300 police officers, and it wasn't just about the cops. It was about the people and the community too. Not a lot of money there but everybody works hard, and I got a real sense of appreciation for how people feel about New York City cops."

Now operating in another intense environment as NYPD Commissioner, O'Neill reminds himself of this service orientation when he encounters stressful situations. O'Neill said, "Is it the best job in the world? I think so most of the time. Is it fun? Probably not. I don't think it's ever going to be fun, but it is a spot where you can really, truly make a difference, not just for the cops, but to all 8.5 million people in the city."

The implication is that serving in a prominent and highly scrutinized leadership position can be difficult, but reminders of the potential for positive impact one can have can go a long way toward mitigating that stress and positioning the organization to make an impact.

Strategic Messaging

O'Neill has also leveraged his communication skills—most notably sustained and consistent messaging—to impress upon other officers the importance of their work and emphasize the value of the organization's mission. "I talk all the time about messaging," said O'Neill. "Anytime there's a promotion ceremony, anytime there's a medal day ceremony, I talk to the officers, and stress the fact that I know why you became a police officer. You came on the job to make a difference, to live a life of significance, and to do good." As O'Neill added, the officers may not immediately respond to, or even acknowledge, this message, but over time, and through repetition, the mantra spreads through the force. "I think we're at a place now where the message is being pushed down," the Commissioner said, "and we're showing the officers that we respect them."

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14 Anthony DeStefano, "New NYPD Boss, James P. O'Neill, Tested Early in First 100 Days," *Newsday*, January 2, 2017, available at http://www.newsday. com/news/new-york/new-nypd-boss-james-p-o-neill-tested-early-in-first-100-days-1.12843139 (accessed on June 22, 2017).

15 For more background on servant leadership, see "The Servant as Leader," Robert Greenleaf Center for Servant Leadership, available at https:// www.greenleaf.org/what-is-servant-leadership/ (accessed on June 22, 2017).

Empowerment

O'Neill has also taken steps to empower leaders across NYPD, especially at lower levels of the organization. For the Commissioner, this is a priority in part because he believes that the top-down decision-making process that previously existed stifled the development of leaders across the agency. O'Neill also understands that developing strong leaders is integral to the success of the agency's neighborhood policing strategy. The foundation of that effort is the creation of NCOs, who will have to lead community meetings and make a range of strategic decisions about how they spend their time and establish connections. O'Neill has therefore ensured that NCOs receive extensive leadership training. From O'Neill's perspective, this investment in NCOs will also produce long-term benefits. "This is a way forward for NYPD," he said, "...[because] it's helping us build future leadership."

Trust

Commissioner O'Neill has also leveraged trust to continue to bring about organizational change. He recognizes the importance of trust—and has a surplus of it on which to draw—because he has had more than three decades to cultivate strong relationships with his colleagues. "It's one advantage of growing up on the inside of the department and not coming as an outsider," said O'Neill. "I know what everybody's all about and the people I have in my command staff, I have great faith in them. I think that helps me through the day." With a firm grasp of the importance of trust at senior levels, O'Neill has striven to develop the same trust with the community and lower-level officers, in part because he knows that that latitude is critical for officers to find fulfillment in their work. "No cops want to be told what to do all day long," said O'Neill. "They want to have some freedom. They want to feel like they have ownership."

"No cops want to be told what to do all day long. They want to have some freedom. They want to feel like they have ownership."

– James O'Neill
Commissioner, New York City Police Department

Pacing

While O'Neill has placed a major emphasis on cultivating trust and bolstering individual leaders, he has also continued to advance the broader organizational transformation by developing and expanding neighborhood policing. He has also carefully paced this change (NCOs are currently in a little over 40 precincts, out of 77 total precincts) because he knows that NYPD needs to sustain its core functions (i.e., fighting crime and protecting New Yorkers from other threats) even as it engages in a reengineering process. "As we're doing all this [change], things still keep coming at you," O'Neill said. "It never stops. You never get a chance to put the brakes on."

This approach has powerful implications for leaders hoping to transform agencies: change is a gradual process, and if leaders try to do too much too soon, they risk diminishing their organization's core competencies and undermining their credibility.

Less than one year into his tenure as NYPD Commissioner, O'Neill's long-term impact remains to be seen. Nonetheless, that he has deftly navigated a transition from one of the most famous law enforcement figures in the country and then introduced his own style to the department speaks volumes about his leadership ability. O'Neill has leveraged his convictions, communication and interpersonal skills, and sensitivity to the pulse of the organization to sustain a strategic and ethos-based organizational transformation. In a very short time at the helm, he has subtly left his mark on NYPD and enhanced the agency's impact. That is an example that other law enforcement leaders would do well to learn from and emulate as they too pursue organizational change.

"Part of leadership is helping people confront the messy reality."

– Amy Edmondson

Novartis Professor of Leadership and
Management, Harvard Business School

Operation Talon:
Engaging Citizens and Reducing Gun Crime in Sydney, Australia

In 2013, the New South Wales (Australia) Police Force had to confront a vexing and concerning situation. Following a series of dramatic media reports, New South Wales residents had begun to perceive that public shootings had increased dramatically. In practice, government crime data demonstrated that shootings had not risen. Nonetheless, as Gavin Dengate, a Detective Superintendent in the New South Wales (NSW) Police Force, explained, this did little to change the fact that he and his colleagues had a serious problem. "The community still believed there was an increase," Dengate elaborated, "because the media jumped onto the issue and did a lot of work blaming the government. And, obviously, when they blame government, they look at the police force as to what we were and weren't doing."[16]

The NSW Police Force responded by launching Operation Talon, a multifaceted initiative to combat gun violence and bolster public confidence. One of Operation Talon's most important elements was a renewed emphasis on intelligence gathering, which, as Dengate lamented, had previously received scant attention from other units and senior department officials. The initiative—which was being spearheaded by the department's then-Deputy Commissioner, Nick Kaldas—also called for increased community engagement and aimed to strengthen coordination among a number of units that had been previously operating in silos. Most importantly, Operation Talon highlighted the importance of the NSW Police Force becoming more proactive. "Our job as cops," Dengate said, "is to stop crime before it happens. If we go around doing the high fives all the time because we're locking people up, we really need to have a good look in the mirror as to what our business is."

While the strategy behind Operation Talon was well thought-out, there was no guarantee that it would succeed. Rather, as Kaldas, Dengate, and their colleagues set out to implement the initiative, they faced a number of difficult questions. Given that shootings were not actually on the rise, how should they define the problem they were trying

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16 "Operation Talon," Presentation by Gavin Dengate, Detective Superintendent, New South Wales (Australia) Police Department, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 23, 2017. Hereafter cited as Dengate presentation. Unless noted, the remainder of this case study draws on this presentation.

to solve? How could they foster stronger coordination among a number of entities accustomed to operating in silos? Would the initiative be adequately resourced? Could they change the culture surrounding intelligence gathering and elevate the importance of this work? Would the public and the press respond well to the department's increased engagement efforts? Would the department be able to leverage technology and other tactics to enhance their work? Most fundamentally, would they be able to make New South Wales a safer place to live and assuage public fear?

Background

Located in the southeast portion of the country, NSW is one of Australia's six regional states.[17] The responsibility for securing the region lies with the NSW Police Force, an approximately 20,500-person force (including 16,500 sworn officers) whose resources are most heavily concentrated in Sydney, NSW's most-populous city.[18]

2012 – 2013: Designing and Launching the Initiative

In late 2012 and early 2013, as public concern about shootings increased, one of the first questions that the NSW Police Force had to address was how to define the nature and scope of the problem they were trying to solve. This was critical because much of the public concern was a byproduct of dramatic media stories, and what was lost in the narrative was that public shootings had not actually increased. What's more, many of the news stories had spotlighted shootings that had occurred in southwest Sydney, an area that is home to over 240 nationalities and, as Dengate noted, is considered the second-most diverse place in the world. It would not be hard to infer incorrectly that ethnic minorities were fueling the perceived surge in gun violence. Hoping to add some precision to this discussion and simultaneously begin to correct dangerous, false narratives, NSW police officials therefore offered a precise definition of public place shootings (PPS) and emphasized that the issue was not limited to any location or ethnic group.[19]

Having more sharply defined the issue that they were trying to resolve, NSW police leaders had to develop a strategy and well-resourced operation and structure to guide the initiative. After studying Operations Spartan and Apollo, two past departmental initiatives focused on combatting gun violence, NSW police leaders recognized that units responding to gun violence had to start becoming more proactive. They also realized that one of the impediments to effective prevention was the inconsistent communication and poor data-sharing between (among other groups) rank-and-file officers and the State Crime Command, which oversaw efforts to weaken organized crime groups.[20] (Organized crime groups frequently perpetrated public place shootings and often succeeded in evading detection because so much of their operations were covert; as a result, the involvement of the State Crime Command—which possessed extensive knowledge of the organized crime groups' sophisticated tactics—was extremely important to the success of the initiative.) To sharpen coordination among these groups, the department created a tightly defined command-and-control structure that brought together senior commanders from the State

"Each police officer has the ability to change someone's life for the better. If all police do that, then collectively we're going to change a lot of peoples' lives."

– Gavin Dengate
Detective Superintendent, New South Wales
(NSW) Police Force

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17 "State and Territory Flags," Flags Australia, available at https://www.flagsaustralia.com.au/StateFlags.html (accessed on June 7, 2017).

18 Dengate presentation; "About NSW," New South Wales, available at https://www.nsw.gov.au/about-new-south-wales/ (accessed on June 7, 2017); and Simon King, "Sydney Population Hits 5 million and Counting," *The Australian*, March 31, 2017, available at http://www.theaustralian.com.au/news/nation/sydney-population-hits-5-million-and-counting/news-story/c9981492f0d087f57261b26c26312575 (accessed on June 7, 2017).

19 Operation Talon leaders defined a public place shooting as "the discharge of a firearm by a person in a public place: with the intention of intimidating or threatening another person; and results in injury or death to a person; or results in damage to private property."

20 Dengate presentation; and "Operation Talon," NSW Police Force, last updated September 30, 2013, available at http://www.police.nsw.gov.au/community_issues/operation_talon (accessed on June 7, 2017).

Crime Command, Regional Commands, and different specialist areas.

To signal the importance of different sub-groups participating in the initiative, the department announced that then-Deputy Commissioner Kaldas would spearhead the initiative. The Deputy Commissioner then reached out to Dengate and asked him to help oversee Operation Talon. Dengate had not worked extensively with Kaldas in the past, but as he recalled, "When the Deputy Commissioner asks you, you just say, 'Yes.'" What's more, he was confident that Kaldas' involvement would guarantee that Operation Talon would receive the "resources needed to fix" the perceived threat of public place shootings. Operation Talon had immediate credibility because of the involvement of one of the department's senior-most leaders.

2014 – 2016: Implementation

With a strategy and command structure in place, Kaldas, Dengate, and their partners shifted their attention to implementation. One of their first focuses was amplifying the department's intelligence gathering for public place shootings. As Dengate noted, the NSW Police Force's intelligence officers had previously worked normal business hours, meaning that they would typically leave the office around 5 p.m. This made it difficult to combat public place shootings, which often occurred at night. Dengate, Kaldas, and other senior officials therefore emphasized to intelligence officers that they would have to start working later hours, a request which, as Dengate said, initially prompted significant pushback from the public service association (non-sworn officers) and some police. As this resistance faded, Operation Talon stood up a real-time intelligence center that would be staffed for 20 hours per day. This ensured that the operation had sufficient resources and helped to signal to other units that the intelligence team—which, as Dengate said, had previously been treated like one of the police force's "poor cousins"—would be taking on an elevated role.

Operation Talon leaders simultaneously strove to equip officers in the field with tactics and tools that could help them to achieve their mission. This included leveraging technology, such as body-worn cameras, automatic number plate recognition for vehicles, and real-time data transmission systems. The NSW Police Force also created a suppression model that highlighted the key phases of a public shooting (catalyst, access to weapon, and incident) and the roles that different units were supposed to play during each part of the sequence. This served as a systematic reminder of the importance of different proactive techniques and also ensured that different units would know what they were expected to do—and how they were expected to interact with one another—regardless of when they began working on a specific target.

Finally, Operation Talon led to the NSW Police Force placing a renewed emphasis on public engagement. This included reaching out to members of the media, with whom Kaldas and Dengate were in regular contact and who were invited to participate in police trainings and staged events to better understand their work.[21] Similarly, Operation Talon elevated the importance of community relations by having officers knock on doors and reaching out to local residents before incidents occurred. This helped the NSW police to reassure concerned citizens that they were taking the public's concerns about shootings seriously; it also enabled the NSW Police Force to build connections that helped them to gather intelligence to prevent and solve future crimes. In fact, in some cases, when shootings occurred, families of the suspect were willing to cooperate with the police because of the foundation of trust that the police had already established. "You can't build a relationship in times of conflict," Dengate said. "You've got to do it when everything's good. Unfortunately, we sit back on our laurels, and suddenly things get bad. You've

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21 This engagement—and the success of Operation Talon—started to change the media narrative from one of consternation about the problems facing New South Wales to a celebration of the police force's progress and innovative approach. For example, a pair of August 2014 headlines in a local paper read, "Clever Tactics Defeat City's Assassins and Drug Dealers" and "Perfectly Executed. How Clever NSW Police Tactics Foiled Warring Middle Eastern Crime Families' Assassination Plots." Dengate presentation; and Mark Morri, "Perfectly Executed. How Clever NSW Police Tactics Foiled Warring Middle Eastern Families' Assassination Plots," *The Daily Telegraph*, August 21, 2014, available at http://www.dailytelegraph.com.au/news/nsw/perfectly-executed-how-clever-nsw-police-tactics-foiled-warring-middle-eastern-crime-families-assassination-plots/news-story/6d953aa6b341aa612e7c09da44564be5 (accessed on June 8, 2017).

got to engage when things are going well to keep that relationship going."

2017 and Beyond: Impact and the Path Ahead

Approximately four years after the launch of Operation Talon, Dengate and his colleagues recognize that the threat of public place shootings continues. This is in no small part because, as Dengate lamented, there are occasionally upticks in shootings, as was the case in spring 2016. Nonetheless, Operation Talon has had a tremendously positive impact. From 2012 through 2016, shootings in three high-priority areas in Sydney—Central Metro, North West Metro, and South West Metro—fell by 77 percent, 45 percent, and 51 percent, respectively. What's more, Operation Talon recently received public recognition from the NSW Government that led to an expanded charter and increased funding. More broadly, Operation Talon has helped to remind a number of leaders in the NSW Police Force about the gravity of their work. "Each police officer has the ability to change someone's life for the better," Dengate said. "If all police do that, then collectively we're going to change a lot of peoples' lives. I don't think police realize how much they can change someone's life. And it doesn't take too much."

Leadership Lessons:

- Define the Problem: Facing the perception of an increase in crime in neighborhoods with ethnic minorities, Operation Talon sharply defined and emphasized the geographic breadth of the challenge they faced.

- Leverage Executive Sponsorship: Knowing that the department had previously struggled with different sub-units operating in silos, the NSW Police Force signaled the gravity of Operation Talon by placing the number two leader in the department in charge of the initiative.

- Engage Early and Often: Operation Talon placed an enormous emphasis on community engagement before shootings occurred. This reflected the department's recognition that building relationships in times of peace paid dividends when emergencies arose.

- Perspective Matters: Operation Talon has contributed to a broader realization among NSW police officials that law enforcement—from intelligence gathering to community policing—can improve peoples' lives; this has facilitated a culture change in the department focused on servant leadership and a guardian mentality.

Reboot:
Aligning Technology, Analytics, Data, and Culture in Oakland

In 2004, the Oakland Police Department (OPD) and the City of Oakland's Information Technology Department (ITD) set out on an ambitious, long-term endeavor to revamp OPD's approach to technology. The foundation of this effort was the creation of a shared vision for aligning technology, analytics, and data that would allow individual OPD officers to have cutting-edge technology and at the same time equip the department with an integrated system that provided a holistic view of OPD's activities. OPD and ITD leaders anticipated that these reforms would contribute to—and be advanced by—the development of a culture in OPD and ITD that prized efficiency, responsiveness, and innovation. In other words, the goal of the initiative was to catapult OPD into the 21st century.[22]

Yet in the early 2000s, the vision was far from reality; instead, OPD and ITD were facing enormous technological hurdles. The primary problem was that OPD was employing a number of disconnected and outdated legacy systems. This made it difficult for individual officers to do their work and communicate in the field and created additional work to track down information for and generate department reports; it also complicated efforts by OPD officials to develop a unified picture of the department's activities and assess individual officer's performances. What's more, in 2003, following revelations of improper activity by OPD officers, the department entered into a court-ordered Negotiated Settlement Agreement (NSA) that mandated numerous reforms, including investments in new technology (e.g., records management and personnel assessment systems).[23] Suddenly, modernizing the department's technology was not just a strategy to improve performance; it was a legally mandated imperative.

Thus, as ITD and OPD officials began to pursue their vision for reform, they faced a number of challenging questions about whether and how they could achieve their goals. Could they effect a cultural shift within and between OPD

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22 "Aligning Technology, Analytics, Data, and Culture in Oakland," Presentation by David Downing, Assistant Chief, Oakland Police Department, and Ahsan Baig, Deputy CIO, City of Oakland, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 22, 2017. Unless noted, the remainder of this case study draws on this presentation.

23 "The Oakland Police Department and Court-Ordered Reform," Oakland Police Department, City of Oakland, available at http://www.oaklandcityattorney.org/PDFS/Riders/Background%20Fact%20Sheet%20on%20NSA.pdf (accessed on June 15, 2017).

and ITD to leverage technology efficiently and to its fullest extent? Could they create synergy between two departments that had to work together but were situated separately? Could they sustain their effort—which was expected to take over a decade—given the inevitable ups and downs of a long-term change initiative? Could they withstand the scrutiny that would likely arise from a concerned public and press amid the NSA? Most fundamentally, could they capitalize on the challenge of the status quo and turn it into an opportunity to make Oakland a safer and better place to live in the 21st century?

2003 – 2012: The Foundation for Reform

Unlike many police departments, which have internal IT teams, OPD receives its IT services from the Public Safety Division in ITD. From the City's perspective, this creates attractive benefits, including opportunities to leverage economies of scale from pooled resources and expertise. At the same time, it creates a significant challenge: if ITD and OPD officials are not operating in lockstep with one another, public safety can suffer.

"We are the first responders of first responders."

– Ahsan Baig
Deputy CIO, Information Technology Department,
City of Oakland

Thus, in December 2003, when Ahsan Baig became the Division Manager for Public Safety Support in ITD, one of his first priorities was to develop greater synergies between OPD and ITD. Internally, he emphasized to his team the gravity of their work and the need for efficiency that followed from it. "I remind our staff on almost a daily basis," explained Baig, who in 2016 became the City of Oakland's Deputy Chief Information Officer, "that we are the first responders of the first responders." Meanwhile, he strove to develop the understanding and relationships to move seamlessly between the two organizations. "When I'm meeting with the police department," Baig explained, "I'm acting as an IT person. But when I'm meeting with an IT person, I'm really acting as a cop. So, I'm trying to bridge that gap between the police and IT and the technology."

A key part of improving collaboration between OPD and ITD was a joint effort to develop a shared vision for IT reform. Following extensive conversations, Baig and his partners in OPD arrived at a vision that focused on three priorities. One was a reliance on platforms, not point-of-service solutions. As Baig explained, he and OPD officials realized that they were often offered specific products (e.g., a document management system) that were attractive but nonetheless extremely expensive. What's more, these one-off solutions contributed to the accumulation of numerous disconnected legacy systems. Thus, OPD and ITD decided that a better strategy would be to work toward the creation of enterprise systems that provided comparable services at a lower price and at the same time served as integrated and scalable platforms.

A second priority was becoming more agile and innovative. This depended in part on ITD developing strategies to operate more efficiently, something that could be challenging because of the tension between technology—which, as Baig observed, is "extremely fast paced"—and government bureaucracies, which, Baig added, often implement reform more gradually. Thus, Baig went to great lengths to synchronize the efforts of his technology team and other city officials who managed support functions, such as purchasing and compliance. He explained, "When we talk about building that culture and capacity, we as the leadership, need to take a look at the whole picture more holistically and really build those supporting structures."

Finally, Baig prioritized aligning his work with the Chief of Police's vision for reform. To that end, Baig and his partners emphasized the importance of a business-centric approach. This meant that ITD officials were fully integrated into OPD's operations but at the same time that Baig would have full visibility of what his staff was doing. From Baig's perspective, this was imperative in part because of his and his staff's desire to have a customer service orientation. It also reflected the importance of having "executive sponsorship" because, as Baig explained, "If the Chief is not signed up for change, then it's going to be very hard for technology officials to succeed."

Thanks in part to this extensive dialogue and strong alignment, ITD and OPD began to make significant progress toward reform. In particular, in 2007, they unveiled a new personnel assessment system, and in 2009-2010, OPD became the first large-city police department in the country to begin using body-worn cameras. More broadly, ITD and OPD had effected a cultural shift that would lay the foundation for future reform. "There's a complete difference when it comes to the response and the responsiveness and the pride my team takes," said Baig. "They are supporting police and fire, which is really phenomenal. So, building that pride, and building that passion for what you do in supporting public safety, to me is very critical."

2013 – 2016: Expanding and Deepening Reform

While OPD's and ITD's initial efforts to develop and work toward a shared vision generated significant positive results, the partners nonetheless had a long way to go to achieve their goals—a point that came into sharp relief in 2013 when a court-appointed compliance director "noted that the department's technology issues are 'one of the recurring themes' hindering its ability to comply with court-mandated reforms."[24]

OPD and ITD officials therefore began to take additional steps to improve the police department's use of technology, data, and analytics. This included outfitting officers with new technology, such as Tasers, and investing in additional enterprise resource platforms, the most significant of which was the Performance, Reporting, and Information and Metrics Environment (PRIME). A replacement for OPD's decade-old personnel assessment system, PRIME is an "integrated...and centralized data repository system" that allows OPD to analyze officer behavior and create "real-time productivity dashboards and reporting for each level of the chain of command." With data on topics ranging from the use of force to vehicle collisions to supervisory notes, PRIME embodies the department's goal of creating platform-based solutions. What's more, that it was developed through an extensive consultative process—including focus groups; trainings; and a leadership committee with ITD, OPD, and other City officials—reinforced the broader cultural change that has underpinned OPD's and ITD's collaborative efforts.

"Why is PRIME so cool? Because this data [previously] took a lot of time and money to put together. Whereas this PRIME system will just do it automatically. I don't need to pay thousands of dollars to employees to put all this data together so I can say I got a problem or not."

– David Downing
Assistant Chief, Oakland Police Department

Thanks in part to the introduction of an early version of PRIME, OPD officials were able to make better use of data and technology to strengthen and analyze their work. This included having area commanders drill down into data on the performance of each officer and offering personnel feedback in different aspects of their work. In addition, the data platforms helped OPD to monitor and accelerate progress on department-wide priorities, such as a directive that the Chief issued in May 2016 to deemphasize overall vehicle stops and instead pursue higher-quality interventions. Soon thereafter, car stops decreased dramatically because officers were using intelligence-based data—some of which was disseminated through smart phones that officers had recently received—to make more targeted stops. Assistant Chief David Downing, a member of the Executive Committee overseeing the development and implementation of PRIME, explained, "We're seeing more and more where we push out the information to the officers and they respond. For example: 'Look for this car. It's involved in a robbery...And here's all of the License Plate Reader Data.'"

Equally significant, PRIME was contributing to OPD's and ITD's shared vision of operating more agilely and efficiently. Downing reflected, "Why is PRIME so cool? Because this data [previously] took a lot of time and money to

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24 "Oakland Police Department Ordered To Get New Technology, Tasers," *Mercury News*, May 1, 2013, available at http://www.mercurynews.com/2013/05/01/oakland-police-department-ordered-to-get-new-technology-tasers/ (accessed on June 15, 2017).

put together. Whereas this PRIME system will just do it automatically, I can do it myself. I don't need to pay thousands of dollars to employees to put all this data together so I can say I got a problem or not."

2017 and Beyond: Impact and The Path Ahead

Over 14 years into their reform journey, OPD and ITD still see opportunities for further innovation. Priorities moving forward include building a crime-data warehouse; upgrading OPD's body-worn cameras; and strengthening PRIME through (among other reforms) adding audio analytics and artificial intelligence, possibilities Oakland officials are exploring in partnership with faculty at Stanford. Nonetheless, the shared vision for reform has already paid enormous dividends. Thanks in part to advances in technology, the city has seen improving trends in a number of areas, ranging from overall crime to arrests to use of force incidents. Furthermore, when a problem surfaces, the technology and data that OPD is using make it far easier to identify and understand it. More broadly, in a department that had come under such enormous scrutiny in the early 2000s, the alignment of technology, data, analytics, and culture has contributed to a sense that OPD is capable of becoming a cutting-edge leader in law enforcement.

In other words, OPD has transformed itself and its self-image; it is now beginning to be seen as a trailblazer, not unlike the myriad startups that dot Silicon Valley.

Leadership Lessons:

- Create A Shared Vision: OPD and ITD had an extensive consultative process to identify OPD's priorities and develop a coordinated strategy to achieve them.

- Build Platforms: Rather than purchasing one-off software solutions, OPD and ITD have constructed scalable platforms that allow them to create an integrated view of department operations.

- Persistence and Patience Pay Dividends: Baig arrived at ITD in 2003, and over the course of 14 years, he and his partners in OPD have made incremental changes, ultimately resulting in a wholesale transformation of OPD's technology environment.

- Analyze and Question Data: Assistant Chief Downing and his colleagues have evaluated a range of data to understand what the department's strengths and weaknesses are and use that information to guide reform at the individual and department levels.
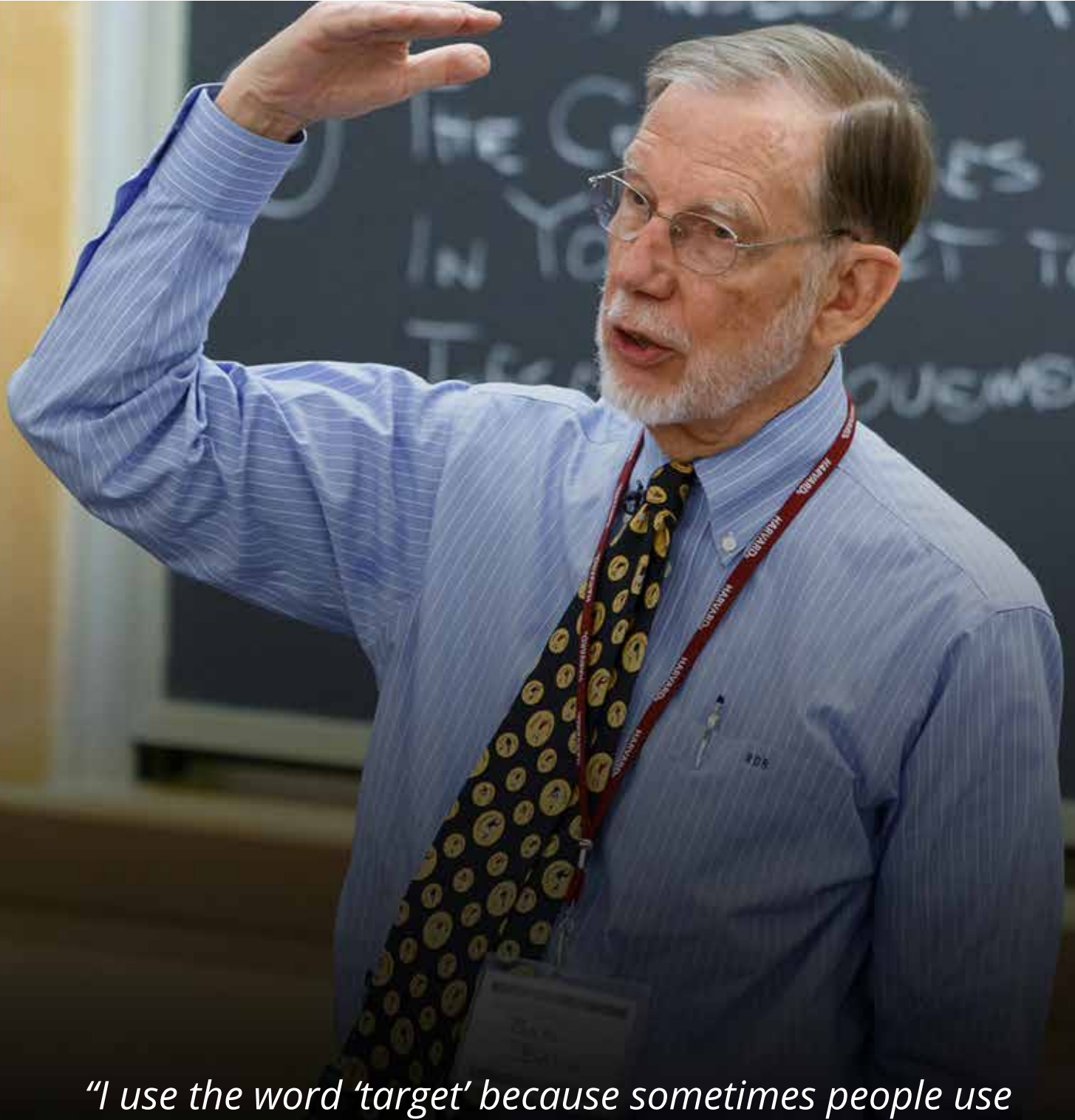
"I use the word 'target' because sometimes people use the word 'goal.' A target has a number and a date in it, as opposed to an aspiration."

– Bob Behn

Senior Lecturer in Public Policy, Harvard Kennedy School

Catalyzing Police and Human Services

One of the most important questions facing public safety officials is how to develop strategies to address the root causes of crime and build community health and resilience. This is critical because citizens in need of social services frequently first engage with police and the criminal justice system; in fact, according to the National Alliance on Mental Illness, "it is not uncommon at many police departments...for more than 20 percent of daily calls for service to involve people who are emotionally disturbed."[25, 26] Without adequate resources, training, and information sharing, this can create problems and misunderstandings for police. However, opportunities for impact multiply when leaders are able to break down silos and work together. As LNW's Executive Director Antonio Oftelie said, "By pursuing cross-boundary partnerships and fostering collaborative cultures, police and health and human services leaders can boost capacity for their organizations and the communities they serve."

At **The 2017 Public Safety Summit: The Dynamics of Culture and Capacity,** attendees heard from officials in two jurisdictions that have developed innovative partnerships. In Montgomery County (MD), Health and Human Services Director Uma Ahluwalia and Police Chief Thomas Manger have created a foundation of trust that has facilitated collaboration on a

"We built capacity for serving the public because we work so seamlessly together."

– Thomas Manger
Chief, Montgomery County Department of Police

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25 Kevin Johnson, "Mental Illness Cases Swamp Criminal Justice System," *USA Today*, July 21, 2014, available at https://www.usatoday.com/story/news/nation/2014/07/21/mental-illness-law-enforcement-cost-of-not-caring/9951239/ (accessed on July 3, 2017).

26 Members of the Public Safety Summit Executive Leadership Group (ELG) interviewed by LNW staff prior to the Summit believe that this figure increases significantly when calls driven by mental health, homelessness, and drug addiction incidents are included. These interviews with ELG staff and other pre-Summit research conducted and material developed by LNW staff informed the development of this introductory paragraph.

number of cross-cutting issues.[27] In Tucson (AZ), Police Chief Chris Magnus and Margie Balfour, the Vice President for Clinical Innovation and Quality at ConnectionsAZ, an emergency psychiatric care provider, have helped to create a collaborative and proactive strategy to promote public safety.[28] This section details these organizations' efforts and identifies valuable takeaways for leaders hoping to replicate their progress.

A "Healthy Partnership" In Montgomery County

When Manger and Ahluwalia assumed their positions in Montgomery County, one might assume that they were operating from a position of strength. To begin with, they were leading the two largest agencies in a County that had a history of collaboration. What's more, their jurisdiction is often perceived as wealthy, homogeneous, and peaceful. In practice, Manger—who became the Police Chief in 2004—and Ahluwalia—who became the Health and Human Services Director in 2007—faced significant challenges.[29] Contrary to its image, Montgomery County is extremely diverse (a third of residents are foreign born) and has seven zip codes of "extreme need with rising poverty indicators." In part because of this, this area has numerous incidents at the intersection of mental health and public safety. The Montgomery County Police Department makes approximately 500,000 citizen contacts per year, roughly 6,000 of which are documented as related to mental health issues; however, according to Manger, there are "many more thousands of those calls that might be dispatched [for another reason] when in fact the basis for the call is a mental health issue."

"It gives me chills thinking about how collaboratively we budget and play together in the sandbox when resources are few."

– Uma Ahluwalia
Director, Montgomery County Department of Health and Human Services

Recognizing these needs, Ahluwalia and Manger have developed partnerships in numerous realms, including aging and disabled populations; behavioral health and crisis services; children, youth, and families; public health; and special needs housing. They have also established a strong relationship that has helped them to navigate difficult incidents, one of the first of which came when, in the aftermath of the Great Recession, they were contemplating budget cuts for Positive Youth Development, an initiative focused on curtailing gang activity. Manger broached the possibility of eliminating school resource officers; however, when Ahluwalia emphasized the importance of these officers, he quickly backed down. "It gives me chills," Ahluwalia reflected, "thinking about how collaboratively we budget and play together in the sandbox when resources are few."

In 2012, Manger and Ahluwalia faced another obstacle when the State of Maryland passed a law mandating that banks report suspected financial abuse of the elderly. This led to a 65 percent spike in adult protective services

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27 "Healthy Partnership," Presentation by J. Thomas Manger, Chief, Montgomery County Police Department, and Uma Ahluwalia, Director, Montgomery County Department of Health and Human Services, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 22, 2017. Unless noted, the remainder of this section devoted to Montgomery County's efforts draws on this presentation.

28 "The Tucson Model: A Preventative Approach To Public Safety Via Collaborations Between Law Enforcement and Behavioral Health Crisis Providers," Presentation by Chris Magnus, Chief of Police, Tucson Police Department, and Margie Balfour, Vice President for Clinical Innovation and Quality, ConnectionsAZ, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 22, 2017. Unless noted, the remainder of this section devoted to Tucson's efforts draws on this presentation and personal communication by e-mail with Balfour in July 2017.

29 "J. Thomas Manger," Police – Office of the Chief, Montgomery County (MD) Police Department, 2017, available at http://www.montgomerycountymd.gov/pol/chief/ (accessed on June 29, 2017); and Uma Ahluwalia, LinkedIn profile, available at https://www.linkedin.com/in/uma-ahluwalia-394b356 (accessed on June 29, 2017).

investigations.[30] In response, Ahluwalia and Manger created the Montgomery Elder/Vulnerable Abuse Task Force. The task force physically co-locates police and health and human services officials, which strengthens relationships and diminishes the chance of a case getting mishandled during a handoff. The task force is also bolstered by a Memorandum of Understanding (MOU). "I think [the MOU]…has helped us…get funding…," Manger said, "because it's right in black and white what we're trying to accomplish."

Most recently, Manger and Ahluwalia have leveraged evidence-based decision-making to address the growing threat of substance abuse, especially opioids. In 2016, they created STEER, an initiative involving the police, health and human services, and local treatment centers "to direct people in need of substance abuse treatment away from jail to an intervention program."[31] The program employs "a validated risk screening tool" that draws on data-driven methods to discern who will be best-served by treatment. What's more, and as Manger and Ahluwalia emphasized, STEER is another example where the physical co-location of police and health and human services officials is an effective strategy.[32] As of spring 2017, the program had yielded 184 referrals, 61 percent of cases had been engaged in treatment after screening, and 57 percent of patients were compliant after 30 days.

"Compassion is a word we need to inject a hell of a lot more frequently into policing."

– Chris Magnus
Chief, Tucson Police Department

Above all, Manger and Ahluwalia have tackled a series of challenging episodes because of their foundation of respect and trust. Ahluwalia reflected, "In every instance when I reach out, I have been successful, and that makes this a pretty valuable relationship." Manger added, "When you have someone that demonstrates respect for what you do, it is much easier to work with and trust them." Most importantly, this partnership has benefited the people they serve. Manger concluded, "The bottom line is we built capacity for serving the public because we work so seamlessly together."

"The Tucson Model": A Preventative Approach to Public Safety

On a Saturday in January 2011, Tucson experienced what Chris Magnus described as a "horrific defining moment": then-U.S. Representative Gabrielle Giffords was shot in the head while attending a meeting with constituents. According to Magnus, the shooting, which left six people dead and 13 others wounded and was perpetrated by a man with a history of criminal and mental health problems, "shook Tucson to its core."[33]

Though traumatic, this created an opportunity for local leaders to develop a proactive approach to help people that have mental health problems who may become violent. Magnus—who became Police Chief in 2015—elaborated, "Cities and even police agencies after events of this sort can…try to put this off to the side as something best left forgotten.

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30 Manger and Ahluwalia presentation; and "Maryland Law To Help Prevent Financial Abuse of Elderly," PK Law, October 1, 2012, available at http://pklaw.com/2012/10/01/maryland-law-to-help-prevent-financial-abuse-of-elderly/ (accessed on June 29, 2017).

31 STEER stands for Stop, Triage, Engage, Educate, and Rehabilitate.

32 Elaborating on how the STEER program functions and leverages co-location, Mark Sheelor, a Lieutenant in the Montgomery County Police Department, wrote, "Officers respond to calls for service. When they realize that there is a substance use nexus (e.g., overdoses or alcoholism) and the individual wants to voluntarily participate in the program, the officer contacts the STEER Case Manager, who provides an assessment. After the assessment, an individualized treatment plan is established regarding their substance abuse issues. The Case Manager is housed in the police department but is employed by Maryland Treatment Centers." In addition, the police department's "licensed clinical social worker works directly with the Crisis Intervention Team and is doing CIT Training, performing Mental Health Assessments (Emergency Petitions), and providing follow-up services on our more critical cases." Personal Communication by e-mail with Manger, Ahluwalia, and Mark Sheelor, Lieutenant, Montgomery County Police Department, on July 4 and 11, 2017.

33 "Arizona Congresswoman Giffords Shot; Doctors 'Optimistic' About Recovery Chances," Arizona Central, January 8, 2011, available at http://archive.azcentral.com/news/articles/2011/01/08/20110108arizona-giffords-brk.html (accessed on June 29, 2017).

Or they have the opportunity to make some powerful changes that have a real impact on some of the underlying issues."[34] The Tucson Police Department (TPD) chose the latter option, beginning a journey to develop a "preventative approach to public safety via collaborations between law enforcement and behavioral health crisis providers."

One of TPD's first steps was to bolster training. Every officer began participating in a mandatory mental health training day focused on de-escalation techniques, mental health basics, and community resources.[35] The department also introduced a voluntary intermediate training on Crisis Intervention Techniques. More than 70 percent of officers have participated; this embodies TPD's popular bottom-up approach to reform. Magnus explained, "This is not a chief imposing reform; it is officers saying, 'This is our community. What can we do different?'"

"The only thing that's worse than bad data is no data."

– Margie Balfour
Vice President for Clinical Innovation
& Quality, Connections AZ

Finally, TPD established the Mental Health Support Team (MHST), an elite unit that tackles some of the most severe mental health cases.[36] MHST's mission is to "decrease the number of incarcerated mentally ill individuals by acting as an entry point into mental health treatment, and prevent incidents through early intervention with speedy and thorough case follow-up." To that end, the group "focuses on people already in the civil commitment system" and employs "centralized tracking and specialized training" to "prevent people falling through the cracks" and "recognize patterns and connect people to services."[37] As Magnus noted, this team has developed enormous "credibility." This is because of the team members' diverse backgrounds (they range from a union board member to former military officers) as well as the fact that they have taken on some of TPD's most dangerous assignments.

MHST has played an integral role in strengthening TPD's relationship with local behavioral health providers, especially ConnectionsAZ's local Crisis Response Center (CRC), whose mission is to prevent unnecessary incarcerations for people in mental health crisis. Built in 2011, the facility has a call center that receives emergency dispatches, can deploy 11 mobile response teams, and serves as a receiving center where law enforcement can drop off mentally ill patients in a secure gated sally-port. Initially, the organization experienced some coordination challenges with TPD; however, since 2014, when Balfour and ConnectionsAZ assumed leadership of the facility, TPD and CRC have collaborated to develop best practices. This includes reducing the officer turnaround time to less than ten minutes and having a clear intake process, including attention to details such as where police can store their guns and how and when handcuffs should be removed; and assembling and analyzing data to gauge the effectiveness of efforts to pick up residents who have been civilly committed. This final step was important because TPD previously did not track this data, and as Balfour said, "The only thing that's worse than bad data is no data."

Six years after the Giffords shooting, the partnership between TPD and behavioral health providers has paid enormous dividends. From 2014 to 2016, TPD received 926 total civil commitment pickup orders, achieved a 93

34 Steve Rubenstein, "Richmond Police Chief Chris Magnus To Head Tucson Department," *San Francisco Gate*, November 16, 2015, available at http://www.sfgate.com/bayarea/article/Richmond-Police-Chief-Chris-Magnus-headed-to-6636933.php (accessed on June 29, 2017).

35 Early on, TPD also examined the population of individuals already involved in the civil commitment system, beginning with court orders to pick up individuals and bring them to a treatment center for evaluation. To their dismay, they discovered that these orders were not prioritized or even tracked, and at best 30 percent were successfully served before they expired.

36 For additional background on MHST, see Balfour ME, Winsky JM and Isely JM. (2017) The Tucson Mental Health Investigative Support Team (MHIST) Model: A prevention focused approach to crisis and public safety. Psychiatric Services. 2017 Feb; 68(2), pp. 211–212.

37 "Tucson Police Mental Health Support Team," City of Tucson, 2017, available at https://www.tucsonaz.gov/police/mental-health-support-team-mhst (accessed on June 29, 2017).

percent success rate, and had zero incidents involving the use of force. In addition, the number of incidents involving suicidal barricade (and the percentage of those incidents that prompted a call to a SWAT team) have dropped dramatically from 18 in 2013 to only one in 2016. More broadly, there is a newfound trust between law enforcement and behavioral health officials that has contributed to an invaluable sentiment: compassion. Magnus summarized, "Compassion is a word we need to inject a hell of a lot more frequently into policing. We've got to legitimize the concept of compassion with creativity…[and] collaboration with terrific partners."

Lessons for Strengthening Coordination Between Police and Health and Human Services

- Physically Co-locate Services: Montgomery County physically co-located members of the Elder/ Vulnerable Abuse Task Force as well as personnel in the STEER initiative. This has decreased the risk that cases fall through the cracks and bolstered cross-departmental relationships.

- Leverage Data and Formal Governance Structures: Montgomery County officials have leveraged impact data, evidence-driven models, and formal memoranda of understanding to make a persuasive case to funders.

- Balance Top-Down and Bottom-Up Change: In Tucson, officer participation in Crisis Intervention Training is voluntary. This makes the training seem like an opportunity, not a punishment. Yet executive sponsorship is necessary to ensure participation and sustain collaboration over time.

- Foster Creativity: Police leaders in Tucson and Montgomery County have highlighted the importance of creative problem solving and cooperation, blended with compassion, to not only identify areas for collaboration but also help people in need.

Transforming Neighborhoods Initiative in Prince George's County

In the late 2000s, Henry "Hank" P. Stawinski III, then a senior official in the Prince George's County (MD) Police Department, identified a troubling trend. Before the start of the millennium, his jurisdiction had had consistently high crime, most notably an average of 126 homicides per year. This was disturbing in part because it signaled to residents and visitors that they were often in danger (as a local radio station reported, the county's homicide rate "dwarfed its suburban neighbors.")[38] In addition, the dangerous durability of violent crime indicated that the county—which, as Stawinski noted, was spending significant sums on law enforcement—was not getting an appropriate return on its investment. "We were renting public safety," argued Stawinski, who in 2016 became the Chief of the Prince George's County Police Department. "I refer to it as renting public safety because we accrued no public safety equity. We were spending dollars, and we never saw any lasting return on that investment."[39]

The foundational conversation for all that would follow occurred in 2010 between then-incoming County Executive Rushern Baker and Mark Magaw, then a prospect for appointment as Chief of Police. It was agreed between them that reducing crime would be the first priority of the entire government. That conversation turned on an analogy that is now referred to as the "ramshackle shack" and all the things that would need to be done to renovate it. No single discipline (plumbing, roofing, heating) was sufficient. Such was the case with public safety in Prince George's County.

Hoping to bolster public safety and make better use of the county's tax dollars, Magaw asked Stawinski and then-Assistant Chief Kevin Davis to implement a pair of initiatives that would transform the department's approach to law

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38 Matt Bush, "'Feeder Crime' Data Serve Maryland County's Desire For A Lower Murder Rate," WAMU, October 2, 2015, available at http://wamu.org/story/15/10/02/prince_georges_county_uses_data_to_drive_down_homicide_rates/ (accessed on May 31, 2017).

39 "Chief Henry Stawinski III," Police Foundation, 2016, available at https://www.policefoundation.org/team_detail/deputy-chief-henry-stawinski/ (accessed on May 31, 2017); and "Transforming Neighborhoods Initiative in Prince George's County," Presentation by Henry "Hank" P. Stawinski III, Chief, Prince George's County Police Department, at The 2017 Public Safety Summit: The Dynamics of Culture and Capacity at Harvard University in Cambridge, MA on April 23, 2017. Hereafter cited as Stawinski presentation. Unless noted, the remainder of this case study draws on this presentation and follow-up communication with Stawinski by e-mail and telephone in July 2017.

enforcement.[40] First, in the summer of 2011, the department launched the Summer Crime Initiative, which increased the presence of officers and brought attention from other components of county government by devoting resources to five areas that had historically struggled with high crime.[41] Then, in 2012, County Executive Rushern Baker, based on the foundation of the Summer Crime Initiative, introduced the Transforming Neighborhoods Initiative (TNI), which involved concentrating the whole range of governmental resources (e.g., police, fire, health and social services, and education) in six high-need areas.[42] The premise of both efforts was that, in order to curtail crime, county government needed to do more than just respond to crimes when they occurred; they also had to address the underlying social and infrastructure issues that were contributing to crime in the first place. Stawinski explained, "We started thinking to ourselves, 'Let's take a page out of epidemiology.' If you've a got a disease outbreak, if you determine the conditions that lead to it [and] interrupt any or all of those conditions, you either mitigate or prevent the outbreak altogether."

While launching TNI represented an opportunity to rethink Prince George's County's approach to crime and governance, there was no guarantee that it would succeed. Rather, Stawinski and the other architect of TNI, Prince George's County Chief Administrative Officer Brad Seamon, would have to address a number of challenging questions. Would they be able to obtain buy-in from a wide array of stakeholders in county government? Would they build trust in and ultimately empower the communities they served? Could they operate the program within the confines of their existing budget? Would they be able to obtain, analyze, and distill policies from complex data? Most fundamentally, would TNI make Prince George's County a safer and better place to live?

2005 – 2011: The Foundation for TNI

The son of a Prince George's County police officer, Stawinski had joined the force in the early 1990s and steadily risen through the ranks, serving (in among other posts) as the Chief of Staff to the Chief of Police and as Deputy Chief of Patrol Operations before becoming the Chief of Police in 2016.[43] Over the course of his time in the department, Stawinski had made significant contributions in the areas of structure and strategy and at the same time developed a deep understanding of the challenges the agency and community faced. For example, in 2005, he and now-Assistant Chief of Police Hector Velez had restructured and then rewritten the department's policy system as part of the department's effort to comply with reforms mandated by the Department of Justice following allegations of excessive use of force by the department.[44] Looking back, Stawinski states that the fact that he and Velez played an integral role in implementing these reforms and are now leading the agency demonstrates the department's continued commitment to realizing the lessons and benefits of the reform process with DOJ. In part thanks to this multidisciplinary project, Stawinski and his colleagues had recognized that the department had an opportunity to make a bigger impact—and create long-term, sustainable results—by partnering with other agencies and employing a multi-faceted approach. "In that process,"

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40 Davis is now the Commissioner of the Baltimore Police Department. "Kevin Davis," Police Commissioner, Baltimore Police Department, available at http://mayor.baltimorecity.gov/node/2349 (accessed on June 6, 2017).

41 Stawinski presentation; and Matt Zapotosky, "Pr. George's Police To Focus on Five Areas for Summer Crime Initiative," *The Washington Post*, May 20, 2011, available at https://www.washingtonpost.com/blogs/crime-scene/post/pr-georges-police-to-focus-on-five-areas-for-summer-crime-initiative/2011/05/20/AFjF407G_blog.html?utm_term=.b67c250bce1e (accessed on May 31, 2017).

42 "Transforming Neighborhoods Initiative (TNI)," Presentation by Prince George's County Executive Rushern Baker, III for the Smart Growth America Local Leaders Council on June 1, 2015. Slides available at https://www.smartgrowthamerica.org/app/legacy/documents/localleaders-PF15-Baker.pdf (accessed on May 31, 2017); and "About TNI – A Message from County Executive Rushern L. Baker, III," Prince George's County (MD), 2017, available at https://tni.princegeorgescountymd.gov/stories/s/6jyz-zvm2 (accessed on June 6, 2017).

43 Lynh Bui, "Lifelong Resident and Officer's Son Confirmed To Lead Prince George's Police Department," *The Washington Post*, February 16, 2016, available at https://www.washingtonpost.com/local/public-safety/lifelong-resident-and-son-of-a-cop-set-to-lead-pr-georges-police-department/2016/02/16/3042ea76-d3fd-11e5-b195-2e29a4e13425_story.html?utm_term=.7a8b563ca7d1 (accessed on May 31, 2017); and "Chief Henry Stawinski III," Police Foundation.

44 Stawinski presentation; and Aaron Davis, "Justice Closes Pr. George's Police Review," *The Washington Post*, February 11, 2009, available at http://www.washingtonpost.com/wp-dyn/content/article/2009/02/10/AR2009021002067.html (accessed on May 31, 2017).

recalled Stawinski, "I saw a lot of things and constantly asked questions. Then-Chief Magaw and I would regularly discuss having the opportunity to redesign the department's structures, there were so many holes in what we were working with, we could do a better job if we could build new structures on a new foundation. That was an invaluable experience I had."

One of the first opportunities to implement these far-reaching ideas came in 2011 when the department launched the Summer Crime Initiative. As Stawinski noted, the notion of devoting extra resources to five hard-hit areas was not novel in and of itself; what distinguished the strategy was the decision to deploy not only additional law enforcement officers but also representatives of other county agencies. What's more, to increase the likelihood of effective coordination, and at the suggestion of Chief Magaw, County Executive Baker mandated that the heads of all participating county agencies attend the police department's weekly crime meeting. By the end of the summer, the initiative had contributed to a 12.1 percent year-to-date decrease in violent crime and a nine percent reduction in overall crime.[45] More importantly, it demonstrated to the county government the virtues of collaboration between the police and other agencies. Stawinski recalled, "That was the foundation of TNI because it created access and accountability. When the county executive mandated the directors of those agencies be in the room and then come back the next week and talk about what was or wasn't or could or couldn't be done about an issue, that changed the whole government's dynamic."

"The actual engagement, the persuasion, the convincing, the moving people past their paradigms and getting them out of their offices is incredibly difficult work, but it's been very rewarding for us."

– Henry "Hank" P. Stawinski III
Chief, Prince George's County Police Department

2012 – 2016: Launching and Implementing TNI

Buoyed by the success of the Summer Crime Initiative, the County Executive—who had been impressed by the police department's responsiveness and community engagement—chose to launch TNI in April 2012. Stawinski and Seamon proposed to Baker that they expand the Summer Crime Initiative into TNI. As Stawinski recalled, Baker decided to make it his signature legacy issue because it was about making government more responsive and impactful. Looking back, Stawinski emphasized that the support and vision of the County Executive was invaluable to the launch and ultimate success of the initiative. "If Mr. Baker hadn't aligned all of the county's leaders," Stawinski explained, "it would have been impossible for an initiative like this to succeed no matter how well Brad and I designed the architecture."[46]

The overarching goal of TNI was "to achieve the County Executive's vision of a thriving economy, great schools, safe neighborhoods, and high-quality health care by targeting cross-governmental resources to communities that have significant needs." More concretely, it involved deploying a team of county officials, representing the full range of agencies, to six communities experiencing significant problems, including high crime and foreclosure rates and

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45 Eric Tucker, "Prince George's Police Tout Summer Initiative," *NBC Washington*, September 28, 2011, available at http://www.nbcwashington.com/news/local/Prince-Georges-Police-Tout-Summer-Initiative-130750333.html (accessed on May 31, 2017).

46 Baker has demonstrated support for TNI in a number of ways, including awarding a "significant portion of [Prince George's County's] community grants to resources targeting [the] Transforming Neighborhood Initiative (TNI)." In addition, Baker's leadership was a breath of fresh air in part because his predecessor, Jack Johnson, had gone to prison after "plead[ing] guilty in 2011 to corruption charges connected to a wider conspiracy involving bribes and transactions that entangled county business officials, developers and his wife…." Miranda Spivack, "Baker Administration Gives Nearly $1.6 Million To Prince George's Nonprofits," *The Washington Post*, June 3, 2013, available at https://www.washingtonpost.com/local/md-politics/baker-administration-gives-nearly-16-million-to-prince-georges-nonprofits/2013/06/03/72692032-ca1e-11e2-9f1a-1a7cdee20287_story.html?utm_term=.f25f6d2a0339 (accessed on July 12, 2017); and Arelis Hernández, "Jack Johnson, former Pr. George's County Executive, Released To Residential Program," *The Washington Post*, December 15, 2016, available at https://www.washingtonpost.com/local/md-politics/jack-johnson-former-pr-georges-exec-released-to-residential-program/2016/12/15/5a97cbf0-c2fb-11e6-8422-eac61c0ef74d_story.html?utm_term=.414c989d048a (accessed on July 12, 2017).

subpar educational attainment.[47, 48] Implicit in this strategy was the belief that the police and other county agencies needed to sharpen their coordination and begin to establish a regulatory framework. Stawinski explained:

> We were in a loop where public policy was failing and this created big problems. The most obvious issues were crime and disorder, and the community was turning to the police department and saying, 'Why do we have all these big problems, and what are you doing about them?' Many of the concerns were not matters of criminal law, but the police department was the most visible representative of the government. In some cases, we created new policy, in others the department was simply tasked with addressing the symptoms without developing a fundamental understanding of the underlying problems. This allowed the problems to flourish. And, so, we were caught in a Catch-22 where policy failure was creating problems, the problems led to more policy, and temporary solutions were creating frustration.

While the logical basis for TNI was sound, implementing it involved significant challenges. One was a dearth of resources, but this overlooked what was already available. To address this, the decision was made to implement TNI with only the resources already at hand, to apply them to problems in novel ways, and to marshal them in a far more coordinated manner. In early strategy sessions, representatives of partner agencies often identified services they could provide if they received additional money or personnel. In response, Stawinski and Seamon drew an analogy to Apollo 13, the NASA space mission where an oxygen tank exploded during spaceflight and the crew had to circumnavigate the moon and return home using only the equipment on board. "We said," Stawinski recalled, "'You've got what you've got. There's nothing else available. We need you to detail for us everything that you can do.'"[49] This became the inventory of services that fueled TNI. County officials simultaneously had to calibrate their approach to community engagement. To avoid unproductive friction, it was imperative, as Stawinski said, not to enter a community and "tell them what their problems were." Instead, the police and their partners discovered that they could build trust with communities if they demonstrated that they had done their "homework" and understood a community, disclosed the full range of services in the inventory that the government could provide, and sought input from residents during town hall meetings about how to apply those resources to community concerns.

Once they cultivated trust in the communities they were serving, the TNI team had to develop and enforce a consistent approach to data management and analysis. A key facet of that effort was emphasizing to service providers that they were working in bounded areas and that government officials needed to be able to specify the address at which they were providing a service. As Stawinski recalled, the rule of thumb was that in order to apply an inventory item to a problem, the team member had to narrow the location to a specific place or, simply put, the address to which you would mail a letter. "This was the foundation of our data gathering," Stawinski explained, "and led to our method of identifying problem areas as either issue-based (a lot of one problem) or geographically-based (several problems in a small area) clusters." In some cases, agencies and staff members resisted these data standardization efforts. However, TNI relied on the county's Chief Administrative Officer, Seamon, who was operationally involved with TNI, to ensure that partner agencies adhered to the standardized approach. "This is the advantage," Stawinski said, "of having the number two person in the [county] government in charge of this. Brad determined by directive and by prioritization of resources what was going to get done."

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47 "Transforming Neighborhoods Initiative (TNI)," Presentation by Prince George's County Executive Rushern Baker, III.

48 In analyzing historical crime data, the department had discovered that the areas that had underlying social and economic problems were also experiencing the worst crime; thus, the department and its partners in the county hoped that if they could address some of these foundational ills, they could dramatically reduce crime. This approach had a powerful theoretical basis: building on the work of Harvard Kennedy School Professor Malcom Sparrow, whose research and teaching emphasizes the importance of establishing sound regulatory structures, Prince George's County was trying to employ a regulatory approach to reduce crime.

49 "Apollo 13," NASA, July 8, 2009, available at https://www.nasa.gov/mission_pages/apollo/missions/apollo13.html (accessed on May 1, 2017).

2017 and Beyond: Impact and the Path Ahead

Over five years after launching TNI, Stawinski and his partners still see room for improvement. One of the most important priorities moving forward is posturing TNI to focus on the "second-tier issues" (e.g., infrastructure or economic development) with which residents are now requesting assistance. Nonetheless, the initiative has already had an enormous impact. In addition to reducing crime in the communities where TNI has been implemented, the initiative has been a driving force behind a dramatic decrease in overall crime in Prince George's County. When the program first launched, the county had approximately 40,000 crimes annually, in 2010 the equivalent of 103 crimes per day; in 2016, there were 17,554 crimes in Prince George's County, an average of just 48 crimes per day. Also in 2016, Baker appointed Linda Turner, a core team member since the beginning of TNI, to serve as the TNI manager within his cabinet. This transitioned TNI from an initiative to a core government function. Stawinski noted that Turner "is now building on the foundation of TNI and continuing the work of re-inventing government in Prince George's County." What's more, in early 2017, the county expanded TNI to three additional neighborhoods and transitioned three of the original six communities to local control.[50] Unlike before, however, those communities now have strong connections to the county government and a new capacity for problem solving. And therein lies the program's overarching value: as Stawinski concluded, the ultimate goal of TNI was always to "build the capacity of the community to advocate for themselves."

Leadership Insights:

- Obtain Executive Buy-In: The support of the County Executive and the County's Chief Administrative Officer was integral to getting TNI started and empowered Stawinski and his colleagues to lead a multi-agency process for data standardization, gathering, and analysis.

- Engage and Empower Communities: The Prince George's County Police Department and its partners did not tell communities how they could solve their problems; rather, they attempted to obtain the public's feedback on how best to apply a set of services the county could provide. This helped communities eventually develop the capacity and confidence to advocate for themselves.

- Deploy Resources Creatively: Borrowing an analogy from Apollo 13, leaders in the Prince George's County Police Department emphasized to partner agencies that their mission was "in flight" and they needed to make the best use of the funds, personnel, and equipment already at their disposal.

- Learn Early and Often: Stawinski used a seemingly arduous task—restructuring and rewriting the police department's policy system as part of the Department of Justice Memorandum of Agreement—as an opportunity to begin to imagine how the county's police department might reinvent itself.

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50 Emily Blackner, "TNI Program Expands With New Neighborhoods, Dedicated Staff," *The Sentinel*, June 30, 2016, available at http://www.thesentinel. com/pgs/news/local/item/2672-tni-initiative-expands-with-new-neighborhoods-dedicated-staff (accessed on May 31, 2017).

Summary

As public safety leaders strive to develop cultures and structures that promote innovation and collaboration and increase capacity, they face a number of challenges and opportunities. The biggest difficulty is finding a way to meet the ever-growing demands on law enforcement while simultaneously finding the time to take a step back and identify strategies to help their organizations evolve. At the same time, public safety officials have an exciting opportunity in the years ahead. Improvements in technology have created the possibility that law enforcement officials can start operating more efficiently and, as a result, free more of their bandwidth to focus on community policing, cross-departmental and multi-agency initiatives, and critical but overlooked issues like human trafficking. Thus, finding ways to create cultures and innovations that can bolster capacity is not just an ideal for public safety officials to strive for in the future; it is an opportunity that they can begin to seize immediately. As Nóirín O'Sullivan, Commissioner for An *Garda Síochána*, said during the Summit's closing panel, "The leaders in this room have the determination, passion, and energy to drive all the capacity reforms that are needed."

The dialogue at *The 2017 Public Safety Summit: The Dynamics of Culture and Capacity* pointed to three critical steps that public safety leaders can take to identify and implement these capacity-driven reforms:

• First, leaders must explore and develop cross-agency collaborations. From the Los Angeles County Sheriff's Department's work with a range of federal, state, and local partners to create the Los Angeles Regional Human Trafficking Task Force to the collaboration between police and behavioral health officials in Tucson, one of the most consistent themes across this year's Summit was that public safety officials can improve efficiency and help others by working with partners in other fields, particularly health and human services. This is especially important given the extraordinary demands that are being placed on law enforcement. As Richard Ross, Commissioner of the Philadelphia Police Department, said during the Summit's opening panel, "The climate that we live in requires collaboration."

- Second, public safety officials must leverage cutting-edge technology to facilitate cultural reform and community engagement. It is tempting to view more abstract ideas (like culture and community engagement) and more concrete technological change as two phenomena that are anathema to one another. In practice, they are intimately connected and, when leveraged correctly, can be mutually reinforcing. A case in point is in Oakland where the creation of technological platforms (as opposed to point-of-service solutions) has helped to bind the force's previously siloed departments more closely together. Similarly, there were stories from departments across the country (and, indeed, the world)—ranging from the distribution of smartphones to officers in the New York City Police Department to the use of body-worn cameras in Australia and Oakland—about how technology, when used properly, can serve as a way to help police work more efficiently and break down barriers with the public.

- Third, law enforcement leaders cannot neglect the human element of policing. As Houston Police Chief Art Acevedo passionately argued during the opening panel, "No matter how good your policies and your procedures are, no matter how good your technology is, no matter how great your budget is, it all begins with people and relationships." This is a helpful reminder that even as law enforcement officials continue to seek new and creative ways to do their work, the problems they are trying to resolve—both within their organizations and with the public—often revolve around interpersonal relations. Thus, whether it is a member of Tucson's Mental Health Support Team demonstrating compassion for a mentally ill person or an official in Prince George's County exhibiting respect for a community participating in the Transforming Neighborhoods Initiative, interacting humanely with one another can go a long way toward effective policing, even in the 21st century.

This points to a broader takeaway from the Summit. Arguably more than ever before, law enforcement officials need to be multifaceted. This means that harnessing new technology and developing community policing initiatives by themselves are not enough; instead, police leaders need to employ a wide range of tools—some driven by data and innovation and others relying on more foundational interpersonal skills—to lead their organizations effectively in the 21st century. This does place an ever-greater burden on law enforcement, but it also means that the field has an opportunity to further its mission and elevate its standing, if it can move forward together. As Scott Thomson, the Chief of the Camden County Police Department, summarized during the Summit's closing panel, "We can't convince everybody to come in to the direction in which we are going, we just need to keep going there, and keep learning from each other and supporting each other."

"You can have the best policy in the world – and we've seen departments that have that – but if that policy is not being actuated by what's taking place on the street, it's the culture that's going to determine that."

– Scott Thomson

Chief, Camden County Police Department

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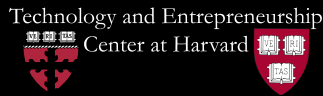J. Scott Thomson . . . . Camden County (NJ) Police Department

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