REACHING OUT TO THE PRIVATE SECTOR:

Building Partnerships and Managing Your Workforce

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COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

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October 2010

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IN FEBRUARY 2010, REPRESENTATIVES FROM THE PUBLIC AND PRIVATE SECTORS ASSEMBLED AT TARGET CORPORATION HEADQUARTERS IN MINNEAPOLIS, MINNESOTA FOR "INCORPORATING SUCCESSFUL BUSINESS MODELS INTO PUBLIC SAFETY ORGANIZATIONS," A TARGET-SPONSORED FOCUS GROUP CONVENED TO EXAMINE SPECIFIC ISSUES FACING BOTH SECTORS.

Bernard Melekian, Director of the COPS Office, opened the meeting by stressing the importance of partnerships to the police chiefs of mid-sized agencies and executives from private corporations who were attending. Recognizing and commending the obvious commitment of all of the represented organizations to bettering our communities, Director Melekian pointed out that "we're all in the same business." He referenced the work of author Joel Kotkin, who states that a city must be three things: sacred, safe, and busy. A city must be sacred in that it matters to you and you can identify with it. It must be safe, meaning physically secure—you are not at risk when you leave your home. Finally, a city must be busy. Business is the economic engine of society and, therefore, a critical component to keeping a community busy and thriving. If public safety works to secure a city, but the private businesses are not successful, the city cannot be successful. Both sides must work together in partnership to better the community.

In recent years, the private and public sector have often formed partnerships for the purposes of solving a specific public safety or homeland security problem. However, relatively little attention has been given to the extensive partnership possibilities of exchanging business and organizational practices. Many public safety executives may be reluctant to incorporate business practices into their public organizations; however, public sector issues surrounding organizational successes are very similar to the issues faced in the private sector. The differences lie in the application.

Public officials from Arlington, Tex., Redlands, Calif., Brooklyn Park, Minn., Minneapolis, Minn., Mount Vernon, N.Y., Saint Paul, Minn., Colorado Springs, Colo., Madison, Wisc., and Rockland, N.Y. joined executives from private corporations including Target, Mayo Clinic, DuPont, Motorola, 3M, Cargill, Ameriprise Financial, The Walt Disney Company, Verizon Communications, General Mills, and Medtronic to discuss cross-disciplinary approaches to managing law enforcement organizations. Participants spent a day and a half discussing how to enhance recruitment and retention, change organizational culture, and develop leadership in mid-level officers.

Director Melekian said community policing is about two things, the building of relationships and the solving of problems. Not public safety problems, just problems. This publication is meant to help summarize the forum's discussion for all public safety executives who are interested in learning how their agency's policies and procedures can be improved by adopting standard practices from other industries.

Dear Colleagues,

For over 20 years, American law enforcement has engaged in community policing in varying formats. The concept of community policing is most easily understood as our collective attempts to build relationships and solve problems within our communities. The myriad challenges to public safety—for example, those newly created by the nation's current economic situation—are such that the law enforcement profession cannot afford to ignore the potential for an increased presence gained by building those relationships.

One type of relationship that should be pursued more aggressively is with the private sector. Strong businesses in the private sector succeed because they innovate not only in reaction to, but also in anticipation of changes to their customers' needs. They do this by developing efficiencies and structures that make their organizations run smoothly and effectively, and they are consistently driven by quality, in terms of talent, product, and service.

Law enforcement executives can learn a great deal from those areas in which successful businesses excel. Our profession might consider looking to their private partners, for example, to help de-bureaucratize those processes that hinder the ability to do our work. While the notion that the nimble and efficient private sector always knows how to do everything better than the public sector is wrong, many business strategies and methods can indeed be adapted for managing a law enforcement organization.

For this reason, the COPS Office joined with Target—a company with proven commitment to helping our nation's public safety organizations—to host an executive session for the purpose of promoting an exchange of ideas between executives from the criminal justice and corporate communities. In February of this year, a group of 30 executives from Fortune 500 companies and innovative police agencies from around the country came together to discuss recruitment and retention, organizational change, and leadership development.

The resulting discussion provided the material for this publication, which strives to present ways in which we can adapt cross-disciplinary approaches to managing a law enforcement workforce. I would like to thank Target not only for their support of this project, but also their leadership in the field of private partnerships for law enforcement. My hope is that this publication serves as a call to the law enforcement profession to consider the great potential interest in developing relationships with the business community.

Sincerely,

Bernard K. Melekian
Director, COPS Office

Dear Colleagues,

We appreciate the leadership of the Department of Justice, COPS Office, in bringing together the public and private sector to find and develop practical solutions for our society's public safety challenges. We're happy to take this opportunity to share the results of the session we hosted at Target headquarters in Minneapolis earlier this year.

Target has the same priority for our guests and team members as we do for the community—creating a safe and secure environment. We recognize that this is a shared responsibility with law enforcement and the public sector. For more than a decade, we have supported this priority through public/private partnerships with national, state, and local law enforcement agencies through Target & BLUE.

At Target, we take an active role in our partnerships. We started by mainly providing grants and technology to law enforcement, but have grown and offer expanded abilities in organizing and thought-leadership. We know that many business skill sets in the private sector have direct application to the public safety world. The forum we hosted earlier this year in partnership with the COPS Office allowed us, and other corporations, to share our resources and expertise as we strive to help build safer, stronger communities.

This publication provides some insight into what the public sector can do to engage with private businesses. Don't underestimate your standing and the impact of your direct outreach. Engage with companies in your community and determine what issues they are focused on, and where you can work together with them. By leveraging your combined strengths, you will have a greater impact on your community.

Businesses, like Target, have a lot to offer to the public safety community. Target continues to call on more companies to get involved, and to initiate new ways for the public and private sectors to collaborate. But the most effective voice in this situation is yours: no one is better positioned to deliver the importance of this message than law enforcement members themselves.

At Target, we offer our continued appreciation and gratitude to all who put their lives on the line every day to protect our communities. We honor the work of law enforcement and value the critical role law enforcement plays in every community. Thank you for this opportunity and we look forward to continuing our work together.

Regards,

Brad Brekke,
Vice President, Assets Protection, Target
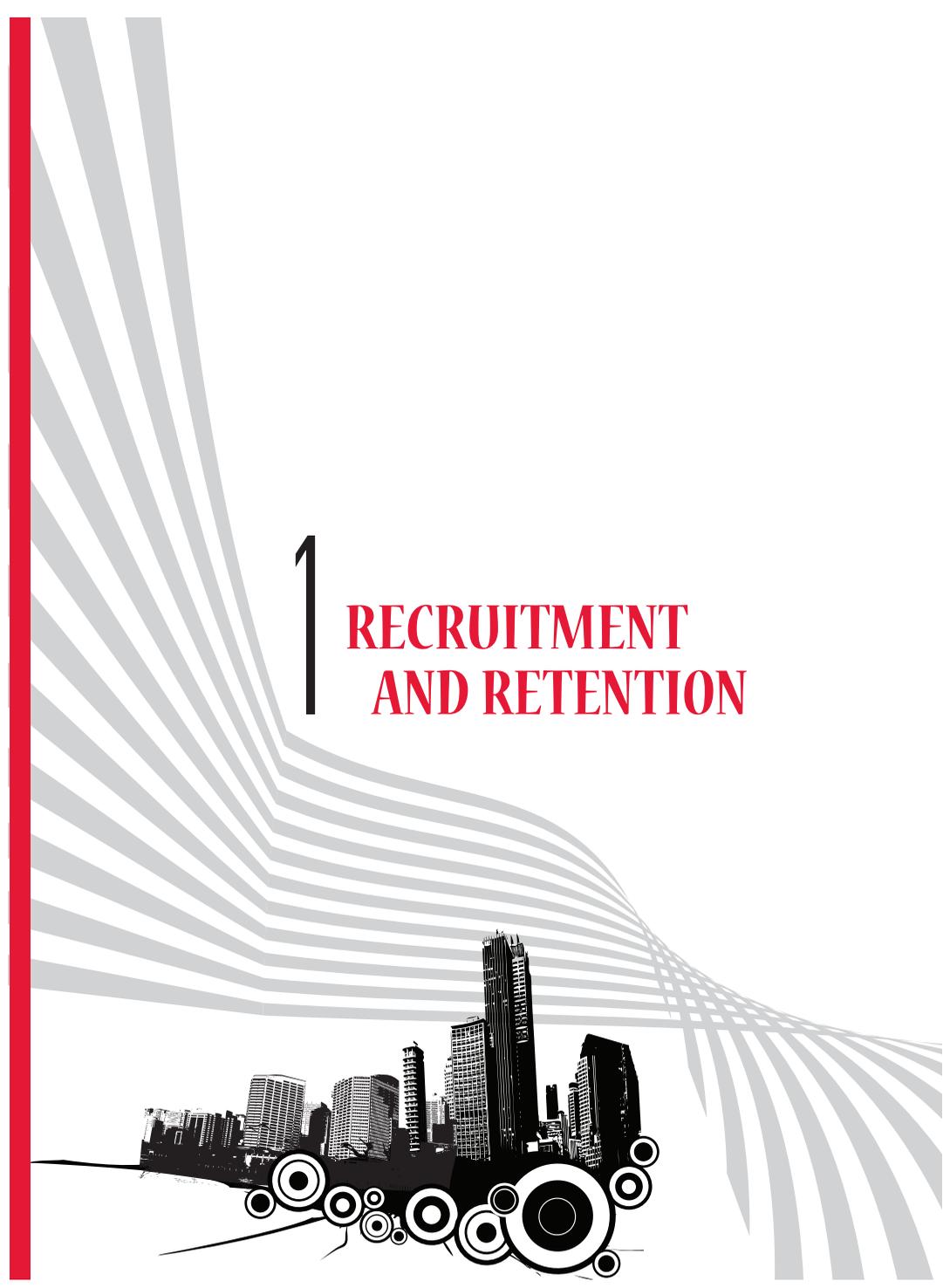
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RECRUITMENT AND RETENTION

IN LAW ENFORCEMENT, THERE ARE MANY CHALLENGES TO SUCCESSFULLY RECRUITING AND RETAINING VALUED EMPLOYEES FOR THE LONG TERM: (1) the economy plays a significant role in the availability of viable candidates; (2) cultural pressures affect whether or not some minority and ethnic groups are discouraged from choosing law enforcement as a career; (3) generational norms (and how one views the world) shape the manner in which younger individuals look at law enforcement as a career; and (4) as agencies attempt to attract more individuals with college degrees, the monetary compensation associated with employment in law enforcement typically doesn't compare well with the private sector. Individuals with college degrees may also have a greater expectation of advancement opportunities within a law enforcement agency. However, agencies' traditional hierarchal structure sends the message that most will never achieve management or executive positions, but will remain patrol officers for most, if not all, of their careers. That, in and of itself, is discouraging to educated and highly motivated individuals who may have the exact desired qualities for modern law enforcement personnel.

History of the Recruitment and Retention Issue

Over the years, law enforcement agencies have struggled with several issues regarding recruiting the most desirable candidates, as well as keeping the best employees in the workforce for a career. Some of the reasons for this are:

- Low compensation compared to the private sector
- Non-traditional work schedules
- Paramilitary hierarchy
- Lack of interest by minority communities in a law enforcement career.

However, there are many positive aspects of a career in law enforcement, such as: the appeal of public service and patriotism; the feeling of doing something important; superior benefits when compared to the private sector; possibility of an early retirement (typically 20-25 years) and time for a second career; a defined benefit annuity; gaining skills that most others will never have; and being a role model.

Traditionally, law enforcement as a career has been seen as attracting a workforce that is not particularly diverse in terms of race, ethnicity, background, opinion, and life experience. The profession has struggled to attract women, minorities—and most recently—a new generation that expects something out of a career different from a paramilitary culture featuring limited possibilities for career advancement. In addition, until just recently, the law enforcement model prevalent in the United States was that of a reactive force/"crime fighter" mentality that was response-oriented in nature, with an emphasis on crime solving and making arrests. As long as this model was prevalent, the type of individuals attracted to the profession remained largely the same.

That model started to adjust as the "community policing" model changed the way law enforcement agencies looked at their roles and responsibilities, which, in turn, transformed agencies' cultures and started to attract different types of individuals to the profession. New opportunities arose for agencies to participate in meaningful, complex problem-solving and engage in proactive and community-focused activities with members of neighborhoods, the business community, school administrators, and young people. Gradually, expectations of police work have changed and more individuals from backgrounds other than what had been traditionally attracted to law enforcement started to join the ranks.

Diversity, the Millennial Generation, and the Economy

Despite these changes in the profession, agencies often still have difficulty attracting and hiring candidates with a variety of skill sets and diverse backgrounds. At the executive session hosted at Target headquarters, both police and business executives emphasized that promoting diversity, including fostering an ethnically diverse workforce, must also focus on cultural, educational, and experiential differences. Some cultural and ethnic groups have not historically viewed law enforcement as a viable career for members of their families. The parents and grandparents who may push hard for their children to become doctors, lawyers, computer scientists, etc., often do not attach the same value to a career as a law enforcement officer. As Chief James Bueermann of Redlands, Calif. remarked, the profession's efforts to promote law enforcement as a career among a larger cross-section of the population "are only going to work if the family supports their children going into law enforcement."

SANDY SANDQUIST, GENERAL MILLS

❝'If we don't become diverse in terms of everything we do, we won't be strong in the marketplace'—this became the mantra of everyone at General Mills. Diversity not for the sake of diversity, but because that's where the world is. Everyone that was a part of the company had to recognize that and embrace it as a holistic, long-term perspective.❞

Equally as important as achieving diversity in the police ranks is recognizing and understanding the generational differences and expectations of the Millennial generation, which is currently entering the workforce en masse. Expectations of what a career provides can prevent the millennials from choosing law enforcement as a career option. Compared to an officer with 25 years of service, the younger, incoming generation is much more informed, better educated, has a wider range of interests, regularly uses and understands many different types of technology, and reasonably expects that he or she will not spend an entire career in one organization. This outlook and experiential background can pose challenges for law enforcement agencies in their recruiting and retention efforts.

The police and business executives who gathered at Target headquarters also focused on the economy as a major factor in recruitment and retention efforts. Many remarked that the high unemployment rate of the past few years had actually increased the talent pool, both in the private sector and public service. However, simultaneously, recession-influenced budget cuts often necessitated significant reductions in force. As the economy rebounds, though, law enforcement agencies need to expect that they may again lose potential candidates to private sector opportunities with higher compensation levels and increased promotion potential.

Solutions for the Recruitment and Retention Issue

No easy or singular solution exists for improving upon these and other issues affecting recruiting and retaining law enforcement personnel. However, there are several strategies that have proven to be effective. Many of these have been used successfully in the private sector and can be borrowed for success in the public sector as well.

Field Recruiting Program

A Field Recruiting Program (FRP) can be the backbone of the overall recruiting strategy and Chief Barbara Duncan of Mt. Vernon, N.Y. has experienced great success with this type of initiative. Mt. Vernon PD literally "sticks application packets in the hands of potential applicants." They do this in the neighborhoods and at any community event attended by representatives of the police department. And it's working. Just recently, they exceeded 1,000 applicants in their recruitment campaign.

MIKE MULLEN, MAYO CLINIC

"Recruitment does not stop once a department or organization's positions are successfully filled. To gain a more sustainable recruitment presence than the competition, an organization needs to commit to developing partnerships with pools of applicants, fostering the building of pipelines, and forming proactive recruitment plans."

"Field recruiting" refers to activities primarily outside of the headquarters setting, in the neighborhoods, schools, career fairs, etc. The FRP will place select individuals into the field, or in strategic positions, with either full-time or collateral responsibility for recruiting. Whether full-time or part-time, this largely depends upon the size and needs of the law enforcement agency. Not every agency can afford the luxury of a full-time recruiter. However, whether officers or professional support staff are performing recruiting functions, these individuals should have the background, experience, enthusiasm, and knowledge of the organization, as well as public speaking abilities to recruit quality candidates. In addition, recruiters must be chosen carefully to reflect the targeted population. If an agency is trying to improve its diversity, agencies may want to consider deploying minority and female recruiters who have similar or relatable experiences to the demographic they are trying to recruit.

With more than 1,700 stores in 49 states, the majority of Target's team members are employed in field locations including stores, distribution centers and regional offices. To recruit highly educated individuals for their field executive positions, Target has developed an internship program that allows college students to experience Target's culture and learn about the opportunities of a career in retail. Recruiters make campus visits and hold events at colleges across the country, ensuring that Target is reaching a diverse population of potential candidates.

RECRUIT FOR THE LONG TERM: MADISON POLICE DEPARTMENT

"It's difficult to have someone understand an organization just in one day."

— Chief Noble Wray

The Madison Police Department's success in recruitment has led to a workforce diverse not only in race and gender, but also in terms of educational and experiential backgrounds. However, this success, which has led to one of the country's highest percentage rates of female officers, has not been accidental. Madison PD has long instituted policies and procedures that look at recruitment "for the long term." This long term commitment means that the department has a recruiter on staff, a sergeant who started in patrol, whose full-time job is constantly working on developing future officers. "The officer we are going to hire now," says Chief Wray, the recruiter "has probably had contact with three or four or five years ago." Madison's recruiter consistently goes back to the same places to build relationships. Many departments start their recruiting process by putting out notice that they are hiring. For Chief Wray and the Madison PD, starting there is starting too late.

The unique (and admittedly labor intensive) commitment that has created success for this department is what Madison PD calls the "continuous improvement process." Often, agencies miss recruiting opportunities of people who may have shortcomings preventing them from joining the police force today, but who may become great recruits in the future. Madison's recruiter will keep in contact with these potential hires and allow time for them to develop and improve themselves. Each candidate, furthermore, can also ask for feedback at every step of the recruitment process—from the oral review, to the chief's interview. This allows applicants to be coached through the process, and be brought back later if they turn out to be unready now.

In Madison PD, developing candidates is built into the recruitment and hiring process. All of this also includes some degree of discretion, which allows the agency to avoid the immediate disqualification of candidates who may have had a minor brush with the law or challenges that show up on a social networking site. This discretion does not equal a lowering of standards, however. Rather, continual contact and feedback offers the opportunity to recruit people who, despite these issues, may grow to become great police officers.

The investment is high, but the return on investment is invaluable, both in terms of quality of officers and the reputation of the organization. Having a full-time recruiter, who is now often sought out by candidates, ensures that that person is passionate about recruitment and community policing. Spending time in developing recruits also equates to better quality, more ethical, and less problematic officers; ones who are a good fit for the department.

Potential employees, whether public or private, always look for an inside perspective, someone who can verify that what they hear from the recruiter matches with the day-to-day reality of the organization. Realistically, this can't be done in just one day. Recruiting for the long term, on the other hand, ensures that this reality for new recruits truly does match the expectations and reputation of the Madison Police Department.

As part of their field recruiting efforts, Mayo Clinic finds it especially beneficial to get directly involved with young people at the junior high and high school level (see page 12, *Mayo Clinic Explorers: Thinking Strategically About the Youth Talent Pipeline*). "The school system [near Mayo] is 30 percent diverse and that is our talent pipeline," said Brent Bultema, Director of Recruitment Strategies for Mayo Clinic. As a result, Mayo Clinic can address their target audience while simultaneously helping overburdened schools provide career education and informing students about the opportunities offered by a career in healthcare.

Employee Referral System

Both the public and private sectors emphasized the importance of employee referrals in their recruitment efforts. "Every Employee is a Recruiter," if done properly, can be an extraordinary asset to an organization. For success, the referral system must be endorsed and communicated to the entire workforce by agency leadership with expectations of full participation. Providing incentives to incumbent employees has its benefits and drawbacks. While some executives found that monetary incentives worked well in their organizations, some chiefs felt that every cop should be a recruiter out of obligation, not incentive. Either way, agencies should take formalized steps to acknowledge the value of employee referrals. In the Los Angeles Police Department, for example, an officer who has successfully recruited a candidate stands with that recruit upon his or her graduation. Agencies should demonstrate their commitment to employee referrals by readily publicizing and accepting resumes for review, as well as following up with the referring employee as to why he or she thinks this individual will be an outstanding law enforcement officer.

Employee referrals are a widely used, successful tactic for recruitment and hiring. Jenny Fisher, a corporate vice president with Motorola, says 30 percent of their new hires are through referrals. Chief Jim Buerrmann offered a similar opinion on the importance of referrals by sharing, "I haven't hired someone we didn't know in the past 10 years."

Access, Create, or Improve an Intern or Cadet Program

Mike Davis, Chief of Police in Brooklyn Park, Minn., has implemented a cadet program where young people who may not have previously been interested in a law enforcement career receive a paid-for education in hopes that they will later become an employee. This program ensures a diverse recruitment effort, targeting his local community, which is 20 percent foreign-born.

CHIEF MIKE DAVIS, BROOKLYN PARK, MINN. POLICE DEPARTMENT

❝ I teach because I want to see who's coming."

A well-crafted intern or cadet program will have participants actively engaged in meaningful activities that both highlight their talents and develop new skills. An intern or cadet program gives an individual the opportunity to experience law enforcement and ascertain his or her own suitability for the profession, as well as giving the agency a chance to assess the intern's work ethic, communication skills, thinking processes, abilities, and other attributes to then judge whether the person fits with the agency.

These programs should be utilized to target specific populations and individuals for future employment (whether for sworn or professional support staff) instead of having interns apply randomly for positions.

A formalized "mentoring" component can be instituted in the program to help with future college course selection so as to maximize employment potential. A mentoring component can also provide guidance to educate the individual in avoiding personal behavioral choices that may negatively impact the ability for the intern to achieve a future law enforcement career.

MAYO CLINIC EXPLORERS: THINKING STRATEGICALLY ABOUT THE YOUTH TALENT PIPELINE

In 2001, Mayo Clinic decided to institute a focused career education program that targeted junior high, high school, and college students, to educate and interest these populations in health careers. Through career speakers, career days, a young volunteers program, mentorship opportunities, job shadowing, tours, and a comprehensive career website, Mayo introduces students to all types of health careers available to them, from hospital administration to laboratory research.

"We are trying to link student interest instead of just checking a box that says, 'we did it.'"

—Guy Finne, Mayo Clinic

Mayo hired Guy Finne, a recruitment specialist with previous experience administering explorer programs around Southeastern Minnesota, to run their youth career education programs. Mayo Clinic speakers go into the classroom with presentations that make a connection to the school and try to help confirm the math, science, or English lesson plans that are currently being taught.

For Mayo, resources must also be invested more strategically than simple "box checking." The recruitment department maintains programming with different levels of involvement, so that students can explore and learn about various health careers first, gauge their interest, and then advance to more intensive programs. Before investing time and resources into a more hands-on experience like the job shadowing program, students must first show interest at other events, such as a career day or hospital tour.

Not only does Mayo Clinic reap the recruitment benefits of a youth talent pipeline, but it also is able to support local schools—which often do not have the resources to do intensive career education—by showing students which courses they need to take in high school to get into college programs. For more information on all of Mayo Clinic's career education programs, please visit their website at www.mayoclinic.org/careerawareness.

Build your Brand

For companies, corporate credibility is essential to attracting quality employees; for law enforcement, departmental reputation is just as important. As Chief Noble Wray observes, potential employees "are always going to try to check within the department to see if what you are saying is true." Marketing both the profession as a whole (industry reputation) and your department specifically (organizational reputation) will influence how successful recruitment efforts will be.

Cargill, a multinational agricultural corporation, was challenged by the negative perception of some of their heavily labor intensive businesses. To tell its employment story effectively, both internally and externally, Cargill developed "People Principles" to illustrate what the employee experience should look and feel like, and what values are expected of its leaders.

At Target, which was named one of the best 100 companies to work for by FORTUNE magazine, the recruitment campaign lets potential team members know that they can "Expect the Best" from the company. Because many people think narrowly about a career in retail, Target's campaign is designed to tell candidates about the various opportunities, filled with teamwork and innovation, provided by Target as an employer. Real team members tell their personal stories about working for the company in videos at Target.com/careers.

Increasing Employee Retention and Decreasing Attrition

Human resource experts from both Cargill and Motorola stressed, first, how critical the 2-5 year employee group is in terms of retention and, second, that organizations must allow for a new generation of workers who are unlikely to stay with one company forever. Cargill, through their annual engagement survey of their employees, found that the number one reason for leaving the organization was not better compensation, but because employees were not aware of advancement opportunities within the organization. This information has led Cargill to identify and assess this employee group and determine how to interact with them in new ways to increase the retention rate of these highly talented men and women.

PROTECT THE CITY: CRAFTING AN EFFECTIVE RECRUITMENT CAMPAIGN

When the Las Vegas Metropolitan Police Department needed to maximize its recruiting resources, it turned to a local marketing firm to help them attract more law enforcement applicants. One of the largest firms in the state of Nevada, R&R Partners, agreed to provide in-kind support to develop print, web, radio, and television advertising under the Protect the City campaign. Known most famously for its "What Happens Here, Stays Here" tourism slogan, R&R Partners lent its valuable expertise in producing a 1940s comic strip style for the LVMPD's "Protect the City" campaign.

The result is a campaign that provides a stark visual contrast from traditional law enforcement recruitment materials. By using a black-and-white, stylized motif, the campaign's ageless, raceless police officers of both genders can appeal to a cross-section of the population, including younger and female recruits. The LVMPD and R&R also decided to use the comic strip look to emphasize the heroism and mission of the job. One print ad, for example, depicts a mounted police officer, whose speech bubble reads "Some have a job. I have a purpose."

R&R conducted focus groups, made recommendations on where to spend advertising, collected and analyzed data on the campaign's effectiveness, and held quarterly meetings with the police department. The LVMPD, meanwhile, used funding from its recruitment budget to purchase advertising space. The campaign was a major contributing factor in seeing applications increase from 1,945 in the year prior to the campaign's implementation, to 4,653 in the following year.

For more samples of the advertising and informational materials developed by this project, visit www.protectthecity.com.
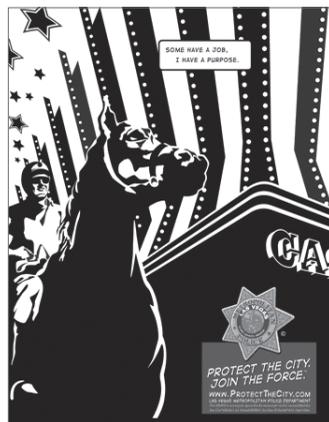
Talent management has become one of Cargill's top five priorities, including focusing on meaningful discussions between managers and employees to increase employee understanding of their potential as well as career development. Cargill is working with employees to help them focus on what each employee's role is within the company, what the role of the manager is, and what the role of the company is. They hope this helps to answer some critical questions for new employees such as "Where do I fit?"

To increase the retention of valued employees, it is necessary to understand the fundamental reasons why an employee would choose to leave his or her current law enforcement agency. This can be accomplished through periodic surveys of the general agency population and exit interviews of those who choose to leave. There should be an early effort to identify an employee who may be considering leaving and to start an intervention before his or her decision-making process has solidified.

Strategies can then be developed to address the above issues as they are deemed relevant and incentives can be offered to encourage "good" employees to stay. Incentives don't have to be monetary and can come in the form of reassignment to desirable duties, a change in schedule that may be causing a hardship with the employee's family, or additional sought-after training.

Job sharing and flexible schedules—especially for officers with young families— are becoming more and more popular and important to a complex society. Your agency could implement job sharing to provide additional options to attract and keep employees, especially professional support staff.

> ## "WHY WOULD I WORK FOR A BOSS WHO DOESN'T CARE ABOUT ME?"
>
> " For a new generation of workers, corporate credibility and departmental reputation are increasingly important, as is the feeling that their organization cares about their personal development. Redlands Police Department helps employees develop personal strategic plans because, as Chief Jim Bueermann puts it, "If I help you make your personal life work within the context of the work place, you are going to stay here because I have bought into your personal future."

BEYOND THE OFFICE OR POLICE DEPARTMENT WALLS: THE COMMUNITY'S ROLE IN RETAINING QUALITY EMPLOYEES

It may be necessary for an organization to look outside its immediate region to find quality candidates. New employees for businesses often relocate for their new job. Besides just the connection with the company, however, many companies have found that a connection to their new community is essential for these relocated employees.

As Scott Singer of Medtronic put it, "Sometimes you have to go outside your region to recruit, but then the question is do you have the right sense of community for new employees once they get here?" The right churches, the right schools—all of these community features, which exist beyond the walls of the workplace—are important to employees, and play a large role in the ability to retain them.

Chief Rick Myers of the Colorado Springs Department understands this, saying "We have recognized that we have a quality of life to sell here in our community, given the natural beauty and abundant outdoors lifestyle activities." This theme is incorporated throughout all recruitment materials such as photos, messages, and descriptors for the agency.

Whether or not your police department recruits from outside its region, the same fundamental lesson remains: an officer's connection with the community he or she serves will affect the way he or she walks a beat, interacts with citizens, and engages with the job. Chiefs tackling retention problems should look beyond just internal policies (e.g., flex schedules, job sharing, sabbatical programs), and also consider their employee's ability to connect with the community at large.

Summary

A comprehensive personnel recruiting plan that is designed to meet the organization's goals is a business necessity. A recruiting plan also will assist in reducing vacant positions across an organization in a methodical manner and will keep a continuous pool of viable candidates with the necessary skill sets available for ready employment as future vacancies arise. Targeting specific types of individuals rather than just "being out there" can be more cost efficient. Focusing energies on a more diverse workforce is mission essential as any organization needs to reflect, as closely as possible, its constituency to better serve its customers. According to Brad Brekke of Target, "We believe that our team member population—

that is diverse both in thought and ethnicity—helps us better understand and meet the needs of our diverse guests who shop our stores." A recruiting plan is a necessity for succession planning, leadership development and, ultimately, long-term organizational success. In addition, any strategic recruitment plan must fully support the mission of the agency and local, state, and federal laws.

There are many activities an agency can perform to successfully recruit high value individuals. Some are presented here. Full implementation of all mentioned efforts is ideal but sometimes not feasible. A model plan should be flexible, comprehensive, and provide the ability for an agency to implement it in its entirety, or any part of it, individually. That being said, it is much better to develop a comprehensive plan based on full implementation as a reference instead of having to go back and recreate the work that has already been done.

2 CHANGING ORGANIZATIONAL CULTURE

Organizational Change and Its Relationship to Organizational Culture

Aks Zaheer, Professor and Curtis L. Carlson, Chair of Strategic Management, Carlson School of Management at the University of Minnesota, maintains that to achieve success in effecting organizational change, one has to first understand and address organizational culture. So, just what is organizational culture and how is it created? According to Zaheer, culture, at its simplest, is what's worked before: "We do things in terms of what was successful in the past. This becomes a set of standard operating procedures and we fall back on these based on a history of success." Organizational culture exists in every organization, can be positive or negative (or a combination of both), extreme or subtle, and intentional or unintentional. Law enforcement agencies are no exception and, in fact, have many of their own cultural intricacies and challenges.

TARGET

❝ Tom Kern, consultant, Organizational Effectiveness Talent Development Team for Target, shared that sometimes the best way to understand an organization's culture, is to sit back and observe the behavior and interactions of the individuals in the workforce. Do they talk to each other? How do the leaders communicate with each other? How do they communicate with subordinates?

Law enforcement agencies are not immune from the same forces that influence corporate environments. They must utilize the same principles as the private sector in becoming and remaining viable, healthy, and current. When an agency finds, whether early on or late in the game, that environmental factors and demands of constituents have changed, agency leadership needs to respond swiftly. They should assess the situation quickly and thoughtfully, determine what changes have occurred, carefully identify strategies to accommodate the new environment, ensure they thoroughly understand change management, plan for the change, and then implement the required actions according to design.

Leaders and managers in organizations who are trying to effect change quickly realize that not only do they need to change agency configuration and practice to fit the new environment, but the culture of the organization can play a major role in whether or not the change process culminates in success. According to Professor Zaheer, organizational culture is a set of shared frames of reference; a set of lenses in which the organization is viewed by its members.

Culture consists of assumptions, values, beliefs, symbols, myths, language, norms, behaviors, and a way of doing things upon which individuals rely based on what has worked well in the past. Culture develops over time and may largely become unconscious. Organizational culture explains a great deal about how an organization behaves in respect to external and internal forces. In short, an organization's culture is its personality and dictates what works, how it works, who does what, and all other aspects of operational and administrative functions. When there is a need to effect organizational change, it is also necessary to change organizational culture, as the existing culture may no longer be consistent with the actions and behavior that are newly required.

Historical Changes in Law Enforcement and the Impact on Its Organizational Structure

So, why would law enforcement agencies need to change anyway? Many law enforcement practitioners feel as though law enforcement agencies are "different" than other organizations and that they can continue doing what they do best—enforcing the law—without need for change. However, a law enforcement agency is fundamentally similar to other organizations in that it is essentially a "people" business, which is built on relationships both internally with peers and externally with members of the community. Law enforcement agencies should not view themselves as that different from other service organizations insofar as change is required as the environment and expectations of whom they serve also change.

Historically, law enforcement agencies have moved through three significant organizational models in the past one hundred-plus years. Law enforcement in the U.S. began under the Political Era, when politics ruled and politicians decided who became a police officer and what activities police agencies conducted. By the end of the first quarter of the 20th century, law enforcement agencies moved into the Professional Era of policing and moved away, as much as they could, from political influence and corruption. As of the 1980s, agencies began adopting a "community policing" model. This model largely involves building trust by working closely with the community and engaging in complex problem-solving by all partners, which results in a reduction in crime and an increase in quality of life for residents. The movement through these three models, however, was not without difficulties and struggles, especially for a profession that is notoriously resistant to change.

THE ROLE OF ORGANIZATIONAL CULTURE IN INNOVATION

During the forum in Minneapolis, Professor Zaheer relayed a story about organizational culture to which the representatives from 3M were quick to attest. Visitors and newcomers to 3M's headquarters in St. Paul, Minn. will find someone telling them the following piece of company folklore.

In the 1920s, William McKnight was the CEO of 3M. He walked past the door of a Research and Development scientist, who was working on a funny kind of paper that McKnight was not familiar with. McKnight told him to stop what he was working on and return to his original assignment. The scientist ignored him and kept working. That funny paper would later become masking tape, arguably the most well-known product of 3M's flagship Scotch brand. McKnight realized his foolishness and eventually promoted that scientist to the head of the department. Ever since, 3M employees have been required to spend 15 percent of their time working on projects that are not officially sanctioned 3M products. This story is part of 3M's organizational culture to such an extent that it is woven into their workloads and performance expectations.

Another company whose brand is synonymous with innovation is Google, which follows a similar 20 percent innovation time rule. Employees are encouraged to devote 20 percent, or approximately one day of their workweek, to work on pet projects. This policy encourages a culture of innovation and increases retention by allowing employees to work on projects they are passionate about. Google's 20 percent time, which is highlighted as a perk in recruitment materials, has also resulted in many of Google's most successful and well-known products, such as Gmail, Google Suggest, and AdSense. †

† www.google.com/support/jobs/bin/static.py?page=about.html&about=eng

Overcoming Resistance to Change

The paramilitary, hierarchical culture and structure of a law enforcement agency seems part and parcel of the profession. Power distance, as defined by sociologist Geert Hofstede, is "the extent to which less powerful members of institutions and organizations within a country expect and accept that power is distributed unequally."[1] In law enforcement agencies, power distance is often higher—and more entrenched—when compared to the private sector. "I can introduce myself as Rick Myers," said Colorado Springs' top cop, "and they're still going to call me 'Chief'." However, more and more organizations are taking steps away from this model, as community expectations and needs evolve.

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1   Hofstede, G. *Cultures and Organizations – Software of the Mind*. London: McGraw-Hill, 1991. Page 28.

CHIEF RICK MYERS, COLORADO SPRINGS POLICE DEPARTMENT

" For working in the most dynamic, ever-changing environment of any workplace, police officers are very resistant to organizational change. To cope with the change that surrounds them daily externally, they fiercely hold onto status quo internally."

Chief Myers also shared that he never really understood why, as a group, cops resisted organizational change so much, when most officers thrive daily in an environment that is nothing but change—going from one call to another, interacting with different people every day, not knowing what they were going to find around the next corner. So, how is it that this particular group is so resistant to organizational change?

His explanation is that the one place that police look for stability in their jobs is in their organizational culture. That stability helps them process all the chaos that comes on the job.

One can expect resistance to change, especially major change. However, if an agency's leadership understands why change is difficult for members of their organization, they can then build in techniques for moderating the impact and increasing the likelihood that cultural changes will succeed. At Mayo Clinic, during a recent re-evaluation of existing benefit packages, the company decided to change the employee retirement plan. In anticipation of resistance, Jim McNeil, Administrator of Security, said the company recognized that it is very important for people to hear what was *not* going to change. There is comfort and reassurance in a sense of continuity. It helped employees to understand what in their new benefit package was going to stay the same.

Frequent communication before, during, and after implementing changes is imperative. In the face of change, many executives employ wide-ranging, general information meetings that spell out to the workforce the what, why, when, and how in regard to the activities that will take place in the near future. However, for Chief Barbara Duncan of the Mount Vernon, N.Y. Police Department, those meetings by themselves are not enough—"You have

TOM KERN, CONSULTANT, ORGANIZATIONAL EFFECTIVENESS TALENT DEVELOPMENT TEAM, TARGET

" As others have said, 'People don't fear change; they fear loss.'"

Using Symbolic Actions to Signal Change

To motivate a workforce, some leaders use vivid, highly visible, symbolic actions to demonstrate the organization's (and management's) commitment to change. Professor Zaheer relayed one example of a business that was failing to innovate. Employees were all instructed to wear a tie to work that they were not afraid to lose. The entire company then symbolically and communally cut their ties and threw them into a bonfire.

This dramatic event was not just a stunt, but a ritualistic act that represented a change for the company: replacing a stale, formal environment—represented by the ties—with a culture more open to fostering innovation and new ideas. Using a similar strategy can be a successful motivator, according to Professor Zaheer, that can bring a workforce on board with a major shift in organizational culture.

Many of the law enforcement chiefs at the meeting connected this idea to the oft-repeated story about former NYPD and LAPD Chief Bill Bratton. Frustrated with a notoriously corrupt precinct in Harlem known as the "Dirty 30," the newly appointed Police Commissioner arrived at the precinct station—at night and on TV—and publicly confiscated the badges of two drug-dealing officers involved in the scandal.

Theatrics or not, these highly symbolic actions served a purpose. In an interview, Chief Bratton said of that night, "There is a symbolism to my action with the badges. The audiences are the public—who would clearly see we were not tolerant of corruption—and the cops. And it worked quite well. The shields were the symbolic focus; I've never seen such a badge-happy town as New York. Everybody's got a badge; everybody wants one. So having your shield taken away is like Dreyfus having his sword broken in front of him."[†]

† Pooley, Eric. "William Bratton Loves His Job." *New York Magazine* 11 July 1994: 24-26.

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to get one-on-one time." She often rides along with her officers to find out, at the ground level, what the perception of the message she's sending actually is. She points out that you might think your message is getting filtered throughout the department, but often it isn't—"You have to be a constant salesman."

It is not unusual for individuals in the organization to be highly suspicious that there is some ulterior motive for the change, and for good reason. Many times change has been invoked in the name of good progress, only to be carried out for reasons other than those represented. Less than forthright leaders may be trying to consolidate power, engineer cost reductions through layoffs, or eliminate those from the organization who may be competition for future advancement.

To counteract this suspicion, again, leaders need to communicate early, frequently, openly, and comprehensively. There is nothing worse to justify fears than by giving out information little-by-little and holding the very worst news for the end.

"Never waste a good crisis"

Many private companies have used the recent economic downturn as an opportunity for restructuring. Paul Groth, Workforce Planning Director at 3M, said that in addition to restructuring, 3M has also used the recession to refocus the organization. "We need to be faster, closer to the customer—over 60 percent of sales are outside of the U.S., while decisions are made *in* the U.S. Using a crisis is a good opportunity for a company to change the focus of the business closer to where their customers are located."

JON KOHAGEN, CHIEF SECURITY OFFICER, AMERIPRISE

" Expense management meant the survival of Ameriprise. The financial services industry was affected by many banks being villainized…Business transformation and operational efficiency are no longer buzz words, but the way we are doing business."

Chief Rick Myers of Colorado Springs agrees, but it doesn't always have to be for a negative outcome. "You should never miss an opportunity to use a good crisis." During this recession, Chief Myers recognized the need for open, honest, and immediate communication to encourage trust between the leadership and officers. As financial decisions were made, he passed on information as quickly as possible (even posting budgets on the intranet), giving his department a sense of unity and the feeling that they were all in this together.

The Redlands Police Department also suffered heavy, recession-driven budget cuts and, as a result, recently lost their building. Not having a physical address or a place to call headquarters might have completely derailed some departments, but Chief Jim Bueermann had spent years preparing his department for the change. As a result, the loss of their building did not affect morale or performance. With the "recession driving the new normal," his belief is that embracing change is not just a necessity, but an obligation.

Holistic Margin Management at General Mills

With the recession squeezing everyone's budgets, General Mills encouraged employee creativity across the board. According to Sandy Sandquist, Director of Global Security, General Mills empowered all employees to work on holistic margin management. "We were looking at anything we could take out expense-wise without reducing the quality of the product or brand." For example, General Mills previously had 14 different shapes of macaroni for Hamburger Helper. Someone pointed out that no one really cared about those 14 shapes. The company took the suggestion to reduce the number of pasta shapes to four, resulting in a savings of millions of dollars.

Another savings suggestion was to reduce Cheerios' packaging by taking the air out of the product prior to packaging. General Mills offered the same amount of product, but less packaging, thus reducing a large amount of waste. General Mills invested time and energy in employees' ideas and, by doing so, saved the company's—and their customers'—money.

Mike Mason, Chief Security Officer for Verizon says that when rumors start about a major organizational change or possible lay-offs, employees can become distracted in ways that conflict with business objectives. At a time when the demand for creativity and innovativeness is in great demand, "employees can become paralyzed wondering if lightning (loss of position) will strike them." To counteract this, Mike says, "I focus my team on creating methods of becoming more productive, i.e. restructuring guarding schedules to cover most vulnerable time periods, instead of the traditional three, 8-hour shifts per day, consolidating CCTV monitoring for multiple facilities into a central plant, and increasing our e-discovery capabilities to drive more of that work internally. We simply can no longer defend the status quo; we preserve positions by urging employees to be creative and demonstrate that we work intelligently and in a cost-effective manner."

Though the recession has presented a real and palpable challenge, Tom Kern from Target cautions that using crises as a motivator for change can leave some people feeling manipulated. He offers the following self-test for managers, "Is it really a crisis or a crisis in some peoples' eyes?" Successful change management is based on trust. People will stop responding without frequent and—more importantly—honest communication. For example, using the term "RIF"—reduction in force—is really a euphemism that attempts to soften the hard fact that people are being laid off.

Managing Change Successfully: Strategies and Solutions

Chief Mike Davis, Brooklyn Park, MN Police Department

❝ We have a lot more organic talent internally than we realize. We may need to invest in that rather than consultants— truly value our employees.❞

There are many techniques that can be employed to affect cultural change within an organization—in fact, sometimes, too many. "At Target," Tom Kern explained, "a couple of years ago we realized that whenever a group wanted to change they would bring in a different change consultant.…This resulted in several different change management philosophies."

Jenny Fisher from Motorola expressed that a similar phenomenon happened at her company. Six different consultants simply meant six different change methodologies. Both Target and Motorola downsized these to one consistent, internal philosophy that leaders across the organization could follow. While law enforcement agencies probably do not have the luxury of hiring multiple change consultants, chief turnover means that police organizations often have undergone many different change philosophies over the course of a few years.

Be aware of fatigue as a factor in employees moving forward. Be patient, praise advancement, and reinforce the message and importance of the tasks at hand. As Professor Zaheer noted, "People get tired of new initiatives." Many have been through change processes before, are skeptical and want to know that the new changes are sound. Seldom is a plan formulated where there are not course corrections, improvements, and modifications throughout the process. Leadership should listen to the skeptics, because they may have ideas and a different perspective on conditions that can actually advance the agency's course of action.

Some change management philosophies work better than others, depending upon the type, size, and geographic distribution of an organization, the existing culture of the organization, and the effectiveness and understanding of the organization's leadership. In addition, a majority of change efforts fail. However, both the chiefs and business executives in Minneapolis offered some examples of successful changes, and the strategies and solutions that made them work.

66 Get leaders to stop and plan and build a business case. Leaders forget that what they've thought through for months, others have not. You have to be careful not to just jump into implementation."

PROVIDE DYNAMIC LEADERSHIP THROUGH CHANGE: Jenny Fisher from Motorola, discussed the impact of restructuring and downsizing over the years, from 120,000 employees down to 56,000. She offered that, because of this, the company's workforce is wary of restructuring. However, she also shared an impressive example about getting a new leader in the middle of a company crisis. This CEO came in and undid a culture that was 30 years old. He got rid of a lot of projects and platforms to get singularly focused on one specific platform and customer. He demonstrated the power of leadership at the top. There were no pay increases—people were working harder and were fully committed because they believed in the mission. It was a top-down mandate. He gained consensus among the senior team but then the execution was top-down…and it worked.

UTILIZE INFORMAL LEADERS: From the perspective of leading change from the bottom up, an organization is full of informal leaders who better understand, from a cultural standpoint, what will work, what won't work, and with whom and where the resistance will originate. In many ways, the informal leaders in the organization hold the "balance" of implementation power. Leadership should fully utilize those informal leaders and leverage their power in not only implementing change, but also influencing the changing of the organizational culture. Chief Rick Myers encourages law enforcement to redefine what a leader is. "Currently, our definition is hierarchical. Consider the concept of net-centric versus hierarchical leadership." Every organization has informal leaders (e.g., the senior beat cop on a particular shift). Chiefs all know who those people are. Chief Myers says, "We need to get those people to buy in and have them sell new programs to the rest of the workforce. What are we doing to use the power of the informal leadership network?"

FIND APPROPRIATE MEASURES: It can be difficult to undertake change without having the right measurements of success. At Verizon, for example, call center employees were measured by call volume. "We had an employee that was handling a high number of calls," recalled Chief Security Officer Mike Mason, "But she was telling customers she could only handle one thing at a time and they'd have to call back. She was being held as a paragon of success until they realized they were measuring the wrong thing." As Tom Zugibe, District Attorney for Rockland, N.Y., pointed out, criminal justice agencies "still measure success by crime rates and conviction rates." In fact, as many in law enforcement know, these numbers may not be telling the right story of success.

ADJUST REWARDS AND INCENTIVES: Changing the behavior that you reward is what Verizon's Mike Mason calls "putting your money where your mouth is." Just as important as penalizing behavior you don't want to see, calling out victories and institutionalizing them is equally vital. One way to institutionalize these changes is through formalizing them through evaluations. As David Schrimp of 3M shared, "we have corporate core values and leadership attributes that are tied into compensation." Dan Goodlund, Group Manager, Organizational Effectiveness, Target, similarly explained that Target's competency levels are prescriptive and a key factor for promotion. All participants in Minneapolis stressed that with this strategy, the organization must provide one-on-one, honest feedback in which employees can hear, through concrete examples, what they are doing right and what they are doing wrong.

PILOT AND VALIDATE CHANGE: Agency leadership may want to set up a pilot project to demonstrate that the desired changes will, indeed, accomplish the transformation the agency needs to enact in order to meet the new organizational model. According to Dan Goodlund, Target uses this tactic regularly: "Something that we found to be effective is when there is change, take a cross-section of the population and pilot it. Then apply those findings from the pilot and take it to a broader scale." You can use the findings from the pilot to address concerns, re-craft the change itself, and adjust the message accompanying the change. This way the change and the message are already validated before they are rolled out organization wide.

Summary

Law enforcement agencies have had to make significant changes in the past. The successful ones prospered, while others struggled for years longer than necessary. If history is a guide, more changes will be required in the future and smart leaders will study and recognize emerging trends, anticipate the changing environment, and put processes into place early to meet the challenge.

One asset that is available to law enforcement leaders is their counterparts in the private sector. The private sector has had to deal more frequently with change for a greater range of reasons than the law enforcement community, and has gained experience in learning to adapt. Law enforcement leadership should take advantage of this experience and expertise to form partnerships with the private sector for robust information exchange and to generate new ideas that, ultimately, better serve the public.
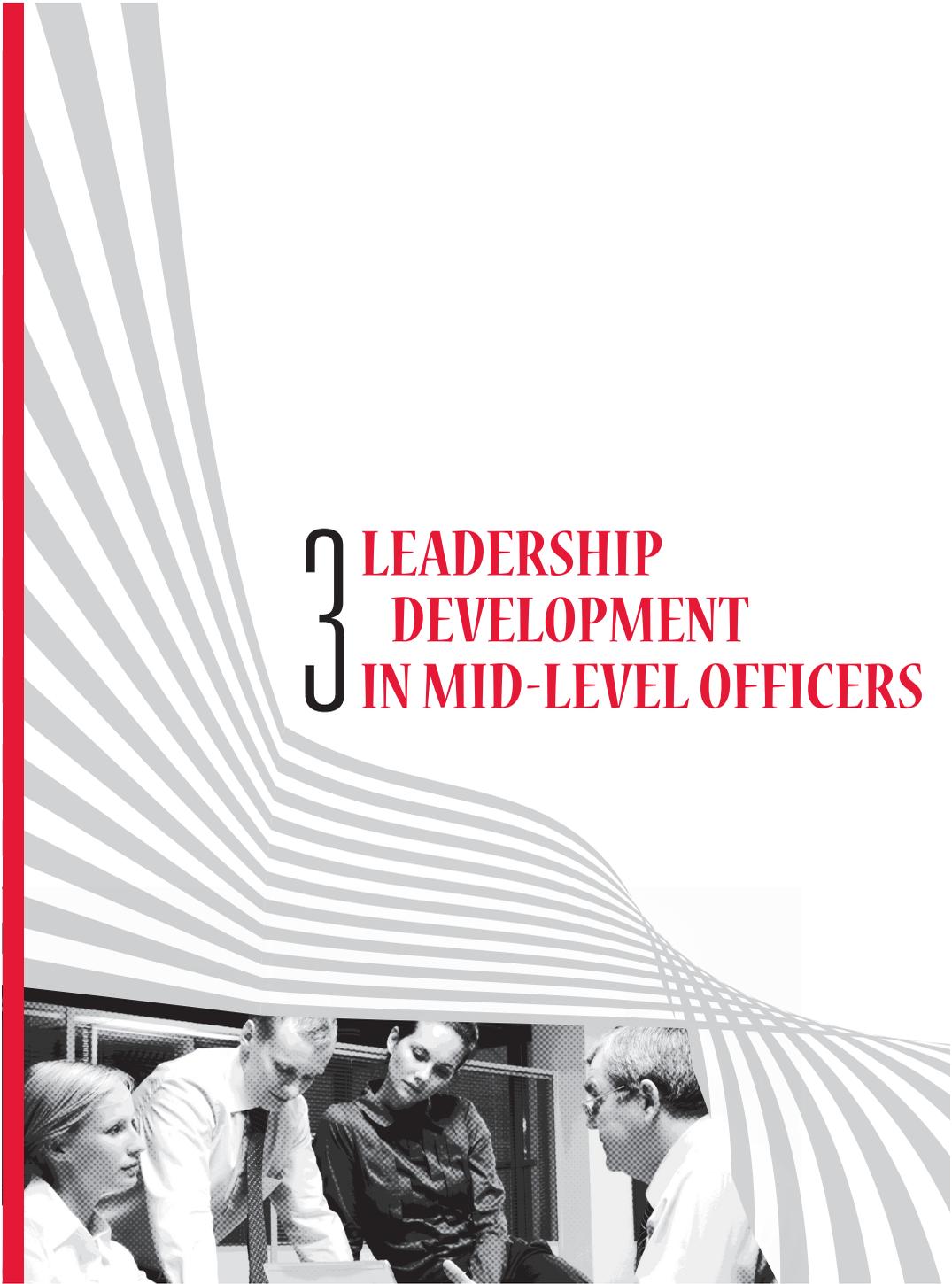
3 LEADERSHIP DEVELOPMENT IN MID-LEVEL OFFICERS

CHIEF BARBARA DUNCAN OF THE MT. VERNON, N.Y. POLICE DEPARTMENT SUMMARIZED THE IMPORTANCE OF THIS TOPIC IN ONE STATEMENT: "The first-line supervisor level is where the rubber hits the road." This single observation epitomizes the importance of leadership development in mid-level officers to the success of law enforcement agencies. It also frames a challenge that exists for both public and private sector organizations: How can leadership best be defined, developed, and practiced at the levels where it is most needed?

The importance of sergeants in police organizations is best stated by the old adage: "Generals win battles, but sergeants win wars"—true of the military and of police departments. The first-line supervisor is truly the backbone of a police organization. The leadership, or lack there of, shown by a sergeant can have a dramatic effect on how an agency is perceived by the community.

CHIEF MIKE DAVIS, BROOKLYN PARK MINN. POLICE DEPARTMENT

66 As a new Sergeant, I received two pieces of advice: (1) the shift manages itself, and (2) those cops want to be led. Police officers want both leadership and empowerment and it's incumbent on us to find the balance."

Upper management can have the most well thought-out strategic planning initiatives, but without the first-line supervisor's leadership ability to move his or her subordinates toward the implementation of those goals, they will remain just ideas.

History and Challenges of Developing Leadership in Mid-Level Officers

MARK KROEKER, VICE PRESIDENT, THE WALT DISNEY COMPANY

66 When we make that first promotion to Sergeant, it becomes our only true promotion and all the rest are only varieties in scope or function."

Leadership development in law enforcement is hardly a new priority. It has been discussed, debated, and analyzed for nearly a century, stemming from the dramatic changes that were part of the Reform Era movement early in the 20th century. This historical tie to reform has, up until very recently, shaped and defined the concept and practice of leadership in the realm of law enforcement. To appreciate some of the unique development challenges associated with law enforcement leadership it is helpful to consider a historical perspective.

VALUING THE INDIVIDUAL CONTRIBUTOR

As Jon Kohagen, Chief Security Officer for Ameriprise, puts it, "There is ability to lead as an individual contributor." In other words, every organization has employees who are strong contributors who are well placed in their current positions.

For law enforcement, this means that as much as is needed from an agency's sergeants, informal leadership from the cop on patrol is still essential to the strength of the community, as well as to the department. While he admits that realistically not every street cop can be envisioned as a sergeant, Chief Jim Bueermann says it is important still to appreciate that "when street cops respond to drug-addicted people or domestic-violence situations, we define leadership as an inspirational process where we try to get people in these situations to change. Leadership 'moments' occur between the cop and the person in the back of the squad car at two or three in the morning. Those kinds of situations require every cop to be a leader. Even without stripes on their sleeves, cops need to know how to do that."

To do this, many chiefs like Barbara Duncan are deliberately "slowing down the process from the academy to patrol cars." MVPD puts the new recruits in an immersion project, sending them out to pre-identified areas in the city individually. The recruits then have to make contact with the merchants, residents, and church leaders. They have to identify a project and bring it back to command staff. The project heightens their understanding of the neighborhood and of what an effective partnership is. They are asked to identify one problem and are required to develop several solutions. "We feel it's going to produce a better recruit once they hit the street. The process increases their knowledge level and confidence level. It introduces them to the community and gives them a somewhat controlled environment where they are away from day-to-day crisis." Like many others, Chief Duncan believes every officer, whether or not he or she ever moves through the ranks, is in a leadership position. "In that uniform, you are the most easily identified government representation that is out there. Let's set the bar as high as we can to make sure we get as many leaders as we can."

Leadership can be situational, as Chief Rick Myers explains. The first cop on the scene is the leader at that time. "Within our subculture," he says, "there are people that aren't anointed leaders who still carry influence and leadership. Informal leaders can influence and change organizations." Each chief—and each officer—knows who these informal leaders and culture carriers are, as well as how important it is to support them in their work.

Coinciding with the push for police professionalism was the rise to prominence of the Federal Bureau of Investigation (FBI). This was significant because with its growing reputation as a professional law enforcement organization, the FBI and the International Chiefs of Police (IACP) created the FBI Police Training School in 1935, which eventually evolved into the National Academy (NA). The FBI's and IACP's efforts sparked a trend towards professional development that is still evolving and impacting leadership development today.

With the FBI's National Academy serving as a template, a variety of professional police schools began to appear: Northwestern University's Traffic Institute, the Southern Police Institute (SPI) at the University of Louisville, and the Police Executive Research Forum (PERF) Senior Management Institute for Police (SMIP). For much of their early existence, these professional-level programs focused on specialized skills and procedures. By the 1980s, the focus began to move beyond police proficiencies and toward leadership and organizational theory. As community policing became the driving force in American law enforcement, the idea that leadership was necessary throughout policing organizations, particularly in mid-level management, came into its own. As a result, command colleges, management development programs, and leadership institutes are now more widely available for mid-level officers.

However, budget restrictions, access to training, and the changing expectations of our leaders all contribute to difficult challenges in developing our law enforcement leaders. Lack of funding, scheduling adjustments necessary for prolonged staff absences, and wait lists for training programs equate to increasing difficulties for chiefs and sheriffs who want to send their staff through these formal, external leadership trainings.

The Value of Internal Leadership

Despite these challenges, the value of allocating resources and time to leadership development efforts is critical. Many businesses and law enforcement agencies, however, have found that external programs lead to a "mixed bag" of results. Police organizations must be careful not to spend valuable dollars on what simply becomes "checkboxes on a step toward promotion," or a "benchmark on the resume." Many businesses—and some law enforcement agencies—have found internal training programs less costly and more effective in providing a consistent leadership message across their organizations.

For example, in 2004, Motorola was enjoying the early rise of the Razr phone's success. The CEO at the time, Ed Zander, immediately looked to his staff to design and implement a program to get his leadership message ingrained throughout the company. Previously, Motorola had little success in sending their leaders to leadership programs. As an alternative, Motorola put together a program centered on the philosophy that leaders should be teachers.

Small groups of hand-picked employees convened for a day and a half—without blackberries or laptops—to learn about leadership models. They were grouped with other individuals with different job functions so that they were working with people with whom they did not normally interact. Individuals were then coached to identify three things about themselves that they needed to work on in order to be a Motorola Vice President during a "study hall" session. They then picked one as a top priority and reported it back to the CEO himself, who kicked off and ended every session. This was a major factor in the success of the program as it was important for the participants to see the value of leadership training and the commitment from the company's C-level executives. The training received great reviews and because of the "teacher" design, the benefits cascaded down to all levels. According to Jenny Fisher from Motorola, "This was a gift of development to people that normally wouldn't have taken that time out of their daily work."

Motorola has had huge successes with their "teacher/trainer" approach to leadership. It is a very effective method for putting the development of future organizational leaders in the hands of current leaders and ensuring a talent pipeline for years to come. Ultimately, this strategic approach creates an internal commitment to fostering leadership development solutions.

Leadership as a Privilege

Motorola offered this development opportunity for all their senior managers and eventually cascaded the program down through the ranks. Not every organization, however, has the resources (or time) to provide this kind of program to a large portion of their employees. The important questions for the organization then become, "How do we select those employees who are provided with these types of opportunities? And how do we make employees truly value those opportunities they are given?"

Police agencies may want to reconsider their policies for choosing which employees get sent to expensive, external leadership programs. Having employees self-nominate for these programs may not provide the best results. The attrition rate can be higher for self-nominated programs, as employees often move on once they have that experience on their resume. Some companies, for example, have put caps on external trainings to help free up funding for other programs like the one previously highlighted.

In addition, having the top brass show their commitment to leadership development is critical to getting employees to value the opportunity, which leads to more successful results and a better return on investment. Having the CEO introduce and close every session was critically important to the success of Motorola's internal training program.

Similarly, moving away from self-nomination may also help employees place a higher value on leadership training. As Elle Grothaus, Senior Talent Manager for Cargill explained, "Leadership is a responsibility and a privilege." This philosophy is incorporated throughout Cargill's high performance leadership academy, which was developed in-house. Based on the philosophy of "leaders teaching leaders," this academy covers six different programs that span the fundamentals of leadership range from first line supervisors to high-level executives. Acceptance into the program is nomination based and the top eight people in Cargill approve who is accepted, which has helped make academy spots "highly coveted."

Innovative Approaches to Leadership Development

Even taking into consideration the many challenges to leadership development posed by economic factors and competition for limited training, there are options. Many organizations, both public and private are using innovative approaches to developing leadership capacity within their organizations.

Create an Internal Leadership Academy

Much like many private corporations, law enforcement agencies are finding that the answers to their leadership development quandaries lie within. Funding, time, and resources often point to the formation of an internal leadership academy as a solution. Noble Wray, Chief of Police in Madison, Wisc. says his department has run a leadership academy internally for the last nineteen years and they build problem-oriented policing into the promotion process. "Sergeants, lieutenants, and captains are responsible for identifying a system, finding a problem, and coming up with a solution. They then have to present it to the Chief for promotion." Sending officers out to other sources for leadership training removes departmental focus and controls. Often, these officers return with language and priorities that differ from other leaders in the organization. Bringing leadership training into the realm of your department can ensure a more cohesive approach to leadership development that can be infused into all departmental operations.

Form a Regional Leadership Academy, Partner with Other Law Enforcement Agencies

Sometimes it just makes sense to share. Chief Mike Davis of Brooklyn Park, Minn. says his partnership with the Minneapolis Police Department in conducting a regional leadership academy is extremely beneficial. Their off-campus, nine-day program involves first-line supervisors around from the Minneapolis area. Pooling the resources regionally worked for everyone. This can include sharing and loaning training facilities, instructors, subject matter experts, and curriculum. The financial savings can be tremendous, but the networking and relationship building are also major benefits.

Partnerships with Private Corporations

The Twin Cities Security Partnership is a public/private partnership dedicated to enhancing security, safety, and the quality of life in the greater Minneapolis – St. Paul area. It's a highly collaborative endeavor led by the Federal Bureau of Investigations that brings together a broad spectrum of expertise and resources to build a stronger, safer community.

Private corporations, including Target and General Mills, open their leadership training events to public safety officials. Target, in collaboration with the International Association of Chiefs of Police Foundation, developed the Law Enforcement Business Fellowship, an innovative training program for law enforcement leaders, and General Mills hosts the General Mills Leadership Forum, an annual leadership development series for the non-profit sector. Both of these programs are offered at no cost to participants. The leadership lessons transcend the differences between private corporations and public organizations. As Chief Rick Meyers stated, "Leadership is leadership. The key qualities of effective leadership training transcend language barriers of different management schooling or the field you are in."

Police Department Foundations Dedicated to Leadership Development

Colorado Springs, Colo. Police Department has a new police foundation whose top priority is to underwrite sending people to formal leadership training. Beyond forming your own foundation, there are lots of partnership opportunities with existing foundations that can assist in funding departmental leadership development initiatives.

KEEPING YOUR EMPLOYEES MOTIVATED

A leader's success rests largely on keeping employees motivated and valued. For Mike Mason—former Assistant Director for the FBI and current Chief Security Officer for Verizon—this means taking the time to recognize both your 'boots on the ground' as well as your senior staff. He sends out at least two commendation notes every day to employees all over the world to let them know that he values the type of work that they do. The supervisor of each employee is also copied on these notes because, as he explains, "I can't see people in Australia or India but the fact that I cc: their boss tells them what I'm trying to do."

Build an "All of the Above" Approach

Chief Theron Bowman of the Arlington, Tex. Police Department sends his first-line supervisors through a one-week internal supervisor school, followed by a month-long regional supervisor school in Richardson, Tex..

He also then sends a "rising star" through a six-month internship with an external organization. "Right now we have a Sergeant at the Office of the Director of National Intelligence." In the past, Chief Bowman has sent people to PERF, FBI's NA, and he typically sends two senior managers a year through SMIP. Further, APD's managers are required to have a master's degree, which is supported by a tuition reimbursement program.

Evaluating Leadership Performance

Jon Kohagen, Vice President and Chief Security Officer of Ameriprise Financial, Inc., says there is a key difference between leadership and people leadership, and it's important to evaluate personnel on both counts. So, how should we evaluate our leaders, not just on achieving organizational goals and objectives, but on their individual leadership competencies and contributions?

Cargill, Motorola, Ameriprise, and Medtronic all use a 9-box talent review process to address this issue. Elle Grothaus of Cargill likes the 9-box process because the model clearly separates and defines performance and potential—"We separate performance and potential because otherwise there is blurring between what you achieve and what you could achieve."
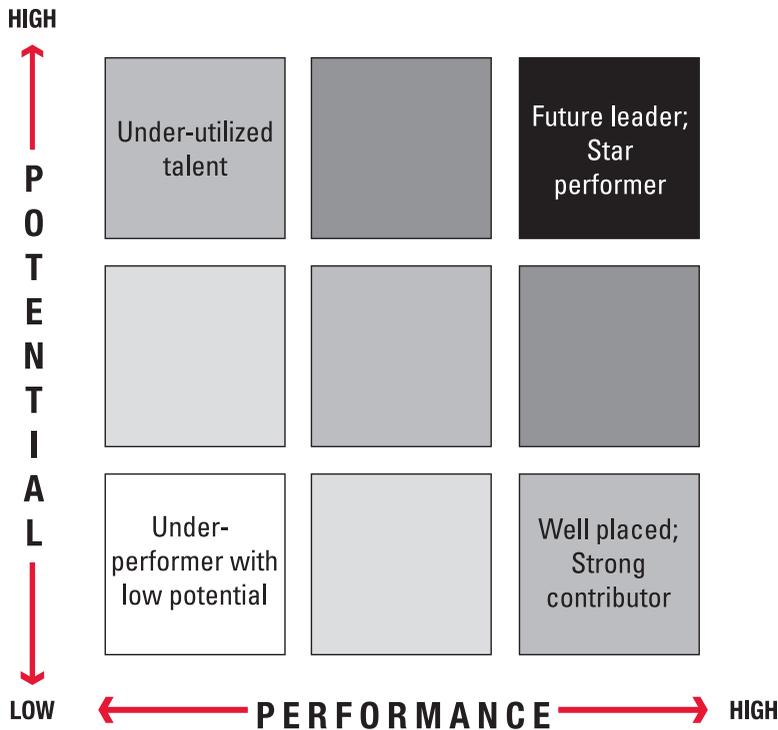
The 9-box performance and potential measurement tool works off of a simple grid. The X axis has three boxes representing different levels of work performance and the Y axis has three boxes representing different levels of talent potential. The assessment tool allows you to measure an employee's actual performance and potential levels on the grid and compare the two. Evaluating employees on this grid can be highly useful in determining how to best utilize and support them. For instance, if an employee measures Low Performance/High Potential, there is an obvious problem that needs to be addressed. You can use the grid as a launch point to discuss employee evaluation and development, set future expectations, and assist in identifying who is ready for promotion.

In law enforcement, supervisors often find it difficult to give honest, critical feedback, which results in evaluations that are not always reflective of actual performance. The 9-box review process provides a disciplined way of talking about a group of people, while driving the development needs of individuals, as well as the organization.

While the 9-box grid has become standard for many human resources departments in the private sector, its use in managing law enforcement talent is much less common. This powerful tool, however, could be used to help any organization aid in preparing a succession plan, making promotion decisions, re-assigning officers, identifying underperformers, discussing performance evaluations, and allocating limited training and development resources.

Summary

Leadership skills and principles are transferable from one industry to another. What makes a good leader in the private sector also makes a good leader in the public sector. Communication skills, the ability to manage meaning, the ability to motivate and inspire others toward a vision, and making positive, lasting changes are all necessary leadership abilities, regardless of the type of organization.

Leadership development throughout the organization must be a priority in order to ensure current and future success. Law enforcement agencies across the country devote countless resources to this effort and recognize that "borrowing" leadership development ideas and practices from the private sector, and other public sector organizations, can be extremely fruitful. Re-inventing the wheel is often unnecessary. Partnerships with businesses and other law enforcement agencies can provide opportunities for mentoring, additional leadership experiences, skill development, networking, resource sharing, and cost-savings.

By infusing leadership throughout an organization, and sharing leadership responsibilities down through the ranks, law enforcement agencies can build their future leadership talent pipeline, meet agency goals and objectives, and truly create an entire force where each member performs as a leader, not just an enforcer, in the community.

Conclusion

In this publication, we have only scratched the surface of the possibilities surrounding partnerships between law enforcement agencies and private corporations. Building these relationships proactively is key to being able to solve real problems. David Schrimp, Director of Corporate Security, gives the following example:

> "AT 3M, WE VALUE BUILDING RELATIONSHIPS BEFORE AN INCIDENT OR CRIME OCCURS. FOR EXAMPLE, AFTER AN UNFORTUNATE FATAL OFFICER SHOOTING ADJACENT TO ONE OF OUR PROPERTIES, POLICE OFFICERS WERE IN OUR SECURITY CONTROL ROOM VIEWING CRITICAL VIDEO IMAGES IMMEDIATELY, AND OUR SECURITY OFFICERS LATER TESTIFIED AT THE TRIAL. TARGET CORPORATION ALSO OFFERED TO ENHANCE THE IMAGES IN THEIR LEADING EDGE VIDEO FORENSIC LAB. WITH THAT RELATIONSHIP BETWEEN OUR ORGANIZATIONS ALREADY IN PLACE, EACH PARTY FELT COMFORTABLE ASKING FOR AND GIVING THAT HELP."

In addition, the opportunities to learn from one another, not just law enforcement from the private sector, but in both directions, are endless. While there are certainly great differences between the private and public sectors—orientation around profit being the primary one—there are also great similarities. Success is about finding those similarities and doing so through conversation, story-telling, and finding a common language.

Mark Kroeker, Vice President, Global Intelligence, Threat Analysis, and Crisis Management for The Walt Disney Company, knows all about finding this common language. He's spent his life doing just that, from his years rising through the ranks at the Los Angeles Police Department, his tenure as Chief with the Portland, Ore. Police Bureau, to his 13 peacekeeping operations with the UN.

In 1992, Mark was an officer in Los Angeles during the Rodney King event and ensuing riots. The LAPD called in the National Guard and neighboring departments for help. The riots escalated, eventually troops were federalized, and the U.S. Marine Corps was on the streets of Los Angeles. At one point, a police sergeant and a Marine Corps sergeant were on the same corner. The police sergeant turned to the Marine Corps sergeant and said, "I need to send my officers across the street to the vacant lot, will you cover me?"

Now, pause here and think about the differences in language. The police sergeant simply meant "watch out for me," but the Marine Corps sergeant understood him as asking for cover fire. They later counted hundreds of fired rounds. Common language, clearly, is important.

Yes, the languages of corporations and law enforcement are different, but it is also very important to discover common ground. Once we've found that common language, we can form those relationships that are so critical in true partnerships. Mr. Kroeker made these following remarks to the focus group participants, which captured the commitment of all involved:

> "TRUE PARTNERSHIPS ARE THE MUTUALITY OF SELFLESSNESS. AUTHENTIC PARTNERSHIPS ARE THERE FOR THE BUILDING, DOJ COPS AND TARGET WORKING TOGETHER…IT IS NOT THAT WE GATHERED AND WE EXCHANGED IDEAS, IT'S THAT WE HAVE THE POSSIBILITY OF BUILDING AN AUTHENTIC PARTNERSHIP."

The hope of the COPS Office and Target in this initiative is to form those authentic alliances. Through those partnerships, we can build a replicable framework to address not just the three issues covered during this focus group, but countless others, helping to build safe and prosperous communities nationwide.

COPS
COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

The Office of Community Oriented Policing Services (COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

Community policing is a philosophy that promotes organizational strategies which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crimefighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members, local government leaders, and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

★ Since 1994, the COPS Office has invested more than $15 billion to add community policing officers to the nation's streets, enhance crime-fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.

★ By the end of FY 2009, the COPS Office had funded approximately 121,000 additional officers to more than 13,600 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.

★ Nearly 500,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.

★ As of 2009, the COPS Office has distributed more than two million topic-specific publications, training curricula, white papers, and resource CDs. Additional information regarding the COPS Office can be found at www.cops.usdoj.gov.

HOW TO APPROACH A CORPORATE PARTNER

LAW ENFORCEMENT EXECUTIVES MAY WONDER WHICH POTENTIAL CORPORATE PARTNER TO APPROACH AND HOW TO DO IT EFFECTIVELY. CHIEFS AND SHERIFFS SHOULD CONSIDER THE FOLLOWING STEPS AND RECOMMENDATIONS WHEN TRYING TO DEVELOP A RELATIONSHIP WITH BUSINESSES OR CORPORATIONS.

1. IDENTIFY YOUR PARTNERS AND DO YOUR HOMEWORK

The first step in the partnership development process is research. Use your crime analysts to map local businesses. Once they are identified, consider the following questions for each organization:

■ In what areas do they excel? Companies often use high-performing corporations for benchmarking best practices. Many organizations look to Disney or Southwest Airlines as industry leaders in customer service. Motorola is well-known for its Six Sigma business process analysis. Consider what your local businesses and corporations are known for, and what they do exceptionally well. For example, the Arlington Texas Police Department has partnered with The Container Store to improve employee engagement, retention, and satisfaction—areas in which that company has traditionally scored very high.

■ What risks do they face? And how can your agency help them? Many companies, for example, are trying to address workplace violence. Others are looking to increase customer safety. Think how a public safety organization could help a company mitigate those risks.

■ What are their resources? Research the business's resources, such as a foundation, a volunteer network, or equipment that might be available to help your agency.

■ Where is the synergy? Get to know your businesses and where their particular interests lie. A partnership must be purposeful.

2. FOCUS ON AN ISSUE

Once those questions are answered, consider an issue in which all parties involved may take interest. The City of Compton, Calif., along with Belkin International, Inc., a consumer electronics company, began a discussion with Target that focused on getting retail back into the community. Instead of orienting this discussion around a specific crime problem, Compton approached Target with a community issue, based around a plan to revitalize the community through partnerships with retailers. In the end, Target, along with Best Buy and others, were able to open new businesses in Compton.

3. MAKE A FIRST INTRODUCTION

Law enforcement executives should not undervalue the impact of direct outreach. Brad Brekke of Target advises, "Companies will be genuinely interested to hear from you. Police chiefs underestimate their reputation and respect in the business community." Consider starting with the head of assets protection or chief security officer of a company to help shepherd you through. Once connected, develop that point of contact and keep connected with regular check-ins.

4. FORMULATE A SPECIFIC "ASK"

Agencies that offer potential partners a well-articulated plan increase their chances of success. The following steps can help you craft this plan:

- Outline your agency's priorities.

- Think about crafting a proposal that asks not just for money but also resources: e.g., training, education, or technical expertise.

- Have all requests flow through a single point of contact like the chief's office or police foundation.

- Show measurable business or community value.

Remember to be willing to work with your private partners to articulate specific metrics and outcomes with which to demonstrate and measure value. Without these mechanisms in place, continuing support for the partnership is difficult to justify.

5. CELEBRATE SUCCESS

Celebrating a successful project is critical for both your agency and your private partner. Media outreach and other public acknowledgment can help sustain your relationship and give both partners the recognition they deserve.

As community needs and environments change, law enforcement executives and managers must learn how to make strategic, effective decisions about their organization. This lively and conversational book compiles suggestions and solutions from top criminal justice leaders and Fortune 500 executives on the topics of recruitment and retention, organizational transformation, and leadership development. Moreover, it includes a guide on how to approach a potential corporate partner successfully.