

The BJA Executive Session on

Police Leadership

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

Making Leadership Count: Implementing Effective Partnerships and Alternative Structures

An Analysis of Two Child Trauma
Response Partnerships in North Carolina

by

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Introduction

Creating more livable communities and enhancing public safety is becoming more complex in today's societies. The effectiveness of police—indeed the effectiveness of government overall, is increasingly dependent upon well-developed interagency partnerships that more comprehensively address problems that one agency cannot effectively address alone.

In the recently published Report: *Organization of the Future* (BJA, 2012), the authors develop and discuss a variety of alternative organizational models to improve public safety. Some models highlight changes in organizational structure while others highlight changes in organizational processes or behavior. In particular, the authors note the increased importance of coordinated collaboration between police and other public and private service providers, and

discuss the elements of effective partnership through different approaches to shared service delivery.

This paper takes a close look at two important partnerships in North Carolina – each involving police, medical and mental health professionals, and social service and community organizations. Both partnerships share the same goal: establish a coordinated community response to offer rehabilitative services to children exposed to violence and trauma, in order to maintain healthy families and reduce crime. The organization and operations of the two partnerships, one in Greensboro and one in Charlotte, vary considerably. Our research explores how these partnerships are similar and different from two distinct models described in Report: Organization of the Future, further emphasizing the flexibility and value of alternative structures. More importantly, the research identifies a number of critical factors that underpin the success and enduring nature of these partnerships.

PART I – Previous Research

The work, Report: *Organization of the Future*, identified a number of forces challenging the traditional operating structure of police agencies. Among these forces: changing societal norms; an unstable economy; global unrest; and, the evolving expectations of what constitutes a livable community. In reaction to these forces, policing has become more complex; and, the need to develop alternative service delivery models has become more apparent.

Among the various models defined in the report, the *Network Talent* model reflects the skills needed to meet such challenges and ensure positive results. Network Talent does not replace the traditional hierarchy of the police department. Rather, it operates more as a superstructure within organizations, and its value lies in leveraging employee skills, partnership and technology in solving the problems of today and tomorrow (BJA, 2012).

Partnerships emerge from acknowledging that a problem exists and must be solved, and an acceptance that one or more organizations lack the depth of skills or resources needed to fully address that problem. A Network Talent approach can fill those gaps in different ways. The model suggests that incomplete, yet complimentary goals and work environments exist among problem-solving organizations. By leveraging the talent within different organizations, complex problems can be resolved more efficiently and effectively. Successful partnerships are also dependent upon the integration of a full range of technical, managerial and leadership skills to achieve the highest levels of performance.

Figure 1 describes how skills are applied in a model stratified by technical, managerial and leadership skills. In police organizations, the transitions from technical skills to leadership are often associated with progressions in rank. While activities associated with these skills may largely be carried out in this fashion, it is important to note that as employees enhance their skills and experience in a given area, they can begin to assume more managerial and leadership roles in that function, regardless of rank.

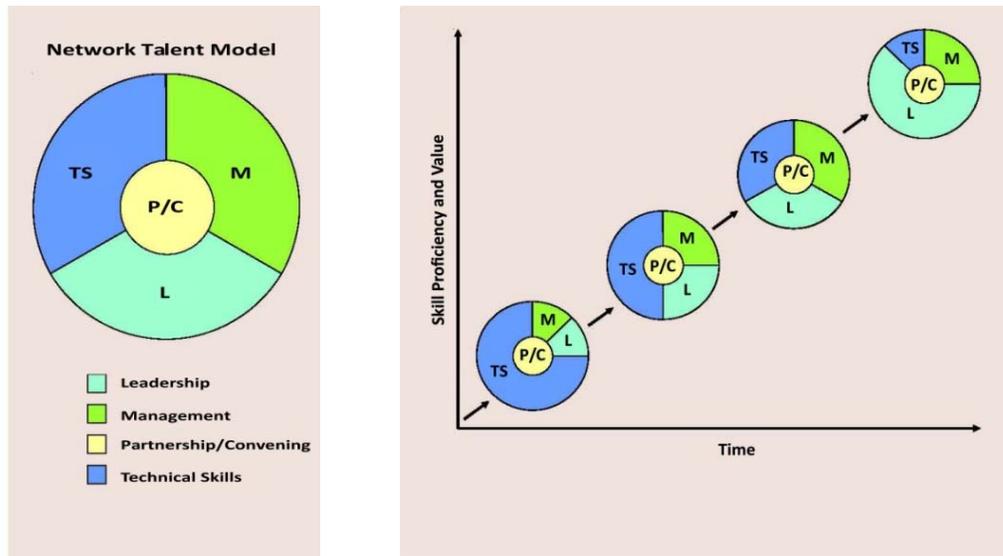


Figure 1 (Revised/BJA 2013) - Original Source Material: US President's Council on Integrity & Efficiency (2005)

Likewise, Report: *Organization of the Future* also identified the *Integrated Partnership* as an alternative model to traditional organizational structures to meet the changing service delivery needs. The central theme underscoring the Integrated Partnership is that the function of effectively policing communities is primarily a function of partnership with other organizations and disciplines. The majority of staff in this model is comprised of skilled employees embedded in neighborhoods, who are allowed to operate with great latitude, creativity and flexibility (BJA 2012).

Report: *Organization of the Future* also defined the Integrated Partnership model in terms of formal structural changes in organizations to provide central leadership and managerial functions to the integrated operations of partner organizations. Variations of the same integrated partnership model could exist in other models with police officers functionally embedded in a multi-agency organization. Examples may include police partnerships in family justice centers where detectives work more closely with family violence specialists from multiple organizations to better prevent and address family violence, or in city planning departments where police personnel can infuse a greater focus on crime prevention elements in the design/planning phases of construction projects.

However, the elements of Integrated Partnership model overlap with the concepts of Network Talent in a very clear way: *They are partnerships that involve multiple mutually dependent organizations of different disciplines that reorganize technical, managerial and leadership functions in some fashion to respond more effectively to a complex problem.* While Report: *Organization of the Future* provided clear examples of applied structures, adaptable organizations create different structures with the same critical factors of partnership that enable Network Talent and Integrated Partnership to flourish.

PART II– Two Alternative Organizations

The Problem

Research indicates that without intervention, children exposed to violence are at greater risk for youth violence, adult violent behaviors, and other forms of criminality. These long-term consequences have long been a concern among mental health, other social service providers and police.

The Child Study Center at the Yale University School of Medicine became a national model for providing coordinated, comprehensive, and trauma-informed services to child victims of poly-victimization and their families, with the goals of (1) reducing the likelihood of child witnesses and victims becoming later violent offenders; and (2) decreasing mental health symptoms and other negative outcomes (Graves, 2013). The CD-CP Program in Charlotte NC and the Child Response Initiative (CRI) in Greensboro NC emerged from the Yale model, yet each is organized and operated differently. This illustrates how some concepts from the Network Talent and Integrated Partnership model may be applied differently – yet equally effectively - in operational settings.

In Charlotte, medical and mental health professionals understood that too many families exposed to violence were not being offered services because the service-providing agencies had no consistent means of knowing which families were at-risk. At the same time, police remained concerned about the safety and future of victims—especially children, exposed to violence. Police frequently responded to calls for service at the same households, and often saw no positive change in family dynamics regardless of the number of times they intervened or made arrests.

In Greensboro, a similar dynamic occurred. Service providers had difficulty identifying and reaching people exposed to violence. Police were frustrated with being unable to help people live in peace and safety, and frequently interacting with the same people for the same unhealthy behaviors. The effects of the exposure to violence on children were especially troubling to law enforcement and the service providers.

In both cities, health care professionals needed a systematic way to identify people (especially children) exposed to violence; and, police needed a systematic way to get professional services to people exposed to violence.

Partnership Development

In Charlotte, CMPD leaders began exploring the possibility of replicating the Yale/New Haven CD-CP initiative in 1995. Police Chief Dennis Nowicki first approached mental health professionals from Carolinas Medical Center (CMC) about the partnership. CMC then brought Mecklenburg County Area Mental Health (MCAMH) into the discussion. Together in 1996, they participated in a week of training at the Yale Child Study Center and New Haven Police Department to learn about the program. CMC later withdrew from the partnership. CMPD and MCAMH agreed to develop a CD-CP partnership in Charlotte and Mecklenburg County.

In Greensboro, the CRI collaboration began in 2008. A practitioner from the area's primary non-profit social service agency, Family Service of the Piedmont, along with

Graves, invited senior leaders and detectives from the Greensboro Police Department to explore a partnership variation of the Yale/New Haven model that would change the way care was provided to families and children exposed to violence. In 2008, the fledgling partnership received a start-up grant from the N.C. Governor's Crime Commission. Graves continued to write grants to support and grow the program, which transitioned with her to the Center for Behavioral Health and Wellness at North Carolina A&T State University in 2010. CRI has expanded over the years. Today, CRI coordinates the Guilford County Trauma Provider Network which consists of 10 mental health providers, 30 community-based agencies, Greensboro police detectives and patrol officers, and School Resource Officers in area middle and high schools. The team meets monthly to collaboratively help children and families move toward safety and wellness.

Organizational Structures

Child Development-Community Policing. In Charlotte, CD-CP is organized in the same manner as the Yale/New Haven model (Greene, 2013). There, police officers are trained to initiate referrals of children who are victims of or witnesses to violence or trauma to Mecklenburg County Area Mental Health (MCAMH) clinicians. (MCAMH is now called Mecklenburg County Provided Services Organization.) Sarah Greene, Charlotte's CD-CP Program Coordinator since 1995, commented that it is important for officers to accompany clinicians so that families would view police officers as caring people committed to improving their quality of life. Leaders in the Charlotte Mecklenburg Police Department (CMPD) agreed with this philosophy.

Similar to the design of the Integrated Partnership, the CD-CP clinicians are assigned to patrol divisions and coordinate activities and training with officers in those divisions. They have assigned or flexible use space in the patrol operations area in each division to promote routine interactions with police officers and they often ride along or interact in formal roll-call settings. They also help coordinate and deliver training to their patrol division and others throughout the police department on the status of CD-CP. Because the clinicians are licensed mental health professionals, the partnership is closely and formally focused around the police department and MCPSO.

Figure 2 represents the functional design of the partnership. The design model draws primarily from the Integrated Partnership model in that a CD-CP clinician is embedded in each of the distinct patrol divisions to work directly with staff to perform all work functions, including coordinating referrals with officers, providing intervention services and assisting with training. However, the clinician reports outside the police chain of command to the CD-CP Program Coordinator, who is a supervisor with MCPSO. The design also captures elements of the Network Talent Model through the technical, managerial and leadership superstructures. The lack of a single chain of command for this partnership is an important differentiation from a homogenous Integrated Partnership; and, the exclusion of a broader network of service providers differentiates it from the Network Talent Model. However it clearly and effectively incorporates elements of both.

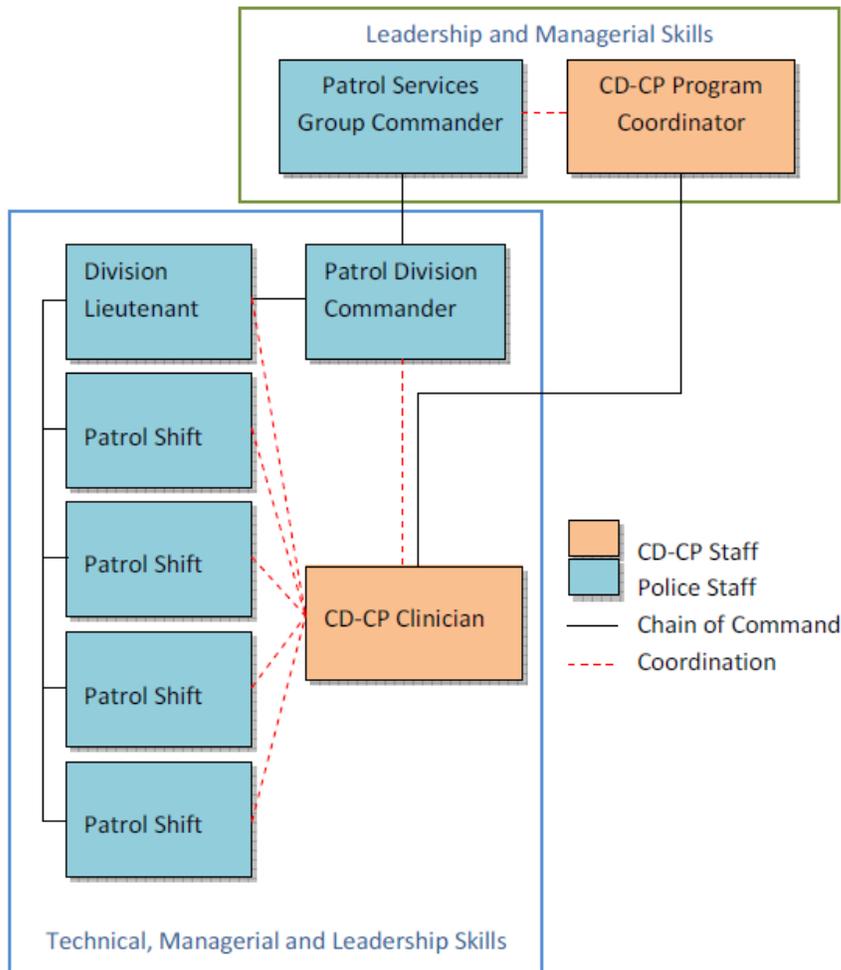


Figure 2 represents the CD-CP organizational partnership model.

Child Response Initiative. In Greensboro since 2008, CRI also shares elements of Network Talent and Integrated Partnership, yet it is organized differently than CD-CP. CRI is a grant-funded program that is housed at a local university where university employees are placed within police divisions to carry out the functions of the program. In this structure, officers connect children and families to services through CRI Advocates, who conduct safety assessment, educate families and police about the signs and symptoms of traumatic stress. The Advocates also assess the families’ needs, make referrals to appropriate social service agencies, and help families navigate judicial, governmental, and service agencies’ processes. The CRI Advocate is a highly trained victim advocate or a licensed mental health clinician who functions as the lynchpin in the service delivery system, a liaison among a multitude of service providers and stakeholders. Like Charlotte’s CD-CP, Greensboro’s CRI program coordinator resides in a police division and interacts with officers routinely in ride-alongs and formal roll-call settings, and serves as a training coordinator to officers to promote the partnership and its benefits. Unlike Charlotte’s model, the CRI Advocate does not deliver direct treatment services to victims; rather, they assess needs, provide psychoeducational support, and pair the victim with the appropriate professional service within a formal network of accredited trauma service provider referred to as the Guilford County Trauma Provider Network (GCTPN).

The relationships in CRI are formalized annually through a multiagency ceremony where all partners gather to celebrate successes, discuss needs and sign memorandums of understanding that commit them to the program for the coming year. North Carolina Agricultural & Technical State University (NCA&TSU) Associate Professor and CRI Project Director, Dr. Kelly Graves, observes that this approach greatly benefits the program by renewing synergy around the partnership and maintaining the relationships necessary for programmatic success.

Figure 3 depicts the functional design of the CRI partnership. The design model draws from elements of both the Integrated Partnership and Network Talent Models. Although a CRI Advocate is embedded in each of the distinct patrol divisions to work directly with staff to train, organize and link services, she reports outside the police chain of command to the CRI Program Coordinator. While she provides technical skills to patrol division staff and the networked service providers, she and the patrol division commander provide managerial support to the CRI function within the division. The commander of the patrol bureau (encompassing all four patrol divisions) works in partnership with the CRI Program Coordinator to provide leadership and managerial oversight to the program throughout the police department.

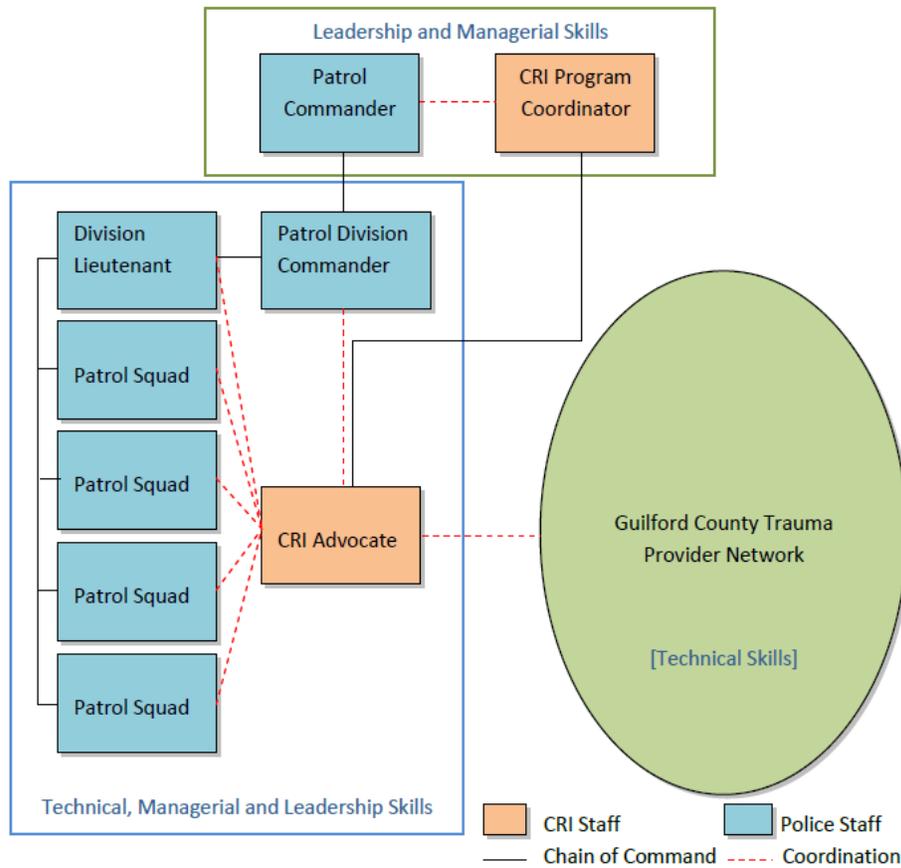


Figure 3 represents the CRI organizational partnership model.

PART III – Critical Factors for the Success of the CD-CP and CRI Partnerships

Both CRI and CD-CP had to overcome some significant obstacles at the early phases of the partnerships. To determine the common critical factors for success in both the CD-CP and CRI programs, each program was evaluated through a qualitative analysis involving a general questionnaire and group interview process. The results of those discussions were examined for common themes that were determined to be the critical factors or characteristics of the partnerships' success.

Participants in each group included individuals who initiated the partnerships from each involved agency, individuals currently involved in the partnerships, clinicians and supervisors, as well as police officers from all ranks. The group interview approach was selected primarily for concern that independent recollection and examples of critical factors might be incomplete, given the enduring life of each partnership. All participants spoke freely and candidly about their programs and, in advance of the group sessions, all indicated they were comfortable in expressing themselves in a group environment.

The questionnaire was developed to elicit a range of feedback and insight about the partnerships and programs. Among many things, it served to identify differences in the service delivery models between the two programs, to understand threatening obstacles and mitigation strategies, and to identify leadership and managerial qualities that enabled the programs to flourish over time. The interview process elicited both top-of-mind and in-depth perspectives in each group.

Participants in the both the CD-CP and CRI interviews discussed common themes associated with their program's success. Whether in Charlotte or Greensboro, each program faced similar challenges. And, these obstacles were overcome in remarkably similar ways. An analysis of the interviews revealed six critical factors responsible for the success of these partnerships: program champions, small wins, implementation teams, integration of personnel, funding and resources, and certain leadership attributes.

Critical Factors

Program Champions. In each interview, multiple participants identified the importance of people who were passionate about making the partnership work. Called program champions, these key players were incredibly dedicated to the success of the partnership. They also committed their personal time and energy into creating a strong foundation for the partnership, and getting others interested in the program. These program champions were vital to standing up the partnership and, ultimately, sustaining it over time. They are the most dedicated of all employees, able to envision success, determined to see it through and seeking to develop future champions.

Early champions of both CD-CP and CRI indicated their first challenge was in figuring out how to establish the partnership. Mental health professionals and police admit that the proposals initially were met with skepticism and some resistance in both disciplines.

Establishing support from senior police leaders in Charlotte and Greensboro was only the first obstacle to address. Bringing the rank and file to accept this new way of addressing violence and trauma proved to be even more challenging. Police and service providers each reported difficulty in reversing “old school” thinking about police roles, and removing the silos and territoriality entrenched within the two police departments.

“We were determined and persistent,” said Sarah Greene, Program Administrator of the Trauma and Justice Partnerships, who first approached CMPD about the CD-CP partnership. “We were driven by the purpose of the partnership and had to push the system to be different. Failure was not an option.”

“It was difficult for us to toss out traditional models of policing,” explained Deputy Chief Dwight Crotts with the Greensboro Police Department. “We had to acknowledge that what we were doing wasn’t working. We had to be willing to relinquish a degree of control and accept that police had a lesser role in supporting the experts who could solve the problem.”

Graves, the driving force behind CRI, attributes her willingness to enter into the partnership a result of finding people like Crotts who were committed to the goals of the programs. “Identifying program champions was the first step towards the success of the partnership,” said Graves. “We sought out like-minded people passionate about the benefits of the program, and kept the goal of the program in front of stakeholders as much as possible.”

Now retired Deputy Chief Ken Williams, a captain in 1995, was the first program champion for CMPD. Knowing that police command level assignments are limited in both numbers and duration, one of his areas of focus was to develop program champions throughout the ranks. Over time, he developed the same level of commitment and energy in others, particularly Eddie Levins, then a sergeant and now a deputy chief with CMPD. Levins continued to drive the program training, officer participation, expansion and accountability within the CMPD after Williams was reassigned and promoted. And, while Levins picked up the reigns as CMPD champion, Williams remained integrally connected with the partnership throughout the remainder of his career.

Small Wins. Participants also suggested that program champions were undaunted by obstacles and accepted that success was best measured and celebrated in terms of small wins. Small wins were defined as any progress made in accomplishing a long range goal. For the purposes of a multi-agency partnership, a small win could include a successful meeting with a potential partner, securing grant funding, increased participation among employees in partnering agencies, and incremental expansion of the program. In both the CD-CP and CRI programs, small wins kept partners motivated and were achieved in a variety of ways, including: Increases in referrals in participating patrol divisions, expansion of the program into additional patrol divisions, securing initial or continuing funding, finding functional support through partners in terms of office space and equipment, and bringing new partners into the GCTPN in Greensboro.

Implementation Teams. The interviews revealed that establishing an implementation team was critical to providing the right foundation for program and partnership success. Implementation teams are typically tasked with aligning multiple organizations by establishing a shared mission, vision, goals, and procedures. Including the right program champions from within the police was crucial to the teams' effectiveness, according to both Greene and Graves.

Because CD-CP and CRI are long term partnerships, implementation team members should not be near transitional points in their careers. Implementation team members should also be committed to the partnership's goals, and be able to work collaboratively to develop the partnership. This responsibility may be difficult in some police departments more traditionally steeped in a paramilitary design or one resistant to sharing authority for direction setting and decision making. In both cities, police program champions shared that the desire to better serve child victims of trauma compelled them to work collaboratively outside the traditional hierarchical structure of the police department.

Integration of Personnel. Although the Network Talent model may not require the physical integration of personnel to achieve programmatic success, partnerships that emulate Integrated Partnerships do. According to participants in both the CD-CP and CRI programs, people from each partnering agency are at the heart of success. *Report: Organization of the Future* described the value of integrating key stakeholders into the patrol division. The relationships between police officers/supervisors and the clinicians/advocates create energy, excitement, direction and commitment that might otherwise have been absent.

"Police officers can be resistant to change," acknowledged Captain Mike Richey with the Greensboro Police Department who helped integrate CRI throughout the agency. "We had to grow support for the partnership by starting small and selling the idea through face-to-face contact." Graves, along with a few of her colleagues, took every opportunity to speak with officers, detectives, and first-line supervisors about the CRI program. They met individually, informally in small groups, and at regularly scheduled meetings to promote the partnership and its benefits. Embedding the CRI Advocates into high traffic areas of the patrol divisions enabled more frequent interaction and fostered relationship development.

"When the Greensboro Child Response was first piloted in our Eastern patrol division, there was some skepticism about the ability of the initiative to produce any meaningful outcomes," stated Crotts. "However, through the day to day interactions with our CRI Advocate, the feedback provided to the officers regarding their referrals, and the ability of the officers to see positive results for 'their' child that had been referred, frustration from these types of encounters gave way to hope."

According to Greene and others in the Charlotte interview group, integration was facilitated through clinicians riding on patrol with police officers and supervisors. The shared experiences, dialogue and personal connections fostered during these hours on patrol developed relationships and understanding needed to successfully integrate the partnership. Additionally, each officer in a participating patrol division underwent substantial training.

This created uniform knowledge and experience throughout patrol divisions. Finally, each year CD-CP program champions, clinicians, police supervisors and highly engaged officers would participate in a facilitated two-day retreat near Asheville NC to renew commitment to the partnership, and identify strategies and tasks for strengthening it.

Each partnership integrated a CD-CP Clinician or CRI Advocate into patrol divisions and into the police departments successfully, yet through very different approaches. Charlotte's very structured method of formal training and overtly adding pressure to participate created its share of critics within the department. However, the relationships developed among the clinicians and the patrol officers and supervisors with whom they rode and worked served to relieve any friction and build commitment to the program. Greensboro's approach to integrating the partnership included incremental and informal officer training, coupled with advocates riding on patrol with officers and supervisors. In both programs, clinicians and advocates were housed in the patrol operations area of the patrol division office to ensure greater levels of interaction, familiarity and relationship development.

Including influential employees at different ranks who may not be program champions, but who work hard, can add important operational perspectives as part of the implementation team. Parties in both interviews stated that developing very strong support for the program among a few officers and sergeants helped generate a broader commitment within each department. Those officers and sergeants would become leaders among peers with respect to program understanding, acceptance and participation.

Funding and Resources. For both the Charlotte and Greensboro partnerships, ensuring funds to create, maintain and expand the programs was a persistent challenge, yet none of the partners allowed it to disrupt their resolve to continue with either program.

Each partnership encountered times of uncertain or limited funding. In Charlotte, grants carried the program in its early years and helped it expand throughout the various patrol divisions. The police department provided office space, computers and desk telephones for the clinicians. Mecklenburg County ultimately funded the early clinicians and others who followed with program expansion.

Crotts stated that after starting the CRI program, Family Service of the Piedmont was unable to secure grant funding for program continuation. This affected Graves, and the sole CRI Advocate at that time, Lindy Beauregard. The police department stepped in to provide office space, a computer and a telephone for Beauregard and Graves, each of whom continued the CRI program without pay for approximately six months, until Graves obtained additional grant funding. Beauregard and Graves clearly demonstrated program champion behavior, which helped create a tremendous bond and energy among the police and trauma treatment service provider network. All of these efforts not only sustained the partnership when it could have easily lapsed, but ultimately helped to grow it.

Funding difficulties and transitions such as those experienced in Charlotte and, in particular Greensboro, clearly tested the strength and resolve of partnering agencies. Whereas non-profit organizations may be important partners in addressing complex community

problems, some functions – such as finding funding sources- are better suited for more robust and less earnings-driven partners.

Leadership Attributes. Themes regarding leadership also emerged in each interview group. Every program champion shared some degree of all eight attributes considered essential in implementing and sustaining the partnerships. These same eight attributes surfaced in discussions with both interview groups with members often using the same terminology to describe the attribute.

Vision – The discussion about leadership quickly revealed that program champions have an ability to look beyond the day to day focus and activities to see what is possible. Additionally, participants spoke to the ability of the program champions to convey their vision clearly, passionately and persistently to engender initial and sustaining support for the programs.

Passion- Members of the groups elaborated that passion equated to a deep-rooted belief that the success of the program would yield immense benefits. For CD-CP and CRI, those benefits included helping children exposed to trauma develop coping skills in order to prevent their involvement in future crimes. The belief in these benefits drove all program champions and many participants to a higher level of commitment to achieving the vision.

Persistence – The program champions and the advocates were credited with having a relentless drive for making the vision a reality and for leveraging resources to overcome any obstacles presented to their respective programs. Each group spoke of a clear unwillingness to yield to any outcome that fell short of the vision and mission of the partnership, whether the threat or obstacle emerged within a partnering organization or from outside the organization. The most profound example of this rests within the CRI, where the advocate and coordinator worked without compensation to maintain the program until continuation funding could be secured.

Resilience and Adaptability –Each group shared that the ability to adjust course and not relent when presented with significant obstacles or threats was an important attribute that resonated at varying levels of the partnership. While program champions possessed this quality, the clinicians and advocates –as well as some police officers of different ranks - also possessed this quality. Several in each group spoke about how they helped their respective program succeed by adjusting how they managed or led expectations, operations or messages within the partnership. In one example to overcome resistance from patrol officers, CMPD Major Tim Danchess spoke of adjusting to require division officers to periodically attend the recurring case-coordination meetings so they could see the resulting value of their referrals.

Resourcefulness – Another leadership quality that emerged through the dialogue was that of finding creative solutions to unusual problems. Resourcefulness was especially critical in finding the resources and funding to start up and sustain the

programs. Many of those challenges were outlined in “*Funding and Resources*” above. Usually, resourcefulness is associated with obtaining tangible things such as phones, computers, and money.

Resourcefulness for program champions in these partnerships manifested itself in several intangible ways as well. Both partnerships took creative approaches to maintaining excitement and engagement around the programs. For CD-CP, an example lies in its annual two-day retreat in the North Carolina Mountains. There, participants from all partnering agencies are briefly cloistered away from their day-to-day environments for the purpose of enhancing their relationships and rejuvenating program direction and strategy. Every participant shared how important that experience was in ensuring continued commitment and collaboration.

With many more participating partners, CRI focuses its energy on an annual ceremony where representatives from all agencies get together for a luncheon to celebrate the successes of the past year, share the challenges and direction for the coming year and recommit by publicly signing their respective partnership agreement. This ceremony brings together more than just the partners involved in the work. It brings together agency heads and their deputies, as well as some members the city council or county commission, which further demonstrates the depth of support for the program.

Collaboration – The groups described collaboration as the ability to cultivate relationships based on mutual trust and support to accomplish mission/goals. In some respects, collaboration occurred easily; in others, it was difficult. For program champions, sharing the vision and purpose for the partnership made the idea and decision of collaboration a simple one. For some police commanders, supervisors and officers, the thought that a referral process could be an important part of their own work and the work of building safer communities for tomorrow seemed soft and distant from the important work of policing. It took the added work of cultivating relationships to create breakthrough understanding and acceptance of the value of each partnership. Program champions continued to lead by driving expectations and messaging. Clinicians/advocates, some police supervisors and officers, and holding the annual retreats and ceremonies actively facilitated positive relationships and collaborative environments.

Commitment – The theme of commitment was demonstrated in a variety of ways. While commitment was seen as being dedicated to the program/partnership and working hard to ensure success, program champions demonstrated the most obvious levels of commitment through their consistent dedication to seeing the partnerships work. Despite funding difficulties, constant efforts to bring partners together to develop relationships and focus for understanding and broadened commitment, or the push to expand the service provider network, the program champions were relentless in their drive for partnership and program success.

Problem Solving Focused – Each partnership was developed around a well-defined problem with a full understanding of the approaches necessary to mitigate the problem. Knowing the scope of the problem and actions needed to address it

enabled each partnering agency to clearly understand and define its involvement in the partnership. The ability to define how ‘the sum of the whole was greater than its parts’ fueled the initial willingness to engage in the partnerships, develop multi-agency program champions and develop broad commitment to the vision.

PART IV – Conclusions

Alternative Organizational Models

In today’s societies, many problems exist with a greater degree of complexity than ever before. As problem complexity increases, the ability of any single organization to comprehensively address it decreases. Traditional organizational structures may constrain responses, perpetuate problems and frustrate employees and the public. *Report: Organization of the Future* explored alternative organizational models to enhance service delivery and more successfully address complex problems

Two partnerships in North Carolina provide clear examples of successful alternative organizational models. The Child Development-Community Policing program in Charlotte and Child Response Initiative program in Greensboro were examined because they illustrate how two different alternative structures can address the same problem. While *Report: Organization of the Future* describes the characteristics of Network Talent and Integrated Partnerships in a defined way, it is clear that other alternative structures that share some of these defining characteristics can thrive and enjoy success.

By studying the critical factors and leadership attributes common to both of these partnerships, we have seen a glimpse of what police organizations of the future can expect if they are to remain effective.

Police Organizations of the Future

Police have long known the value of partnerships in preventing and solving crime at its most basic level. As problems associated with maintaining order in our society become more complex, alternative organizational models that include professionals from an array of disciplines will be increasingly necessary in addressing them. Police organizations of the future must adapt to their operating environment if they are to be effective in delivering services to the public.

We have seen through applied experiences that partnerships to address complex problems can result in the development or application of an alternative organizational model. CD-CP and CRI, the alternative models explored in this paper, were created to better tackle the complicated nature of family violence and its effects upon children. The alliances were formed – and succeeded- because each agency involved in solving the problem had needs that the other agencies could fill. Police needed another means of addressing the short and long term consequences that stem from families’ exposure to violence. Intervention during repeat calls for service, arrests, and disjointed efforts to link service providers with those in need of services were not healing families and were not reducing crime. The service providers needed a reliable means to identify persons exposed to violence in order to offer them the resources they needed to begin to heal.

“Many of the families involved [in CRI] have received services that otherwise they likely would never have received and our officers have seen the benefits of how this partnership benefits our community. An additional benefit from this initiative is our officers are now more active in seeking other partnerships in addressing other community issues, big and small,” said Crotts.

In Charlotte, where the partnership has been in place 12 years longer than in Greensboro, police can recount personal experiences that attest to the results of the CD-CP partnership. “Some of our officers believed that the cycle of violence could not be broken,” said Williams. “But we all have soft spots for kids. And if you can see that you helped some through this partnership—that is enough to show that it works. We would not have achieved the same level of success [in providing services to families] without this partnership.”

Being a part of an alternative organizational model, though, requires a paradigm shift in the way many police departments have traditionally approached problem-solving. No longer can police embrace the philosophy that they can best serve the public by exercising their authority—either as an independent organization, or part of a traditional partnership with other law enforcement or judicial agencies.

Participating in an alternative organizational model requires police to embrace five basic tenets:

1. *Police must accept that they cannot solve the problem on their own*—For departments accustomed to shouldering the burden of problem-solving on their own, this can be a difficult realization to accept. It means that leaders will have to refine their approach to problem-solving, and re-define how they measure success. With alternative organizational models, success in problem-solving is obtained by a willingness to be part of a larger network of agencies who can contribute to addressing the issue. In other words, problem-solving becomes a multi-team effort.
2. *Police must be willing to take a subordinate role in a partnership*—As part of the team, police may be one of several agencies that support the organization that is best suited to lead the effort in addressing the problem. Police must respect the expertise and leadership role of agencies providing direction to the partnership. This does not mean that police are not leaders. Indeed, police are leaders in their areas of expertise, and must share how that knowledge can support the partnership’s goal. Nor does it mean that police relinquish their authority – rather they apply their authority when necessary to help solve the problem.
3. *Police must adopt of culture of collaboration*—Multi-agency partnerships thrive when their members work together toward their goal. Adopting this culture can necessitate changes in the way police departments operate, and in the mindsets of their members. Police personnel must understand their department’s role in a partnership, and be willing to set aside their autonomy to contribute toward the common good of the team. In collaborative environments, police are as open to suggestions from other agencies as they are to offering them.

4. *Police must dedicate the resources necessary for the partnership's success*—Starting and sustaining a partnership in an alternative organizational model requires the dedication of resources. These resources will vary considerably. At a basic level, resources can be things such as computers, phones or office space. However, successful partnerships require resources that are much more carefully thought out. Departments must select the right people with the right skills and attributes to be part of the program. Departments must also train their members, develop protocols, and create the conditions for the program's sustained success.
5. *Police must develop in their employees the qualities that make alternative organizations successful*—This is perhaps, the most challenging paradigm shift for police organizations to embrace and implement. In organizations of the future, police do much more than enforce laws and address quality of life issues. Police must be problem-solvers and, increasingly, these problems are more complex in both scope and nature. Problem-solving requires high-order thinking, advanced interpersonal skills, and distinct leadership attributes.

The selection and training of officers is as complex as the problems we rely on them to solve. Existing pre-hire methods may not measure those leadership attributes or problem-solving traits we desire in our organization of tomorrow. Current programs of instruction for police academies may need dramatic restructuring. In-service training may require fundamental revision. Policies, procedures and protocols will need revision to better guide and reinforce expectations. For departments to develop their leaders of tomorrow, they must prepare them for a very different and collaborative organizational environment.

References

Report: Organization of the Future (Gascon, Manheimer, O'Neill et. al., BJA Executive Session on Police Leadership, 2012)

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