

The BJA Executive Session on

Police Leadership

2013

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

The Role of Leadership in Creating and Sustaining a Problem-Solving Approach to Policing:

The History of Organizational
Transformation in the
Madison Police Department

by

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Overview

In the 1980s and early 1990s under Chief David Couper, the Madison Police Department (MPD) introduced and implemented the concepts of Quality Policing and Quality Leadership. Rooted in the principles of Total Quality Management (TQM), enacting the Quality Policing philosophy created one of the most significant organizational changes in the MPD's history. This paper explores whether and to what extent the Madison Police Department has integrated and maintained the problem-solving principles embedded in Quality Policing during the post-Couper era. It examines the challenges that existed in implementing the principles of Quality Policing, Quality Leadership, and Problem-Oriented Policing; identifies organizational change issues and obstacles the Department faced and contin-

ues to face; and considers the role of leadership in creating and sustaining a problem-solving approach to policing.¹

MPD Quality Management: Two Decades of Change

“Perhaps patience is the greatest challenge to traditionally trained leaders. Quality leadership can be coached into place; it cannot be commanded into existence.” (Wycoff & Skogan, 1993).

The following timetable highlights key changes implemented during Chief Couper’s 20-year tenure and illustrates at a glance that change is, in fact, slow. During these two decades the organizational paradigm shift from traditional policing strategies to a community-oriented approach created one of the most significant departmental changes in MPD history and required consistent, competent, and creative leadership at all levels of the organization.

MPD Chief David Couper: 1972-1993

1972	Chief David Couper is appointed.
1973	Special Operations Section (SOS) is implemented to address conflicts arising from numerous student protests.
1981	Chief Couper takes a 4-month leave of absence and returns to focus on internal departmental problems.
1981	The Officers’ Advisory Council is established. Elected council members serve 2-year terms, and provide direct feedback/recommendations to the Chief of Police. The Council is given authority to determine particular outcomes related to officer equipment and other issues that directly impact front-line officers.
1984	Committee on the Future of the Department is implemented to discuss the future of the department, develop a mission statement, and provide a vision for the department.
1985	Neighborhood Patrol Bureau is established to “get closer to the people we serve.”
1986	The MPD Mission Statement is approved by the Management Team.
1986	The Experimental Police District (EPD) planning team begins to explore a “field laboratory” concept in order to test new policing concepts, structures, training, and leadership styles.
1987	President of the police officers’ union is appointed to the EDP steering team, marking the first time that management actively involves the union in major program development.
1987	The twelve “Principles of Quality Leadership” are codified to provide a framework for supervisors and managers regarding a new leadership style.

(continued...)

¹ Some facts and observations contained in this paper were informed by the author’s interviews of Chief Noble Wray, Assistant Chief John Davenport, Assistant Chief Randy Gaber, Chief (ret.) David Couper, Lieutenant (ret.) Steve Sheets, Professor Herman Goldstein, and former MPD officer Michael Scott in 2011-2012.

- 1987 Chief Couper issues a memo to all personnel in which he states:
“I strongly believe that if we are to ‘practice what we preach’ in our Mission Statement (e.g., teamwork, respect, problem-solving, openness, sensitive and community-oriented policing) to achieve excellence in policing, and provide leadership to the police profession, we will have to alter the way in which we lead. We must adjust and adapt to the needs of our employees in the workplace and the community we serve. In order to lead effectively, tomorrow’s supervisors and managers, in addition to being totally committed to the Mission of the organization, will have to be able to work in a team, be a coach, accept feedback, ask and listen to others in the team, and facilitate their employees’ input and growth in the workplace.”
- 1987 MPD Management Team receives seven days of Quality Leadership training.
- 1987 Citizen surveys are distributed to obtain feedback regarding police service and gauge customer satisfaction.
- 1987 With funding from the National Institute of Justice, Police Foundation researcher Mary Ann Wycoff embarks on a 3-year study to document and evaluate the implementation of the EPD; in particular, the study would examine the impact of these departmental changes on officers’ attitudes and citizens’ perceptions regarding police services.
- 1988 The EPD moves from planning phases to full implementation and practice.
- 1988 60 police supervisors and managers complete Quality Leadership training.
- 1988 The plan to “decentralize” field operations by 1990 is announced.
- 1989 By this year, all 380 employees, civilian and commissioned, have completed training in Quality Leadership.
- 1989 The MPD union president joins the Management Team.
- 1990 The Experimental Police District (EPD) officially becomes the South Police District (SPD) – the first of five physically decentralized district stations.
- 1990 “Centralized” decentralization is established, restructuring operations into five separate districts, with plans developing to physically decentralize each district over a number of years.
- 1993 Chief Couper retires.

Chief Couper believed that the problem-solving philosophies at the heart of community-oriented policing must first be embraced and employed within the organization before they could be successfully practiced in the community. This concept of transformation from within the organization was an essential principle in Couper’s policing philosophy and was a significant departure from the approach taken by many other police agencies at the time, which emphasized changing external relationships with the community and with other organizations in order to then change internal relationships.

Couper’s policing ideology was profoundly informed by Herman Goldstein’s problem-oriented policing theories and Dr. W. Edwards Deming’s Total Quality Management framework, both of which Couper sought to integrate into the MPD’s service approach. To further explore the role of leadership in creating and sustaining a problem-oriented policing approach and transformation from within, it is necessary to understand the basic tenets of the Quality Leadership philosophy to which Chief Couper subscribed and in which his leadership was grounded.

Quality Leadership: Theory and Practice

“...if we are to try new ideas, we need to first develop a supportive leadership style; otherwise, it’s analogous to planting a seed with tremendous potential in an unprepared surface, expecting it to grow. Growth will be short-lived but eventually community policing will not survive.” (Masterson, 1992).

As retired MPD Captain Mike Masterson noted, quality policing requires quality leadership. Without a support system firmly in place to cultivate innovation and nourish potential, the quality community-oriented services police strive to provide will not flourish. Tilling the organizational soil, as it were, is not easy work. Creating fertile ground involves uprooting old plantings – ideas and approaches from which we have harvested all that we can – to make room for new ideas and different perspectives. This does not mean losing sight of the past entirely. Instead, the past is turned over to provide rich compost for the next generation of plantings. In essence, the principles of Quality Leadership are rooted in the understanding that a healthy garden, organization, or community requires a shared, durable vision; collaborative stewardship over the years things take to grow naturally; and variety to match the fertility of the setting with the nurturing the new plantings require.

Drawing from the Total Quality Movement (TQM) that began to take hold in the United States’ private sector during the late 1970s and early 1980s, Quality Leadership integrates the ideas of quality management to create what Couper & Lobitz (1991) referred to as the “new leadership style.” This new style required moving from the traditional militaristic/hierarchical style of police leadership to “participatory management.” Couper & Lobitz (1991, p. 7) argued: “The authoritarian model of police leadership is a very attractive one. It has order, simplicity, and predictability. The problem with this style of leadership is that it neglects everything we know about people and their behavior.” Instead of supervisors issuing orders to control subordinates, supervisors in the Quality Leadership model actively solicit input and feedback. They facilitate discussion, provide direction as needed, and help to develop the skills and abilities of those they supervise. Quality leaders take on the roles of coaches and teachers to create an atmosphere in which employees feel supported and encouraged to take risks and test new ideas. Extending these principles outside the organization, quality management considers citizens as customers and focuses on systems improvements through the use of quantitative methods and analysis. Taking measured risks, exploring new ideas, utilizing quantitative methods to improve systems – all are necessary ingredients for a problem-solving approach.

In describing their views on leadership, Couper & Lobitz (1991) noted a distinction between management and leadership. They argued that leadership is more active – it involves *doing* — whereas management involves monitoring from more of a removed position. With this idea of leadership as active engagement in mind, through discussions with the MPD management team and others, Couper developed 12 guiding principles for MPD supervisors and managers, which were aptly called “The Principles of Quality Leadership.” These principles codified the “new leadership” doctrines that informed many of MPD’s organizational transformations during the first 15 years of Couper’s leadership. After their codification and dissemination in 1987, the “Principles of Quality Leadership” became fully integrated into the operating philosophy of the department in the last five

years of Couper's tenure (1988-1993), and in many ways helped to secure the future of a problem-oriented approach to policing in the Madison Police Department.

“Principles of Quality Leadership” (Couper & Lobitz, 1991)

1. Believe in, foster, and support teamwork.
2. Be committed to the problem-solving process.
3. Seek employees' input before you make key decisions.
4. Ask and listen to employees who are doing the work.
5. Strive to develop mutual respect and trust among employees.
6. Have a customer orientation and focus toward employees and citizens.
7. Manage on the behavior of 95 percent of employees and not on the 5 percent who cause problems.
8. Improve systems and examine processes before placing blame on people.
9. Avoid “top-down,” power-oriented decision-making.
10. Encourage creativity through risk-taking and be tolerant of honest mistakes.
11. Be a facilitator and coach. Develop an open atmosphere that encourages providing and accepting feedback.
12. With teamwork, develop with employees agreed upon goals and a plan to achieve them.

Quality Leadership and Problem-Oriented Policing

“...In order to move forward with community-oriented policing, we must change the way in which we organize and lead our employees.... [W]ithout careful preparation of the organization by using the Quality Leadership style, community-oriented policing will falter and eventually fail.” (Couper, 1991)

Couper & Lobitz (1991, p. 20) believed that institutionalizing community-oriented policing required three essential steps. The first step, they wrote, involves establishing a vision: “One of the most important tasks of a leader is to declare the vision; a clear, understandable, picture of the future.” The next step is to cultivate quality leadership throughout the organization. An important theme in the Quality Leadership philosophy is that leadership is not solely the responsibility of supervisors and managers. Quality Leadership emphasizes the importance of leadership at all levels of the organization, thus empowering employees to make valuable individual and collective contributions both inside the organization and as public servants in the community. The last step toward realizing effective community policing is to implement a problem-oriented approach. When examined side-by-side, the elements of problem-oriented policing developed by Goldstein (1979) mirror several concepts within Couper's “Principles of Quality Leadership” as well as demonstrate that transformation from within and from outside the organization are interdependent. These separate but related change methods intersect around understanding the importance of empowering individual officers to provide input, identify problems, build trust, improve systems, encourage creativity, and make key decisions. The application of these ideas is relevant both internally (Quality Leadership) and externally (Problem-Oriented Policing).

Key Elements of Problem-Oriented Policing (Scott and Goldstein, 1988)

1. A problem is the basic unit of police work rather than a crime, a case, calls, or incidents.
2. A problem is something that concerns or causes harm to citizens, not just the police. Things that concern only police officers are important, but they are not problems in this sense of the term.
3. Addressing problems means more than quick fixes: it means dealing with conditions that create problems.
4. Police officers must routinely and systematically analyze problems before trying to solve them, just as they routinely and systematically investigate crimes before making an arrest. Individual officers and the department as a whole must develop routines and systems for analyzing problems.
5. The analysis of problems must be thorough even though it may not need to be complicated. This principle is as true for problem analysis as it is for criminal investigation.
6. Problems must be described precisely and accurately and broken down into specific aspects of each problem. Problems often aren't what they first appear to be.
7. Problems must be understood in terms of the various interests at stake. Individuals and groups of people are affected in different ways by a problem and have different ideas about what should be done about the problems.
8. The way the problem is currently being handled must be understood and the limits of effectiveness must be openly acknowledged in order to come up with a better response.
9. Initially, any and all possible responses to a problem should be considered so as not to cut short potentially effective responses. Suggested responses should follow from what is learned during the analysis. They should not be limited to, nor rule out, the use of arrest.
10. The police must pro-actively try to solve problems rather than just react to the harmful consequences of problems.
11. The police department must increase police officers' freedom to make or participate in important decisions. At the same time, officers must be accountable for their decision-making.
12. The effectiveness of new responses must be evaluated so these results can be shared with other police officers and so the department can systematically learn what does and does not work.

Without departmental systems in place to support community policing, problem-solving efforts will be limited and sporadic at best. Moreover, for problem-oriented policing to become an operational standard within an organization, quality leadership and processes for continuous improvement must be firmly established. Because problem-oriented policing requires freedom to explore a broad range of potential solutions, the organizational culture must not only tolerate or accept a problem-oriented approach, but must actively promote and facilitate it. This is what leaders in the Quality Leadership model strive to accomplish. Goldstein (1990, p. 154) noted: "Just as there is need on the part of all leadership within an agency for commitment to a set of basic values about policing, so there is need for a strong commitment to all that is entailed in problem-oriented policing." He

further observed that commitment to problem-oriented policing involves a departure from traditional policing strategies and redefines the relationship between leadership and the rank and file. This “new leadership” style to which Couper (1991) and Goldstein (1990) referred requires leaders to be flexible and to afford officers greater freedom to explore alternative approaches, make decisions, and to invite and engage in open communication. The integration of TQM and POP principles for which Couper strived in his own leadership is an excellent example of the ways in which ideas shape individuals, and individuals, in turn, shape organizations.

Organizational Change Obstacles: Resistance, Lack of Vision, and the Absence of Effective Leadership

“It is not necessary to change. Survival is not mandatory.” (Quote widely attributed to management guru, W. Edwards Deming, though of uncertain origin.)

In speaking with numerous current and former members of the Madison Police Department who served under Couper’s leadership, as well as his successor, Chief Richard Williams, it is clear that many organizational change obstacles confronted the chief and others who practiced community-oriented policing through Quality Leadership. While many of these challenges were successfully overcome, others were merely controlled enough so that Quality Leadership could take hold, only then to become more pronounced challenges in the years that followed Couper’s retirement. In addition to the difficulties inherent in breaking away from traditional perspectives within the law enforcement field as a whole, Couper faced significant resistance from those in the department who did not share his policing and leadership vision and held tightly to the safety of the *status quo*.

Goldstein (1990) observed that at the time Couper was attempting to transform the management philosophy in the Madison Police Department and to fully implement problem-oriented policing, the professional field within which he was operating was largely preoccupied with “means over ends.” According to Goldstein, “The field as a whole has seldom taken a serious, inquiring, in-depth interest in the wide range of problems that constitute its business, nor does it have a tradition of proceeding logically from knowledge gained about a particular problem to the fashioning of an appropriate response” (p. 15). In a profession with a traditional emphasis on reactive or call-driven police responses and a focus on enforcement, arrests, and solving rather than preventing crimes, Couper’s efforts to incorporate more proactive responses through the use of community-oriented policing demanded radical changes.

Not surprisingly, many in the department resisted such a departure from the familiar goals, structure, roles and procedures. Some merely questioned or doubted the efficacy of community policing strategies, while others were openly critical and/or actively worked to undermine Couper’s efforts to bring about organizational transformation. In Couper’s earliest years, two separate camps emerged: The “A Team” consisted of those who supported or were believed by their peers to embrace Couper’s change efforts and the “B Team” consisted of those who did not agree with Couper and held fast to the “old” ways of doing business. New officers as well as employees at every rank were pressured in this somewhat unstable organizational culture to declare their allegiance to either the “A

Team” or the “B Team.” The magnitude of the changes Couper was proposing at the time cannot be overstated, and as such, a certain degree of resistance was to be expected.

Nowhere was this clash of ideologies more evident than in the impact that the Experimental Police District (EPD) had on the organization as a whole. EPD implemented the tenets of Quality Leadership and community-oriented policing and was, in essence, a field laboratory in which the efficacy of new ideas for police operations and leadership were tested. To many managers inside the department, EPD and its anti-establishment approach was tantamount to “the inmates running the asylum,” and at one point, EPD had earned a reputation as a great place to work because it offered “free parking and no discipline.” Having abandoned a strictly “top-down” style of management, EPD provided its officers with opportunities to give input regarding their work, avenues to offer feedback to supervisors, and an environment that encouraged a problem-solving approach to policing. Those who worked in the EPD model experienced firsthand the benefits of Quality Leadership. Those who worked outside of the EPD framework were far more skeptical.

Wycoff and Skogan’s (1991) evaluation of the impact that an organizational shift toward community policing had both internally and externally noted that non-EPD officers were less likely to report that Quality Leadership had been successfully implemented within the organization. Overall, their study showed that EPD officers felt more engaged with co-workers, management and community members than did non-EPD officers. And with respect to problem-solving, EPD personnel were more likely to report successes and support from the organization in their efforts than non-EPD officers. Despite the differences in perception between EPD and non-EPD officers, Wycoff and Skogan concluded that in the three-year period during which they examined MPD’s effort to bring about change in the organization, not only was a new participatory management approach successfully implemented in the EPD, but substantial progress had been made within the Department as a whole toward the implementation of Quality Leadership.

While significant changes had been successfully implemented, philosophical divisions among Couper’s top managers persisted during his last few years as chief. Certain managers believed that accountability suffered under this new style of leadership, and that the pendulum had swung too far toward a relaxed managerial approach. Building trust within the department occurred incrementally, and as the earlier timetable highlighted organizational change was achieved slowly, one initiative at a time. While many within the department either immediately embraced Couper’s TQM/Quality Leadership philosophy or were eventually “converted;” it is fair to say that a certain amount of attrition was necessary in order to shift the balance significantly. Through concerted recruiting, hiring, and promoting practices, Couper was able to build and re-build the department over time in keeping with his vision of quality, community-oriented policing, and to promote leaders to carry these same values forward.

Integration and Sustainability: Problem-Oriented Policing Strategies and Leadership Practices in the Post-Couper Era

“Change more often is a matter of skillfully taking advantage of opportunities than systematically executing a detailed plan.” (Goldstein, 1990)

When Chief Couper retired from the Madison Police Department in 1993, plans for decentralization were in motion, with the South Police District already in operation. The entire department had been trained in the principles of Quality Leadership, and many organizational procedures and systems had been restructured to support this new operating philosophy. Officers hired in the last five years of Couper's tenure were fully indoctrinated in the Quality Leadership/TQM philosophy and were hired precisely because they possessed the abilities, skills, knowledge, experience, diversity, and ideological perspectives (vision) necessary to promote Quality Policing, Quality Leadership, and community-oriented policing. Yet despite a longstanding close personal and professional relationship between Couper and Goldstein, and early experimental efforts to utilize a problem-oriented approach in dealing with two major local problems (drunk driving and sex offenders), there remained some disconnect between Quality Policing and Problem-Oriented Policing as they were being practiced in the Department during Couper's tenure. It was not until 1997 that Department members received formal training in problem solving and the SARA model. Interestingly, after nearly two decades of change from the inside out, a complete transformation from a traditional policing approach to a problem-solving focus had not been fully realized. In essence, after years of cultivation, planning, and soil preparation, Couper had planted his garden, and devoted great care to implementing key systems to nurture it in the years ahead. How firmly rooted these new ideas were and whether they would continue to grow or wither and die under the leadership of the next chief, only time would tell.

Enter Chief Richard Williams. Many have posited that on his watch the MPD ship drifted off course, and that many of the progressive ideas and practices implemented during Couper's era atrophied during the years that Williams was at the helm. Yet, in the 10 years that Williams served as chief of police (1994-2004), the North, West, and South District stations were established, furthering the process of decentralization of police services that Couper had begun. Whether because of his traditional policing roots or seeking perhaps to create his own identity, Williams did not proselytize the Quality Leadership philosophy. Even so, Williams did not actively stand in the way of those who practiced Quality Leadership nor did he uproot systems grounded in a community-policing approach. Instead, Williams focused on the more pragmatic aspects of policing. He directed the management team toward strategic planning, and secured new officers through federal COPS Office grants. More of a delegator than a visionary, to a certain extent Williams left his top managers to their own devices and did little to direct or interfere with various initiatives they proposed. As such, several individuals who had risen through the ranks and followed Couper's philosophies of leadership were able to further his efforts in the form of increased problem-solving strategies during Williams' tenure. While Williams did little to further institutionalize a problem-solving approach to policing, at minimum community-oriented systems that he'd inherited from his predecessor were sustained.

By the time Williams retired in 2004, his management team consisted of captains and assistant chiefs who had been hired by Couper and who were police officers, sergeants, and detectives under Couper's leadership. In this way, department leaders in the post-Couper era were, in fact, Couper's maturing and grown seedlings, nurtured in their earliest years

by the Quality Leadership philosophy. One of these seedlings was Noble Wray, who succeeded Williams as the next chief of police.

Essential Elements for Institutionalizing Problem-Oriented Policing Within the Madison Police Department

“You don’t embrace quality. You either are or you’re not.” (MPD Chief Noble Wray, 2011).

Arguably, through Quality Leadership Couper set in motion the philosophical underpinning necessary to cultivate a community-oriented approach to policing, but the relationship between community-oriented policing and problem solving was not made clear during his tenure. As stated earlier, Department members did not receive formal problem-oriented policing training until 1997 and even then it seemed that problem-oriented policing was something that only Neighborhood Officers practiced. As the Department’s designated community-policing officers, Neighborhood Officers worked in targeted neighborhoods to cultivate relationships with area residents, neighborhood associations, and other stakeholders in order to address identified problems through collaborative initiatives. These officers were not call-driven and were empowered to develop and implement creative solutions to quality of life issues in their neighborhoods.

A recurring theme in discussions with former and current members of the Madison Police Department who served under Chiefs Couper, Williams, and Wray is that Wray represented a necessary balance between the theoretical (Couper) and the practical (Williams). What Wray brought to the table was both form and function, and while he was well versed in the philosophies of Quality Leadership and community-oriented policing, he also recognized the need for structure and both individual and systems accountability. The language shifted from words like “quality” and “participatory management” to “trust-based policing” and “360° feedback/leadership” yet the principles remain very much the same – a testament, perhaps, to the resonance of the quality movement and to the proven value of community-oriented policing.

From an historical perspective, it is evident that many key changes aimed at a problem-solving approach to policing implemented by Couper remain today in the Madison Police Department. Changes such as the Officer Advisory Council, Neighborhood Officers, decentralized services, and union input at management team meetings still exist today and in many ways have been expanded. Today we have not only Neighborhood Officers but Educational Resource Officers and District Community Policing Teams as well. Under Wray’s leadership, we have not only the Officer Advisory Council, but the Civilian Advisory Council and the Detective Advisory Council as well. While in many ways these advisory councils provide a conduit for employees to offer input, thus advancing the respective interests of each council’s constituency, these internal discussions occur within the context of a quality policing philosophy and ultimately consider how best to meet the needs of the external customers whom we serve.

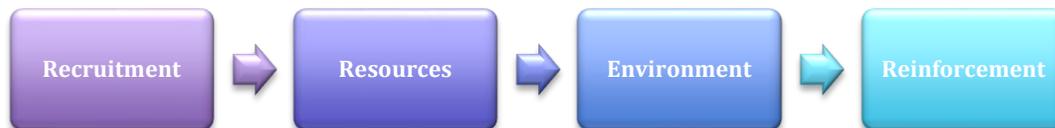
The MPD has grown rich in resources and has established an environmental/cultural climate that supports and encourages a problem-oriented approach. To support problem-solving efforts, we now utilize crime analysts to help identify problems and facilitate

data-driven solutions. We have moved from viewing citizens as customers as in the Couper era, to considering citizens as collaborators with a role to play in solving community problems, including crime. Problem-solving initiatives of particular note that have taken place under Wray's leadership include:

- the Downtown Safety Initiative, a high visibility saturation foot patrol effort aimed at providing high visibility and significant citizen engagement to curb alcohol-related violence in the downtown entertainment district
- Freakfest, the transformation of a largely alcohol-fueled student Halloween party that brought with it dangerous large crowd behaviors such as criminal damage to property and riotous violence aimed at police to a city-sponsored family event
- verified response, MPD's solution to false alarms
- the Olin Park Project, a district effort that tackled a sensitive city park usage problem to create an environment that invited broader community utilization of the park
- the Mental Health Liaison Officer Program, an ongoing problem-solving initiative that provides a specialized police response to persons with mental illness
- the development of a Special Investigation Unit (SIU) to focus collaborative criminal justice and community support efforts on the most severe repeat criminal offenders

Rigorously implemented and successful policing initiatives such as these point to a solid organizational foundation that supports a problem-oriented approach, a foundation that was laid through years of quality leadership at all ranks within the organization.

In keeping with Couper's emphasis on continuous improvement, there is more work to be done in order to further facilitate a problem-solving approach to policing within the Madison Police Department. That said, looking back at the evolution of community-oriented policing practices in the Madison Police Department, certain essential elements for institutionalizing problem-oriented policing emerge:



One of the most important changes that Couper initiated was to broaden the Department's recruiting and hiring efforts to attract women and minorities to the field of policing. In addition to this emphasis on diversity, Couper valued education and sought to hire individuals with a post-high-school degree. As a result, department demographics began to shift from a workforce comprising white males with a traditional police science or military background to one that was more diverse not just in terms of sex and race, but in life experiences and educational backgrounds as well. Current MPD demographics demonstrate this ongoing commitment to diverse representation: Female officers are 30% of all commissioned personnel and minority officers are 20%. The quality of service any agency is able to provide starts with the quality of those hired. In the post-Couper era,

both chiefs Williams and Wray have maintained a commitment to recruiting and hiring individuals that represent the diverse community we serve and who bring with them solid communication and analytical skills necessary for problem-oriented policing. Williams designated a full-time recruiting officer position housed in the Personnel and Training Team to focus on promoting the Department and attracting high-quality, diverse applicants. Wray continued these efforts, and to ensure this commitment to recruitment and training, he placed these responsibilities in the hands of Sgt. Mike Koval. Koval, hired around the same time as Wray was in the early 1980s, is both a product and champion of Couper's quality leadership and community policing philosophies that were set in motion early in his career. Koval joined the department with a law degree and left MPD a few years later to pursue a career with the FBI, only to return to the department having learned that for him, MPD offered a more interesting and rewarding professional experience.

The Department has made good use of its resources dating back to 1973 when Couper was hired. Since that time, our department has grown in numbers from 264 commissioned and 60 non-commissioned personnel in 1973 to 462 commissioned and 111 non-commissioned personnel in 2013 and has evolved to include a depth of service that now includes several specialized work units such as Community Policing Teams, a Crime Prevention and Gang Unit, K-9, Mounted Patrol, a Criminal Intelligence Section, a Drug Task Force, and a Special Investigation Unit, to name a few. While it isn't necessarily true that more specialized units translates to increased or improved services, efficient use of existing resources – which is often a goal of specialization – is in keeping with a problem-oriented approach and is arguably where the rubber meets the road with respect to institutionalizing problem-oriented policing within an organization. Where Couper was instrumental in paving the way for community policing and cultivating an internal focus on quality leadership/policing, and Williams successfully preserved many of Couper's initiatives, it was under Wray's leadership and vision that a problem-oriented approach moved from theory to practice. Current specialized resources – many of which were implemented by Wray – have helped to create an internal environment that allows for commissioned staff at all levels to engage in problem-oriented policing. These specialized resources provide a toolbox of sorts that aids officers in identifying the scope of a particular problem and helps them address the problem.

Having a variety of resources to engage in problem-oriented policing is of little use without an environment – an internal culture – that supports this approach. Within his first year as chief, Wray asserted his own vision of quality police service through establishing a set of trust-based values that includes recognizing trust gaps, demanding ethical behavior, employing a problem-solving philosophy to systems issues, emphasizing participation, engaging in a situational leadership style that is flexible and responsive, and empowering employees to carry out departmental goals. At the heart of Wray's philosophy was a commitment to building trust, and in so doing, creating an organizational culture that draws on longstanding community policing practices to institutionalize a problem-oriented approach to policing. The trust-building focus helps integrate community-oriented policing and problem-oriented policing in the MPD. Developing and honing resources to achieve this integration and striving to create and maintain an internal culture to support these efforts is no small feat. And while MPD is certainly rich in resources

comparatively—with a well-educated and well-paid workforce, modern police facilities, access to a world-class university, and a stable tax base that supports local government—and the internal environment encourages officers to engage in problem-oriented policing, the question remains: Has a problem-oriented mindset taken hold at all levels so that a problem-oriented ethos is truly established?

Values of Trust-Based Policing (Wray, 2004)

Trust Challenges

We must recognize that trust-gaps exist within some of the communities we serve. It is our responsibility to participate in a dialogue that promotes collaborative relationship building to close those trust-gaps.

Ethical Behavior

We understand that public trust is the foundation of our profession. We further recognize that it is our responsibility to uphold the laws and ensure that justice is served. We are committed to being consistently fair in the execution of these duties, while maintaining the highest standards of integrity and honesty.

Problem Solving and Quality Focus

We must assure that our commitment to quality and continuous improvement shows through the service that we provide to the community. This will be accomplished through collaborative problem-solving models, and continuous evaluation of internal work systems.

Citizen Involvement

We believe all members of our community are responsible for public safety. We strive to educate our community about our capabilities and limitations, while empowering them to have a voice in public safety solutions. It is a community expectation that we hold people accountable for their criminal behavior.

Leadership

We believe in a situational leadership model that is flexible and responsive. The focus is on employee engagement, balancing task and relationship needs, that provides structured leadership behaviors that are supportive to employees. We view all our employees as leaders.

Employee

We believe that each employee offers a valuable contribution to our department. We also recognize that it is the diversity of our workforce that provides the foundation for success. It is the goal of the department to empower all employees to carry out the mission of the Madison Police Department.

With quality officers, extensive resources, and a supportive environment, problem-solving initiatives must be continuously reinforced in order to sustain a problem-oriented approach to policing. Reinforcements include daily discussions; facilitating necessary resources (staff, equipment, time); individual and team recognition; awards; additional

training; promotional processes that value problem-oriented policing; and other efforts aimed at providing ongoing attention to problem-solving initiatives. As problem solving has become more the rule than the exception within the MPD under Wray's leadership, many of the reinforcement methods cited above have been established. Yet reinforcement is the area in which the MPD struggles most to further institutionalize problem-solving approaches to policing. And of the essential elements identified in this discussion, continuous reinforcement is the area in which strong leadership plays the most important role. For this reason, quality leadership must be cultivated at every level in the organization and those in top management positions must make every effort to not just lead the way, but to follow the lead of those they supervise when appropriate.

Looking Ahead: Leadership and the Future of Problem-Oriented Policing in the Madison Police Department

"Madison is one of the few communities I've worked in where there is still a sense that if there's a problem you can actually solve it." (MPD Chief Noble Wray, quoted in Comp, 2006).

Chief Couper has long been credited for transforming the Madison Police Department from a traditional, call-driven operating philosophy to one that incorporates community-oriented policing. While a problem-oriented approach was certainly included in Couper's vision of community policing, the chief who has thus far made the most progress toward institutionalizing problem-oriented policing in the Madison Police Department was Chief Wray. Since Wray was hired as chief of police in 2004, the Department has created an internal Problem Solving Committee to determine the next steps to further instill a problem-oriented approach. Under Wray's leadership, MPD has established an annual Problem Solving Award; hosted two international problem-oriented policing conferences; submitted several problem-solving initiatives for the Herman Goldstein Awards; added problem solving as a standing agenda item to Operation Team meetings; created problem-solving call-type codes in the CAD system to assist officers in documenting their problem-solving efforts; required all Neighborhood Officers to conduct annual assessments of their neighborhoods using the SARA model; hired three crime analysts to help identify trends and aid in problem analysis; outfitted all district stations with a full collection of Problem-Oriented Guides for Police; and completed numerous problem-solving initiatives, several of which were mentioned earlier. All of these measures provide reinforcements necessary to sustain problem-oriented policing and to further solidify an internal environment that values a problem-solving approach.

The Madison Police Department is an agency fully committed to community-oriented policing and a problem-solving approach, yet the Department has not yet realized its full potential. History has demonstrated the importance of strong leadership to effect organizational change, build trust, and cultivate a problem-solving mindset regardless of rank or assignment. Echoing Couper's undertaking to train the entire department in Quality Leadership, Wray made a commitment to provide all members of the Madison Police Department with leadership training based on the International Association of Chiefs of Police's Leadership in Police Organizations (LPO) approach beginning in 2012. A hallmark of LPO is its focus on developing leaders at every level in the organization. Wray discussed the importance of this concept at district in-service trainings and as part of his twice-a-

year addresses to the department. His message was simple and in many ways reveals the influence that Couper had in shaping Wray's vision. His message was this: Everyone in the department is responsible for quality leadership, and trust – both internal and external – is the essence of community-oriented policing. Without the nurturing bed of trust, problem-oriented policing cannot grow and thrive.

Not since the Couper-led Quality Leadership training back in the 1980s has a department-wide initiative such as LPO been organized and implemented. And nowhere is Wray's commitment to cultivating leadership at all levels of the department – including civilian employees – more evident than in his efforts to achieve this enormous undertaking. LPO training—a three-week course—has been ongoing since 2010 to keep pace with new hires and promotions. Wray recognized that leadership throughout the organization was necessary in order to integrate and truly institutionalize community policing and problem-oriented policing practices within the Department. LPO training for all personnel, problem-oriented policing instruction throughout the pre-service academy, and systems that reinforce and reward problem-solving initiatives are all ways in which Wray worked to build a problem-solving infrastructure.

As the LPO training is completed in 2013, Wray began looking at ways to transform a leadership philosophy into a tangible practice – walking the talk, as it were. It is not enough to simply have the discussion about the importance of leadership or the essence of followership. Wray understood that unless leaders within the department make the connection between theory and practice, the ideas posited through LPO training will fade, efforts to further cultivate department-wide leadership will falter, and internal trust gaps will be widened rather than narrowed. Ultimately, without a commitment to reinforcing an environment that encourages individual and collective leadership throughout the organization, a problem-oriented approach to policing cannot take root and flourish as the expected routine practice rather than the occasional special initiative.

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