Leadership for a New Era

Insights from the 2015 Public Safety Summit at Harvard University

LEADERSHIP FOR A
NETWORKED WORLD

The 2015 Public Safety Summit:
Leadership for a New Era

For public safety leaders around the world, one thing is clear: while the basic mandate of maintaining law and order remains the same, the environment in which this mandate must be delivered is changing dynamically. Fueling this turbulent environment are powerful changes in public sentiment, demographics and social issues, pervasive and invasive technologies, and complex threats to community safety.

What's imperative now is that public safety leaders gain an understanding of how to create newfound capacity for the future, outcomes and value that communities want, and the legitimacy that society demands.

To move forward, public safety leaders will need to grapple with adapting and evolving organizations within three overarching areas:

- First, the operating environment for public safety organizations is growing more complex. Leaders must not only engage with communities to improve safety and security but also respond to evolving challenges such as cybercrime, domestic terrorism, and natural disasters.

- Second, the fusion of surveillance, network, data, and social technologies creates new opportunities for intelligence-led interventions and preventive policing. Leaders need to harness this new capacity, while carefully balancing individual liberties, protecting civil rights, and building community trust in the public value these technologies promise.

- Third, public safety organizations remain under unrelenting pressure to do more with less. Leaders are required to drive innovation in their policies and practices in order to match the changing nature and shape of criminal activity, but at the same time reduce operational and administrative costs.

The convergence of these factors leads to tough questions: *How should leaders deal with seemingly conflicting demands? What does the public safety organization of the future look like? Which new strategies are proving to be best practice? How can leaders empower their personnel and pace the adaptation and change?*

To help public safety leaders address these questions and develop a vision for the future of public safety, Leadership for a Networked World and the Technology and Entrepreneurship Center at Harvard, in collaboration with Accenture, convened **The 2015 Public Safety Summit: Leadership for a New Era** at Harvard University in Cambridge, Massachusetts.

Participants learned and worked together on the challenges presented in this new era of convergence by collectively pursuing three Summit tasks:

- Learning about strategies that organizations, inside and outside of public safety, have used to successfully adapt to societal change and transform their organizations and workforce.
- Co-developing strategies for adopting emergent technologies, cross-organization collaboration, and new operating models while balancing individual privacy, due process, and civil liberties.
- Gaining leadership insights on transforming organizational designs and operating models to better engage stakeholders and communities and build public trust.

This report synthesizes the key findings from the Summit through special sections on predictive policing and the President's Task Force on 21st Century Policing as well as four case studies highlighting leadership in police departments in transition:
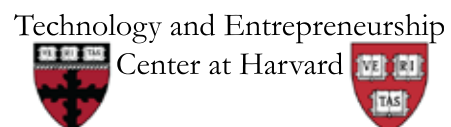
- In Camden, NJ, Chief Scott Thomson responded to the elimination of the city's police department and its replacement with a county force by effecting cultural, structural, and interwoven technological and policy changes.
- In Seattle, WA, Chief Kathleen O'Toole has generated a sense of urgency and leveraged technology and partnerships following a Department of Justice investigation into the police department's use of force and a subsequent court-ordered consent decree.
- In West Midlands (UK), Chief Constable Chris Sims has responded to austerity and increasingly complex crime by creating WMP 2020, a plan that employs the power of information, private sector partnerships, and technology to revamp the West Midlands Police Department over the next five years.
- In Los Angeles, CA, Deputy Chief Michael Downing has forged community partnerships and crafted a narrative focused on collective responsibility to create a nationally recognized strategy for countering violent extremism.

Drawing on the insights from the special sections and four case studies, the report concludes with action steps that leaders across the country can embrace.

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Letter from the Executive Director

Public safety leaders face a profound challenge: Despite three decades of falling crime rates, public confidence in the police is at a 22-year low. [1] Even more startling are views in minority communities, where some polls show that only 63 percent of Hispanic and 52 percent of African-American citizens view their community police as doing a good job of enforcing the law. [2]

This difficulty is striking but not new. For more than 2,000 years – since Plato proclaimed those protecting citizens, not warriors, but "guardians" of democracy, since Napoleon established the "Prefecture of Police" to ensure public safety, and since Sir Robert Peele formed the Metropolitan Police Service in London to professionalize law enforcement – leaders have grappled with balancing two imperatives:

- The first is maximizing public value. Measured by outcomes such as reductions in crime and fear, public value is maximized when resources are used effectively and efficiently. It also recognizes that crime is elastic: The crime rate, holding other factors equal, will rise or fall in relation to the level of preventive measures and force applied.
- The second is generating public trust. Citizen confidence and trust rest on the idea that in a democracy, a public institution must be viewed as legitimate. In public safety, this requires a commitment to equal protection under the law and policing methods that exhibit not only procedural justice and fairness, but also the equitable and transparent use of resources.

In a complex world with limited resources, public safety leaders often feel that these imperatives are in tension: Should they focus on fighting crime efficiently? Or should they focus on ensuring public trust?

Forward-thinking public safety leaders realize the answer is "yes" – to both. They acknowledge that it's a tough balancing act because the consequences of action and inaction are pivotal: Law enforcement officials have to make split-second decisions with enormous implications for protecting life and property on the one hand, and protecting individual rights on the other. Leaders in other arenas can often take time to process how their actions affect legitimacy. Police, in contrast, must make this calculation frequently and immediately.

There's a growing narrative that police have prioritized efficiency at the expense of trust. Over the past few decades, law enforcement has focused intensely on tactics and tools that drive efficiency in crime reduction. The tradeoff, or at least unforeseen consequence, has been a disconnection from the communities and people that measure results not only by the "ends" of crime reduction but also by the "means" used to achieve outcomes. We're relearning a lesson Sir Robert Peele first articulated: People don't just focus on crime rates; they care deeply about how police treat them.

What's a police chief to do?

Leaders at the Public Safety Summit identified building public trust and improving public perception of policing as their top priorities. These chiefs and sheriffs are therefore embracing methods, technologies, and tools that can help invigorate public confidence. For example, the leaders are employing body cameras, citizen review boards, and enhanced training as key techniques to bolster public trust, enhance fairness, and further procedural justice. Preliminary research suggests that they are right to do so: data show that when police exhibit key aspects of procedural justice, people cooperate more fully with law enforcement. [3]

These leaders are also aware that the public safety threats their communities are facing are growing more complex. Many communities are wrestling with major challenges, including festering economic difficulties; public health problems, such as mental illness; and massive demographic changes. At the same time, the country has seen an uptick in cybercrime, domestic terrorism, and gun violence. The convergence of these trends makes it harder than ever for leaders to allocate resources. And of course, the specter of a crisis (such as a major environmental or human-made disaster) and the consequent need for a swift response is always right around the corner.

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1   Jeffrey Jones, "In U.S., Confidence in Police Lowest in 22 Years," Gallup, June 19, 2015, available at http://www.gallup.com/poll/183704/confidence-police-lowest-years.aspx (accessed on September 18, 2015).

2   Jens Manuel Krogstad, "Latino Confidence in Local Police Lower Than Among Whites," Pew Research Center, August 28, 2014, available at http://www.pewresearch.org/fact-tank/2014/08/28/latino-confidence-in-local-police-lower-than-among-whites/ (accessed on September 21, 2015).

What's clear is that the future of policing will require enhanced attention to reducing crime as well as building trust and engagement in communities. To maximize both, we need increased capacity in policing structures, systems, and people.

The Public Safety Summit was convened to start solving this capacity challenge. In just the first year, leaders have illuminated pathways forward. The case studies on Camden, West Midlands (UK), Los Angeles, and Seattle show how meshing organizational redesign, innovative policing methods, and cultural change can bolster effectiveness and trust. The deep dive into technology showed that if we can solve some coordination and privacy challenges, predictive analytics and intelligence-led policing can enable public safety organizations to become more agile, freeing up resources for community engagement. And the examination of the report from the White House Task Force on 21st Century Policing revealed that progressive chiefs and sheriffs are already making their organizations more responsive and citizen-centric.

This Summit's and progress would not have been possible without the thought leadership and support of the Summit Executive Leadership Group, the Police Executive Research Forum, the Major City Chiefs Police Association, the Harvard Program on Criminal Justice Policy and Management, and Accenture.

Despite this progress, and the wide range of partners that have come together on this issue, we have just started our journey. Building the identity and capabilities of police to be true "guardians" will take more vision, ideas, and the dissemination of best practices.
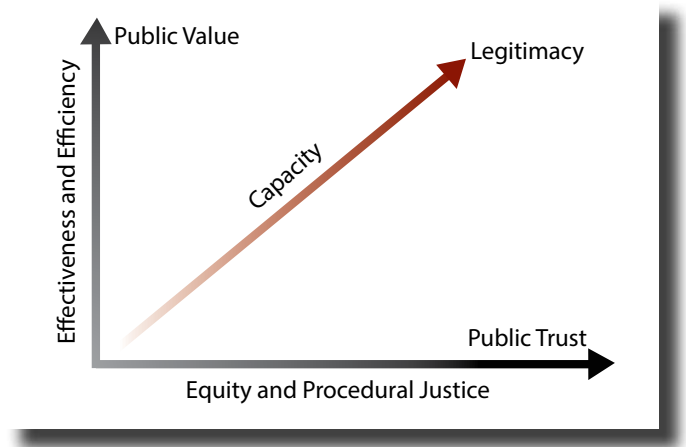
Please join us on this journey.

With hope and resolve,

Dr. Antonio M. Oftelie

Executive Director, Leadership for a Networked World
Public Sector Innovation Fellow, Technology and Entrepreneurship Center at Harvard
Harvard John A. Paulson School of Engineering and Applied Sciences

3   Mazerolle, L., Bennett, S., Antrobus, E., & Eggins, E. (2012). Procedural justice, routine encounters and citizen perceptions of police: Main findings from the Queensland Community Engagement Trial (QCET). *Journal of Experimental Criminology*, 8(4), 343-367.

"In policing, the next crisis is always on the horizon. It's really important that we step aside from the day-to-day grind and think more strategically."

– Kathleen O'Toole
Seattle Police Chief

Hitting the Reset Button:
The Transformation of the Camden Police Department

One day in late July 2008, Scott Thomson, then the Deputy Police Chief in Camden, New Jersey, was summoned into the office of state Attorney General Anne Milgram and received what can only be described as a *sudden* promotion. Just 36 years old, Thomson had rapidly risen through the ranks of the Camden Police Department since joining the organization in 1994 and thought that the "seat [he was in] was good." But Milgram, who was overseeing the city police department following a recent state takeover, informed Thomson that he was to become the city's police chief. Immediately. The Attorney General then took him to a room with elected officials, introduced him as the chief, and asked if they had any questions. One responded, Thomson recalled, by saying, "yeah, what's his name?"

For a relatively young leader, taking over a police department in a mid-sized city would have been a significant challenge anywhere in the country, but Camden presented a unique conundrum. Thomson was the city's sixth police chief in the previous five years, and none of his predecessors had succeeded in shifting the tide in a city with one of the highest violent crime rates in the country, a murder rate that was higher than that of Honduras, and a per capita income of less than $12,000 per year. By many counts, Camden was the poorest and most violent city in the country, but the Attorney General made it perfectly clear that this was not an excuse for failure. "We will immediately stop the shootings and protect the people," Milgram had said, in reference to the fact that the city was on pace for a record murder rate that year.

> *"This is about changing the narrative for people who have far too long been stuck."*
>
> — Scott Thomson
> *Camden NJ Police Chief*

These challenges turned out to be the tip of the iceberg. In 2011, after three years in which Thomson had launched a massive corruption investigation, battled frivolous lawsuits, and dismissed undisciplined cops, the department lost 46% of its officers in a single day. The reduction resulted from the layoff of everyone who had been at the department for less than 15 years and the demotion of 70% of the staff that had been retained. With the police force effectively crippled by a 30% absentee rate (at that time, it took an average of 60 minutes to respond to a 911 call), the extraordinary decision was made by the Mayor and City Council to eliminate the city's police department and replace it with a county force created by the county Freeholders with which the city would contract through a shared service agreement. All levels of government, including the State of New Jersey, worked together to establish a new public safety paradigm in Camden. "This was not a merger, this was not an acquisition," said Thomson, "it was the abolishment of one department and the creation of another at the exact same time."

With just 90 days to effect the change, many leaders would have panicked; but in enormous difficulty, Thomson, who was selected to head the new county force, saw an extraordinary opportunity. He had come to "love" the Camden force he joined in the early 1990s, but he had also seen it "devolve into a department that had become rooted in apathy, lethargy, and corruption." In the establishment of an entirely new organization, he saw the opportunity to marginalize disenchanted personnel (a phenomenon he later described as "addition through subtraction") and instill in the force an entirely new culture. "Seldom in life do you ever get an opportunity professionally or personally to hit the reset button," said Thomson, "and this was one of those opportunities."

"We Wanted Guardians, Not Warriors"

As Thomson worked to create the new organization, he strove to set up not just an entirely new structure; he also endeavored to alter completely the department's culture. In particular, he wanted to establish an ethos focused on community partnership, not conflict. "We wanted guardians, not warriors," Thomson said. "We would be community builders before we were crime fighters."

The inculcation of this mentality began with recruitment. In dissolving the police department, the existing union contracts were also eliminated. With savings across the board, the new force could hire 411 officers instead of 250, as well as bring onboard new civilian staff, and new crime-fighting technology. That's a recruiting challenge for any city, but for Camden – a city made up of 96% minorities where distrust of the police (which had previously had a command staff that was only one–third minority) was long and justified – it was an inflection point.

Thus, before even starting to recruit new personnel, they sought input from community members about what they were looking for in their force. Focus groups revealed that the priorities were officers who were empathetic, non-judgmental, caring, and community-oriented. Thomson looked for those qualities in hiring; he also made a point of actively recruiting minority officers (87% of the initial applicants were white males, but thanks to Thomson's efforts, approximately 40% of the recruits were minorities); creating advertisements that depicted officers in community-building activities (e.g., speaking to kids, neighborhood residents, and

> *"We wanted guardians, not warriors. We would be community builders before we were crime fighters."*
>
> – Scott Thomson
> *Camden NJ Police Chief*

the elderly); and above all communicating to new hires the importance of working with the people of Camden. "I'd say," Thomson recalled, "'Listen, if you're coming here because you want to be a crime fighter, because you hear of our crime statistics and think you can 'kick butt and take names,' I will personally fire you.'"

Once the county police force was stood up on May 1, 2013, Thomson reinforced the message he had communicated during recruitment by taking concrete steps to cultivate a community-oriented culture in the new force. One was augmenting the traditional police officer's oath of office by adding to this solemn promise language about "service before self." He then made sure to incorporate that notion into all of the department's communications and even had it emblazoned on officers' badges. The collective effect, Thomson believes, has been a powerful and consistent message that "resonates" with people and which has been paramount to the organization's transformation. Officers sense they are a part of something larger than themselves. "Without culture," Thomson explained, "nothing else follows."

Connecting Culture with Structure, Technology, and Policy

Thomson also imbued this service-orientation in a broader set of structural, technological, and policy shifts that have shaped the organization. One structural change was outsourcing select service personnel, including crime-scene technicians, the information technology specialist, and intelligence analysts. This has helped the department to decrease costs (the consultants are about 20% cheaper than full-time staff); it also makes it easy for Thomson to reprogram personnel who do not embrace the department's guiding ethos.

A more significant structural change was increasing the proportion of an officer's time spent in communities building trust and relationships as opposed to handling radio assignments. In most mid-size police departments, Thomson explained, about 20% of a department's uniformed officers are assigned in a community policing capacity (e.g., walking in communities and engaging with

residents), and the other 80% of the force responds to the demands of calls for service. The new Camden County department has nearly inverted that ratio, devoting 30% of officers' time to traditional service-driven Patrol Divisions and the other 70% to community policing's Neighborhood Response Teams.

> In 2012, Camden had 68 murders, which came out to a rate of about 86 murders per 100,000 people. By contrast, London, a city with 8.2 million people, averages about 80 murders per year.

The latter groups do not just drive through communities in patrol cars; on Neighborhood Response Teams, officers walk the streets, ride their bikes, and knock on doors. This has enabled the police department, as Thomson noted, to increase its "street presence" as much as five-fold, depending on the time and day. It has also created the circumstances under which Thomson's force can build relationships with and demonstrate its service orientation to residents; even more importantly, it has helped the department prevent crimes from occurring rather than responding after the fact. As Thomson said, "Often the difference between something bad happening or not is the presence of a guardian figure." Of the broader relationship between the police and community, the chief added:

> The people in the neighborhoods didn't trust the cops and, unfortunately, some had good reasons for why they felt this way. So, the only way we were going to build trust was not going to be from the chief giving good speeches at community meetings, it's going to have to be through positive human contact by the cops themselves on the streets with the people of that neighborhood.

Finally, Thomson implemented interwoven policy and technological shifts. From the chief's perspective, efficiency is imperative: it demonstrates to residents that their resources are being used appropriately and that officers are doing everything they can to protect them. To that end, after noticing enormous variation (anywhere from 20 to 90 minutes) in how long it was taking officers to respond to a typical call for service, Thomson conferred with the command staff and established policies for calls based upon analysis and consensus. This then served as the baseline to measure an officer's day. He has also used analytics to track and measure how officers were spending their time, and established a digital dashboard or Interactive Resource Management Center that enables him to track the units and personnel out in the field from both a macro and micro perspective. The end result is a team that is not just committed to serving the people of Camden but one that is equipped and incentivized to do so.

The Impact

A little over two years after its creation, the Camden County Police Department has made a substantial impact. The average 911-response time is now 4.4 minutes (down from as much as 60 minutes before), and crime is way down. Murders have been cut 62%, violent crime has dropped 30%, and shootings are down 46%. Said Thomson, "Where we once had 175 open air drug markets, we're now down below 40 and continuing to progress." But more important than statistical reductions is the community's feeling of being safer. Consider this: children now play and ride their bikes on streets that were once controlled by gangs.

Skeptics remain, including, as *Governing* magazine reported, those who have depicted the new force as a union-busting scheme, others who have suggested that eliminating an entire organization robs the new one of vital institutional memory, and those who say that regardless of police reform, the city will not become safe until broader reform takes place across the city. But to Thomson, the change he has effected within his organization has the potential to send ripples throughout the city. The chief acknowledged that many factors affect public and community safety, but he also highlighted the importance of policing, saying, "We are the most important variable in the equation of a vibrant city."

And therein lies a window into his approach: he's not just changing the culture of the police force; he's changing the culture of Camden.

"Morale? It is important but at the end of the day we have an oath of office to uphold, and whether you like your boss or not isn't going to determine whether or not you uphold your oath of office."

— Scott Thomson
Camden N.J. Police Chief

To learn more about this case session and watch the video, please go to URL

http://lnw.io/camden15

Leadership Insights

1. Prioritize culture. Your force's intangible qualities will have an enormous impact on its effectiveness.

2. Efficiency matters. Develop approaches that maximize your officers' time and employ technology and metrics to ensure that those methods are working and that officers are adhering to them.

3. Fail forward. Adversity is not necessarily a bad thing but can provide an opportunity to reprogram you and your force.

4. Engage in dialogue and build relationships with the community. Trust and communication are key to effective crime prevention.

The Way Forward:
Countering Violent Extremism in Los Angeles with Convergence and a New Narrative

In mid-November 2007, Deputy Chief Michael Downing, the head of the Los Angeles Police Department's Counter-Terrorism and Special Operations Bureau, was facing a major problem. Earlier that month, he and his colleagues had announced a plan to map the city's Muslim population; the vociferous response from the community (including Muslim leaders and the American Civil Liberties Union), much of which felt the plan amounted to religious profiling, could not have been swifter. Explained Salam Al-Marayati, the Executive Director of the Muslim Public Affairs Council, in an interview with the Los Angeles Times, "Muslim Americans were very disturbed and concerned about the ramifications of the plan and having their privacy invaded."

Downing and his colleagues immediately pulled the plug on a plan that many depicted as an abject failure. But speaking at the 2015 Public Safety Summit, the deputy chief explained how the shortfall was the start of his team's success because he embraced the friction as "an opportunity [to] fail forward." "Very quickly we shelved it," Downing added, "rolled up our sleeves, went back to grassroots, and kind of started over."

The result of the reboot was the 2008 release of the department's plan for Countering Violent Extremism (CVE), a multi-pronged effort to create effective and coordinated counter-terrorism efforts across agencies, entities, and a wide array of communities. Seven years later, the program has done more than withstand local scrutiny; it has become a national model thanks to a new narrative focused on collective responsibility, its emphasis on collaboration, and its well-defined strategy that is complemented by technology and training.

Changing the Narrative

Although Downing had not previously worked extensively on countering violent extremism, he had a sense of what it takes to resolve civil conflict in LA. A lifelong city resident, Downing was, as *The New York Times* reported, an officer during the Rodney King years, when the LAPD was overseen by the Justice Department. He knew what distrust could engender, and he did not like it. In the 1990s, when he was a captain in a mostly gay Hollywood neighborhood, he worked to repair the police department's fractured relationship with that demographic. Suspecting that a lack of understanding was fueling the friction, he reached out to a transgender woman in the community and asked her to address his staff.

> The Los Angeles Police Department, under the leadership of Deputy Chief Michael Downing, changed its approach toward minority communities and became a counter-terrorism model for other cities.

"America has the opportunity to create the type of model that the rest of the world could look at in terms of how the integration of these communities can contribute to the social fabric of society."

— Michael Downing
*Deputy Chief, Commanding Officer
Counter-Terrorism and Special Operations Bureau,
Los Angeles Police Department*

Using a similar blend of education and outreach, Downing established a regular forum to meet with Muslim leaders and educated himself through classes and travel. In the process, he came into contact with religious leaders who have publicly discussed their experience with overzealous policing in the Middle East. In an interview with *The New York Times*, Salam al-Marayati, the president of the Muslim Public Affairs Council, said, "We carried the psychological baggage of the secret police in the Middle East. We thought we'd left it and it would never happen here. Then it did."

The dialogue impressed upon the chief that counter-terrorism must happen within a *counter-narrative*. Change the story and you change the approach, he thought. Change the approach and you change the world. Thus, the core tenets of the CVE were not militant or related to security; instead it emphasized mutual respect and collective responsibility.

"The message," Downing explained, "is it's not a Muslim problem, it's not a Jewish problem, it's not a Coptic Christian problem, it's not a Sikh problem, it's a problem that humanity has to grasp and deal with and so everybody comes to the table so as we don't single out the Muslim communities."

Building and Supporting a Strategy

Although fostering an atmosphere of mutual respect is the CVE's foundational plank, Downing had to build on this with a carefully thought out strategy. Working in tandem with members of the Muslim community and other government agencies, the CVE coalesced into three phases: prevention, which aims to build healthy and safe communities and employ collaborative efforts to close gaps where extremist ideologies can surface; intervention, which entails offering "off-ramps" (especially mental health services) to individuals who seem prone to extremism; and interdiction, which involves using more traditional policing techniques (e.g., investigation, arrest, and prosecution) to disrupt extremist-related crimes.

The success of this approach hinges in part on collaboration. LAPD has forged partnerships with a range of religious and community groups, including mosques, synagogues, the Anti-Defamation League, the Muslim Public Affairs Council, and the Council of Pakistan-American Affairs. To enhance governmental collaboration, in 2011, Downing and his Liaison Unit joined the Interagency Coordination Group, bringing together the Los Angeles County Sheriff's Department, the City of LA Human Relations Commission and federal partners, including the Department of Homeland Security, United States Attorney's Office, and the FBI. The collective effect, says Downing, is to create a "powerhouse" focused on collaboratively strengthening communities.

Downing has also leveraged technology and recruited and trained a strong team to ensure that the CVE is implemented effectively across these diverse groups. At the Public Safety Summit, Downing highlighted social media (his team has a large Facebook presence) as CVE's technological linchpin because it helps LAPD communicate a consistent message to a wide range of groups. He has also recruited diverse personnel – including a Pakistani-born Saudi Arabian, an Israeli-born Jew, and a Farsi-speaking Muslim – and given them and other local law enforcement groups extensive trainings – including seminars focused on cultural diversity and a search and rescue seminar at a mosque – to ensure their credibility and capacity. CVE is not just a message; it's a highly developed strategy with a team of partners and well-trained team to implement it.

KEY FACTS

- According to University of Southern California statistics, there are about 95,000 Muslims in Los Angeles and Orange Counties.

- The LAPD created its Counter Terrorism and Criminal Intelligence Bureau in 2003. In 2010, LAPD augmented the bureau's mission and resources by merging it with the Special Operations Bureau. The organization is now called the Counter-Terrorism and Special Operations Bureau and has 900 officers, more than triple the amount of officers assigned to any police station in the city.

- In addition to monitoring extremist chat rooms, studying tactics and weaponry of the Taliban, and travelling to Muslim countries to learn and share smart practices, LAPD counter-terrorism officers meet regularly with leaders and members of Los Angeles' Muslim communities.

- Deputy Chief Michael Downing has advised the Department of Homeland Security on how to develop a national strategy to combat violent extremism.

- In December 2014, the national Muslim Public Affairs Council bestowed its highest award – that of Outstanding Achievement – to Deputy Chief Michael Downing.

Convergence

Earlier this year, nearly eight years after the failure of the mapping plan, Downing was again staring down the face of extremism. But this time he wasn't doing it alone. In a video produced by LAPD, Downing sits behind his desk and describes his team's progress; and he's joined by a panoply of rabbis, Sikhs, government prosecutors, academics, and imams. The very people who opposed him and his plan seven years ago are now speaking by his side.

The broader display of community support does not guarantee the program's success. As Downing noted at the Public Safety Summit, some community leaders expressed qualms after LAPD formed a partnership with the federal Department of Homeland Security in 2011 to form a local strategic engagement office. Within his office, he is also still trying to ramp up trainings to make sure that the organization exemplifies the different skillsets that are needed to connect and work with diverse communities. Finally, as he also noted at the Public Safety Summit, continued instability across the world means that extremism can continue to wend its way into major American cities like Los Angeles.

"The message is it's not a Muslim problem, it's not a Jewish problem, it's not a Coptic Christian problem, it's not a Sikh problem, it's a problem that humanity has to grasp and deal with and so everybody comes to the table so as we don't single out the Muslim communities."

– Michael Downing,
Deputy Chief, Commanding Officer,
Counter-Terrorism and Special Operations Bureau
Los Angeles Police Department

But there's also growing evidence that the relationships that Downing has built are paying dividends. The Anti-Defamation League recently recognized Downing and his staff for their excellent work, and the video that he and his partners produced was shown at a White House event celebrating the work of his staff and their counterparts in two other cities (Boston and Minneapolis).

And therein lies a broader hint of Downing's objective: even as he stares down violent extremism in Los Angeles, he believes that his metropolis's ability to get multiple stakeholders to converge on the same goal can serve as an example for the country and the world. "America," he said, "has the opportunity to create the type of model that the rest of the world could look at in terms of how the integration of these communities can contribute to the social fabric of society."

To learn more about this case session and watch the video, please go to URL

http://lnw.io/la15

Leadership Insights

1. Treat setbacks as an opportunity to "fail forward," not as an indictment of you and your team.

2. When trying to counter violent extremism, craft a narrative focused on "collective responsibility." Do not target individual groups.

3. Forge partnerships with a wide range of community groups and government organizations. This requires visiting with community organizations, developing authentic relationships with those groups' leaders, and adjusting one's actions and priorities as one learns about other groups' needs.

4. Leverage technology – particularly social media – to disseminate a consistent message to diverse stakeholders.

"We've got to create an environment where it's
OK to fail fast and learn faster."

– Amy Edmondson
Novartis Professor of Leadership and Management, Harvard Business School

Answering The Call:
Challenges and Opportunities Surrounding Predictive Policing

Recently, security personnel at Boston's Logan Airport got the call: a suspicious package had been found, and they needed to find some answers. Quickly. Who owned it? Was a cell planning an attack? Was the suspect – or suspect – in the airport?

To answer these questions, the TSA agents would have to rely on not just instincts but also a range of sophisticated data sources, including flight check-in records, license-plate recognition data, and reams of surveillance video.

They balked at the challenge. They knew the threat was fake; they were participating in a simulation with the Massachusetts Institute of Technology's (MIT) Lincoln Laboratory, a federally funded research and development center that applies advanced technology to national security problems. They were also unconvinced a scenario-based "game" would help hone their responses. Explained the Lincoln Lab's Dr. Timothy Dasey at the Public Safety Summit: "One of the biggest problems we had [was] getting people in the door."

But once the agents began the simulation, they didn't want to leave. Dasey added, "The second biggest problem was getting them to leave; they were so engaged…in the experience, that they wanted to do it every week."

The TSA agents reaction embodies the conflict that public safety officials have experienced with predictive policing. These techniques and technologies – which are used "to identify likely targets for police intervention and prevent crime" – could help law enforcement agencies combat increasingly complex crime. [1] Consequently, police departments across the country are experimenting with predictive policing, from the Miami Police Department's use of software to map crime [2] to Chicago and Washington, DC's

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1   Walter Perry, Brian McInnis, Carter Price, Susan Smith, and John Hollywood, "Predictive Policing: The Role of Crime Forecasting in Law Enforcement Operations," RAND Corporation, 2013, p. xiii, available at http://www.rand.org/content/dam/rand/pubs/research_reports/RR200/RR233/RAND_RR233.pdf (accessed on August 26, 2015).

2   "Crime Mapping Program," Miami Police Department, 2013, available at http://www.miami-police.org/CrimeMapping.html (accessed on September 2, 2015).

3   "Chicago Using Predictive Analytics to Fight Crime, Police Chief Says," *Government Technology*, August 9, 2010, available at http://www.govtech.com/public-safety/Chicago-Using-Predictive-Analytics-to-Fight.html (accessed on September 2, 2015); and Jason Shueh, "Police Tech Problems Draw Interest from Venture Capitalists," Government Technology, August 20, 2015, available at http://www.govtech.com/budget-finance/Police-Tech-Problems-Draw-Interest-from-Venture-Capitalists.html (accessed on September 2, 2015).

4   "Developing the NYPD's Information Technology," City of New York, available at http://www.nyc.gov/html/nypd/html/home/POA/pdf/Technology.pdf (accessed on September 2, 2015).

embrace of predictive analytics and mobile data to track gang activity [3] to a new neighborhood policing plan in New York City that employs software to analyze crime trends. [4]

"It's incumbent upon us [in public safety] to look for best practice," said Cathy Lanier, the Chief of the Metropolitan Police Department in Washington, DC, in a panel discussion at the Summit, adding, "…Almost always technology is the gap for us in terms of our ability to keep pace with change."

However, challenges abound. Many public safety organizations – especially smaller departments – cannot afford the technology that underpins predictive and intelligence-led policing; and groups in large jurisdictions that have these technologies have to sync their systems with counterparts in smaller jurisdictions that do not. Argued Michael Masters, the Executive Director of Cook County, Illinois' Department of Homeland Security and Emergency Management, and one of Lanier's co-panelists, "the fragmentation issue…is absolutely critical."

Another difficulty is that technology is changing rapidly, often outpacing the ability of police departments to keep up and making it difficult for innovators to adapt to law enforcement's needs.

At the Public Safety Summit, three law enforcement officials – Lanier, Masters, and Greg Russell, the Seattle Police Department's CIO – led a panel discussion about predictive policing's challenges and opportunities. Supplemented by Dasey's presentation, this discussion laid the foundation for a series of small group discussions among attendees that produced concrete action steps that can help law enforcement embrace predictive policing.

Challenges, Barriers, and Enablers

One of predictive policing's core challenges is an understanding gap separating public safety and developers. Dasey explained that because much of their work is "intuitive," many law enforcement leaders "don't actually know what [they] want" in software; they therefore have trouble articulating their needs to developers. At the same time, developers often struggle to clarify public safety's priorities because of inadequate communication. Lanier reflected, "I have sat in many…meetings…where they [developers] have talked about great technology that they are pioneering for first responders and I have asked…'who are you working with in the first respondent community?'" The answer, Lanier lamented, is no one.

To remedy this, police and developers must spend more time together. Lincoln Laboratory collaborated with California's Department of Forestry and Fire Protection (CAL FIRE), for example, to develop a disaster management tool, the Next-Generation Incident Command System. Through six months of research and a two-year, highly iterative prototyping process, Dasey's team became intimately familiar with CAL FIRE's needs, resulting in a system that is now being used by about 450 organizations nationwide.

Similarly, the Metropolitan Police Department in Washington DC, has collaborated with Mark43, a company co-founded by three recent Harvard graduates that crafts software allowing police to manage and analyze data more easily. Chief Lanier and her staff brought in the Mark43 executive team to demonstrate a product, which turned out, as Lanier recalled, to be a poor fit for the department's needs. However, she was impressed by Mark43's leaders and began working with them to develop software that was tailored to their needs. The Mark43 executives accompanied her officers on patrols, spoke with her detectives, and ended up customizing a records management system for Washington, DC's force. "I thought, 'wow, this is the way we want to do this,'" said Lanier of the final product and the collaborative process that facilitated its creation.

Another issue involves "closed data systems," which are built and maintained by private vendors. While police can rely on developers to create the system architecture, these systems are often expensive, less customized, and require outside expertise for modifications. An open data system, by contrast, expands analytic capabilities across data sets, enables quicker and cheaper modifications, and allows managers to deploy trained workers flexibly. The challenge is that police must either gain enough expertise to build the systems (Russell, a former Amazon executive who recently joined the Seattle Police Department, observed that data scientists "are worth their weight in gold") or partner so that vendors will tailor systems to them. "You the operators have to be responsible for defining the architecture that all of the rest of the vendors have to fit into. It's very difficult for each of you individually to do that…" Dasey says. "But as a body, as a group nationally, you do have that power."

Cost and fit are also factors for police who want to analyze social media data because all too often, they are searching for needles of information in a haystack. (In the case of applications like Snapchat, the needles, Lanier noted, "disappear instantly.") The way forward, Dasey argues, is for public safety organizations to develop "customizable pattern analytics" for social media. This will allow users to search for social media trends by teaching the system what they need. After searching for various key words, the user indicates which of the resulting sample tweets or data are most relevant. This teaches the system the patterns for which the user is looking and enables public safety agencies to upgrade systems as their needs clarify.

Action Steps

Following the panel, summit participants broke into groups to develop an action plan for predictive policing. The table below highlights the plan's key elements.

Action Plan		
Advancing Development of Public Safety Intelligence Systems		
Category	Challenges and Barriers	Solutions and Key Enablers
Investment & Scale	System development is oriented to individual organizations, which benefits large public safety organizations, but lowers access for smaller organizations, while increasing cost and the prevalence of "closed" systems.	Establish regional procurement and systems sharing to gain market influence and cost savings. Create "open system" technology that organizations across the public safety spectrum can adopt and modify.
Standards & Interoperability	System development tends to be proprietary, ad hoc, and "silo-oriented," which decreases system sharing, interoperability, and network effects.	Establish consortiums to set industry standards, enhance interoperability, and develop performance benchmarking.
Design & Development	System specifications are rarely grounded in public safety departments' needs, resulting in poor system design and underutilization.	Work with developers early and often to increase understanding, engage in "serious games" to map safety protocols to system design specifications, and collaborate on "agile" system design to test and iterate on system development.
Transparency & Privacy	Systems are often not designed well, or sometimes turned off, because privacy and transparency specifications were neither included nor communicated to stakeholders.	Establish clear transparency and privacy guidelines by documenting how intelligence data is being used, how the data and processes are audited, and which organizations have access.
Community Engagement	Systems are often designed and deployed without any feedback from constituents or stakeholders, which can lead to community disengagement, negative sentiment, and legal challenges.	Engage the community in designing solutions, developing transparency and privacy standards, and planning for mitigating downstream concerns (e.g., a review board).
Human Capital	Most public safety organizations lack trained intelligence-system personnel, and in a few years, a labor shortage in data analytics may reach as high as 50 percent, increasing the price of analytics labor.	Establish training programs to develop the workforce, build partnerships with private industry and universities, consider sharing human resources across regions and organizations, and prepare long-term budgets for a competitive hiring environment.
Organizational Culture	Departments have developed robust systems and structures to support traditional techniques for collecting, analyzing, and using information, which may be challenged by new intelligence-led policing solutions.	Prepare organizations and people for analytics-intensive processes, systems, and decision-making, and the subsequent changes in organizational structure and community policing methods.

The Path Ahead

Although the panel and small group discussions delved into many specific issues, the dialogue revolved around a broader question: is predictive policing technology the key to reducing crime and building community trust?

The answer is unclear. What is evident is that the convergence of analytic software, data streams, and mobile computing enables public safety departments to understand community trends and allocate resources more effectively and efficiently. What remains to be seen is whether these technologies will evolve to meet law enforcement's needs, particularly as it relates to the technology's speed, the quality of the information they produce, and how effectively that data can be shared across disparate organizations.

But based on the experience of Boston's TSA officers, predictive policing seems apt to strengthen its already significant foothold in the public safety community. As Dasey recalled, about nine months after the simulation at Logan, the participants reached out to him and said, "'Thank you, because we just had a significant event. And we decided to organize ourselves the way we did in your game. And because we had that experience we were able to do this a lot faster than we otherwise would have.'"

Predictive technology has potential, and law enforcement is starting to answer the call.

New Paths to Agility and Outcomes:
West Midlands England develops a model organizational structure to address austerity measures and increasing complexity in crime

The stereotypical image of a police officer is difficult to dismiss. There's the peaked cap, the pressed uniform, and above all, the expectation that the officer is patrolling a busy street, crouched in a speed trap, or helping to guide traffic. Simply put: the assumption is that the officer is in public. But at the 2015 Public Safety Summit, Chris Sims, the Chief Constable of the West Midlands (UK) Police Department, explained how, upon taking office six years ago, he realized that in his jurisdiction, that "iconic" image would soon become a thing of the past.

Over the last half-decade, the West Midlands Police (WMP) has been in flux. When Sims took office, the agency had approximately 13,500 staff members; but after experiencing extensive budget cuts, it is now down to approximately 10,000 personnel. Making matters worse, the department needs to generate another $190 million in savings over the next five years, meaning that by 2020, it will have to pare back its staff to 8,000 total personnel. In a county with 3 million people spread across nearly 350 square miles in west-central England, it is becoming physically impossible to have a highly visible police presence.

"Technology is changing everything. It's changing public expectations of how they access policing, it's changing crime itself, and it's requiring us to be very different in the way we work."

– Chief Constable Chris Sims
West Midlands Police

Although the fiscal pressures seem daunting, Sims does not consider them devastating. He believes that technological innovations – like the development of communications and imaging technology – mean that an enormous amount of patrol work can now be done remotely, as the nature of crime changes. In the past, West Midlands had primarily grappled with acquisitive crimes (e.g., burglaries). In recent years, those crimes have fallen, but West Midlands has witnessed an increase in crimes like child abuse and exploitation that deal with encroachments on private space. As a result, WMP has had to make, as Sims said, a "massive shift" to focus more on this latter category where it is less important to have a highly visible police presence.

Thus, in the face of enormous challenges, Sims does not see peril but instead has recognized an opportunity to adapt to broader cultural and technological shifts. The key, he realized, was finding a way to "configure [the organization] to manage that challenge" and then communicating to the public that even though it might seem like they were getting poorer services, their communities were actually receiving better protection. "We have this potentially difficult dialogue with the public," Sims said, "that says we are better at doing the policing, we're better at protecting you, but the service we're giving you isn't as rose-tinted and nice as the service that you might want to see."

A Private Sector Partner and the Power of Information

As he began to develop a reform strategy, Sims realized that typical responses to austerity – such as layoffs and other cost reductions – could only go so far; he realized that he needed the expertise of external partners to determine how to reshape his organization and make it run more effectively. "How do you introduce technology and in doing it, change the way the organization works and the people within operate?" Sims asked himself. "The answer to that is you have to have a really sophisticated, sequential delivery to make the thing fly in the way you expect." Thus, he took the unusual step of seeking out private sector expertise and engaging the consulting firm, Accenture. Working together, the two organizations crafted WMP 2020, a blueprint released in summer 2015 outlining how the organization would reinvent itself over the next five years.

WMP 2020 has four key planks: listening to and reassuring key stakeholders, preventing harm, responding at pace, and being ready to learn and adapt. But underlying these goals is a commitment to using information more effectively and, more specifically, to obtaining valuable information from partners, harnessing the information it can obtain from crucial technologies, and disseminating information to citizens and other stakeholders about how WMP 2020 is making them safer. "Information and how information is used," Sims explained, "is an absolute game changer in the way that [our] mission is going to be delivered."

Partners, Technology, and the Public

In developing and beginning to implement WMP 2020, Sims and his colleagues have reached out not just to industry experts but also to academics – who have helped them to develop evidence-based policing strategies – as well as other government agencies. Among the most important of these are the county's mental health professionals. WMP now operates triage cars staffed with police officers as well as mental health nurses. Together they often do initial assessments of the increasingly common encroachment crimes with which WMP has grappled. As a result of this approach, they have helped to lessen the "demand" on and for traditional crime response units. From the private sector to academia to government, Sims and his team have gone outside their organization to get the information and resources they need.

WMP has leveraged not just partnerships but also technology to harness the power of information. As a substitute for foot patrols, they plan to rely more on mobile communications technology that will allow people to report crimes, cameras that will enable them to monitor possible violations, and a revamped data infrastructure that will allow them to merge and analyze the data they receive. From Sims' perspective, the plan to embrace data demonstrates the recognition of a foundational truth about the future of policing. "Technology is changing everything," the chief constable said. "It's changing public expectations of how they access policing, it's changing crime itself and again it's requiring us to be very different in the way we work."

Finally, Sims has communicated critical information about change to the public and articulated how the public will be able to communicate information to WMP moving forward. Specifically, there have been extensive news reports about the WMP 2020 plan, Sims has directly addressed the importance of public engagement when speaking about the reform, and the plan itself delves into how WMP will transition away from community-based policing. At the moment, WMP has approximately 2,000 officers focused on community policing, a number that will drop dramatically by the time the reform effort is complete. To address this, Sims is creating a digital platform that makes WMP "accessible" to the public and enables citizens both to identify priorities and to "self-serve," all of which helps to assuage citizen concerns and enables WMP to manage demand more effectively.

The Path Ahead

Whether WMP's five-year plan proves effective remains to be seen, but what impresses already is that in the face of enormous fiscal difficulties as well as technological and cultural change, Sims has not cowered. Instead, he has embraced this linchpin moment as an opportunity to improve and seized information as a vital ingredient to ensure progress. "The transformation…in this," Sims says, "is…about how you move from being a very people-intensive organization to one that has to have a whole range of different approaches to do the same job with far less resources."

WMP2020 Blueprint
Five years, four main themes for a new operating model for policing
Designed to listen and reassure – adopting a new approach to working with the public, partners, and each other.
Geared to prevent harm – preventing crime before people can be harmed.
Prepared to respond at pace – adopting a more agile, mobile, and effective response to problems in communities.
Ready to learn and adapt – becoming a more active and innovative learning organization.

Leadership Insights

- Do not remain tethered to past approaches and structures; instead embrace change as an opportunity to improve efficiency and services.

- Examine opportunities to incorporate technology, and reconfigure one's organization to use those innovative tools in the most efficient way possible. For example, employ communications and imaging technology as a substitute for street patrols and devote the excess resources to high-need areas that don't require the same visibility.

- Communicate extensively about service changes with the public through speaking to the press, web-based messaging, and public speaking engagements. If the public understands the underlying reasons for and implications of change, it is more likely to support those shifts.

- Engage with outside partners – including private firms and other government agencies – that can provide a fresh perspective on organizational challenges. For example, mental health providers can help law enforcement deal with the growing mental health crisis, and consulting firms can offer insights on how an organization can restructure and embrace new technology.

"I think one of the biggest threats we are facing is the speed with which change is happening and the nature of that change. We have to continually ready our organizations to tackle current challenges in order to face the next set of challenges on the horizon."

– Cathy Lanier
Washington, D.C. Metropolitan Police Chief

Smart Power:

Transforming Seattle's Police Department

Four words dominated Kathleen O'Toole's arrival in Seattle: *Court-ordered consent decree*. They may be the longest four words in a department's history.

One day in late 2013, Kathleen O'Toole received one of the more startling phone calls of her career. A headhunter wanted to know if she had any interest in becoming Seattle's new police chief. In some ways, the timing could not have been worse. O'Toole, a former Boston police chief and Massachusetts public safety secretary, had recently returned to the United States following a six-year stint in Ireland where she had overseen an effort to reform policing; as she explained at the 2015 Public Safety Summit, "I had just moved home after being 3,000 miles to the east, [so] I wasn't exactly expecting to move 3,000 miles to the west."

In other respects, the opportunity was enticing: the Seattle Police Department (SPD) was a department in need of change, and O'Toole had a knack for turning organizations around. In 2012, after a Department of Justice (DOJ) investigation found that SPD had used excessive force in the killing of a Native American woodcarver, the City of Seattle reached a settlement with DOJ that resulted in a court-ordered consent decree that compelled the organization to implement sweeping reforms. For some officials, taking over an organization in flux would have been a turnoff; but to O'Toole, who had also helped to reform policing in Northern Ireland in the 1990s and describes herself as "a change driver," it was a bonus. As she said at the 2015 Public Safety Summit, "most of us…that are addicted to this business can't pass up opportunities like that."

"When we engage in collaborative reform with mutual respect and when everybody's voices are heard, we'll succeed. "

— Kathleen O'Toole
Seattle Police Chief

Getting Started – and Finding Problems

O'Toole was soon offered and accepted the position; but after moving to Seattle and beginning her work with the force in June 2014, she began to realize that the problems with SPD ran far deeper than she had realized. In a challenge to the court-ordered consent decree, over 120 officers (roughly 10% of the force) filed a lawsuit against DOJ. And the broader controversy surrounding the decree had left many officers feeling discouraged and lethargic. As a result, many had begun, as O'Toole said, to take "the path of least resistance."

This point became especially clear to the new chief when at a meeting with precinct captains, she inquired about the department's crime performance and, as O'Toole recalled, the precinct captains replied, "'Oh pretty good, we think.'" "Nobody was paying attention [to crime]," reflected O'Toole, who added that when they then reviewed crime rates (the first time the department had done that in a year), they found a "steady increase" across the board.

In short, O'Toole had to ensure that SPD not only conformed with the court-ordered consent decree; she also had to find a way to improve the force's public image, reinvigorate the officers themselves, and, above all, make sure that she and her staff redoubled their efforts to defend the city. In other words, O'Toole had to find a way, as the chief told *The Seattle Times*, to get everyone – the DOJ, the community, and her staff – to "row in the same direction" and make Seattle a safer place.

Changing SPD's Culture

From day one on the job, O'Toole prioritized efforts to implement the reforms required by the consent decree, most notably how and when officers should use force and weapons; how and when officers should stop and detain; what constitutes 'bias-free' policing; and professional accountability.

At the same time, following her meeting with the precinct captains, and other interactions that betrayed the department's "lethargy," she realized that she needed to undertake a larger effort to jumpstart the organization. "The hard-working police officers in that organization felt they were all being painted with a broad brush and [were] really demoralized," explained O'Toole.

Thus, O'Toole sought to reshape the organization's culture. One of her first steps was a listening tour that brought her in contact with community leaders, political officials, and her rank-and-file staff. She framed these conversations with two main points – how to "enhance" public trust in

About the Consent Decree

It is order of the court, the result of a settlement between the City of Seattle and the Department of Justice over the use of excessive force.

"The Seattle Consent Decree is 76 pages with 210 separate paragraphs. It calls for the restoration of constitutional policing through substantial and far-reaching reform of the SPD's use of force policies and practices, training, full and complete implementation of new policy, adoption of policies and training to eliminate discriminatory policing, and the development of improved relations, trust, and support among and from all of Seattle's many and varied communities.

To demonstrate that these reforms have been effectively implemented, SPD must collect and analyze data that shows that it is meeting the requirements of the Consent Decree and achieving 'full and effective compliance.'"

– seattlemonitor.com

the SPD and how to implement the consent decree. However, she also made a point of listening to what her team had to say and considering the issues they raised. This was in part because, after conducting similar listening tours in her previous posts, she had come to realize that "the people who…have the best answers to challenges are those who work and live on the frontlines." The move also stemmed from her belief that people across the organization would only buy in if she created an environment of "mutual respect [in which] everybody's voices are heard."

O'Toole simultaneously retooled her staff. This included tapping a young officer who exhibited enormous potential, Carmen Best, as deputy chief. (As O'Toole said, Best was "one of those people you come across in your career and say, 'That's somebody I need to tap on the shoulder and give an opportunity to.'") She also replaced many career cops in the department's key operational positions (e.g., the legal counsel and the heads of Human Resources and Information Technology) with people trained in those fields. As O'Toole told attendees at the Summit, she felt SPD needed to "put round pegs in round holes." Finally, she turned to the private sector, recruiting an executive from Amazon to become the department's Chief Information Officer. The message was clear: SPD was ready to innovate and willing to work with non-traditional hires to do so.

O'Toole has also implemented an extensive training program. The regimen, which occupies an average of a month of each staff member's time per year, focuses on (among other things) de-escalation and "failing forward" and encourages officers to engage in reflective journaling and self-evaluations to analyze their performance. According to O'Toole, who has sat in on some of the sessions, the trainings, though expensive, are an invaluable investment because it means her staff will understand from day one the service-oriented ethos she is trying to instill. "People watch TV and think [policing] is all about car chases and gunfights…" she explained. "We have to attract the right people who understand that policing if done correctly is a vocation, it's not just a job and most of it is all about service."

Technology, Partnerships, and Operational Change

While O'Toole has focused extensively on the more abstract goal of cultural reform, she has also made multiple structural changes to the organization. One of the most important of these is embracing modern policing technology and management systems. To make the department's efforts to monitor crime more systematic, she has worked with her staff and partnered with experts at Seattle University to (among other things) create a new system to evaluate community-policing efforts and develop and analyze metrics from new community-policing micro-plans. SPD has also sharpened its presence on Twitter; hosted hackathons with experts from Amazon, the University of Washington, and the local hacker community; and recently began piloting the use of body cameras. This has created some challenges (including how to manage public records requests for the voluminous amounts of data that cameras produce), but the innovation exemplifies how O'Toole is pushing the department to the cutting edge.

The manner in which O'Toole has used technology to strengthen relationships between SPD and local universities and businesses is emblematic of her broader effort to forge partnerships between SPD and key stakeholders. Before taking the job, she spoke extensively with the city's political establishment, including Mayor Ed Murray, who embraced her candidacy and publicly stated that police reform and the implementation of the consent decree was his top priority. Since arriving in Seattle, O'Toole has developed a strong rapport with the police union. Many colleagues had warned O'Toole that the union could be difficult to work with and that it was especially likely to be intransigent to O'Toole because of officer resistance to the consent decree.

Yet O'Toole and the union have worked together on many issues, including enforcing a social media policy that some officers initially fought on first-amendment grounds. As O'Toole recalled, the union president "stood shoulder to shoulder with [her] and basically told them [the officers resisting the policy] to grow up and seek employment elsewhere if they didn't like the rules in Seattle."

> *"Very few people out there know what policing is all about. People watch TV and think it's all about car chases and gunfights. And sometimes we're attracting people who think it's about car chases and gunfights. We have to attract the right people who understand that it's not just a job, it's a vocation. Most of it is about service."*
>
> – Kathleen O'Toole
> *Seattle Police Chief*

The Path Ahead

Having fostered an atmosphere of "mutual respect" and equipped her department with the tools and partners it needs to succeed, O'Toole has replaced a lethargic atmosphere with a sense of urgency. With hopes of channeling this energy and moving forward quickly, she and her team are working closely with the DOJ-appointed monitor to make progress on the consent decree. To that end, they have developed internal metrics to hold themselves accountable and complement the monitor's analyses. The result has been a collaborative and mutually respectful relationship with the monitor, one that, O'Toole believes, can serve as a model for departments in similar positions across the country.

Just how soon SPD will be able to move past the consent decree remains to be seen. In some respects, the department is showing progress: SPD reported a 34% drop in auto thefts late in 2014, and the lawsuit that some SPD officers had filed against DOJ was recently thrown out. At the same time, the court-appointed monitor emphasized in his most recent assessment that even though the agency has "moved closer…to where it needs to be," "significant work" remains to be fully compliant with the consent decree.

As SPD strives for this aim, it can take comfort in the fact that in O'Toole, it has a leader who both believes in the possibility of change and has a strategy to make it happen. At the Summit, she cited the concept of "smart power," a notion developed by Harvard's Joseph Nye that a leader must blend conciliatory and forceful leadership techniques, as her guiding tenet. She also emphasized that "the path to change begins with belief" and "failure is not an option."

The Seattle Police Department is well on its way toward change, and it has a determined agent driving it.

To learn more about this case session and watch the video, please go to URL

http://lnw.io/seattle15

Leadership Insights

1. Listen to your frontline staff by conducting listening tours and framing those sessions around one or two core questions or priorities. Engaging with frontline staff is imperative because they are most in tune with what is happening in the field as well as your department's needs.

2. To change an organization, it is imperative to reform the culture by employing strategies like changing an organization's workforce composition, recruiting staff with outside perspectives and skills, and developing training programs that reinforce and catalyze cultural change.

3. Forge partnerships with community groups, universities, and companies, and identify synergies – including technologies – that can strengthen these partnerships.

4. Instill in staff guiding tenets, including the notion that policing is a vocation and about far more than fighting crime. Emphasize to your staff the broader value of your work.

The President's Task Force on 21st Century Policing Report:
A View from Police Chiefs

In December 2014, President Barack Obama signed an executive order establishing "The President's Task Force on 21st Century Policing." Created in the aftermath of incidents in Ferguson, on Staten Island, and in Cleveland, the group – which brought together officials from all levels of government as well as tribal, academic, youth, and community leaders – was designed "to strengthen public trust and foster strong relationships between local law enforcement and the communities they protect, while also promoting effective crime reduction." [1] It also reflected a broader recognition that the country had reached an inflection point. As President Obama said shortly after the task force released a preliminary report in March 2015, "We have a great opportunity, coming out of some great conflict and tragedy, to really transform how we think about community-law-enforcement relations so that everybody feels safer and our law enforcement officers feel, rather than being embattled, feel fully supported. We need to seize that opportunity." [2]

The task force also came together at a time when law enforcement is adapting to a series of changes – some negative and others positive – that have fundamentally altered policing in the 21st century. One shift is that crime has become more complex: The millennium began with an epic attack on the World Trade Center, and since then, we've seen a rise in Internet and other technologically-enabled crimes. At the same time, the emergence of modern technologies and new data sources – including body cameras, predictive analytics, and crowd-monitoring devices – mean that police have more tools at their disposal than ever before. The growing complexity of crime presents new obstacles; however, innovation can help the country overcome these challenges and realize President Obama's vision for a peaceful and more harmonious society.

At the 2015 Public Safety Summit, Roberto Villaseñor, the Police Chief in Tucson, Arizona and a member of the President's Task Force, summarized the group's exploration of these trends, challenges, and opportunities. Specifically, he highlighted the group's

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1   David Hudson, "President Obama Creates The Task Force on 21st Century Policing," The White House, December 18, 2014, available at https://www.whitehouse.gov/blog/2014/12/18/president-obama-creates-task-force-21st-century-policing (accessed on September 15, 2015).

2   "Interim Report of the President's Task Force on 21st Century Policing," U.S. Department of Justice, March 1, 2015, available at http://www.cops.usdoj.gov/pdf/taskforce/Interim_TF_Report_150228_Intro_to_Implementation.pdf (accessed on August 28, 2015); and Julie Hirschfeld Davis, "Obama Calls for Changes in Policing After Task Force Report," The New York Times, March 2, 2015, available at http://www.nytimes.com/2015/03/03/us/politics/obama-calls-for-changes-in-policing-after-task-force-report.html (accessed on August 27, 2015).

process for identifying best policing practices and developing recommendations to promote effective crime reduction while building public trust. The chief also led attendees in a discussion about how to develop implementation strategies in six pillars highlighted in the report:

- Building trust and legitimacy
- Policy and oversight
- Technology and social media
- Community policing and crime reduction
- Training and education
- Officer wellness and safety

This dialogue helped the chiefs to distill the "key enablers" – strategies that will help drive adoption and implementation of the Task Force recommendations – in each area. It also reaffirmed a broader understanding: the goal of building trust and legitimacy, while promoting effective crime reduction, must undergird and permeate all of the other pillars.

Pillar One – Building Trust and Legitimacy

Without legitimacy and public trust (which has ebbed or declined, despite reductions in crime), police departments will struggle to enforce the law; the report therefore highlights ways for police to act in "procedurally just" ways, including treating people with dignity and listening in public encounters. [3]

At the Summit, attendees argued that to increase legitimacy and trust, police also must demilitarize their image and engage in a candid and at times difficult public dialogue. Demilitarization will require modifying officers' garb, weaponry, and terminology. Oakland Police Chief Sean Whent observed that law enforcement agencies often "refer to…officers as troops, and that's a very military term." His department therefore discourages the use of that language.

At the same time, law enforcement, some Summit attendees believe, needs to confront cultural and racial tensions that extend deep into American history and are particularly relevant to citizens who came of age during the 1940s, 50s, and 60s. "Every time we see an incident [involving police]," said Dallas Police Chief David Brown, "it's like opening up that scab again. People believe it's still happening, every time. The older relatives will say, 'This is how they treated us.' Young people will say, 'This is how they're treating us.' And so regardless of the facts of individual shooting cases, it's a story line that's five decades old."

In addressing these difficult issues, law enforcement officials can benefit from being upfront about how some past approaches have contributed to friction. For instance, in Oakland, Chief Whent and his staff have often begun community meetings by acknowledging that historically, they have been overly "aggressive." Specifically, they made a large number of arrests and issued many citations to demonstrate results, even though, as Whent explained, this numbers-based approach "really didn't serve any grand purpose in a larger scheme." The chief added, "By going forward and in community meetings starting with that, you can then start to build a relationship. Because people, if you admit that we're at fault for at least some of the problem, you can begin to build a relationship and so that's absolutely essential for trust building."

Key Enabler: Bolstering trust and legitimacy must pervade all of policing work, and must be made visible by changing policing's identity and public image. Community forums that both acknowledge a history of tension and encourage citizen collaboration with police on solutions are critical to trust building as well.

Pillar Two – Policy & Oversight

One way to increase trust and legitimacy is establishing sound policies and oversight. According to the report, this entails "assisting… law enforcement" and establishing a collaborative atmosphere between police departments and the communities they serve. [4] To that end, the report recommends that chiefs craft and enforce policies that are transparently shared with the community, are "reflective of community values," and do "not lead to practices that result in disparate impacts on various segments of the community." [5] What's more, while these cooperative approaches are important for all policies, the report suggested that they are especially significant for policies that deal with using force, managing demonstrations, and profiling.

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3   "Interim Report…," p. 7.

4   Ibid., p. 75.

5   Ibid., p. 19.

Summit attendees added that it is important to adhere to these principles when devising guidelines for collecting and sharing data on police behavior. They also concurred that civilian boards can help to foster the desired dialogue and collaborative ethos connecting law enforcement and the public. A case in point is Philadelphia where the mayor recently created such a group. At the Summit, Deputy Police Commissioner Nola Joyce explained the approach is "very different" from what they have done in the past and added, "if we believe that we can do 1990 community policing tactics and strategies and solve this issue, we are sadly mistaken."

Key Enabler: Policy and oversight must be linked to strategies, tools, and technologies that can enable transparency and public engagement, including revised use-of-force standards, review boards with community representation, and comprehensive open data. Implementing such practices may require legislation and strong support from elected officials.

Pillar Three – Technology & Social Media

The task force and Summit attendees agreed that new technologies – such as body cameras, unmanned aircraft, and social media – will facilitate crime reduction but must at a minimum be employed without "infringing on individual rights" and ideally be leveraged within "a defined policy framework" that specifies the technology's purpose and aligns it with the goal of increasing trust.[6] One way to avoid encroaching on citizen's rights, the report suggested, is for officers wearing body cameras to inform citizens that their interaction is being recorded.

The chiefs discussed how they are embracing new technologies but also being strategic about situating these devices in a broader reform agenda. A case in point is Dallas where over the summer, the police department rolled out 200 body-worn cameras, a figure that is expected to increase to 1,000 by the end of the calendar year. Nonetheless, Chief Brown has emphasized that technology by itself will only go so far. "...[It's] not just the technology," he said, "but interacting with people, you have to bring something to the table."

Key Enabler: Synchronize the use of technology and social media with transparency goals and community-engagement and trust-building strategies. Identify, evaluate, and implement new technology, with an eye toward ways to improve effectiveness without infringing on individual rights. Data sharing that extends beyond what is mandated to include arrests or stops involving force, traffic stops by race, and officer-involved shootings will demonstrate a real commitment to transparency and change.

Pillar Four – Community Policing & Crime Prevention

A critical aspect of building trust and legitimacy is having effective but sensitive community policing and crime prevention techniques. According to the President's report and Summit attendees, the key to striking this balance is forming a diverse set of partnerships.

At one level, it is imperative to collaborate with community groups, not only to catch problems upstream but also to assist in training officers about how to approach people suffering from mental illness or chronic incarceration. Additionally, police/community partnerships can ease the minds of people in underserved areas who may resent a sudden influx of officers and provide officers more time to build connections with the citizens they protect. Whent noted, "My patrol officers have really less than five percent of their time that's not dedicated to answering calls for service. And so we have to find ways to free them up to engage in the kind of community interactions that we really want that really help build that community trust."

In forming these partnerships, it is important to reach out not just to traditional powerbrokers but also often overlooked stakeholders, such as youth groups. Chief Brown discovered this recently when trying to establish a dialogue with a protest group. He recalled, "We had a conversation with a twenty-something-year old for the first time about all [these] policing policies and they've got a lot of great ideas and they have way more influence than NAACP and my black pastors on the protest group." Sheriff McDonnell expressed a similar sentiment, highlighting how by engaging with children at a young age, and working with schools to ensure that they receive a strong education, law enforcement can help to mitigate downstream problems. He explained:

> "From the time we're born until the third grade, we learn to read. From the third grade on for the rest of our lives we read to learn; if we didn't have that first piece then we fall off track at third grade and what we see particularly in the urban areas is kids getting involved in drugs, in alcohol, in gangs and then their trajectory is going predictably not in a good way.

> … So when you look at that early childhood piece and that investment and you look at 70% of our prison and jail populations facing illiteracy, there's a remedy here, you know, or at least something that will bring us in closer to the middle but I think that relatively small investment early on has tremendous benefits down the road."

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6   Ibid., p. 31

It is also essential to cultivate partnerships with government agencies that offer complementary services. The opportunity to work with local mental health agencies, Summit participants agreed, is a case in point. In Los Angeles, 3,500 of the 17,300 prisoners in county jails are mentally ill. Los Angeles County Sheriff Jim McDonnell therefore states that working collaboratively with county mental health providers is essential. He said, "The Los Angeles jail system is, by default, the largest mental health facility in the nation. In Los Angeles County, the mentally ill population has the highest recidivism rate of any offender group. It is critical that we partner with our Department of Mental Health to provide the constitutional care of our inmate population that could have a direct impact on stabilizing these individuals and reducing crime."

Chief Brown echoed the benefits of working with mental health providers, noting that, "We require 40 hours of mental health training for our officers, but we're dealing with more and more calls where people are exhibiting mental health concerns."

Key Enabler: Develop cross-organization partnerships with education, human services, workforce development, and other community-focused organizations. Use these partnerships as part of an effort to improve understanding of community needs and involve the community in efforts to identify problems, find solutions, and engage at-risk youth.

Pillar Five – Training & Education:

As police responsibilities continue to expand, the task force strongly advocates that states adopt standards for police hiring, more effective training, and education. To some extent, these processes must change and expand in response to new security threats, including technological crime and terrorism, as well as "rising immigration," changes to the law, and "a growing mental health crisis." The task force also highlighted the importance of sharpening training that affects community interaction, including community policing, interpersonal skills, anti-bias training, and cultural competency. [7]

Summit participants narrowed the focus further, suggesting that in light of recent high-profile conflicts, revamping use of force training must be their highest priority. Sheriff McDonnell said, "Forty percent of our uses of force in the field involve dealing with someone with mental illness. As law enforcement, our training conditions us to be tactical. We have an opportunity with enhanced crisis intervention training to think a little differently and achieve different outcomes."

Key Enabler: Develop and share best practices on new forms of training that equip officers to manage expanding responsibilities, particularly surrounding the interplay of crime and social issues (e.g., homelessness and mental health problems), raise cultural awareness, and disseminate implementation methods. Public safety leaders should train police in procedural justice (internally and externally) and demonstrate a commitment to force de-escalation by publishing data and firing police who violate codes of conduct.

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7   Ibid., p. 53.

Pillar Six – Officer Wellness & Safety

Because they are facing traumatic situations and life-threatening work, it is also imperative for law enforcement agencies to support the wellness and safety of police officers. To ensure officers' physical well-being, the report calls on public safety leaders to invest in safer equipment and better vehicles, provide tactical first aid training, and expand efforts to track officer injuries. And to bolster officers' mental health, the report suggests that police chiefs employ scientifically supported shift lengths, foster a respectful environment, and offer support services when difficulties arise.

Summit attendees concurred and noted that the well-being of their officers is inseparable from their broader goal of protecting the public and regaining its trust. "You've got to balance keeping officers encouraged as they go through this hypercritical time," said Chief Brown, adding that without support, "officers will give up on you…. so you've got to find a way to provide for the mental health, the physical health, to keep them encouraged, and to remind them that they're guardians of this democracy."

Key Enabler: Foster the safety and long-term mental and physical health of police officers through comprehensive wellness and stress management programs, leading by example, providing authentic encouragement and support, and adopting best practices in safety systems, such as improving shift lengths.

Conclusion

What is the key to making the transition from soldiers to guardians and effectively engaging and collaborating with citizens and communities?

Technology will certainly help: Summit participants talked about body cameras (more are using them) and social media outlets as key platforms to gather and disseminate information. But above all, this transition will hinge on a return to basics. Community policing – a blend of beat cops meeting and socializing with families, partnering with community-based organizations, and working with advocates, youth, and citizens – must be the linchpin of a broader effort to increase trust and legitimacy.

Achieving this transition will be challenging, but according to Deputy Commissioner Joyce, the payoff to holistic report implementation, and the reinforcement of the bond between law enforcement and the public, will be transformative. "What we will see is that police officers are integrated into the lives of the neighbors and the neighborhoods," she said, "and working together to co-produce not just public safety but public wellness."

Summary

Public Safety leaders are facing a capacity challenge. From one angle, the environment is becoming vastly more complex, creating pressure on leaders to reduce crime substantially. From another, calls to improve public trust and increase community engagement are compelling public safety leaders to re-evaluate their approach.

Simply put, the public safety community must do more to achieve the outcomes society is demanding. Yet in a resource-constrained world, how can leaders build the capacity to move forward?

To help public safety leaders address this challenge and develop a vision for the future, Leadership for a Networked World and the Technology and Entrepreneurship Center at Harvard, in collaboration with Accenture, convened *The 2015 Public Safety Summit: Leadership for a New Era* at Harvard University in Cambridge, Massachusetts.

Leaders at the Summit focused on how the future of policing will require innovation in reducing crime as well as building community engagement and public trust. To maximize both imperatives, the public safety community, attendees agreed, needs increased capacity in policing structures, systems, and people. This can be generated by pursuing an array of organizational changes, ranging from partnering with external organizations – including academics, mental health specialists in government public health agencies, and private firms – to embracing modern policing technology, such as body-worn cameras and predictive analytics. It also requires a renewed commitment to more traditional approaches, particularly community policing, and fostering a culture in public safety that prioritizes a guardian- and service-oriented mentality.

The case studies and topical sessions at this first-annual Summit illuminated how synchronizing these innovations, partnerships, and cultural changes can transform capacity. For example, in Camden, New Jersey, Chief Scott Thomson has used cultural reform as a catalyst to help his staff adapt to a seismic organizational shift; and in the process, he has made one of the country's most-violent cities substantially safer. Similarly, Dr. Timothy Dasey, a leading researcher at MIT's Lincoln Laboratory, described how, after participating in a simulation that employed predictive analytics, TSA officials at Logan Airport have embraced these tools to hone their work. From Boston to Camden, and Seattle to Los Angeles, change has led to new capacity, which in turn fuels improvement of public value, trust, and legitimacy.

Yet moving forward will require strong leadership and resolve. To generate more progress, public safety leaders need to preserve the strong results achieved thus far, while continuing to embrace technology and effect organizational change and cultural shifts. And in a frequently changing environment, all of this reform needs to occur at a sustainable rate.

The police chiefs and sheriffs at the Public Safety Summit are embracing this challenge optimistically. As their organizations progress, they realize greater efficiency, effectiveness, and capacity to ensure the future of public safety. They have also recognized that adversity and setbacks can be the foundation upon which meaningful reform takes place; one of the most commonly heard phrases at the Summit was "failing forward." It is these leaders – and the optimistic and forward-thinking mentalities they have inculcated in their organizations – that will set the bar for public safety performance. Will you be one of them?

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Art Acevedo
Austin Police Department

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Boston Police Department

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Milwaukee Police Department

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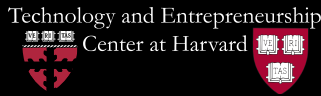Sean Whent, Oakland Police Department

Wai-Ming Yu, Accenture

"We have to get back to basics… It is all about leadership, accountability, transparency, engagement and respect."

– Art Acevedo
Austin Chief of Police

Notes

Hosted By:

The Technology and Entrepreneurship Center at Harvard (TECH) is convening the 2015 Public Safety Summit as a component of the Innovation Fellows program and the Public Sector Innovation Award. TECH, part of the Harvard School of Engineering and Applied Sciences, is both a real and virtual space for students, faculty, alumni, and industry leaders to learn together, collaborate and innovate. TECH enables this holistic exploration by sponsoring and supporting opportunities for the innovation community to gather and exchange knowledge via courses, study groups, mentorship relationships, innovation programs and special events. For more information on TECH visit www.tech.seas.harvard.edu.

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Leadership for a Networked World (LNW) helps leaders ideate and activate organizational transformations that generate capacity and sustainable value. Founded in 1987 at Harvard Kennedy School, LNW is now an applied research initiative of the Harvard Public Sector Innovation Award Program at the Technology and Entrepreneurship Center at Harvard. Since 1987, LNW has delivered more than 200 learning events and gathered more than 12,000 alumni globally. To learn more about LNW please visit www.lnwprogram.org.

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Accenture is a global management consulting, technology services and outsourcing company, with more than 319,000 people serving clients in more than 120 countries. Combining unparalleled experience, comprehensive capabilities across all industries and business functions, and extensive research on the world's most successful organizations, Accenture collaborates with clients to help them become high-performance businesses and governments. With over 20 years' experience, we help public safety agencies around the world navigate the complexity of policing today and prepare for the future, bringing innovative solutions designed to improve law enforcement operations, investigations and the level of citizen engagement. To learn more about Accenture visit www.accenture.com/publicsafety.

Contact Information

Web: www.lnwprogram.org
Email: info@lnwprogram.org