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RELATIONSHIP POLICING: IMPLEMENTING A NEW MODEL OF THINKING FOR LAW ENFORCEMENT TO BUILD FORMAL COMMUNITY PARTNERSHIPS

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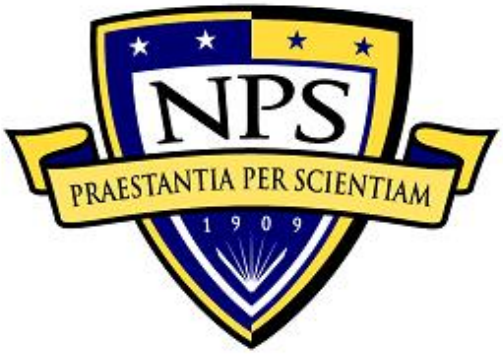

NAVAL POSTGRADUATE SCHOOL

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THESIS

RELATIONSHIP POLICING: IMPLEMENTING A NEW MODEL OF THINKING FOR LAW ENFORCEMENT TO BUILD FORMAL COMMUNITY PARTNERSHIPS

by

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September 2019

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Law enforcement leaders protect and serve citizens using various enforcement models, such as community policing and evidence-based policing. Another method is the formation of formal partnerships among chiefs and key community stakeholders with the purpose of building public trust and reducing crime. This study aims to answer the question: "How do local law enforcement agencies structure successful partnerships that earn public trust and contribute to crime reduction?" Using six police partnership cases from the extant literature, success factors and barriers were identified that contributed to successful or less than successful police partnerships. Successful partnerships included factors of purpose and strategy, structure, lateral mechanisms, incentives, people practices, strong leadership, and culture. This study determined effective communication, competent personnel, and a clear purpose were leading factors to a successful partnership.

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RELATIONSHIP POLICING: IMPLEMENTING A NEW MODEL OF THINKING FOR LAW ENFORCEMENT TO BUILD FORMAL COMMUNITY PARTNERSHIPS

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Submitted in partial fulfillment of the
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ABSTRACT

Law enforcement leaders protect and serve citizens using various enforcement models, such as community policing and evidence-based policing. Another method is the formation of formal partnerships among chiefs and key community stakeholders with the purpose of building public trust and reducing crime. This study aims to answer the question: “How do local law enforcement agencies structure successful partnerships that earn public trust and contribute to crime reduction?” Using six police partnership cases from the extant literature, success factors and barriers were identified that contributed to successful or less than successful police partnerships. Successful partnerships included factors of purpose and strategy, structure, lateral mechanisms, incentives, people practices, strong leadership, and culture. This study determined effective communication, competent personnel, and a clear purpose were leading factors to a successful partnership.

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LIST OF ACRONYMS AND ABBREVIATIONS

ASEP	Ability School Engagement Program
BJA	Bureau of Justice Administration
CIT	Crisis Intervention Training
CPD	Chicago Police Department
CPS	Child Protective Services
DHS	Department of Homeland Security
DPD	Detroit Police Department
FBI	Federal Bureau of Investigation
FES	Family Engagement Services
JTTF	Joint Terrorism Task Force
MOU	memorandum of understanding
MPD	Metropolitan Police Department
NNO	National Night Out
QPS	Queensland Police Department
S.N.I.T.C.H.	Somebody Needs Information That Could Help

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EXECUTIVE SUMMARY

Police and sheriffs use a variety of enforcement methods to protect and serve citizens. These methods include community policing, evidence-based policing, and formal partnership programs with other agencies and community entities. As a rule, police and sheriff departments have few formal connections with the community, such as partnerships for exchanging information that may help prevent or reduce crime. Often, chiefs do not focus on the factors and processes that contribute to successful partnerships.

Effective partnerships allow law enforcement agencies to develop trust, create continuous communication feedback loops, and identify critical stakeholder relationships that can last over time and turn into professional working relationships. These partnerships allow relevant stakeholders the opportunity to work closely to achieve common goals, such as building trust, reducing truancy within schools, solving homicides, protecting children, or helping others in need of services.

Chiefs and sheriffs typically use the term "partnership" too casually to describe partnerships with private or public entities. Leadership routinely talk about partnerships within their communities, but then characterize contacts as partnerships. For example, when a department places an officer inside a school, the department will refer to this assignment as a partnership. Committing an officer to working one specific location does not constitute a formal relationship or partnership, as this situation is the same as assigning an officer to a patrol sector or beat. A partnership is not an assignment, whereas the officer assigned to a sector or school is viewed as an informal commitment.

Successful partnerships are complex relationships that require formal processes, as well as the presence of facilitating factors or enablers. Before leaders form a partnership, it is important to agree on a common problem and then to commit to work together. Thus, chiefs must identify why a partnership will be beneficial, how a partnership will assist in solving a problem, who the appropriate stakeholders will be, what common goals will be achieved, and how facilitators and barriers will impact the process.

The study analyzes six case studies of police programs that involved partnerships with private and public stakeholders each sharing common goals. The Detroit Police Department partnered with the Detroit 300, a private stakeholder, which resulted in the reduction of violent crimes and an increase in the closure of homicide cases. The Queensland Police Department successfully partnered with its school system, which resulted in the reduction of truancy of at-risk students. Similarly, the Metropolitan Police Department successfully partnered with Homeless Outreach workers to provide services to homeless people. Two case studies revealed elements that resulted in unsuccessful partnerships within the Family Engagement Services program of the Queensland Police Department, as well as a broader partnership between Child Protective Services and police. Specific study factors were shown to either enable or obstruct leaders' ability to reach their identified goals.

Two leading factors that contributed to partnership program success are purpose and strategy. Common goals must be agreeable, identified and messaged completely through the chain of command within a police department and across the various partner organizations. Leaders must be willing to change, remain flexible, and understand their partners' needs or interests. Leaders must identify and commit the appropriate resources prior to engaging in a partnership. Supervisors assigned to work within a partnership or form a partnership must be committed, motivated and have the same level of buy-in as the leadership teams. A lack of competency or conflicting interests will only foster failure within the program.

Last, for future partnerships, chiefs and sheriffs ought to familiarize those in leadership or decision-making positions with the Inter-Organizational Collaboration Model.[1] By understanding the specific success factors and barriers indicative of failure, chiefs and sheriffs can quickly adapt and formulate change throughout the entire problem-solving process. Internal training on this model can be used to implement a new form of

[1] Erik Jansen, Susan Hocevar, and Gail Fann Thomas, *Diagnostic Approach to Building Collaborative Capacity in an Interagency Context*, NPS-GSBPP-06-013 (Monterey, CA: Naval Postgraduate School, 2006), 6, https://www.hsdl.org/?abstract&did=469721.

relationship policing to foster the creation of partnerships within communities to reduce crime and solve law enforcement problems.

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I. INTRODUCTION

A. PROBLEM STATEMENT

Communities charge police and sheriffs with protecting and serving citizens. They do so primarily through enforcement methods, such as pro-active patrols, traffic enforcement, and directed patrols. Partnerships among relevant agencies can be a valuable tool for addressing community issues, such as working with the homeless, reducing school truancy, and solving violent crimes. In the event of a significant incident, active threat, or mass casualty event, the absence of pre-established, formalized partnerships might obstruct a response. Therefore, pre-existing partnerships and relationships between chiefs and key stakeholders can enhance the response to significant community incidents.

Collaboration is central in the Department of Homeland Security (DHS) lessons learned where they recommend that public and private sectors develop a draft mission, objectives, and a clearly defined purpose for working better together.[1] As they point out, the constant exchange of information coupled with effective communication can ultimately prevent and reduce crime. Without a policy on identifying, developing, structuring, and reviewing relationships within a community, information will be missed, risks will not be mitigated, and crime will not be reduced.[2]

As a rule, police and sheriff departments have limited connections with the community. While police officials and leaders often know individuals within various stakeholder groups in their communities, familiarity alone is insufficient for effective formal partnerships. Often law enforcement agencies work independently. However, in the event of a significant incident, the absence of pre-established, formalized partnerships will weaken a response. Therefore, pre-existing relationships between police and stakeholders can enhance a department's response to significant incidents.

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[1] "LLIS Best Practice: Public-Private Partnerships for Emergency Preparedness: Information Sharing," Lessons Learned Information Sharing, February 24, 2006, 4, https://www.hsdl.org/?abstract&did=765443.

[2] Lessons Learned Information Sharing, 4.

Often, chiefs and sheriffs use the term "partnership" to casually describe working with private or public entities. Leadership routinely talk about partnerships within their communities and will characterize contacts as partnerships. For example, when a department places an officer inside a school, the department will refer to this assignment as a partnership. Committing an officer to working one specific location does not constitute a formal relationship or partnership, as this situation is the same as assigning an officer to a patrol sector or beat. A partnership is significantly different from an instance where an officer is assigned to a sector or school, which is viewed more as an informal commitment. Thus, acquaintanceships or mere assignments do not rise to the level needed to establish a successful partnership.

Drew Diamond and Deidre Mead Weiss noted many reasons departments may struggle with forming partnerships.[3] As the authors point out, the most prominent hurdle is the inability for police to even form working relationships with other government agencies.[4] Disagreement among department heads on resource allocation and the lack of willingness to want to cooperate with other agencies on problem solving is common.[5] Many department heads feel they do not need to rely on outside entities to provide a service.[6] Diamond and Weiss argue this mindset is often the result of an agency's perception they have enough resources internally and do not need to rely on outside assistance.[7] These internal pressures prevent interagency cooperation, create a sense of interdependency, and hinder agencies from forming relationships.

This thesis was designed to provide police chiefs and sheriffs a better understanding of the purpose and process of forming and sustaining effective partnerships. Additionally, factors are identified that allow leaders to capitalize on the enablers and mitigate the risks of the barriers to success.

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[3] Drew Diamond and Deirdre Mead Weiss, *Advancing Community Policing through Community Governance: A Framework Document* (Washington, DC: Department of Justice. 2009), 18, https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=249606.

[4] Diamond and Weiss, 13.

[5] Diamond and Weiss, 13.

[6] Diamond and Weiss, 13.

[7] Diamond and Weiss, 30.

B. RESEARCH QUESTIONS

This thesis focused on three research questions. The primary research question is, how do local law enforcement agencies structure successful partnerships that contribute to fostering public trust and crime reduction? Two secondary questions are what are the facilitating factors that contribute to a successful partnership, and what are common barriers preventing police and sheriffs from forming successful partnerships?

C. RESEARCH METHOD

To answer the research questions, six cases were chosen to evaluate the formation of police partnerships with private and public sector stakeholders. Enablers and barriers within the partnership process were identified as contributing towards the success or failure of such partnerships. Of particular interest was the formation and structure of the partnerships between local police and their respective stakeholders. Additionally, each program was reviewed in terms of the partnerships' ability to build trust, reach common goals, foster collaboration with the stakeholders, reduce crime, and either sustain or discontinue the program.

1. Case Selection

The six cases were identified from peer-reviewed journal articles, open source material, and theses. All six cases involved police and outside stakeholders that shared common interests, such as reducing crime or building trust. Four cases focused on the process within specialty units attempting to solve specific crimes (homicides, truancy, and crimes against children) through partnerships with both private and public stakeholders. These four cases involved numerous stakeholders, such as private citizens (non-government staff), civilian government agencies, and faith-based organizations. One of the six cases examined how police departments in general established relationships with citizens in an attempt to build trust on a national level. This analysis was conducted at a broad level and takes a global approach on how law enforcement conducts outreach using the same process. The last case study reviewed a program at the micro-level between two government officials aimed at reaching a common goal. Although each case is unique,

enabling factors and barriers were identified within the process of working within a partnership.

2. Case Analysis

For purposes of this research, success was defined in terms of reduced crime after the implementation of a program or a combination of continued collaboration between stakeholders to result in gaining public trust. For the successful cases, information on how the department identified common goals, how the department designed and implemented its partnership program, and who was involved was analyzed. More importantly, a review and understanding of why each specific department deemed its results to be successful was also conducted. The goal was to identify the process, participants, and the path traveled to reach the partnerships' stated goals. For the unsuccessful partnerships, the goal was to determine why the partnership organizations did not reach their intended goals.

To accomplish the analysis, each case was subject to a close reading and coding of factors that enabled or inhibited partner program success. Through cross-case analysis, specific factors were identified to understand better the impact each factor had on achieving the stated goals. This research is intended to assist police leaders in better collaboration with stakeholders in their communities with the goals of developing trust and reducing crime. Jeffrey Bradey warns that information within the homeland security community is not shared due to cultural differences, inadequate policies, and an entrepreneurial structure.[8] Lastly, the analysis of each case study identifies barriers and facilitators within the process that either contributed towards achieving identified goals or created obstacles that ultimately prevented success.

D. PURPOSE OF THIS STUDY

The purpose of this study is to provide chiefs and sheriffs a stronger understanding on how to structure successful partnerships among their departments and stakeholders. The research aimed to provide chiefs and sheriffs a better understanding on the elements

[8] Jeffery E. Bradey, "Impact of Organizational Culture on the Sharing of Homeland Security Information" (master's thesis, Joint Forces Staff College Joint Advanced Warfighting School, 2008), 2, https://www.hsdl.org/?view&did=10690.

contained within a partnership that can foster success or result in a positive impact on the community. Additionally, this research identifies barriers within the process that prevents success, as well as prevents stakeholders from reaching common goals. Last, this study outlines recommendations for leaders within police organizations on how to prepare and implement a formal partnership better while recognizing beneficial factors and avoiding barriers within their program.

E. SCOPE AND SIGNIFICANCE OF RESEARCH

This study analyzes six real-world police partnership programs. The cases were drawn from existing publications that described the development and implementation of partnership programs. Both successful and unsuccessful programs were selected for analysis.

Few police departments have created formal partnership programs. This study's goal is to identify factors that enable and inhibit successful programs. The aim is to assist law enforcement leaders in identifying opportunities for formal partnering and help them create processes to ensure their success.

F. ORGANIZATION OF THESIS

Chapter I of this thesis introduces this study and identifies the opportunity that police departments may have by implementing formal community partnerships. Research questions are posed along with the research design, purpose of the study, and scope. Chapter II provides historical information on police partnerships, as well as a selected review of the literature about factors that enable or inhibit successful partnerships. Chapter III describes six case studies involving different problems police departments faced, their approach, and the process used within the partnership. Chapter IV is a cross-case analysis that identifies the factors that contributed to the partnerships' program success or failure. Chapter V presents a conclusion, summary, limitations, and recommendations for future chiefs and sheriffs to form successful partnerships.

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II. BACKGROUND

To understand better what facilitates a partnership and its advantages, agencies must understand what constitutes a partnership. This chapter defines the term partnership and discusses a brief history of partnerships within policing.

A. DEFINITION OF PARTNERSHIPS

According to the National Academy of Public Administration, a partnership is a relationship in which members share authority, accountability, and responsibility towards achieving results.[9] Berry et al. describe a partnership as "a cooperative relationship of two or more organizations to achieve a common goal."[10] To be recognized or qualify as a partnership, each agency must form a structure that outlines common goals, procedures, policy, responsibilities, and span of control for stakeholders. Thus, the sharing of common goals and interests, authority, and responsibility within the process of a partnership needs to be identified and mutually agreed upon by all leaders.

Forming a partnership between police and respective stakeholders aims to achieve common goals. Law enforcement goals most likely contain the outcome of crime reduction, crime prevention, and building public trust or a combination of all three. Additionally, as agencies understand and recognize goals are much more obtainable by combining strengths with a potential partner rather than standing alone, the number of partnerships increases.[11] As problems within society grow more complex, police realize an inability to resolve many issues by remaining independent from other stakeholders.[12] Thus, using the strengths of a partnerships to problem solve is critical to success.

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[9] Sharon Caudle, "Basic Practices Aiding High-Performance Homeland Security Regional Partnerships," *Homeland Security Affairs* 2, no. 3, art. 7 (October 2006): 4, https://www.hsdl.org/?abstract&did=467455.

[10] Geoff Berry et al., *Effectiveness of Partnership Working in a Crime and Disorder Context: A Rapid Evidence Assessment* (United Kingdom: Home Office, 2011), 1.

[11] Caudle, "Basic Practices Aiding High-Performance Homeland Security Regional Partnerships," 4.

[12] Berry et al., *Effectiveness of Partnership Working in a Crime and Disorder Context*, 1.

Advantages of police forming and entering into a partnership can produce several benefits. Advantages, such as quicker responses and better information sharing, are prominent. Partnerships create avenues of communication between stakeholders and stimulate dialogue that may not be present otherwise. Therefore, collaboration begins between members that may otherwise have never occurred.

Partnerships within law enforcement agencies foster opportunities, such as providing additional resources to each member. Collaboration between agencies is enhanced, which opens up opportunities for each respective member. Thus, agencies that participate in partnerships often learn to draw from each other's skills, expertise, and personnel.[13] Therefore, growth is fostered among personnel.

The process of exchanging information accelerates between stakeholders when a formal partnership is in place. Agencies must consider the value rendered from forming a partnership with another agency or business. Stakeholders then learn from one another as they begin to collaborate and understand each other's organization and mission. Thus, forming a partnership is complex and conducted in an ongoing manner.[14]

B. HISTORY OF PARTNERSHIPS

Partnerships can address conflict between law enforcement and members of their communities when addressing long-standing problems. For decades, police have been questioned by faith-based leaders, politicians, media, and citizens on their policies, actions, and overall lack of trust. Police have attempted to form partnerships within communities dating back to the early 1960s. Weak relationships and evidence of poor community policing had led to several presidential commissions that discovered ineffective community policing efforts.[15]

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[13] Jesse Jannetta and Pamela Lachman, *Promoting Partnerships between Police and Community Supervision Agencies: How Coordination Can Reduce Crime and Improve Public Safety* (Washington, DC: Department of Justice, Office of Community Oriented Policing Services, 2011), 7, https://www.hsdl.org/?abstract&did=489063.

[14] Caudle, "Basic Practices Aiding High-Performance Homeland Security Regional Partnerships," 4.

[15] William Thomas Lyons, *Politics of Community Policing: Rearranging the Power to Punish* (Ann Arbor, MI: University of Michigan Press, 2002), 135, Proquest.

As a result of poor relationships, police departments began to redesign their response to incidents, as well as internal procedures and policy.[16] Police leaders were under scrutiny and received a lot of political pressure to build stronger partnerships. Historically, police leaders were only motivated to build partnerships after critical events occurred within their community. Citizens and communities filled with the fear of victimization also drove police to change outreach efforts.

Significant events, such as the Columbine High school shooting in 1999, drew attention to the relationship between schools and police departments, which forced departments to model a form of community policing. Unfortunately, many departments did not focus on building partnerships until after such an event. It was not until after this school massacre that many departments focused on implementing school resource officers and building relationships between their schools and police.

Additional significant events, such as the response to 9/11, motivated police agencies to partner with the Federal Bureau of Investigation (FBI) through the use of task force officers. Specifically, the FBI created the Joint Terrorism Task Force (JTTF) to partner with state and local agencies by bringing together personnel to collaborate on terrorist-related investigations, which thereby expedited the sharing of information and resources in attempts to prevent future attacks. The concept of the JTTF was to foster partnerships to build trust and to act as a facilitator in a partnership at a national level. Again, it was not until after a large-scale event occurred with mass fatalities that the creation of a partnership between federal law enforcement and local police was triggered.

C. SUCCESS FACTORS FOR PARTNERING

Berry, Briggs, and van Staden studied effective partnerships in law enforcement. Berry et al. outline elements within a partnership that contributes towards success. Each of the five components contains sub-elements within their respective group. When

[16] Lyons, 135.

implemented appropriately within a partnership, these factors can lead to obtaining identified goals successfully.[17]

- Elements of Success[18]
    - Leadership
        - Shared vision, values and norms of partners
        - Strong leadership, strategic direction and buy-in from partners
        - Clear direction, roles and responsibilities
        - Core groups to oversee problem solving
    - Collaboration/Data Sharing
        - Clarity regarding the problem(s)
        - Regular exchange of information
        - Including researchers within partnership and focused interventions
        - Continuous evaluations/reviews to inform groups
    - Communication/Co-location
        - Routine face to face meetings between partners
        - Co-location of agencies, partners, front-line staff
    - Structures
        - Flexibility of process
        - Clear monitoring, accountability and integrity mechanisms
        - Operational groups to integrate strategies
        - Involvement of appropriate agencies
    - Experience
        - Established relationships
        - Skilled personnel
        - Careful selection of partners
        - Joint training of personnel

1. Leadership

Police leadership must share common goals and vision with their potential partners, which is critical to success, as the chief or sheriff within a department sets the foundation of the underlying project or agreement. Chiefs and sheriffs can earn buy-in from their

[17] Berry et al., *Effectiveness of Partnership Working in a Crime and Disorder Context*, iii.

[18] Berry et al., iii.

personnel with strong leadership skills and coordination efforts. Additionally, leaders can identify and assign key players within their agency to participate in a partnership based on particular skill sets, knowledge, and experience. Therefore, when leadership places the most appropriate individual into a partnership, the chances of success increase. Motivated leaders will facilitate and foster productive partnerships.

When police leaders communicate the implementation of a partnership to their community, it is critical to send a message of urgency, or the need for the partnership to the public. Through messaging goals and a feeling of urgency to the public, a chief or sheriff can build a bond with the public. Thus, a sense of collaboration and commonality towards shared goals results.[19] Last, in terms of leadership, most agencies consider the chief or sheriff to be the spokesperson of the agency. Thus, these individuals have the unique ability to message the agenda, mission, and overall support of partnerships both internally and externally to the community, ideally to garner public support as well.[20]

2. Collaboration

Information sharing is also a component of success in terms of participating in a partnership. However, simply providing general information to participating agencies is not enough for success. The information provided must be relevant and important to participating members. In other words, information received by participating members, as well as the information provided by police to their partners, must aid in achieving the goals of their counterparts.

Besides being relevant, the material or data exchanged must be done in a consistent manner that centers on solving or reaching, one if not each member's problem or common goal. As stated by Jannetta, routine information exchange and regular communication between participating members are both fundamental to a partnership.[21] Routine in-person

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[19] Tim Maurer, *Public-Private Partnerships for Critical Infrastructure Protection* (Washington, DC: Center for Strategic and International Studies, 2013), 17, https://www.csis.org/analysis/public-private-partnerships-critical-infrastructure-protection-0.

[20] Jannetta and Lachman, *Promoting Partnerships between Police and Community Supervision Agencies*, 15.

[21] Jannetta and Lachman, 22.

meetings involving stakeholders maintains the focus and purpose of the partnership. Specifically, if the partnership is both project- and process-based, information should be shared in various methods, such as databases, reports, or in person.

3. Communications

A formal method of sharing information and implementing a process towards a partnership is through the use of a memorandum of understanding or MOU. Implementing an MOU establishes a formal set of rules, such as the frequency and method of sharing information between agencies, which is important when the information being shared is considered sensitive or confidential in nature. Therefore, an MOU establishes a clear set of responsibilities and identifies authority within the partnership for all participants.

In addition to recognizing the elements recognized by Berry et al., members within a partnership must also determine the value of entering into a partnership and if the value gained will be beneficial to their own interests. If each participating member identifies value within the partnership, specifically when the level of potential value is higher than that earned by working alone, a partnership can be beneficial.[22] However, just because police departments may have a vested interest in participating in a partnership does not necessarily mean each member will immediately recognize value in the relationship.[23] Identifying the value conferred from a partnership is not necessarily easy for all members, and may only be recognized later as the relationship develops.

Additionally, sharing workspace or co-location facilitates a partnership. This sharing enables participating members to have impromptu meetings, discussions, and immediate communications on urgent matters, such as high-profile cases. Thus, personal meetings can lead to an increase in trust between participating members.

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[22] Caudle, "Basic Practices Aiding High-Performance Homeland Security Regional Partnerships," 5.

[23] Maurer, *Public-Private Partnerships for Critical Infrastructure Protection*, 21.

4. Structures

Another facilitator towards a successful partnership is a review of each participating member's strengths and weaknesses. By conducting such a review or assessment, all participant will learn and understand how they can benefit from entering into a partnership. Members must know what others are capable of providing and how they can be beneficial to their partners. Additionally, members need to identify their weaknesses or shortcomings clearly. Agencies must not enter into a partnership with the mindset of relieving their own responsibilities.[24]

The advantage of conducting a review of strengths and weaknesses for all members assists in identifying common goals. Members will begin to understand exactly what they bring to the table and whether moving forward together is beneficial or not. The advantage of conducting and reviewing an assessment of others' capabilities will save time and money if both members feel they can benefit from others rather than remaining independent.

5. Experience

As discussed, assigning the appropriate people with the skillsets required to accomplish and meet common goals is critical. Specifically, individuals experienced in working with previous partnerships or established relationships tend to be greater facilitators of success.[25] Placing experienced police officers, specifically those with skillsets relevant to the mission of the partnership, proactively fosters a successful partnership.

D. CHALLENGES AND BARRIERS FOR CREATING PARTNERSHIPS

As stated by Morabito and Greenburg, the most prevalent obstacles between police and future partners are lack of trust, misinformation, and lack of information sharing.[26] These barriers exist within police departments often due to established cultures or legal

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[24] Caudle, "Basic Practices Aiding High-Performance Homeland Security Regional Partnerships," 5.

[25] Berry et al., *Effectiveness of Partnership Working in a Crime and Disorder Context*, 22.

[26] Andrew Morabito and Sheldon Greenburg, *Engaging the Private Sector to Promote Homeland Security: Law Enforcement-Private Security Partnerships* (Washington, DC: Bureau of Justice Assistance, 2005), 4, https://www.hsdl.org/?view&did=456703.

reasons that prohibit the sharing of sensitive information.[27] Barriers to consider are as follows:

- Trust
- Culture
- Mission and Information Sharing

1. Trust

Similar to a private sector company, the general public shares many of the same concerns in forming a partnership with the police. According to Skogan, several members of the public stated their personal experience with police, as well as that victimization created a barrier between themselves and law enforcement.[28] The lack of trust between communities and the police is a long-standing issue. Particularly, Skogan noted a divide between race and policing as being one of the most significant barriers for the Chicago Police Department (CPD).[29] The lack of trust between police and racial communities has created enormous difficulties for police to build external partnerships.

The lack of interest within a community to partner formally with police is common. As Diamond stated, most communities do not want to get involved until a crisis or critical incident actually occurs, and are quite content with a lack of involvement when their community is quiet.[30] This barrier is difficult for police to overcome. Relying on small groups of volunteers within the community, specifically only in times of a crisis, is too late.

Connected to a lack of community interest, one of the most difficult hurdles for police in forming partnerships is the significant amount of work involved in the process. Typically, the work required is outside the normal scope of an officer's standard duties.

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[27] Morabito and Greenburg, 4.

[28] Wesley G. Skogan, *Partnerships for Prevention? Some Obstacles to Police-Community Cooperation* (Evanston, IL: Northwestern University, Institute for Policy Research, 1994), 10, https://www.ipr.northwestern.edu/publications/papers/urban-policy-and-community-development/docs/caps/caps3.pdf.

[29] Skogan, 11.

[30] Diamond and Weiss, *Advancing Community Policing through Community Governance*, 18.

The process takes commitment and effort from individuals who routinely would rather spend their time accomplishing their own work.[31] Therefore, the time and effort spent on teaching the public the specifics and importance of building a partnership with the police often does not happen.

For those police departments that have successfully implemented a partnership, sustainability of the partnership is critical. Personnel turnover is a barrier that prevents relationships from developing and sustaining forward progress. As leadership changes within a department, so will missions and personal agendas. An area of concern for community members is that of losing a government leader who is performing within a productive partnership.[32]

2. Culture

Even with police leaders recognizing the need for community partnerships, front-line personnel redeem a strong enforcement culture. Overcoming this hurdle is not an easy task for chiefs or sheriffs to accomplish. Too often, front-line police officers are left to stand on the "sidelines" of community meetings.[33] This practice can result in a slower process of learning for the front-line officer. As leadership puts its mission into practice, too often the rank and file continue the original mission even though they have been asked to change their ways.

Front-line officers have historically been reluctant to change due to a basic resistance to change.[34] The inability to be open to new ideas or practices has prevented police from connecting with their communities. Officers are routinely asked to accomplish tasks, such as community outreach, with little to no guidance and direction on the expectations of the job.[35] The result is a breakdown in communication and messaging from the leaders of the department. Members of command staff believe the department is

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[31] Diamond and Weiss, 18.

[32] Diamond and Weiss, 19.

[33] Skogan, *Partnerships for Prevention?*, 3.

[34] Skogan, 3.

[35] Skogan, 3.

working towards its goals, whereas the front-line staff is not aligned with the supervisors. Thus, front-line officers revert back to what is known within the enforcement world of police work. Skogan warns the "old reward system" is prevalent within "serious crimes" and writing tickets for front-line officers.[36] Therefore, police put into practice what is known to them.

An extreme emphasis placed on confidentiality is a significant barrier for police officers in terms of forming relationships within their communities. Specifically, police have to alter their working philosophy of needing to know everything and share nothing. By the definition of a partnership, working together to solve a problem, information must be shared with your counterpart. The unwillingness to share information outside of other officers is also linked to the culture of police work.

Steven Rinaldi cites the "rules of evidence" in relationship to law enforcement's resistance to sharing information.[37] Whereas police follow very strict rules of evidence, regardless of the type, the purpose is for a successful prosecution of an offender. Law enforcement agencies have strict policies governing who has access to information and evidence. If evidence is tainted, such as information being shared outside of a "need to know" arena, it can jeopardize the officer's case or even an officer's safety. Due to these policies and rules of evidence, officers are extremely cautious in the handling and sharing of information.

Contrary to law enforcement, the private sector does not understand the rules of evidence to the same extent as the police.[38] Although the private sector recognizes the importance of intellectual property as it relates to financial gain or the overall operations of a business, for these reasons, the private sector is reluctant to share information with the police. For partnerships, the lack of information sharing between members, regardless of their concerns, is a huge barrier to overcome. Police lean on the integrity of their work for

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[36] Skogan, 3.

[37] Steven M. Rinaldi, *Sharing the Knowledge: Government Sector Partnerships to Enhance Information Security*, INSS Occasional Paper 33 (USAF Academy, CO: USAF Institute for National Security Studies, 2000), 40, https://www.hsdl.org/?abstract&did=1135.

[38] Rinaldi, 40.

the purpose of working towards a conviction in court, whereas private stakeholders are watching out for their company's financial interest. Each entity has internal barriers prohibiting the sharing of information outside their own operations.

3. Mission and Information Sharing

To begin, community partnerships or relationships are often removed or simply absent from a department's overall mission or mission statement. This critical component is often overseen by police leaders who focus primarily on enforcement operations. Interestingly, when chiefs or sheriffs memorialize community engagement or relationships within their mission statements, the message is often not enforced.

In the early 1990s, the CPD enacted a new philosophy within its core mission. Skogan et al. noted in 1994 that the CPD mission statement included, "the Department and the rest of the community must establish new ways of actually working together. New methods must be put in place to jointly identify problems, propose solutions, and implement changes. The Department's ultimate goal should be community empowerment."[39] This mission statement attempted to create a meaningful partnership with the community to develop trust.

Although the CPD changed its mission statement, such a change within their department alone, proved insufficient to promote partnerships. For decades, the culture of law enforcement has authored enforcement-driven mission statements. Police officers in the CPD had been imprinted with an enforcement-minded culture, regardless of their new mission statement. CPD officers were skeptical of the new direction, which thus created a huge obstacle in reaching their new objective.[40]

CPD officers were reluctant to adapt to a new culture, as this adaptation required them to change the process of how they worked and approached their job. Specifically, officers had to do their assignments in a new way that was never discussed or even thought

[39] Skogan, *Partnerships for Prevention?*, 2.

[40] Skogan, 4.

of previously.[41] For a profession that already encompassed numerous responsibilities and personal injury, officers were tasked to solve other problems within their communities, and ones that were not necessarily enforcement operations. Many officers were not prepared for this challenge.

E. INTER-ORGANIZATIONAL COLLABORATION MODEL

A model, developed for homeland security inter-organizational collaboration, by Jansen, Hocevar, and Thomas**,** goes one step further than Berry's model, as it identifies factors or elements that are facilitators of successful collaboration, as well as barriers.[42] As seen in the following lists, similar facilitating factors exist between the Jansen et al. model and the Berry et al. model. It is important to note the separation, identification, and existence of additional barriers outlined by Jansen et al., which inhibit collaboration as seen as follows. Jansen et al. identify five elements that contribute to barriers and facilitators in terms of the collaboration depicted in the following lists.

- Restraining Forces of Collaboration[43]
    - Purpose
        - Divergent goals
        - Focus on regional or local agency concerns
        - Lack of goal clarity
        - Not adaptable to interests of other organizations
    - Structure
        - Impeding rules or policies
        - Inadequate authority of participants
        - Inadequate resources
        - Lack of accountability
        - Lack of formal roles or procedures for collaborating
    - Lateral Mechanisms
        - Lack of familiarity with other organizations

[41] Skogan, 3.

[42] Erik Jansen, Susan Hocevar, and Gail Fann Thomas, *Diagnostic Approach to Building Collaborative Capacity in an Interagency Context*, NPS-GSBPP-06-013 (Monterey, CA: Naval Postgraduate School, 2006), 6, https://www.hsdl.org/?abstract&did=469721.

[43] Jansen, Hocevar, and Thomas, 6.

        - Inadequate communication and information sharing
    - Incentives
        - Competition for resources
        - Territoriality
        - Organizational level distrust and lack of mutual respect
    - People Practices
        - Lack of competency
        - Arrogance, hostility, animosity
- Driving Forces For Collaboration[44]
    - Purpose
        - "Felt need to collaborate"
        - Common goal
        - Willingness to address other agency's interests or cross-agency goals vs. local organizational goals
    - Structure
        - Formalized structure for coordination (e.g. liaison roles)
        - Formalized processes (meetings, deadlines, agendas)
        - Sufficient authority of participants
        - Role clarity
        - Dedicated assets (people, resources) for collaboration
    - Lateral Mechanisms
        - Social Capital (i.e., interpersonal networks)
        - Effective communication and information exchange
        - Technical interoperability
        - Combined training events
    - Incentives
        - Collaboration as a prerequisite for funding or resources
    - People Practices
        - Respect for other parties' interests, expertise, roles, perspectives

According to Jansen et al., purpose and strategy factors are considered successful when personnel involved share common goals and are willing to adapt to others' interests.[45] Failure results when personnel are not flexible in adapting to their partner's vision or

[44] Jansen, Hocevar, and Thomas, 6.

[45] Jansen, Hocevar, and Thomas, 7.

interests. Failure can also result when personnel focus solely on their own department's agenda. Berry et al. classified common goals under the leadership element as opposed to purpose and strategy.

Jansen et al. suggest successful collaboration occurs within the element of structure when leaders give proper authority to personnel assigned to a program and when leaders form formal committees within the project.[46] Again, Berry et al. describe proper authority more as a leadership element in terms of providing clear direction on roles and responsibilities.

The element of lateral mechanisms is unique to Jansen et al., as other models do not touch on creating social capital. As an enabler, chiefs can create social capital through familiarizing themselves with their partner's agency, good communications, and the sharing of information with their partner. The element of incentives and rewards are unique as both enablers and barriers. Factors, such as competing for resources, lack of mutual respect, and overall organizational distrust, are identified to be barriers, whereas acknowledging collaboration and a lack of rivalry are considered enablers within incentives.

Although classified differently, both Jansen and Berry identify the importance of having skilled, experienced people involved within the process. Personnel who are motivated, competent, and respect their counterpart will foster positive collaboration. Jansen et al. discuss people as an element of the inter-organizational collaboration model.[47] Personnel involved in the partnership must be skilled and experienced with the required tasks. Staff must have mutual respect for others in their respective roles and be committed to the partnership.

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[46] Jansen, Hocevar, and Thomas, 7.

[47] Susan Page Hocevar, "Inter-Organizational Collaborative Capacity: A Conceptual Model and Measurement Tool," in *4th Annual Homeland Defense and Security Education Summit* (Washington, DC: Georgetown University, 2010), 4–5, https://www.hsdl.org/?abstract&did=704100.

The utilization of police-partnerships within communities is not uncommon nor a new idea for police. In Chapter III, six cases are reviewed specifically with keeping success factors in mind, as well as barriers.

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III. LAW ENFORCEMENT PARTNERING CASE STUDIES

The following six case studies are examples of how police agencies, their leaders or officers partnered with public and private stakeholders in attempts to reduce crime, build public trust and solve police related problems. Within these examples, the methods and processes used by each agency played an important role in determining the success of the partnership. Specifically, components within the process of each case had positive and negative impacts on the success of the relationship.

The six cases presented in this study began with informal partnerships and moved to more formalized relationships. The informal partnerships in this research generally required fewer resources, such as personnel and funding, and had fewer participating members. The cases with more formal partnerships included several participants from multiple agencies that required more funding or personnel.

Two cases focused on increasing public trust as a common goal through community outreach, whereas the remaining four cases focused on reducing or preventing criminal acts. These cases were chosen because each represents a partnership between police and a stakeholder or stakeholders. The common denominator is the process used to form the partnerships.

The first four cases are considered successful in terms of forming partnerships because they achieved their identified goals. The fifth case contains elements of both success and failure factors, and the final case did not meet the identified goals and is considered a failed partnership.

Table 1 provides a summary of the six cases analyzed. Included in the table are the purpose of the partnership program, the type (informal or formal), the location of the program, the number of agencies involved in the partnership, and the level of success.

Table 1. Case Descriptions

CASE	PURPOSE	TYPE	# AGENCIES	LEVEL OF SUCCESS *
#1 Metropolitan Police	COMMUNITY OUTREACH	INFORMAL	2	MED
#2 National Night Out	COMMUNITY OUTREACH	INFORMAL	>100	HIGH
#3 Ability School Engagement	CRIMINAL	FORMAL	2	MED
#4 Detroit Police	CRIMINAL	FORMAL	2	HIGH
#5 Child Protective Service	CRIMINAL	FORMAL	2	LOW
#6 Family Engagement Services	CRIMINAL	FORMAL	17	LOW

* In terms of success, partnerships were rated generally as low, medium, or high based on the achievement of the stated goals or purpose. Additionally, a higher number of success factors within each case weighed higher in terms of success.

A. METROPOLITAN POLICE DEPARTMENT AND OUTREACH WORKERS FOR THE HOMELESS

Police and homeless individuals interact each day in almost every city and the basis for the encounters is often related to mental health problems. For many cities, such as Washington, DC, the gentrification of communities, loss of affordable housing units, and changes in social economic conditions have increased the number of homeless.[48] With restrictions and limitations on Medicaid, outreach workers are constantly looking for "workarounds" to help.[49] Outreach workers routinely drive individuals to appointments, the hospital, court, or various other locations while attempting to build rapport.[50]

[48] Jennie Simpson, "Police and Homeless Outreach Worker Partnerships: Policing of Homeless Individuals with Mental Illness in Washington, D.C.," *Human Organization* 74, no. 2 (Summer 2015): 128, http://dx.doi.org/10.17730/0018-7259-74.2.125.

[49] Simpson, 128.

[50] Simpson, 128.

For homeless outreach workers and police in Washington, DC, the increasing homeless population had a direct impact on the services they were able to provide. Concurrently, police officers spent vast amounts of their time dealing with mental health issues with homeless. Additionally, resolving arguments over space, business owners, property owners, and panhandling have taken tremendous effort.

The relationship between the MPD and outreach workers began as an informal process between a single police officer and social worker who worked together to solve a specific problem. Their shared purpose was directed towards community outreach because they both needed to provide resources for an increasing homeless population in Washington, DC.

In 2008, both police and homeless outreach workers were trying to solve the same problems but for different reasons. Outreach workers were trying to provide services to homeless individuals, many of whom needed mental health services. Outreach workers were faced with inadequate resources, such as behavioral and physical health services.[51] The outreach workers became increasingly frustrated with the lack of resources to solve the problems.

Police officers struggled to find a balance between public service and enforcing the law, which is illustrated in the following example. Police mostly interacted with the homeless as a result of a call for service.[52] Routinely, residents would call police to have a homeless person removed from an area, off of private or public property or a park bench. Often, police arrived only to discover the homeless individual did not break any law. Therefore, the officer struggled to find a balance in service for the person who made the call and the homeless person.

Thus, the police were often faced with challenges in adhering to the requests from political figures, community leaders, and business owners while dealing with homeless

[51] Simpson, 128.

[52] Simpson, 126.

individuals. The imbalance presents a dilemma for the police officers who are trying to satisfy community members' requests while also enforcing the law.[53]

Additionally, with an increasing number of incidents, police found themselves routinely being asked to be a "front line" mental health worker, but without the mental health education needed.[54] Thus, in a search for solutions, several police officers found themselves in an informal partnership with homeless outreach workers.

During the course of their duties, outreach workers and police would often find themselves working together on cases, and at this time, formed partnerships. Police and outreach workers soon started to coordinate phone calls and meetings, as well as conduct joint follow ups on individuals with whom each were familiar.[55] The collaboration that occurred between front-line staff opened up lines of communication and provided effective information sharing.

Eventually, officers would call an outreach worker if they ran across an individual who did not need hospitalization, had not broken the law, but still needed services. Likewise, outreach workers would call an officer if patients needed hospitalization due to mental health issues, or a criminal act had been committed or were simply trying to prevent a crisis.[56]

The partnership between police and outreach workers consisted of configuring their daily assignments together. Together, each would conduct foot patrols to show citizens mutual trust, collaboration, and the human side of police.[57] Although time consuming, front-line personnel created these partnerships in an attempt to resolve community issues. These actions between the officer and social worker demonstrated police officers and homeless outreach workers who were committed and motivated to solve a problem together.

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[53] Simpson, 126.

[54] Simpson, 126.

[55] Simpson, 128.

[56] Simpson, 128.

[57] Simpson, 130.

Officers began to recognize the resources available to them in lieu of arrest for homeless persons with mental health issues. Prior to this partnership, the tools on an officer's belt were that of enforcement options or community policing efforts only. Through their partnership, officers had options and resources for individuals in need of services from an outreach worker. Without formal policies in place, Simpson stated the success of the partnership often relied upon the individual supervisor, officer, and outreach worker on duty for the day.[58] Their partnership changed the culture between each agency, as the officer and social worker were willing to be flexible and learn other methods of solving their problem.

Outreach workers educated police officers on how to use a different perspective when they were dealing with the homeless. Police learned how to frame an incident or individual not only in a criminal sense but as a mental illness and a person in need of assistance.[59] Thus, alternatives were provided to the judicial system by means of an arrest and receiving mental health care.

In addition to the informal partnerships with outreach workers, police received formal training on responding to individuals experiencing a mental health crisis. DC police began to receive training on Crisis Intervention Training (CIT). The personnel assigned to the MPD adapted to the outreach worker's interests, respected and trusted the outreach workers, and were open to change.

B. POLICE AND COMMUNITIES NATIONWIDE: NATIONAL NIGHT OUT

This study focused on an informal partnership that began in August 1984 between police and their communities. Additionally, departments initially committed minimal resources towards the National Night Out (NNO) program, as chiefs were unsure on how successful it would be in community outreach and earning public trust.

[58] Simpson, 130.

[59] Simpson, 131.

In 1984, the Bureau of Justice Assistance (BJA), Department of Justice, established funding for police departments to implement a program designed to bring communities and the police together. NNO was designed as a vehicle for police to engage with their communities in a very early form of community outreach. Specifically, NNO was developed to build a partnership between citizens and police with an emphasis on reducing and preventing crime.[60]

NNO started nationally in 1984 with limited participants—only 400 communities and a little over two million citizens.[61] Created in Philadelphia by Matt Peskin, the program was originally designed for police to build trust within the community and prevent crime.[62] Citizens were encouraged to gather in the streets and interact with local police. Additionally, citizens were encouraged to show their support of the police by turning on their porch light as a symbol of community cohesiveness. This activity supported strong social capital between the police and community.

NNO began partnering the community with police departments as the program started to gain national attention. Although this partnership took time to grow, police began to adapt and change their culture through the implementation of community outreach. In 1985, the Boston Police Department started its first attempt of the program with very little support. The program had only two officers assigned to the Crime Watch Unit yet managed to garner support from citizens through outreach efforts. Boston Police persisted with participation in the program and increased its participation by the thousands.[63]

By design, NNO began to form a partnership between police and citizens through the organization of block parties, parades, dinners, and overall festive events. Citizens could meet police officers, shake their hands, and have conversations with the officers who were directly patrolling their neighborhoods. Thus, the police were able to hear exactly

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[60] Rebecca Morris, *National Night Out: Building Police and Community Partnerships to Prevent Crime* (Washington, DC: Department of Justice, Office of Justice Programs, Bureau of Justice Assistance, 2000), 1, https://www.ncjrs.gov/pdffiles1/bja/180775.pdf.

[61] Morris, 2.

[62] Morris, 2.

[63] Morris, 2.

what citizens feared and the type of crimes occurring encouraged the community to talk to one another, as well as look out for one another.

NNO was off to a slow start as many chiefs were reluctant to try new programs for fear of failure.[64] Thus, participating agencies were limited and chiefs did not want to be associated with any form of negativity of a new program. Although the concept was quite elementary in the beginning, many departments were reluctant to participate. Membership only required citizens to turn on their porch lights in support of the police, yet many chiefs did not stand behind this program until others proved it successful.

By 1995, New Orleans Police Department had proved to be very successful with its NNO program. With over 375 events and over 18,000 citizens supporting the NNO, it was one of the most diverse NNO programs at that time. New Orleans Police decided to engage children and the youth within their communities in an attempt to prevent crime and build a stronger partnership. New Orleans Police established numerous goals for the program that consisted of building trust between police and citizens, increasing engagement between police and residents, helping neighbors meet one another, encouraging residents to deter crime, and helping residents to celebrate their success through partnership efforts.[65]

As NNO has grown to 16,000 communities and 38 million memberships over the past 36 years, several takeaways can be provided.[66] Support and leadership from the organization must be at all levels, but specifically the chief. The chief must make a commitment to the program and dedicate resources to engage with the community. Leadership and acceptance must come from the community as well. Successful NNOs have identified or dedicated a local resident who organizes events and coordinates the

[64] Morris, 4.

[65] Morris, .5.

[66] "National Night Out," NATW, accessed March 28, 2019, https://natw.org/about.

program.[67] Morris states that "a conscious effort must be made to provide opportunities for citizens and police to get to know one another and communication must be two-way."[68]

Successful implementation of NNO also depends on a dedicated individual within the police department, or structure, through formal roles, responsibilities, and authority. Consistent messaging of all events and public outreach both pre- and post-events is critical to partnering with the community. Messaging in New Orleans consisted of success stories and crime prevention techniques implemented by the police department. Links to the national program are referenced by the New Orleans Police in relation to crime prevention and the importance of the program's success based on the partnerships that have been developed.

NNO has created an avenue for residents to connect with police, solve problems, prevent crimes, and form relationships. The program has grown tremendously since 1984 and memberships continue to grow. The partnership created a belief of ownership within communities by residents, as well as gained trust within their police departments.

C. ABILITY SCHOOL ENGAGEMENT PROGRAM

The Ability School Engagement Program (ASEP) is a partnership between school officials and local police in Queensland, Australia that focuses on truancy reduction. ASEP was designed to improve attendance rates for students based on an assumption that a police-school partnership would be more beneficial than the school acting alone. Each shared a common goal of protecting and helping potentially at risk students. Students who miss excessive school days, for no apparent reason also have other social issues, such as substance abuse, poor social skills, and being undereducated.[69]

Traditionally, schools would handle truancy issues independently through a four-stage process. Each process was handled by the school principal beginning with a letter to

[67] Morris, *National Night Out*, 6.

[68] Morris, 6.

[69] Lorraine Mazerolle et al., "Reducing Truancy and Fostering a Willingness to Attend School: Results from a Randomized Trial of a Police-School Partnership Program," *Prevention Science* 18, no. 4 (May 2017): 469, http://dx.doi.org/10.1007/s11121-017-0771-7.

the parents with notification of the child's excessive absences. Next, the principal would arrange a meeting with the parent or parents to discuss the absences, followed up by a formal letter of warning that proposed prosecution by the Department of Education. If truancy still persists, the principal would begin the procedures for prosecution that ultimately led to fines.[70]

Police and school leaders agreed that the truancy policies in place were simply not working and ineffective. In a partnership, each believed it could have a greater impact in reducing truancy rates by forming a collaborative program with an alternative process. ASEP leaders wanted to educate parents on truancy laws and provide parents with a sense of power to "re-engage" families within their respective school.[71]

ASEP identified a conference-type approach that brought the student, parents, school officials, and police together on a case-by-case basis. Specifically, ASEP would identify a student in need and meet collectively to get a better understanding of the issues creating truancy. Truancy laws would be explained to the student and family, and a police officer would then develop an action plan for that family.[72] The officer would have the responsibility to follow up with the family to ensure the plan was being followed. The police officer would conduct school visits, phone calls, and in-home meetings with the family for a period of six months.[73]

The action plan was simply a tool for police to form a conference-style intervention process for each case. Meetings would be organized by police at an agreed-upon location by all participants. The police officer would then act as a facilitator for the meeting, and school officials would attempt to identify the underlying factors contributing to truancy. Therefore, the action plan created and identified a support structure for the student.

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[70] Mazerolle et al., 470.

[71] Mazerolle et al., 470.

[72] Mazerolle et al., 473.

[73] Mazerolle et al., 472.

Police officers and school officials received training on their respective roles for the conference meetings.[74] Depending on the student, school officials would select the appropriate counselor or principal to handle each case, whereas an officer was selected and assigned as part of the general assignment within the respective area.[75] Discussions covered victimization, poor friendships, overall education, and an increase in potential offender behavior.[76] Collectively, participants would work together to improve decision-making skills for the student.

To test the validity of ASEP, leaders started the program within 11 schools and 102 students. All schools were located within the same urban, geographic setting considered to be "disadvantaged."[77] Each school had a dedicated police officer as the ASEP coordinator who selected students to participate in an ASEP survey. Based on the results of the survey, students joined either a control group or an experimental group.

ASEP designed the control group to continue to receive services for truancy based on the current policies and practices. The experimental group would receive services based on ASEP's conference format involving a collaborative effort between the school and police. A student participating in ASEP must meet certain factors, such as being between the ages of 10 and 16, having less than 85% attendance for the past three school years, and having at least one parent who provided legal consent to participate.[78]

For the period of three school terms, ASEP implemented its joint program monitoring 102 cases. Fifty-one students were placed into both the control group and the experimental group where their individual attendance rates were collected for three years prior to the program and three years after the program. Results of the program yielded significant success for those students who received the ASEP program as compared to those who did not.

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[74] Mazerolle et al., 472.

[75] Mazerolle et al., 473.

[76] Mazerolle et al., 473.

[77] Mazerolle et al., 471.

[78] Mazerolle et al., 471.

Students participating in the ASEP program reduced absences from 27% to 19%, whereas students in the control group showed minimal progress going from 25% to 23.5%.[79] The experimental group's results showed the intervention of ASEP had a direct impact on reducing truancy and increased students' desire to attend class.[80] Overall, the partnership between police and schools that focused on truancy had a positive reduction on truancy rates when the ASEP method was applied.

D. DETROIT POLICE DEPARTMENT

In 2009, the Detroit Police Department (DPD) experienced a disconnect between police officers and their community. Citizens were afraid to talk to the police, and the city was experiencing an increase in sexual assaults and attacks on elderly women.[81] The local media was reporting, "Motor City is paralyzed by fear when it comes to talking to the police or press."[82] The unwritten rule within the community was citizens do not speak to the police or "snitch." Thus, numerous crimes were unsolved and police could not secure cooperating witnesses.

The "no snitch code" directly decreased closure rates for police and was deeply embedded across the city. Without a partnership between the DPD and the community, detectives could not solve serious, personal crimes cases. Police cannot solve crimes by themselves without cooperation from the public. In 2010, Chief Ralph L. Godbee, Jr. decided to take a much different approach to solving crimes within the city. He recognized the inability of his department to connect with citizens and initiated a new program to rebuild a partnership. As crime rates continued to increase with violent crimes, Godbee's new traditional methods of enforcement were insufficient.[83] Therefore, he reached out to a community-based group of local leaders called the Detroit 300.

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[79] Mazerolle et al., 476.

[80] Mazerolle et al., 477.

[81] Ralph L. Godbee Jr., *Enough Is Enough! Police & Community Partnerships Take on the 'No Snitching Code of the Street'* (Detroit, MI: Detroit Police Department, 2011), 3, https://popcenter.asu.edu/sites/default/files/library/awards/goldstein/2011/11-55.pdf.

[82] Godbee, 3.

[83] Godbee, 3.

Detroit 300 acted as the vehicle that allowed police and citizens to share information on crimes. Leaders within Detroit 300 believed the police could not solve crimes if community members were afraid to speak to them or be a witness to a crime.[84] Essentially, local community leaders knew the "no snitch code" was alive and deeply rooted within their communities, which created a strong barrier between police and citizens.

In an effort to encourage citizens to speak out on crimes, Chief Godbee and the Detroit 300 leaders put a positive twist on the acronym S.N.I.T.C.H.; "somebody needs information that could help."[85] Soon after, volunteers increased from 300 to 1,600 citizens; police made arrests on two rape cases and the collaboration started to grow.

Numerous reasons prohibit citizens from speaking to the police. These barriers include fear of retaliation, witness intimation, and long-standing culture on the streets among residents. The DPD was encouraging all citizens to speak up and share information with police officers in an effort to solve crimes. In one year, the closure rate for homicides increased from 27% to 50%, and the overall number of homicides was at its lowest number since 1967.[86] Chief Godbee started to attribute the success of the closure rates to the positive connection and information sharing between police and citizens.

Chief Godbee recruited Detroit 300 co-leader Malik Shabazz during the development phase of the partnership. Godbee recognized Shabazz as a community activist and his connection within the community and therefore capitalized on a pre-existing line of communication. Co-leader Reverend Angelo Henderson informed Godbee the "no snitching" code on the street was very real. Henderson also recognized the need for the community and police to have a partnership and work together to solve crimes.[87]

In addition to connecting with local leaders, Godbee recognized the importance of messaging his new partnership and program. He used numerous press releases to inform

[84] Godbee, 5.

[85] Godbee, 4.

[86] Godbee, 5.

[87] Godbee, 6.

citizens of S.N.I.T.C.H and to remind residents of the importance of working together to solve crimes. Godbee used this approach to offset a long history of a "no snitch code." For years, this unofficial street code has been supported through rap lyrics, social media videos, movies, and interviews with convicted gang members.[88]

According to Godbee, several factors created the "no snitch code" on the streets of Detroit. Godbee cites decreasing numbers in police personnel, unemployment, and fear of retaliation by cooperating with police, weak relationships with the press, and an increase in juvenile violence. He also stated the "no snitch code" has been supported through movies and painted as a positive characteristic of violent propaganda.[89] This evidence begs to be explained. The constant introduction of violent movies, violent video games, and hatred of police has led to the dislike and mistrust between police and their community. The music industry has consistently portrayed the same negative propaganda for the no snitching code. For example, Chief Godbee recognized the contributing factors specifically within juveniles and their reluctance to cooperate.

Prior to 2010, the DPD attempted numerous pro-active enforcement methods to reduce crime. Specialty units were created that targeted gangs, firearms, and high crime residential areas that only focused on enforcement methods. Fugitive units were created that focused on apprehending wanted subjects, and narcotic units were created to focus on repeat violators.

However, despite the creation of these specialty units, violent crime continued to increase. In 2008, Detroit had the highest homicide rate in the United States and violent crimes remained high. Chief Godbee knew a partnership needed to exist between his department and the people who lived in Detroit. He knew he had to put faith back into the police department and rebuild trust as well. Godbee's declared buy-in started by holding his department accountable for its actions, communicating with the public, and reestablishing trust.[90] Thus, he recognized a need for a partnership.

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[88] Godbee, 7.

[89] Godbee, 8.

[90] Godbee, 13.

The restoration of public trust and the success of Godbee's program began with the connection and partnership with Detroit 300. Detroit 300 included faith-based leaders, civic groups, and the DPD. The collaboration and communication at leadership levels, as well as the messaging and encouragement for citizens to cooperate with police, gave residents ownership, which thus created buy-in between stakeholders.

The process within this partnership went far beyond simple communication. The DPD and Detroit 300 took on specific roles within the relationship. Additionally, these roles took time to be established, as well as being agreed upon by all stakeholders. The DPD created a liaison position and identified one person who met regularly between the two. One of Detroit 300's co-founders met routinely with DPD's crime analysts and a supervisor within the homicide unit.[91] The DPD provided the liaison with training related to criminal intelligence and information sharing, which thus protected the integrity of case investigations.

Initially, Detroit 300 would often conduct patrols within the streets without any coordination with the DPD. As police officers were patrolling the streets around the clock, the DPD initially pushed back against citizen patrols. After collaborating on patrols, the DPD and Detroit 300 acknowledged and recognized they would not duplicate patrols and by sharing information, they could keep citizens safer. Detroit 300 now collaborates and coordinates all its patrols with the DPD, and the DPD provides assistance in the form of back-up officers during such patrols.[92]

Likewise, the DPD began to coordinate and appear alongside Detroit 300 in numerous neighborhood outreach events. In addition to patrols, the DPD would stand beside Detroit 300 leaders during neighborhood rallies and community events.[93] Thus, Godbee publicly presented the DPD's partnership to the community in an open format.

Godbee's willingness to train members of Detroit 300 with similar training to what his officers received also contributed to success. Members were trained in self-defense,

[91] Godbee, 14.

[92] Godbee, 14.

[93] Godbee, 14.

general people skills, such as cultural diversity and sensitivity training, as well as safety for senior citizens.[94] Providing such training to Detroit 300 eliminated concerns the DPD had of any potential vigilante acts by its members.

The DPD recognized the importance of providing valuable training, as it strengthened the relationship between members. Over 300 members of Detroit 300 attended and completed the DPD's Citizen's Police Academy.[95] This eight-week training session delivers lessons in officer safety, organizational structure, and basic operations of the DPD and public safety. Allowing members of Detroit 300 to attend only improved the relationship between stakeholders, as it provided local leaders an insight into the daily operations of police.

Messaging the citizens about S.N.I.T.C.H, as well as routine projects or operations between DPD and Detroit 300, was a huge facilitator. However, it, too, took time to identify roles between the two stakeholders and the process of how to release information to the public without compromising officer safety or investigations. However, each recognized the importance of messaging the public to garner trust. Providing the public with updates on the partnership and trust between Detroit 300 and the DPD eventually gained citizens' trust.

Initially, the DPD hesitated to share delicate details of cases with Detroit 300 out of officer safety issues.[96] However, after discussions between leadership, Detroit 300 would not release any information prior to collaborating with the DPD's media officer. The DPD's media officer would ensure all information released to the public was accurate prior to Detroit 300 making statements.[97]

Each stakeholder approached different media outlets as well. Chief Godbee conducted numerous interviews and press releases, whereas Detroit 300 conducted numerous radio talk show interviews. Each promoted the partnership and encouraged

[94] Godbee, 15.

[95] Godbee, 15.

[96] Godbee, 15.

[97] Godbee, 16.

citizens to learn about S.N.I.T.C.H and to educate themselves on keeping their community safe. Chief Godbee stated that by maintaining a level of transparency with the Detroit 300 partnership, he was able to rebuild trust between the DPD and the community.[98]

The partnership between the DPD and Detroit 300 is an example of police successfully assessing a problem, collaborating within their community, and reducing crime. This collaborative partnership was mostly based on sharing information between stakeholders, vetting information with one another, and reaching the common goal of connecting with citizens to reduce crime.

S.N.I.T.C.H was the vehicle that the DPD used to partner with Detroit 300. Messaging played a critical role and the careful collaboration between them, which ensured the same message was delivered by leadership to citizens. Chief Godbee stated, "The special bond forged between DPD and the Detroit 300 has initiated an invaluable service to the citizens of Detroit."[99]

Results for this partnership significantly increased the levels of citizens volunteering to assist police as the level of trust has increased. Most importantly, the partnership has slowly eroded the unofficial "no snitch code" on the street. It has brought neighborhoods together with community leadership, as well as the police. Residents feel safer within their communities and are more willing to speak to the police and provide information relating to crime.

After the implementation of S.N.I.T.C.H, the overall number of homicides dropped to the lowest number ever and the homicide closure rate increased.[100] This partnership has reduced crime overall, as individual groups are forming within respective communities. The gap between the police and community narrowed, which ultimately created neighborhood watch programs and encouraged citizens to become involved.

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[98] Godbee, 16.

[99] Godbee, 17.

[100] Godbee, 18.

E. CHILD PROTECTIVE SERVICES

Police have attempted to foster partnerships with Child Protective Services (CPS) since the early 1970s. Protecting children and preventing children from victimization has been and still is a pronounced common goal between agencies. Variances in roles and conflict in organizational differences have created barriers for these partnerships early on.[101]

According to a study by the American Humane Association, a common and preferred approach to investigating child abuse cases usually consists of a joint investigation between CPS and the police.[102] However, barriers exist within this relationship and creates hardships for the police, CPS, and the overall investigation. Primarily, conflicts of collaboration start with management over the case itself.[103] Embedded within police culture is a concept of maintaining control of situations and cases, and guiding an investigation internally. This need for control leads to poor communication and an unwillingness to share information effectively.

Collaboration between these two agencies has been difficult over the past several years due to multiple factors. Variables in funding, different criteria for agencies to take on a case (criminal vs. civil), differences in agency missions, and turf battles are all barriers preventing a successful partnership.[104] Unfortunately, even with a strong common goal of protecting children, the end product is not enough to foster a successful partnership.

Historically within government institutions, policies have been set forth or MOUs authored to prevent these barriers. Many MOUs outline joint trainings and conflict resolution techniques for each participant.[105] However, even with an MOU in place, factors, perceived barriers by the actors, create obstacles difficult to overcome.

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[101] Bernie Sue Newman and Paul L. Dannenfelser, "Children's Protective Services and Law Enforcement: Fostering Partnerships in Investigations of Child Abuse," *Journal of Child Sexual Abuse* 14, no. 2 (June 2005): 97, https://doi.org/10.1300/J070v14n02_06.

[102] Newman and Dannenfelser, 98.

[103] Newman and Dannenfelser, 98.

[104] Newman and Dannenfelser, 100.

[105] Newman and Dannenfelser, 100.

Police and CPS still operate under different policies. CPS investigates a civil case, whereas police investigate a criminal case. Each has unique standards and different levels of qualifying factors. Local, state, and federal laws, as well as probable cause to make an arrest, guide the police. Essentially, police seek justice for the victim through an arrest of an offender. Yet, CPS works towards the overall safety of the child both current and future. The protection of the child versus prosecution of an offender may include rehabilitating the offending parent.

Regardless of the joint investigation, CPS often have time restraints associated with the process of their investigation; in particular, as it relates to when an interview is or is not conducted with a child.[106] Police are under no such time restraint in terms of when they need to interview a child or not. This lack of a time restraint can factor towards the overall investigation if the family has multiple children. Whereas a CPS worker is mandated to interview all children in the family, the police detective may choose who to interview for the criminal case.[107] This approach can lead to differences between the detective and the CPS worker as to how a case is planned and when individuals are interviewed. Thus, tension increases between workers, as well as barriers being created within the partnership.

Newman and Dannenfelser cite additional barriers between CPS and police as that of training and office location.[108] Barriers are created when one investigator, regardless of personality, has an overall lack of experience in child abuse investigations. The lack of knowledge or inexperience of interviewing children directly leads to ineffective collaboration.[109] Police perceive the new CPS worker as having a lack of knowledge on criminal law whereas CPS view a new detective as having a lack of knowledge on interviewing children who have undergone severe trauma. Compounding a lack of training is a lack of co-location between agencies. Investigators with each agency commonly are

[106] Newman and Dannenfelser, 103.

[107] Newman and Dannenfelser, 104.

[108] Newman and Dannenfelser, 106–107.

[109] Newman and Dannenfelser, 105.

not housed together within the same building. A lack of co-location contributes to less collaboration regardless of the MOU in place.

F. QUEENSLAND POLICE SERVICE: "FAMILY ENGAGEMENT STRATEGY"

The Queensland Police Service (QPS) located in Queensland, Australia led a multi-member partnership in 2009 focused on crime reduction, specifically with high-risk juveniles. The Family Engagement Strategy (FES) was a partnership that included 17 agencies all focusing on high-risk youth responsible for a high number of crimes in the community.

The concept of the FES was to reduce the number of responsibilities on the police when dealing with juvenile offenders. Additionally, responsibilities would be placed on other regulatory agencies in lieu of arrest with a focus placed on restorative components. Through internal data, the QPS identified a small number of juveniles and their families who were routinely interacting with police. Research proved the same juveniles were all between the ages of 10 and 17, as well as being seen by multiple regulatory, service-oriented agencies.[110]

Per Myer and Mazerolle, high-risk juveniles work with numerous agencies including but not limited to police, community corrections, housing, mental health, and child protective services.[111] Juveniles typically come into contact with numerous agencies providing services. Both regulatory and non-regulatory agencies share common goals when it comes to protecting juveniles and offering aid or services to troubled kids.

The level of complexity and sensitivity when dealing with juvenile offenders has proven to police that partnerships are necessary to address all the juvenile's needs. Police recognize an inability to meet all needs alone and the lack of resources or training required to accomplish these goals. Queensland police entered into a third-party partnership with

[110] Silke Meyer and Lorraine Mazerolle, "Police-Led Partnership Responses to High Risk Youths and Their Families: Challenges Associated with Forming Successful and Sustainable Partnerships," *Policing and Society* 24, no. 2 (2014): 246, https://doi.org/10.1080/10439463.2013.784295.

[111] Meyer and Mazerolle, 43.

several agencies to meet these goals. Third-party policing allowed several regulatory agencies to monitor the juvenile's behavior and establish sanctions against the juvenile that Queensland police were unable to do.[112]

Queensland police were hoping to provide juvenile offenders rehabilitative services they were unable to provide independently. By entering into relationships and leading a multi-member partnership (FES), police hoped to respond better to children in need, better collaborate with agencies, and share crime prevention responsibilities.[113] The FES deemed these alternatives to arrest were more proactive and long-term forms of rebuilding the juvenile. The focus was placed on strengthening the juvenile with outreach and life skills.[114] Thus, the partnership provided offending juveniles tools to rehabilitation.

Participating agencies within the FES each shared the common goal of protecting and rehabilitating juvenile offenders. However, each agency took a different philosophical approach to accomplishing this goal. Thus, many barriers confronted the police as the lead agency. Agencies involved in the FES also shared the common goal of overall safety and crime reduction, yet each used different methods and operated under various policies.

The varying approaches used by participating agencies led to poor communication and a poor set of established rules. Individual agency roles, responsibilities, and expectations were imprecise from the beginning. Agency missions included substance abuse, counseling, mental health, and life skills, which therefore, created obstacles and barriers for members to accomplish their tasks. FES started with 10 regulatory agencies and six non-regulatory agencies in a forum setting. The QPS invited all participating agencies to contribute to the implementation and planning phases of the partnership.[115]

Meyer and Mazerolle conducted 17 interviews with a member of each participating FES agency to determine the barriers and obstacles each experienced. The Department of Child Safety declined to be interviewed as part of Meyer and Mazerolle's research. Initial

[112] Meyer and Mazerolle, 244.

[113] Meyer and Mazerolle, 244.

[114] Meyer and Mazerolle, 245.

[115] Meyer and Mazerolle, 246.

results yielded a lack of formal expectations or instruction for each agency, and specifically, the role and clarity of the FES.[116] As stated earlier, a clear definition of member roles and responsibilities is critical to a successful partnership. The FES experienced a general lack of understanding from the onset, which thus, immediately created a barrier for those participating agencies.

Evidence from Meyer's study showed a breakdown in communication between a non-regulatory agency and the lead agency.[117] Additionally, Meyer and Mazerolle discovered individuals tasked with leading their agencies within the FES had a lack of understanding on the specific mission and objectives despite each member sharing a common goal of protecting juveniles. According to Meyer and Mazerolle, some of the participating FES agencies moved forward due to this overarching common goal.[118]

Several participating members expressed concerns over their roles and boundaries. These boundaries, or barriers in this case, centered on policy. Each agency was operating under different limitations in regard to the number of cases they were able to accept for follow up. Interestingly, Meyer states participating agencies were often willing to work around said boundaries to accomplish goals, provided that working outside of the box did not undermine their agencies' policies.[119] In other words, policy was not established early in the partnership, or if it was, the policy was not clearly defined.

Issues relating to the FES centered on the lead agency of the QPS. Participating regulatory agencies were invited under the assumption they would adopt and enforce various police functions. However, this message was never delivered clearly to those agencies that felt incapable of accomplishing a police-related task.[120]

Meyer and Mazerolle identified additional barriers within the FES that led it to be less than successful. Specifically, the level of buy-in varied within each agency. Regulatory

[116] Meyer and Mazerolle, 249.

[117] Meyer and Mazerolle, 249.

[118] Meyer and Mazerolle, 251.

[119] Meyer and Mazerolle, 253.

[120] Meyer and Mazerolle, 255.

agencies each had representatives from higher level management, whereas the non-regulatory agencies did not, which created an inequity of experience within the participating members. Although unintentional, regulatory agencies, such as the QPS, approached the FES within a chain of command-style approach, whereas the non-regulatory agencies approached it from the bottom upwards.

The two different approaches proved problematic when personnel were removed, transferred, or moved on from their roles. The regulatory agencies, specifically the QPS, maintained a level of buy-in due to the participant's bigger picture thinking. Non-regulatory agencies struggled more in maintaining buy-in as top leadership was not involved from the beginning.[121] Overall, Meyer and Mazerolle discovered the lack of direction and communication by the QPS greatly impacted the partnership and success of the FES. Additionally, the QPS failed to invite a key player, Youth Justice, into the partnership. According to Meyer and Mazerolle, this issue was brought up to the QPS by other FES members, but it was ignored.[122] Therefore, the manner in which this partnership was created initially, set the FES on a path of not reaching its goals.

Interestingly, the FES also lacked buy-in from all participating agencies and Meyer's study suggests it resulted from the varying levels of leadership or experience within each agency. Agencies with higher level or managerial level positions had more buy-in or support from their agencies, whereas agencies represented by front-line workers, did not share the same levels of support or buy-in. Meyer states buy-in must come from both the front-line or service level, as well as leadership levels to reach success.

[121] Meyer and Mazerolle, 256.

[122] Meyer and Mazerolle, 258.

IV. ACROSS-CASE ANALYSIS

This chapter looks across the six cases presented in Chapter III to describe factors that were most salient to partnership success. For the purpose of this analysis, success is defined as "a relationship in which members share authority, accountability, and responsibility towards achieving results."[123] Using this definition and drawing on partnership enablers and barriers to partnerships from the literature review (see Chapter II), seven factors became the focus for the cross-case analysis: purpose/strategy, structures, lateral mechanisms, incentives, people practices, leadership, and culture. The remainder of this chapter provides specific examples of how these factors were (or were not) demonstrated across the six cases.

Table 2 illustrates factors represented within each case study, at some level, that resulted in either success or failure. Although each partnership did not require every factor, a factor's presence influenced the partnership's outcome. In each case study, if that specific factor played a significant role towards success or failure of the partnership, it was counted. Factors not having a significant role within the partnership received no indicator.

[123] Caudle, "Basic Practices Aiding High-Performance Homeland Security Regional Partnerships," 4.

Table 2. Success Factors

SUCCESS FACTORS	DC Police	National Night Out	ASEP	Detroit Police	CPS	FES
PURPOSE/STRATEGY	✓	✓	✓	✓	✗	✗
STRUCTURE	✗	✓	✓	✓	✓	✗
LATERAL MECHANISMS	✓	✓	✓	✓	✗	✗
INCENTIVES	▭	▭	▭		✗	✗
PEOPLE PRACTICES	✓	✓	✓	✓	✗	✗
LEADERSHIP	▭	✓	✓	✓	▭	✗
CULTURE	✓	✓	▭	✓	✗	✗

✓ Present and Functional

✗ Present Dysfunctional

▭ No Info Available

A. PURPOSE AND STRATEGY

Having common goals and the ability to adapt towards a potential partner's interests is critical and defines purpose and strategy.[124] As seen in the DPD case, Chief Godbee and community activists within Detroit 300 had strong common goals and the ability to adapt to one another's interest. Since the two groups shared such strong, common objectives, the commonality facilitated the success of the partnership. Similarly, leadership within the Boston Police Department established clear goals when establishing the NNO campaign between the members of the department and Boston residents.

The ASEP case produced positive results in which school workers and the QPD identified strong, common goals of reducing truancy and working together. Each felt strongly about protecting "at risk" students who tended to be absent from school more than others. Traditionally, this problem would have been left up to the individual school within Queensland to resolve. However, the police recognized it shared the same concern and each side was willing to adapt towards the other's interests, which ultimately became shared interests between them.

In terms of adapting to each other's interests, purpose and strategy was present within the MPD and Homeless Outreach partnership as well. Front-line staff were willing to accept one another's interests in terms of each other's role and responsibilities.

However, unlike partnerships between the DPD and Detroit 300, and those involved in the ASEP program, purpose and strategy posed a barrier within the FES and the CPS. Even though all 17 agencies involved in the FES program shared a broad goal of "protecting children," each agency's purpose and strategy differed. The agencies involved reflected several different philosophical approaches towards protecting children. Agencies within the FES and CPS programs did not have specific goals or lacked clarity in their goals. For example, leaders within the FES program had the overarching goal of protecting children and keeping children safe, yet staff members within each agency had conflicting

[124] Jansen, Hocevar, and Thomas, *Diagnostic Approach to Building Collaborative Capacity in an Interagency Context*, 7.

missions (criminal vs. civil). Lastly, leadership within the FES did not clearly communicate expectations to participating agencies.

In summary, the element of purpose and strategy was both an enabler and barrier within all six cases. As an enabler, personnel shared common goals and adapted to one another's interests. Most importantly, personnel felt a true desire to collaborate and work together as in the MPD case to help people. Whereas a barrier, personnel tended to focus on their own agencies' mission and were not adaptable to others' purpose. This barrier was most prevalent within the CPS and FES cases where workers simply focused on their own agencies' goals.

B. STRUCTURE

Components of structure within a partnership are formal committees, formal roles, congruent policies and rules, accountability of staff, and proper authority for decision makers.[125]

Structure was a critical factor within the DPD and Detroit 300 case. Regularly scheduled meetings between the two, joint press conferences, and the creation of a DPD police officer to liaison with the Detroit 300 facilitated success. In addition, a DPD crime analyst met regularly with a member of the Detroit 300 to exchange information. Chief Godbee's establishment of these two positions shows how to create sufficient staffing in the program.

Similar to the DPD, formal meetings influenced the success of the NNO program, as well as the ASEP partnership. The basis of the NNO program was to establish and coordinate specific events between the police and community. As seen in the reviews, a dedicated police officer, with authority within each department, helped achieve a successful NNO program.

Like the NNO, formal committees within the ASEP program consisting of a dedicated police officer and school officials, fostered respect between them. The formal committees created a "conference" style approach to working together. The program

[125] Jansen, Hocevar, and Thomas, 7.

required police, school counselors, parents, and students to meet on a regular basis. Thus, establishing formal committees and specific roles facilitated trust between all participating staff, and ultimately, reduced truancy rates.

Structure was also seen in the relationship between MPD officers and the Homeless Outreach workers. As officers and outreach workers identified common cases or individuals they were assisting, they held regular meetings and phone calls and conducted joint follow-ups. These actions exemplify structure as a successful element that started at the ground level between front-line staff.

However, from its inception, the FES program had competing methods of operation and policies. As stated previously, individual roles and responsibilities by participating members of the FES were nonspecific, which thus created barriers. Another example of poor policy within the FES was that several participating members had concerns with their exact roles, and each participating agency operated under different limits. For example, individual caseworkers from different agencies handled varying numbers of assigned cases. Policy was unclear, clashed between agencies, and therefore, created a barrier towards success.

Conflicting policies were present within the CPS case as well. From the onset of a case, law enforcement works an assigned case under criminal law (restrictions), whereas CPS personnel manage the same case under civil statutes. Regardless, each one operates under the same goal of protecting children, but their missions differ. Police pursue an end, meaning prosecution. CPS officials run the case alongside police even after prosecution. Additionally, the CPS has time restraints connected to each case, whereas police do not. Thus, opposing missions and legal parameters create barriers.

As seen in these cases, the element of structure was deemed successful when roles and responsibilities were clearly defined from inception, as Chief Godbee did. In addition, success was more evident when appropriate personnel and resources were dedicated to the process, as seen in the ASEP program. As an element within the process, structure was very successful when clear roles were established and formal meetings occurred, which

resulted in true collaboration and information sharing. Personnel must understand their precise role, one another's responsibilities, and the authority they have within the process.

Policies must be aligned with one another in that any conflicting rules will push results towards failure. As seen in the CPS and FES cases, impeding goals directly impacted the outcome of the partnership. The blending of civil and criminal goals created a barrier immediately.

C. LATERAL MECHANISMS

Per Jansen et al., lateral mechanisms consist of good communication and sharing information, familiarization of each other's agency, and building social capital.[126]

Chief Godbee attributed the overall success of the S.N.I.T.C.H. program, as well as increased closure rates for violent crimes, to the effective exchange of communication between his department and members of the Detroit 300. Additionally, Detroit 300 would not message citizens within its community without vetting the media release through the DPD public information officer first. The level of communication and organizational trust between the two entities proved to be successful.

Effective communication was present within the ASEP and MPD cases. Although at an informal level in the MPD case, and more formal within ASEP, it allowed communications as a factor within lateral mechanisms to enable success. Despite the differences in the structure of each specific case, information was adequately exchanged between stakeholders, which created interpersonal connections.

A form of social capital was evident within the Boston Police Department NNO program. The department established a very direct method of communication between designated officers and citizens in which face-to-face meetings occurred. This communication allowed the police to build social capital and trust within the community and provided residents a method for communicating in-person to police representatives. Thus, direct communication fostered successful factors towards collaboration and partnership.

[126] Jansen, Hocevar, and Thomas, 7.

Contrary to the DPD, the FES experienced a general lack of information sharing between all agencies involved. Poor communication immediately created a barrier within the partnership system. This barrier existed in a breakdown in communication between a non-regulatory agency (CPS) and the lead law enforcement agency. Similar barriers existed within the CPS case study in which poor communication was a result of personnel's inability to adapt to their partner's interests.

In terms of lateral mechanisms, effective communication, such as regularly exchanging information and building more of a "personal" relationship with one another, yielded more positive results. Only within the CPS and FES cases did the "personal" relationships struggle. Perhaps, opposing agendas and poor communication, due to conflicting structure, are ingredients for failure.

D. INCENTIVES AND REWARDS

Mutual respect, advanced or specialized training for personnel, acknowledgement of the benefits of collaboration, and no rivalry between stakeholders are all elements of success for incentives and rewards.[127] Competition for resources, territorial disputes or distrust, and a lack of respect will act as barriers for incentives.[128] The element of incentives and rewards was present in only half of the cases researched.

Chief Godbee used a rewards program within the Detroit 300 partnership to foster trust, respect, and buy-in. He provided training as an incentive for civilian personnel working for the Detroit 300 in which they received training comparable to that of a basic police academy. Godbee provided trainings, such as self-defense, cultural diversity, and people skills. Additionally, he conducted joint press conferences alongside Detroit 300 leaders to show the community a united front.

Unfortunately, within the CPS and FES cases, the element of incentives was an absolute barrier. Police and social workers consistently battled over territory, which ultimately created barriers. Such competition for control over resources or decisions

[127] Jansen, Hocevar, and Thomas, 7–8.

[128] Jansen, Hocevar, and Thomas, 7–8.

coupled with a general distrust between stakeholders was consistent. Due to the inner conflicts, these factors resulted in failed partnerships.

Incentives and rewards were a critical element within the process of a partnership, specifically as it related to personnel's emotional state within the cases reviewed. Although present in only half of all cases, it resulted in failure for two of the three cases. The presence of conflict over territory, as well as personnel competing for resources, is an immediate barrier and one that is insurmountable.

E. PEOPLE PRACTICES

According to Jansen et al., personnel who are motivated, trustworthy, and committed to the team demonstrate elements of people practices.[129] Interestingly, in terms of people as a factor, the element or level of competency has a significant impact on the success or failure of such partnerships.

Most notable within the DPD and ASEP cases, personnel assigned to work together were committed to the partnership. The members of Detroit 300 were just as committed to reducing violent crime as Chief Godbee himself. This shared level of perseverance proved critical to forming a successful partnership. The personnel assigned within the ASEP program were just as committed to the program as the police. All personnel assigned to this program shared similar levels of rank (front-line staff) within their agency, as well as similar levels of expertise.

Similarly, a high level of respect and collaboration occurred between the Homeless Outreach worker and the MPD officer, both front-line staff. Each was motivated, competent, and committed to solving a shared problem. The MPD and Homeless Outreach partnership was successful, primarily due to the people factor within the process.

As seen in the FES study, the non-regulatory agencies staffed the program with front-line staff, whereas the regulatory agencies staffed the program with higher management personnel, which created opposing levels of competency or experience.

[129] Jansen, Hocevar, and Thomas, 8.

Managing the program differently created an inequity of knowledge and experience. Additionally, these same differences created different levels of buy-in within the program, which resulted in barriers. Upper management tended to have a higher level of commitment towards the program compared to front-line staff.

Varying levels of competency separated the criminal and CPS investigators. Overall job experience, such as interviewing skills, affected success. Both the CPS and FES study cited veteran criminal investigators becoming frustrated with brand new CPS workers as did veteran CPS workers with a new detective. The different skill levels on specific job tasks proved to be a barrier and resulted in ineffective collaboration.

Interestingly, people practices proved most successful when personnel shared similar levels of commitment, responsibility, and respect for one another. As seen in the ASEP and MPD cases, success occurred when front-line staff came together who were motivated to work together. Whereas, veteran detectives struggled to work with new CPS workers and vice versa. The pairing of expertise levels between partners was a factor. Also, failure quickly developed when personnel had an overall lack of competency or animosity towards one another as seen in the CPS and FES cases.

F. LEADERSHIP

In addition to shared leadership between agencies, clearly identified individuals who support the partnership and create buy-in from the front-line, define leadership as an element.[130] Leadership was an element in four of the six cases reviewed and proved functional in three.

The leadership of Chief Godbee was a factor in the success of the partnership between the DPD and Detroit 300. His ability to step outside of routine business and look towards the private sector to assist in solving violent crimes proved effective. After the initial implementation of their partnership, the closure rates for homicides increased. The partnership reduced violent crime overall by earning public trust and cooperation from leadership.

[130] Jansen, Hocevar, and Thomas, 6.

Additionally, cooperation was present from leadership within the ASEP program as well. From inception, leadership from each agency selected 11 schools and over 100 students to participate in the program. Leaders dedicated the resources and time to test the validity of their program. Ultimately, truancy dropped within their test group from 27% to 19%, which proved a positive impact on the partnership, as well as strong leadership being a success factor.

Unlike the leadership in the DPD or ASEP studies, no leadership was present within the CPS study. Non-regulatory agencies did not involve their leadership from the beginning of the program, whereas the police did include leaders. Not only did this influence the people factor in terms of competency as previously stated, but it also reduced buy-in. Leadership was absent within the non-regulatory agencies; therefore, an overall lack of direction and poor communication from leaders or personnel authorized to make decisions resulted.

Poor leadership, or a lack thereof, created barriers within the FES case as well. Again, similar to the CPS case, an absence of decision makers created an environment within a partnership that fostered territorial battles, and lack of buy-in at all levels. The purpose of a leader within a partnership carries the same weight as a leader of an agency. Front-line staff desire direction and guidance in terms of knowing what they are working towards (goals) and why. The purpose of a leader within the process of a partnership is to develop buy-in and support from those participating.

G. CULTURE

For purposes within this research, police culture is most clearly understood as police officers, departments, or leaders resistant to change or an unwillingness to be open to new responsibilities. A lack of flexibility can be recognized as police struggling to expand on enforcement operations, which means the sole function of police is to enforce criminal laws, towards community outreach operations, such as education and prevention programs. Culture was most prevalent within the CPS and FES cases.

In the CPS and FES cases, and specifically within the police, police culture was controlling the process. Essentially, due to police culture, police personnel wanted to be

the ultimate authority, regardless of participating in a joint investigation or partnership with social workers. CPS and FES workers stated officers wanted to maintain total control of situations and direct the overall investigation of the joint investigation. This same culture also led to poor communications and an unwillingness to share information between agencies. Such a culture created a barrier towards success.

Unlike the police involved in the CPS study, the police within the ASEP program wanted to be flexible and step into non-enforcement roles to solve a problem. The police acted as moderators during group meetings between parents, students, and school officials. The same willingness to step outside traditional roles occurred in the MPD study. Outreach workers educated police on how to view the homeless differently. Police learned how to frame people other than in an enforcement mindset, not as criminals, but as people in need of services. Thus, this shift in perspective facilitated a successful partnership.

Culture is a unique element, specifically within police departments, as police are resistant to change. However, within the cases reviewed, the identified goals required the police to act outside of their enforcement roles to achieve the stated goals. In terms of this research, police culture can be viewed as a sub-component of people practices as identifying personnel who are motivated and committed to solving problems.

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V. CONCLUSION, SUMMARY AND LIMITATIONS

This chapter draws on information gained from reviewing and analyzing the processes within each case study. Each case contained various combinations of factors, both enablers and barriers, contributing to their success or failure within the partnership.

In all six cases reviewed, the factors of purpose, structure, lateral mechanisms, and people practices played a role. However, in not one case did all factors affect the partnership in a positive manner. For example, in reference to the DC-Homeless Outreach study, structure was dysfunctional, incentives and leadership were not present, yet results were very positive in terms of establishing a successful partnership.

In contrast, all seven elements were present in the FES case, yet dysfunctional, which suggests all elements or factors are not necessary within the process to achieve goals or result in a successful partnership. It does suggest elements act independently of one another and are critical components within the process. Additionally, each element must be applied effectively within the process. Applying elements effectively within are the responsibility of chiefs or sheriffs as leaders of a partnership.

A. CONCLUSION

The goal of this research was to provide chiefs and sheriffs a better understanding to establishing successful partnerships or relationships with stakeholders. So, for chiefs to be successful, they must understand the process within such partnerships. Specifically, when chiefs or sheriffs are able to understand and recognize elements within the process as either enablers or barriers, they are much more likely to form positive, professional, and goal-oriented relationships.

This research also aimed to identify such elements embedded within the process of six police-partnership cases. By chiefs and sheriffs understanding procedural elements, they are better equipped to monitor, and implement, such factors while working within a partnership. Success can be achieved through implementing successful elements and avoiding barriers. Five key factors identified within these cases that enabled success are as follows:

- Clearly identify and message common goals to your entire department.
- Establish formal processes to exchange key information.
- Assign competent, motivated and trustworthy personnel to the program.
- Share leadership roles or responsibilities with a partner's leadership team.
- Maintain flexibility, adaptability, and the willingness to learn from partners.

Accomplishing success and forming partnerships is not a simple process. In fact, the process is quite complex due to frequent barriers. Partnering agencies often have competing policies, missions, or rules preventing leaders from accomplishing their goals. Additionally, internal animosity or opposing views from personnel, front-line staff, or supervisors will create obstacles within the process of partnering. "Turf wars" can develop when opposing missions or policies exist, which results in personnel focusing on their own interests, not the partnership's goals.

Additionally, the chief or sheriff must determine if these enabling elements exist and are obtainable: purpose, structure, lateral mechanisms, incentives, people, leadership, and culture. A chief should ask, "Do I have the time, personnel, and means to enter into a partnership within my own agency?" By entering into partnerships and achieving success, communities in which a leader serves will view such a leader as being adaptable, open to change, willing to learn, and trustworthy.

Purpose and strategy were two leading factors identified as contributing towards success. Common goals must be agreeable, identified, and messaged completely through the chain of command within a police department, as well as throughout a private sector company. Leaders must be willing to change, remain flexible, and understand their partners' needs or interests.

B. SUMMARY

Through researching these six case studies, information was learned relating to the success or failure of police partnerships and the factors or elements contributing to their outcome. This information was valuable in formulating answers to the research questions.

1. Primary Research Question

- How do local law enforcement agencies structure successful partnerships that contribute to fostering public trust and crime reduction?

Chiefs and sheriffs must identify the appropriate agencies with whom to partner, establish common goals, and develop a road map towards success. This road map will outline critical personnel among all participants from front-line staff to supervisors and clearly identify their specific roles and responsibilities while working as partners. Additionally, the method or process of how information will be shared and exchanged between partners must be clearly established, understood, and agreed upon among stakeholders. Partnership leaders must develop and define formal committees that can delegate tasks to personnel with decision-making authority. Lastly, leaders must be willing to learn from their partners, understand their partner's mission and interests, as well as restrictions to be successful.

2. Secondary Research Questions

- What are the facilitating factors that contribute significantly towards a successful partnership?

As seen in the review of six police partnership cases, factors having the greatest impact on a successful partnership are effective communication and collaboration (lateral mechanisms), competent personnel (people and practices), and a clear purpose (purpose and strategy). Although other factors can contribute to success, these three factors contributed the most in the reviewed cases. Chiefs and sheriffs should consider communicating a clear and concise purpose (strategy) both internally and externally as to what the partnership is attempting to accomplish. Leaders must design a formal process and mechanisms for participating members to share information, the frequency of

exchanging information, and the type of information to be shared. Lastly, partnering leaders must identify key personnel who are motivated and have a high level of experience or knowledge to advance the mission, as well as respect their partners' interests.

- What are common barriers preventing police agencies from forming a successful partnership?

In the cases reviewed, the most prevalent mistakes made were that of poor structure and purpose. Restrictive rules and policies between partnering agencies significantly impeded success, which ultimately resulted in failure, as it prevented personnel from performing tasks jointly. Similarly, variances in missions or objectives (purpose) among agencies created barriers between participating members. These conflicting objectives prohibited front-line staff from being open to their partner's interests; thus, staff focused only on their own objectives.

C. LIMITATIONS

Limitations for this study were a limited volume of documented partnerships between police and their communities. Additionally, documentation was limited on the case studies in terms of the existence or continuance of such programs, as well as quantitative data relating to success or failure relevant to crime reduction. Limitations also existed in the allotted schedule for conducting additional case studies. If scheduling allotted for the analysis of additional cases, supplementary data supporting both facilitators and barriers would have been valuable specifically to identify potential patterns within police initiated partnerships.

D. FUTURE RESEARCH AND RECOMMENDATIONS

Leaders must identify and prepare to commit the appropriate resources prior to engaging in a partnership. These resources include the appropriate personnel, management teams, supervisors, and personnel who possess a high level of competency. Supervisors assigned to work within a partnership or form a partnership must be committed and motivated, and have the same level of buy-in as the leadership team. A lack of competency or conflicting interests among any personnel involved will cause the program to fail.

Clear and concise information sharing among participating agencies is an absolute necessity to achieve success. Police personnel assigned within a partnership must be familiar with their partner's mission, policies, and interests. At a minimum, a basic understanding of how respective agencies work on a routine basis is required. Those personnel must possess effective communication skills and the department must provide the appropriate means or channels to share information.

Clear, frequent, and joint messaging by leadership teams contribute greatly to success. Frequent and clear messaging internally within the rank and file of a department will establish the purpose of the partnership for all personnel. Front-line staff will have the knowledge and understanding of who the partnership is with, the goals of the partnership, and how it will be accomplished. Additionally, leaders who explain internally as to "why" the department is partnering with an outside agency will assist in garnering internal buy-in.

Lastly, for future partnerships, chiefs and sheriffs ought to familiarize those in leadership or decision-making positions with the Inter-Organizational Collaboration Model.[131] By understanding the specific success factors, as well as those barriers indicative of failure, chiefs and sheriffs can quickly adapt and formulate change throughout the entire problem-solving process. Internal trainings on this model can be used to implement a new form of relationship policing to foster the creation of partnerships within communities to reduce crime and solve problems.

Future research and analysis should be considered in an attempt to gather quantitative data through methods of applying a rating or score to individual factors (enablers and barriers) within current police partnerships. Such rating or value should suggest a degree of importance or priority in terms of which elements foster success within a police partnership. If values were applied to each element within the process of specific relationships, it could potentially provide decision makers specific areas to focus on better when prioritizing resources, as well as committing time and effort within a partnership.

[131] Jansen, Hocevar, and Thomas, 6.

Such quantitative results could be applicable for chiefs while establishing public/private and public/public relationships. Coupled with enforcement efforts, police leaders will be better equipped to reduce crime and earn public trust by implementing formal partnerships within their communities with key stakeholders. These partnerships will move chiefs and sheriffs beyond having “contacts” and into a formal model of relationship policing.

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