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# A STUDY TO IDENTIFY THE ATTRIBUTES OF POLICE STRATEGIES AND THE RELATED LEADERSHIP STYLES IN ORDER TO ADDRESS THE QUALITY OF LIFE ISSUES IN POLICE ORGANIZATIONS AND THE COMMUNITY

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## MS. IN CRIMINAL JUSTICE

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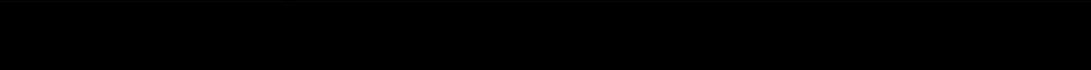
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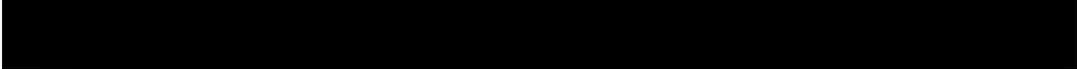
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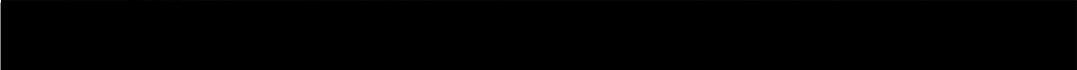
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A thesis submitted in partial fulfillment of the requirements for the degree of Master of
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# DEDICATION

To my wonderful wife, Alicia and children, Monique, Antoine, Anthony, and Avonnia, who have been my constant inspiration and support during my pursuit of this degree, and posthumously to my mother-in-law, Gloria Burleigh, who gave our family the gift of unconditional love.

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ABSTRACT


A STUDY TO IDENTIFY THE ATTRIBUTES OF POLICE STRATEGIES AND THE RELATED LEADERSHIP STYLES IN ORDER TO ADDRESS THE QUALITY OF LIFE ISSUES IN POLICE ORGRANIZATIONS AND THE COMMUNITY.

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This research identified and examined the attributes of police strategies and the related leadership styles in an attempt to develop a model that would benefit police organizations and the community in an effort to have a positive impact on the quality of life of all citizens in the community.


It was a qualitative study that utilized literature from the law enforcement community, the business community, the athletic community, as well as the military community. Personal law enforcement and military experience was considered in order to bring an intimate view of leadership in times of peril and crisis into the text. Recollections of

former leaders and the leadership styles they employed were considered when reviewing the literature for this text.

The need for leaders who employ leadership styles that facilitate the effective planning and execution of police strategies in today's police organizations is a primary issue in our communities. Leaders and leadership have almost countless definitions, but the intent of this research is to challenge senior police leaders to inspire the citizens, which includes police officers, in their community to define and recognize leadership according to the specific and unique qualities of their police organization and their community (Densten, 1999). The police strategies that are considered in this research are ineffective unless a leader with the desire to change the course of his or her police organization is willing to commit to improving the quality of life of every voiceless, nameless, and faceless citizen in his or her community. Police leaders have to exercise a style of leadership that will transform the personal and professional lives of the police officers in his or her organization.

This research has identified the attributes of traditional policing and community oriented policing as well as the attributes of transactional leadership and transformational leadership in an attempt to determine the most effective manner to employ one of these strategies in order to accomplish the diverse goals of today's police organizations. This study recognizes that every police organization is unique and that there are organic variables and traits that allow certain organizations to employ certain strategies by

implementing certain styles or combinations of styles while other organizations have to utilize alternative strategies and styles based on resource and community issues.

This study does not attempt to merge the attributes of police strategies and leadership styles into a perfect and complete puzzle. All of the parts and pieces will not match perfectly or align properly. Effective leadership is the key to sculpting the rough edges and sides that don't quit seem to fit perfectly into the organization. There is no cookie cutter formula, however, police leaders must have the ability to adapt and to motivate police officers and citizens to change the quality of life in their community. This study sought to determine the attributes of police strategies and the attributes of leadership styles that best merge and align with the goals of police organizations. There needs to be a relationship between police strategies and leadership styles as well as a relationship between leaders and followers, and police officers and citizens (McKee, 2001). This study identifies the attributes and attempts to provide a skeleton model that police leaders can modify and adapt to their particular police organization and community.

The cumulative findings of this study support the need for effective police leaders who can implement police strategies by employing a leadership style that inspires participation, cooperation, and goal accomplishment. This study recommends that community oriented policing strategies best support the needs, concerns, and desires of all citizens when transformational leadership attributes are employed at the senior police leadership levels and adopted by the first line police leaders. The recommendations are intended to improve the quality of leadership in police organizations as well as the quality

of the relationships between the all citizens, which can facilitate improvements in the quality of life in the community.

# Chapter I

## IMPORTANCE OF THE STUDY

During the past decade, national attention has been focused on the conduct, actions, and overall services rendered by police officers. Police accountability has become a major concern in both the public and political sectors of our society. Recent controversial events have raised questions about the manner in which this accountability is being executed. The control being exerted upon police organizations on the local law enforcement level from both the federal and the state level has increased constantly since the turbulent period of the 1960s (Swanson, 1998). As the American culture has changed from the turbulent 1960s, the trends and leadership techniques of policing have also changed over time. Fortunately, the accountability process can only be implemented by police leaders, who vigorously exercise leadership attributes that correlate with a changing and diverse community.

Leadership has become a preeminent need in every institution as the world enters a new century ( Fairholm, 1991). Fairholm's use of the word "need" suggest the importance of leadership in our constantly changing community. There are many variables that contribute to the effective operation of a police organization such as technology and management systems, and the role of leadership, which has become a vital concern as the community-oriented policing and quality movements have began to emerge (Swanson, 1998, p. 186). Leadership can take on many forms and can be defined in multiple ways. The indication that leadership may possibly serve as the major factor in

determining current police organizational trends suggest that the topic of leadership in the police community is worthy of study.

Within the framework of this research, leadership will be defined as involving the ability to inspire and influence the thinking, attitudes, and behavior of other people (Gibson, 1995, p. 176). The inspiration and influence can be applied to groups other than police personnel. The many other agencies that have a direct effect on the accomplishment of police organizational goals and the needs and concerns of the citizens in the community depend on effective leadership to obtain organizational goals. As the culture of the community changes, the citizens of the community will also change. Police personnel comprise a portion of this changing community, and this presents a leadership challenge that needs to be addressed. Leadership also involves the process of influencing police personnel to willingly use their talents and energies to facilitate the achievement of the police organization's mission and goals ( Swanson, 1998, p. 189). It is necessary to explore factors such as the changing police community. (Wright, 1999). The diverse skills and abilities of each police officer and staff member need to be used to develop and enhance police organizational goals.

Using information obtained from a literature review, this research examines the extent to which a particular leadership style or combination of styles, and related leadership attributes affect the police strategies in order to achieve police organizational goals. This study recognizes leadership style as a consistent pattern of individual beliefs, attitudes, and behaviors exhibited by the leader. The research also strives to determine the

leadership style attributes that give the police leader the best opportunity to employ the police strategies that have been chosen for this study in order to achieve organizational goals..

Within this framework, one research issue is to identify the attributes and examine the differences in leadership styles currently being employed in the police community in order to address the potential for improvement in accomplishing police organizational goals, and associated outcomes by identifying the most efficacious style or styles. A second research issue is to explore the differences between the community policing strategies and traditional policing strategies in the framework of compatible leadership styles, however, another research issue is to determine leadership characteristics most appropriate within the context of a police organization.

The overarching perspective of this research is to seek innovative methods and techniques to improve the quality of police service as it relates to the security and personal welfare of the citizens. Americans have sought to improve the quality of its police organizations since the formation of full-time police forces (Mastrofski, 1999, p. 1). If the primary intent of police organizations is constant improvement, then change is inherently a necessary function. Policing has changed over time in many different ways. The rise of professional policing is associated with the paid, full-time police force that stemmed from England's Peelian Reform of 1829 (Swanson, 1998, p. 4). The early goals and objectives of the police organizations took on the ideals and principles of Sir Robert Peel. He advised that the police should maintain a relationship with the public. Police leaders need to realize that the police are the community and that the citizens of the

community are the police. This means working with the good guys in the community, and not just arresting the bad guys (Wilson, 1989, p. 46). Many of these ideals were adopted in America. The origin of American Professional Policing is attributed to the principles established by August Vollmer, who developed a classic police administration text that maintained that patrol was society's best defense against the criminal (Brown, 1998, p. 186). James J. Fyfe advised that Vollmer turned the Berkley Police department into the early Twentieth Century American standard. His department was extremely selective with regard to the officers that were chosen to serve, and he went to great lengths to respond to the needs of the good people in the community (Stojkovic, 1999, p. 115). Vollmer's tenure as chief closely parallels the reformation period of 1900 to 1926 (Swanson, 1998, p. 4). The 1930s introduced a new period of policing in America. In 1931, the National Commission on Law Observance and Law Enforcement presented a number of reforms for the police. These reforms enhanced the support for education and training for police personnel (Swanson, 1998). These reforms did a great deal to enhance the ability of all police personnel to perform their duties and responsibilities. These reforms began to surface in the formation of accredited and regulated police academies. There was also a sense that further education was now an important part of the police officer selection process. The 1967 President's Commission on Law Enforcement and Administration of Justice correlates professionalism with education. The results of better educated officers was viewed as a primary means to improve community relations, which would lead to the improvement of the perception of police departments as professionally staffed organizations (Brown, 1998, p. 54). The period from 1950 to 1970 was intended to foster and promote a higher caliber of police officer (Walsh, 2000, p. 349).

The 1970s introduced the implementation of traditional policing strategies. The public demand for efficiency and rapid response to calls for service began to take precedence over issues such as professionalism and education (Walsh, 2000, p. 350). The one constant that exists in every organization is the presence of constraints. Constraints represent those elements that require leaders to choose between competing priorities and personnel shortages or other factors that may impact the accomplishment of established goals. Traditional policing strategies can best be described through the Kansas City Patrol Experiment, which took place from October 1, 1972 to September 30, 1973. The experiment classified fifteen beat areas as either reactive, proactive, or control areas. Reactive beats did not have preventative patrols and officers only responded to the reactive area to answer calls for service (Swanson, 1998, p. 10). The evaluation of the experiment did not yield any statistically significant differences in the arrests; the fluctuations in crimes not officially reported to the police and the citizens' fear of crime was not significantly altered by the level of routine preventative patrol (Swanson, 1998, p. 10). The findings from this particular study appear to indicate that traditional and routine police patrols have little effect on the level of crime in a given community. The many interpretations of this study were highly controversial, and naturally led to questions concerning task organization and officer deployment issues. Traditional policing strategies require officers to be more reactive rather than promoting proactive and innovative methods as a means to enhance prevention

.

Traditional policing was altered through the introduction of team policing (Swanson, 1998, p. 13). Team policing enabled police officers from various divisions and units to operate as partners in order to better serve the citizens (Swanson, 1998). Team policing allowed officers to perform patrol officer duties as well as investigative functions. (Swanson, 1998). The failure of Team policing is possibly more the result of the implementation of change rather than the philosophy or ideas (Swanson, 1998, p. 14). The lack of support from senior leadership for a particular strategy will ultimately led to the failure of that strategy.

Community policing strategies were introduced after traditional policing approaches became less effective. The ideals of community policing have always been implemented by police officers. Officers have always realized that crimes don't get solved if the victims and witnesses of the community do not cooperate (Wilson, 1989). Community policing celebrates the role of citizens and police collaboratively determining proactive prevention measures and solving crimes in order to improve neighborhood safety for all citizens (Thacher, 2001, p. 3).

The literature reveals that there are many notions as to the meaning and implied meanings of community policing (Stojkovic, 1999). Jerome Skolnick and David Bayley have made a comprehensive attempt to identify the critical elements and attributes of community policing (Stojkovic, 1999, p. 26). Skolnick and Bayley identify four elements of community policing that they argue make the movement the wave of the future. The elements are (1) Police-community reciprocity, (2) Areal decentralization of command,

(3) Reorientation of patrol, and (4) Civilianization (Skojkovic, 1999, p. 26). Police-community reciprocity simply implies that the police must involve the community in the police organization's specified goals (Skojkovic, 1999, p. 26). There are several other implied tasks that are critical to the accomplishment of the police organization's goals. The citizens in the community need to be involved from the decision making process through the implementation and execution of the goals. There needs to be an evaluation process that involves the elements of the entire community to establish restated goals based on necessary adaptations to the changing culture. Skolnick and Bayley refer to areal decentralization of command as the creation of ministations, substations, storefront stations, and the multiplication of precincts (Skojkovic, 1999, p. 31). The intent and purpose behind the development of these stations is to create the possibility of more intensive police-community interaction (Skojkovic, 1999, p. 31). Some leaders are reluctant to support the empowerment of line officers because the strategy of community oriented policing is dependent on inexperienced officers who are ill prepared to handle complex community problems (Walsh, 2000, p. 351). The reorientation of patrol has two meanings: increased use of foot patrols, and a reduction in police response to calls for emergency service (Skojkovic, 1999, p. 32). The fourth dimension is civilianization, which refers to the employment of nonsworn employees to perform duties formerly done by police officers (Skojkovic, 1999, p. 33). Currently, approximately 20 percent of the typical police department personnel are civilians (Skojkovic, 1999, p. 33). Community policing creates an environment were individual officers can exercise initiative and discretion in the daily performance of their duties. Action in the absence of orders is a

trait that is developed through well-planned training that is properly designed, delivered, monitored, and maintained.

The concept of community policing has been expanded to incorporate other styles of policing with a more concentrated focal point. In 1983, Chief Darrel Stephens of the Newport News Police department developed a " problem-oriented " approach to policing (Wilson, 1989, p. 46). The goal of this approach was to reassess the traditional, incident driven aspects of police work and fundamentally change the organization's view of its goals (Wilson, 1989, p. 47). The four step problem-solving methodology is referred to as the SARA model (Swanson, 1998, p. 17). The first element of the model is scanning, which encourages officers to group related incidents as problems and define these problems in useful terms. Secondly officers analyze the problem to gather information to better understand the scope, nature, and causes of the problem. This will allow for the creation of several different courses of action for resolution. The response is the third element, which based on the analysis, is developed and implemented as a resolution to the problem. The final stage is the assessment process, which is the most important step because it allows the officers to evaluate the effectiveness of the response (Swanson, 1998, p. 18).

Policing has experimented with many different strategies due to the constant changes in our community. The efficiency and, more importantly, the effectiveness of the various strategies have been varied, however the need for change is still prevalent in the police community. The importance of this research is evident in the nature of the changing

community. Key leaders, technology, information, and globalization will drive the changes in our society. It is necessary for police organizations to adopt different strategies to keep pace with the changing community. Police organizations must rely on enlightened, progressive, and knowledgeable leadership to effectively serve a diverse community..

Leadership and leadership styles have changed over time, just as has police organizations. Many suggest that leadership is the relationship between the leader and followers built around some common interest stipulated by the leader (Fairholm, 1991, p. 4). Fairholm indicates that leadership is fundamentally simple, not scientific. It is a series of relationships between people. It is not a mechanism for control, but rather the art of making these relationships work (Fairholm, 1991, p. 11). Although there are many aspects of leadership, the start of any assessment on leadership or particular leadership styles must start with the actual leader. There are several characteristics that most leaders possess. As we recognize different styles of leadership, it is also important to realize that leaders are different because they exhibit certain characteristics. The primary leadership traits are integrity, competency, proactive or visionary thinking, and inspirational. Leaders display behavior that readily sets them apart from the group ( McCormick, 2001, p. 6 & Fairholm, 1991, p. 19). Other traits of leaders that are identified are self-confidence; enthusiasm; and risk taker (Fairholm, 1991, p. 19).

Three generic models have emerged in the theory of leadership over the last century. The first deals with who the leader is (the Great man – person theory, which supports an

inherent personality naturally inclined to lead. The second theory deals with what the

leader does (the Behavioral theory, which studies observable behavior). Behavioral

theory has attracted much attention. Tannenbaum and Schemidt explain this theory as a

continuum from manager-centered to subordinate-centered behavior. However, Likert,

1961 evaluates leaders on a scale from highly job centered to highly people centered. The

third involves where leadership takes place (contingency theory) (Fairholm, 1991, p.

28).


Police organizations require leaders to have the ability to engage in relationships with

many different types of people. The stakeholder concept has been developed to account

for the many different and constantly changing constituencies in modern organizations

(Greenwood, 2001, p. 30 & Fairholm, 1991, p. 14). The stakeholder concept refers to the

notion that the leader is concerned with all of the individuals, to include those outside of

his or her organization, who affect the accomplishment of the organization's goals

(Fairholm, 1991). Fairholm advises that the values of our community are changing. The

physical environment; our tasks as well as our customers are changing; and so to are our

employees. Leadership needs to and must follow suit (Fairholm, 1991, p. 15).


The changing aspects of our community make it necessary for police organizations to

explore different leadership styles. Leadership style refers to the direction the leader

provides to followers and staff members in an attempt to influence their behavior toward

the accomplishment of organizational goals (Gibson, 1995, p. 177) There is a new

leadership model that has emerged called values leadership. Values leadership represents

a people-oriented philosophy of growth that promotes self-leadership (Fairholm, 1991, p. 53). The underlying principles of values leadership are based on the development of all stakeholders, visioning, culture maintenance, and attaining high-quality, self-led followers (Fairholm, 1991, p. 55).

Leadership styles have transformed from tyrannical, autocratic styles to more participative styles in some communities. Autocratic leadership is represented by a boss-centered style of leadership that uses authority, fear, and coercion to influence people (Favreau, 1978, p. 73). Para-military organizations are more likely to exercise this style of leadership. The autocratic leader seeks to create an environment that generates tension in the atmosphere (Favreau, 1978, p. 74). Leadership styles have changed to promote an environment that allows the followers to participate in the leadership process (Favreau, 1978).

Within the framework of autocratic and democratic leadership styles, there are many different styles that have been derived to account for the changing community. Two styles that were derived are transactional leadership and transformational leadership. Leadership behaviors that emphasize controlling followers and employees would be classified as transactional leadership because praise and discipline are administered according to strict adherence or deviation from instructions and specified orders (Densten, 1999, p. 46). Transactional leadership and transformational leadership are prominent leadership styles within law enforcement organizations (Densten, 1999, p. 46). Transformational leadership seeks to alter the higher order of followers by changing their

values and attitudes. These behaviors and values are important to the leaders of police officers because they can directly influence rank and file officers and any process of change (Densten, 1999, p. 46). Four types of leadership behavior can identify transformational leadership: idealized influence, inspirational motivation, individualized consideration, and intellectual stimulation (Densten, 1999, p. 47). The ability to influence others is a highly desirable quality in the law enforcement community. Brown and Campbell indicated that the ability to influence follows has been identified as one of the most important issues in policing (Densten, 1999, p. 52). The importance of leadership is that it allows the leader the opportunity to effect change within the police organization by inspiring his or her police officers and staff members to change through personal and professional development. Transformational leadership allows the leader to serve in the role of influencer and motivator, which is fundamental for leaders who want to achieve change in an organization (Densten, 1999, p. 52).

The issues relating to leadership and leadership styles and the different strategies of policing are critical in establishing police organizational goals that will allow police officers to integrate into a changing community. The experience and expertise of James Q. Wilson as related in his book Varieties in Police Behavior has introduced a standard taxonomy for police organizational structure. The objective of this study is to attempt to identify the attributes of traditional and community policing strategies and the attributes of the leadership styles associated with these strategies. The purpose of identifying these attributes is to attempt to explore leadership styles that will inspire creative and effective approaches to accomplish police organizational goals. The intent of this study is to

determine a leadership style or combination of styles that will inspire leaders and staff members to develop strategies that will allow professional police officers to develop personal relationships with their fellow citizens in order to improve the quality of life in the community.

## The Definition of Terms

Police Culture.    Sworn police officers and civilian support personnel who represent a set of values and beliefs that supports the ideal that loyalty to colleagues and companions is essential to survival.

Police Organization.    The personnel both sworn and civilian, who use police equipment, facilities, resources to support their fellow citizens in the community.

Law enforcement personnel.    Any and all individuals authorized by law to carry firearms, make arrests, and to serve warrants.

Police Community.    Any and all law enforcement personnel as well as those persons who have the authority to effect change in police policy, resources, and mission.

Community.    The citizens who live and or work in a given geographical region. These citizens include police personnel, educators, business owners, religious and spiritual leaders, civic leaders, all people who reside or work in the region, all government

agencies that support the region, non-profit organizations, and any person or organization that has the capability or desire to help the citizens of the region.

Attribute. The characteristic or trait that represents the essential quality of a strategy or style

Decion- making Process. The ability of a leader or leaders to develop multiple courses of actions or models by integrating the ideals and information of all available resources prior to implementing and executing a final decision.

Management. A supervisory tool that managers use to monitor rules, regulations, and guidelines. Managers supervise or manage concepts and theories that staff members use as behavioral guidelines. Leaders lead people who make rules and regulations unnecessary because they are properly trained and motivated.

Skeleton Model. A template that highlights the primary attributes and resources available in a community to facilitate a police organization's effort to design a model that incorporates the unique resources and limitations of its community in order to achieve community and police goals.

Chapter II

THE REVIEW OF RELATED LITERATURE


As citizens continue to demand that government and elected officials address the

crime issues in our communities, police organizations are forced to develop more

effective ways to accomplish established goals. This research will concentrate on the

traditional and community policing strategies as well as the transition from the traditional

model of policing to community oriented policing. The economic problems of the early

1970s led to a reduction in the operating budgets of police organizations. Police leaders

began to look for ways to improve the efficiency and effectiveness of police operations

with the use of existing resources (Swanson, 1998). Efforts were instituted to develop

ways to improve the effectiveness of police operations. For example, the RAND

Corporation was awarded a grant to conduct a study of criminal investigations in major

metropolitan police departments. The overall purpose of the study was to assess police

effectiveness (Swanson, 1998). The RAND study was an immediate source of

controversy. Many police chiefs resented the study because it gave government officials

ammunition to justify cutting police budgets (Swanson, 1998, p. 12). Police leaders

would have to justify their actions and decisions. This report threatened the clandestine

nature of police organizations.

Models of Policing: Traditional and Community

Traditional policing is a reactive approach by law enforcement. This method is organized to put officers in a position where they can quickly respond to calls for service and resolve these calls in the most time efficient manner possible. Traditional policing is based on quick response to calls and the quick handling of the call. This condition acts against officers being allowed the time required to look at the root causes of the conflicts and research reasonable solutions (Winfree, 1996). Many external groups, agencies, and institutions affect the operations and policy development of police organizations. The objectives and methods of police organizations are affected by the laws, the communities and jurisdictions they serve, their parent political system, the fraternal organizations and unions, and many other general and special interest groups (Hancock, 2000, p. 176). There have been many different interpretations of the goals and primary purpose of police organizations. Most knowledgeable accounts of police goals emphasize law enforcement, peacekeeping, and delivery of social services. The Police Foundation realizes that improved police services must strike a balance between effective crime fighting and humane efforts to keep the peace (Delattre, 1989, p. 24).

The traditional policing model was greatly affected by the budgetary constraints of the late 1970s. There was a great demand for police efficiency. Government officials were reluctant to increase the police budget, which prevented more innovative and effective

strategies from being implemented (Swanson, 1998). Many have argued that budgetary

constraints make innovation relatively impossible (Kingdon, 1995, p. 109). An integral

part of police organizations becoming more efficient was centered on the use of the patrol

car. Officers could patrol a designated area or beat in the patrol car, and the only time

they made citizen contact was when they responded to a call. The police vehicle acted as

a barrier between the police and the public. The traditional model of policing does not

directly promote police officers taking the initiative to discover the root of a particular

situation and take steps to implement a long-term solution. Based on the literature and

face validity, Thomas Winfree identified seven items that he considered representative of

traditional policing. The individual items include the following: (a) Patrolling in squad

cars, (b) Responding rapidly to calls for service, (c) Investigating crimes, (d) Assisting

persons in emergencies, (e) Making arrests, (f) Checking buildings and residencies, and

(g) Traffic enforcement (Winfree, 1996, p. 35). Fyfe points out that J. Edgar Hoover and

August Vollmer established police standards that led many police organizations to view

themselves as professional crime fighters (Stojkovic, 1999, p. 114). The traditional model

of policing can be defined by the word efficiency. Efficiency as it relates to the traditional

model of policing is more highly regarded than effectiveness. Goldstein advises that the

traditional police model emphasizes efficiency rather than effectiveness (Walsh, 2001, p.

351). The adherence to traditional policing strategies became increasingly difficult as the

landscape of our communities and the problems in these communities began to change.

This would open the door for the research and implementation of many different

strategies of policing. Many of these different strategies originated from community

policing. Although the practice of community policing is not new, the term was relatively

new to many police organizations. Some research indicates that, " community policing represents a philosophy that is the antithesis of police organizational norms." (Walsh, 2001, p. 351).

During the Community Policing Consortium in 1994, a contemporary definition for community policing was established. This definition emphasized two key elements. They are a partnership between the citizens and the police officers, and a problem-solving approach to crime and disorder (Jordan, 2000, p. 93). Community policing centers on solving problems in communities as opposed to responding to problems that have already occurred. Community policing is not a new concept in policing. The citizens in the community and the police officers have always had a relationship. The type of relationship that has existed between the police organizations and the communities depends on several factors. Some of these factors are the type of neighborhood, and the crime rate and type of crime in the community. James Q. Wilson studied several service style police departments, which included the Nassau County Police department. The Berkley Police Department was similar in that it enjoyed success and became the early twentieth century American model of policing largely because it was serving an ideal community that didn't need to be policed (Stojkvic, 1999, p. 115). When August Vollmer was the police chief of Berkley, the community was a prosperous and homogenous community made up of well-educated and wealthy families, who had been forced to leave the San Francisco area due to crime and disorder (Stojkovic, 1999, p. 115). The community-policing model is designed to allocate personnel and resources in order to decrease disorder and crime by addressing the root problems that give life to these

community spoils. A commonly held view is that disorder, fear, and serious crime form a causal chain that results in the overall decline of a community (McKee, 2001, p. 201).

The basic concepts of the community policing model dates back to Sir Robert Peel. Community service and addressing the needs of the citizens have always been promoted as the primary objectives of police organizations. James Q. Wilson and George L. Kelling stress that in a sense, the police have always been community-oriented. Every police officer knows that most crimes will never get solved if victims and witnesses do not cooperate. One way to encourage and promote police and community cooperation is to cultivate the good will of all citizens (Wilson, 1989, p. 48). The defining word in police and community cooperation and partnerships is 'All'. The reality of this partnership is that some communities don't experience the same level of this partnership as other communities (Jordan, 2000, p. 94 & Thacher, 2001, p. 3). Some police organizations deploy personnel and resources based on the influence of certain citizens in the community (Thacher, 2001, p. 3). Certain agencies claim to implement community policing, however, they violate the spirit of community policing by failing to value the suggestions of certain citizens (Jordan, 2000, p. 94). A single approach or strategy cannot define community policing. Police organizations have the opportunity to form relationships with many different agencies as they attempt to decrease disorder and crime. Trojanowicz and Bucqueroux explain that community policing does not constitute a single organized strategy. Instead it is described as a philosophy that is based on the rationale that the police must involve the citizens of the community in a realistic and practical way in their accomplishment of goals and community problem solving (Walsh,

2000, p. 350). Community involvement in a practical way encourages police organizations to experiment with different approaches and strategies that engage the community in a range of police activities, which include crime prevention and problem solving activities (Walsh, 2000).

The literature indicates that police organizations have attempted to create a more equitable form of partnership by reaching out to more communities in order to include more citizens. Police and community dialogue can arrive at equitable and just outcomes in a world of unequal demands. In order to ensure that this happens, police must accomplish three tasks. They must focus on what strategies will best identify what is in the public good, they must investigate the needs and problems of social groups that are consistently absent from community meetings, and they must attend to the methods and conditions of the debate (Thacher, 2001, p. 3 &; Wilson, 1989, p. 48). Community-oriented policing means changing the daily work of the police in order to include more than just responding to incidents. It means defining as a problem whatever a significant body of the public opinion regards as a threat to community order (Wilson, 1989, p. 49). (Skolnick & Bayley, 1986) suggest that citizen police academies can foster the police-community reciprocity that is inherent in community policing (Jordan, 2000, p. 94). Citizen Police Academies are a way to educate the citizens about police strategies.

## The Evolution of Community Policing

Citizen police academies have the potential to inform citizens about the authority, practices, policies, and limitations of the police. The typical course of instruction includes

topics such as departmental organization, patrol, investigations, drug enforcement, and use of force (Jordan, 2000, p. 93). The emergence of the Citizen Police Academy paralleled the implementation of community policing. The first Citizen Police Academy was modeled after the English Night School, which was created by the English Detective Superintendent Colin Moore in 1977 (Jordan, 2000, p. 94). The origin of the Citizen police academy lends support to the origin and development of the American system of policing. American Policing can be divided into three historical periods: 1840 to the 1920s represented the political era, the 1930s to the 1970s represented the reform era, and the 1980s to the present represent the era of modern community problem solving (Lewis, 1999, p. 567). The political era is so named due to the close ties between the police and the political community. During this time, the police enforced the law by intimidation, and selective use of force with considerable political influence. The reaction to this type of overt political influence led to the emergence of the reform era (Lewis, 1999, p. 567). Hartman (1988) describes the reform era as the period in which the police were granted less discretion and were seen as strictly impartial professional law enforcers (Lewis, 1999). The relationship between the police and the community is invaluable, however, the relationship needs to be healthy and productive. The political era represented a relationship between the police and a segment of the community that proved to be harmful to the fair and objective use of police powers. Police organizations represent all segments of society not just those citizens that influence policy by financial or political power. These methods led to police organizations allowing their officers to exercise less discretion and creative problem solving methods. This approach is represented in the reform area, which does not support the strategies of community policing.

The Kansas City Preventative Patrol Experiment and similar research conducted in St. Louis and Minnesota led to the dramatic rethinking of police goals and strategies (Lewis, 1999, p. 568). Community policing represents a change in policing intent and strategy (Lewis, 1999). There are multiple different ways in which community policing has been implemented. The decentralized command aspect of community policing allows the implementation process to vary from each different jurisdiction. Police organizations implement community-policing strategies at different levels. Many police organizations use specialized units to slowly incorporate community-policing strategies into their respective organizations. Some organizations attempt to transform the philosophical foundation of their organizational goals. Dejong, Mastrofski, and Parks conducted research that led them to offer a hypothesis that is contrary to some reformers proposal that the successful implementation of community policing requires officers to adopt it as their personal philosophy (Dejong, 2001, p. 41). On the basis of prior research conducted a hypothesis was established that internalized values relevant to adopting problem-oriented policies as a possible means to implement community oriented strategies (Dejong, 2001, p. 41). Some research contends that officers use of problem solving methods depend on the external resources that organizations can coordinate to the organizational goals (Dejong, 2001, p. 41). The research indicates that there are opposing views that argue that community policing is a philosophy and an organizational strategy that promotes a cooperative relationship between the people in the community and the police (Lewis, 1999).

The cooperation between the people and the police is integral in the success of the community-policing model. The literature has chronicled that the relationship between the police and the people has not always been based on cooperation. The literature indicates that the 1960s represented a tense period that led to certain portions of the community to react violently towards what they perceived to be police brutality. A racially and socially divided nation led to widespread violence between predominantly white police organizations and black communities (Swanson, 1998, p. 7 & Stojkovic, 1999, p. 117). The political era of policing also contributed to the tension between the police and the community (Lewis, 1999). The decentralization that is promoted in community policing allows police officers to exercise discretion. Discretion can be defined as the ability to choose between two or more courses of behavior. This translates into the reality that law enforcement professionals exercise a great deal of discretion regarding when to enforce a law, the manner in which the law is enforced, and how to resolve disputes, when to use force, and many other law enforcement scenarios (Pollock, 1998, p. 151). Community policing allows police officers to formulate a course of action to resolve root community problems based on a combination of their personal and professional ethical and value systems. The duty and discretion relationship can be clearly explained by viewing police officers as crime fighters. Williams (1984) indicates in a study that police do not make arrest in 43 percent of felony cases and 52 percent of misdemeanor cases (Pollock, 1998, p. 152). Discretion in police work can lead to several different ills that can be extremely detrimental to the relationship between the police and the public. The way to monitor the discretionary decisions of police officers is the implementation of effective leadership. A leader who displays a leadership style that

promotes the personal and professional development of each officer will inspire these officers to act in a responsible and professional manner.

The Commission on Accreditation for Law Enforcement Agencies established law enforcement standards that created guidelines for sworn officers as it related to arrest and alternatives for arrest (Pollock, 1998, p. 153) However, the only way to truly regulate the conduct and behavior of police officers is through effective leadership that emphasizes traits that make The Commission on Accreditation for Law Enforcement Agencies unnecessary. Some of the literature indicates that increased police officer discretion leads to increased police corruption. The opportunities to exercise discretion are promoted in community-oriented policing where officers are called to perform according to community-defined indicators of personal and social service (Girodo, 1998, p. 420). The literature indicates that many police organizations are concerned with the changing level of control that is inherent as community-policing strategies are implemented as opposed to traditional methods of policing. Police executives and reformers have argued that in order to prevent corruption, you have to centralize control over personnel and discourage intimacy between police officers and citizens (Wilson, 1989, p. 50). The perception of police corruption has spanned the entire history of police organizations. Corruption can be prevalent in community oriented policing strategies as well as traditional policing strategies. This reaffirms the definite need for effective leadership in every police organization at every level. The partnership between police organizations and citizens in the community is a relationship built on trust. Trust is paramount in order for any police strategy to be effective in improving the quality of life of the citizens in the community.

The citizens of the communities trust that all police officers will honor the public trust that has been bestowed upon them in good faith. All police officers are expected to embody certain traits that most citizens think are necessary in order to gain their public trust. The relationship between the police and the community is key in the implementation and execution of any police organizational strategy. Credibility is the cornerstone in this relationship. Police organizations have instituted qualifications and standards that they trust will attract only people who have integrity, and who can demonstrate a level of professional competency after a reasonable amount of training. They must also possess the ability to be a creative and forward thinker, and the willingness to inspire others to conform to the standards of good and moral conduct.

There have been several events that have occurred in recent times that have shown that leadership is necessary to influence the behavior of police officers.. The incident in Los Angles involving Rodney King and the perception of the excessive use of force raises many questions that yield different answers from the police as well as the public (Pollock, 1998,p. 189). It is also important to note that the radio traffic that preceded and followed the Rodney King incident was more telling of the culture in the Los Angles Police Department. These comments showed a total lack of leadership within the organization. As the strategies of policing change in America, the patrol officers are confronted with situations that make it necessary for them to understand the complexities of duty and discretion. All police officers are governed by specified duties that are documented in organizational regulations and policies, however, each officer's personal

ethical and moral standards are often tested throughout the daily execution of these duties. In order for police organizations to combat corruption in the community-policing era, senior police leaders need to understand the elements and aspects of corruption in an attempt to implement a leadership style that will be most effective in developing a resolution.

The culture that has been created within police organizations allows certain forms of corruption to mature in an organization. Corruption can be viewed as an abuse of position. These abuses can include committing a criminal act, and using one's law enforcement position for private gain (Perry, 2001, p. 23). Corruption can mature into the form of racism and sexism in the execution of specified law enforcement duties as well as the development of improper relationships with the public to include informants, witnesses, and or criminals (Perry, 2001, p. 23). The aspect of corruption presents a leadership challenge to the implementation of any policing strategy. Police officers become members of an informal organization or culture that promotes attitudes designed to protect police officers by developing imaginary lines separating the police and the public (Perry, 2001, p. 24 & Wright, 1999, p. 23). This informal organization keeps all things that occur within a police organization as an occupational secret. This translates into a professional form of peer pressure that can lead to inappropriate behavior going unmonitored by police officials as well as the public. In many police organizations this form of peer pressure is commonly known as the " Blue Code of Secrecy" (Wright, 1999, p. 23). "The "code" is exhibited in various forms, and is generally described as a cultural norm that prohibits discussion of occupational "secrets" and behaviors with those outside

of the defined social group."(Wright, 1999, p. 23). "The influence of this type of peer pressure is extremely effective because those officers that do not subscribe to the " code" or adhere to its unwritten rules may be ostracized from the group." (Wright, 1999, p. 24). The peer pressure to belong to the group can serve as an informal and clandestine method of controlling the conduct and means of communication of police officers. These methods of silence create an atmosphere that allows corruption to exist without any true system of checks and balances. These are concerns that exist as police officer discretion is promoted in the context of the community-policing strategy. This type of peer pressure needs to be combated by the leadership of the police organization. Communication lines as well as behavior need to be controlled by the first line leaders. The first line leaders are in a position to interact with the officers on a daily basis. This gives them the opportunity to influence the ideals of the officers, which will affect their conduct. Training is a tool that can be used to influence the conduct of staff members. The key element in this process is the chain of command. The senior leaders must hold the junior leaders accountable for the conduct and behavior of their officers. Strict adherence to behavioral standards has to be implemented by the senior leadership, enforced by first line leaders, and executed by the police officers.

The realities of the possibility of corruption due to more police officers exercising discretion is a challenge for police, however, the implementation process of community oriented policing should also be a major concern. A commonly recognized view is that disorder, fear, and serious crime are directly responsible for the decline of the neighborhoods in the community (McKee, 2001). The recognition of a problem is only

the first step in resolving the problem. The mechanics of any decision making process

include problem development and analysis as well as course of action approval through

comparison and course of action implementation. The end result is the implementation of

a resolution that originates from the decision making process.


By the 1980s community policing emerged from a larger community relations

movement that focuses on a return to the delivery of services by police officers in

specific community settings for an extended period of time (Lewis, 1999, p. 568). The

research also indicates that the partnership between the police and the community is

skewed towards the police. Trojanowicz (1998) notes that some police agencies claim to

have implemented community policing, but they have violated the true principles; intent;

and spirit of community policing (Jordan, 2000, p. 94). The literature indicates that

community policing has come to mean that the citizens in the community are expected to

do what the police think is best (Jordan, 2000). Police leaders need to recognize that the

citizens need to participate in the decision making process. If the citizens are not involved

in the decision making process, then police organizations are simply dictating their

methods to the citizens. This particular approach creates a one- way communication

model that comes from the police and is dictated to the citizens in the community.

Community policing strategies call for a two way communication model that maintains

open lines of communication that promote creative ideas from more than one resource.

The research indicates several methods of implementation of community policing

strategies. Some agencies seek to introduce the community policing process by

establishing small community oriented units within the department. Other agencies may

strive to introduce community policing as a policing philosophy that each officer needs to adopt and implement on a daily basis.

There are many different definitions of community policing as well as the multiple ways to implement this method of policing. A simple definition may be that community policing is a belief or intention held by the police that they should consult with and take account of the wishes of the public in determining and evaluating operational policing and that they should collaborate with the public in identifying and solving community problems (Lewis, 1999, p. 568). Community policing forges a partnership between the police and the community. Goldstein (1990) refers to community oriented policing as a program to enlist the citizens to do more to assist the police themselves. The biggest contrast in implementation of community oriented policing can be seen in the efforts of some organizations to introduce this type of policing by creating small units that work outside of the specified goals of the organization in order to address community problems. Some organizations choose to introduce community oriented policing in a less centralized manner, which allows leaders and officers the freedom to develop creative methods to discover long-term resolutions to systematic factors that affect disorder and promote decay. Wilkinson and Rosenbaum (1994) conducted a study of community policing in Aurora and Joliet, Illinois (Lewis, 1999, p. 571). Both cities began their community policing implementation by conducting initiatives through a small-specialized unit within the police organization. For example in Joliet, the unit was isolated from the rest of the organization. This created problems from the perspective of regular patrol officers who voiced concerns about the lack of supervision over the community policing

unit officers, and who were unclear about the duties and responsibilities of community

policing officers, as well as how community policing officers performance should be

evaluated (Lewis, 1999, p. 571). Other organizations require the entire organization to

commit to the philosophy of community oriented policing. Community policing is more

than just walking a beat. It involves identifying factors that cause neighborhood decay

produced by fear of crime and community disorder. Trojanowicz and Bucqueroux (1994)

note that community policing requires a department-wide commitment from all police

staff to the community policing philosophy and strategy (Lewis, 1999, p. 568). The

leadership of each police organization needs to adapt its training regimen to support the

community policing approach. Leaders need to teach community policing strategies to

police recruits in the academy. The table that is shown below depicts the significant

attributes of traditional policing and community oriented policing. These attributes

represent a composite of the many different definitions and tenets of traditional and

community policing that make up the literature review in this study. This list is not

inclusive, however, it is representative of the significant attributes that correspond to the

purpose of this research.

# Significant Attributes

**Traditional Policing**                          **Community Policing**


*Based on Police Efficiency          *Based on Police Effectiveness
*Limited Citizen Contact             *Partnership with Citizens
*Based on Quick Response             *Concerned with Quality of Life
*Reactive Approach                   *Proactive Approach
*Focus on Calls for Service          *Focus on Citizens in Community
*Discourages Discretion              *Promotes Discretion/Creativity
*Law Enforcement Oriented            *Promotes Order Maintenance


Table 1. The attributes of Traditional and Community Policing


## Acceptable Standards of Conduct

As the culture began to change, police organizations began to focus on the variables

that contribute to criminal behavior. One of the variables was the physical environment of

the community. In the mid-1970s, the State of New Jersey introduced a " Safe and Clean

Neighborhoods Program" designed to improve the quality of life for the citizens (Wilson,

1982, p. 29). The primary approach used to implement this program was the increased

use of foot patrol (Wilson, 1982, p. 29). The Police Foundation in Washington, D.C.

evaluated the foot patrol project, and concluded that increased foot patrol had not reduced

crime rates. However, the evaluation revealed that the residents of the communities

seemed to feel more secure. These same citizens had a more favorable opinion of the

police according to the conclusions of the Police Foundation (Wilson, 1982, p. 29).

Although the research conducted by the Police Foundation concluded that crime had not

been reduced as a result of increased foot patrol, the citizens' perception made them feel

more secure in their communities. The perception of fear of crime had decreased even

though actual crime in the community had not decreased.

James Q. Wilson and George L. Kelling noted that we tend to overlook another source

of fear- the fear of being bothered by disorderly people (Wilson, 1982, p. 29). Citizens

began to associate criminal activity with disorderly people. Citizens began to associate

disorder with criminal activity. The problem shifted from being criminal in nature to

order maintenance problems. Wilson (1968) advised that as police organizations evolve,

the role of patrol officers would emphasize addressing order maintenance situations and

quality of life conditions (Engel, 2002, p. 56). The focal point of the conduct being

displayed by these disorderly people is the perceived definition of order as defined by

the citizens in the community. As the citizens established acceptable standards of conduct

for their community, police organizations began to associate disorder as being conduct

that violated the acceptable standards of conduct as established by the citizens. George

Kelling spent many hours walking with Newark, New Jersey foot patrol officers to

determine how they defined "order" and what steps they took to maintain it (Wilson,

1982, p. 30). Kelling's observations revealed that there were acceptable standards of

conduct that had been established to regulate behavior in these communities. (Wilson,

1982). This conduct became recognized as the law in this community. The police as well

as the citizens of the community recognized that if these informal standards were violated

then the violators would be arrested for vagrancy and removed from the community. The police would not only arrest the perpetrators, but they would take the necessary time to re-emphasize the acceptable standards of conduct of the community. These efforts allow the police and the citizens of the community to establish a standard of conduct and a level of order that they feel will promote a clean and safe environment for all citizens in the community. This type of police involvement in the community forces the officers to go beyond the normal forms of legal intervention (Dejong, 2001, p. 34). These standards of conduct allow police leaders to introduce creative approaches to improving the quality of life of each citizen. Kelling discovered that in the city of Newark, New Jersey the fear of "real" crime is not necessarily the major concern of the citizens in Newark (Wilson, 1982, p. 31). The people of Newark New Jersey as indicated by their behavior and the remarks during interviews apparently assign a high value to public order, and they feel relieved and reassured by the fact that the police help them maintain order (Wilson, 1982, p. 31). This notion represents a changing of the guard in these communities. As the citizens in these communities continue to feel safe and more comfortable in their community, they will have the freedom to enjoy the benefits and resources of their community without the presence of criminal activity.

Broken Windows

The idea that disorder and crime are linked allows police officers to address neighborhood disorder and blight in a law enforcement context. James Q. Wilson and George Kelling introduced the concept of Broken Windows. They advised that if a

window in a building is broken and is left unrepaired, all the rest of the windows would soon be broken (Wilson, 1982, p. 31). One unrepaired broken window is a signal that no one cares, and so breaking more windows costs nothing to the community (Wilson, 1982, p. 31). Philip Zimbardo, a Stanford psychologist conducted some experiments testing the broken windows theory (Wilson, 1982, p. 31). His experiment involved parking an abandoned vehicle without license plates with the hood up on a street in the Bronx, New York and Palo Alto, California. Although the study revealed that the vehicle in the Bronx was vandalized and destroyed within twenty-four hours and the vandalism did not occur in Palo Alto for more than a week, however, vandals eventually destroyed the unattended property in both neighborhoods (Wilson, 1982, p. 31). Wilson and Kelling point out through the broken windows theory that once the communal barriers such as a healthy regard for property and established standards of conduct have been lowered vandalism can occur anywhere at anytime (Wilson, 1982, p. 31). They also suggest that this untended behavior leads to the breakdown of the community controls necessary to maintain order in a community (Wilson, 1982, p. 31). The broken windows theory can take on a contagious effect if the neighborhood decides to adopt these ideals. As standards of conduct are established in the military, educational institutions, and businesses, citizens in our neighborhoods can develop standard operating procedures for their community. The more citizens that adhere to the informal mechanisms that promote order, the more likely this conduct will develop into the social norms in a particular community. The citizens can insure that invoking the police to enforce informal order maintenance rules as a means to regulate behavior enforces these informal rules rather than strictly enforcing the criminal statute after disorder has already been established.

Wilson makes the point that from the earliest days of law enforcement, the police function was seen primarily as that of a watchman: to maintain order against persons that threaten order in our neighborhoods (Wilson, 1982, p. 33). These strategies are not new, however, the execution of these strategies in our modern society creates a leadership challenge for police organizations.. The community policing strategy has allowed similar theories and concepts to develop that required police officers to develop a more intimate relationship with the citizens in the communities. Problem oriented policing requires this type of relationship between the police and the citizens. Problem solving in the community as introduced by Mastrofski suggest that the police officer serves as a clinician who engages in problem solving with the clientele he or she serves (Dejong, 2001, p. 32). Problem solving in the context of problem oriented policing involves finding ways to go beyond the usual forms of legal intervention such as making arrests and filing crime reports (Dejong, 2001, p. 34). Although this method of policing promotes creative methods of resolution to community problems, police organizations still want to track the efficiency of the theory or program. Expectancy motivation theory attempts to measure behavior and police officer effort based on an indirect measure of productivity by tracking problems solved, citizens helped, or crimes prevented (Dejong, 2001, p. 35). Expectancy theory involves a process where the police officers feel comfortable about their ability to perform their specified duty; they must also have a clear understanding of what is expected of them and what their specified duties and tasks are as stipulated by their organization; and they want to know how they will be rewarded based on their level of performance (Dejong, 2001 & Tansik, 1981). Expectancy theory is a

valuable theory that police organizations need to implement into their daily organizational strategy. The key element to the execution of the expectancy theory or any other theory is leadership.

The ability of police leaders to articulate the reason these theories need to be implemented is paramount to the success of community oriented policing strategies. First line police leaders need to be well versed in the academic origins of these theories in order to convey the concepts accurately and concisely in order to ensure that every officer understands the theory. These leaders must also be adept in police tactics and possess current knowledge of the abilities of each officer in order to adapt these theories to a constantly changing community climate. The policing strategies such as community oriented policing and problem oriented policing require police organizations to gain support from their respective officers through a leadership style that promotes the exchange of ideas in order to insure that the entire police organization has a personal stake in the success of the execution of these theories.

### The Total Community

The nature of community policing promotes a decentralized technique of serving the community. The specific problems and needs of individual communities are identified and individual resolutions are sought to establish long-term strategies. This creates a small town view of policing even in large metropolitan areas. Storefront police stations serve only the immediate neighborhood and problem oriented policing focuses on the local community (Winfree, 1996, p. 24). Police organizations began to make concerted

efforts to identify what the citizens in the community felt were the most importance

issues in their neighborhood. One of the ways police organizations captured this

information was by forming Citizens Police Academies. Development of the Citizen

Police Academy paralleled the emergence of community oriented policing (Jordan, 2000,

p. 94). A recent evaluation of the national COPS program noted that Citizen Police

Academies are one of the fastest spreading community policing tactics today (Jordan,

2000, p. 95).


    The conventional police strategy is " Incident-oriented"- a citizen calls to report an

incident, such as a burglary; larceny; or 911 call, and the police respond after the incident

has already occurred and gather information in an attempt to solve that specific incident

(Wilson, 1989, p. 46). The modern trend in police organizations is the implementation of

community oriented policing strategies. The concept of community policing is becoming

a widespread police policy. Today, almost every specialized program developed by a

police organization falls under the premise of community policing.  In order for

community policing to be successful other social agencies need to be involved to support

the police effort. The police organization can spearhead the community policing program,

however, the social service oriented agencies need to address these contemporary

problems that lead to criminal behavior in our neighborhoods in order for community

policing to have a long term effect. However, often times the community policing efforts

are solely the responsibility of a sub-unit within the police organization. In many police

organizations community policing is the responsibility of an organizational sub-unit not

the whole department (Walsh, 2000, p. 351). For example, approximately sixty five

percent of the police organizations serving 50,000 or more residents indicate that they have a full-time community-policing unit (Walsh, 2000, p. 351). The senior police leadership, which would include the Police Chief and the organization's command staff, is responsible for engaging these other agencies into the fight against criminal activity. Many of the root causes of criminal conduct originate with homelessness, poverty, drug addiction, alcoholism, poor neighborhood building designs, and poor educational resources. These are environmental challenges that create sociological problems.

The senior police leadership is responsible for making a complete assessment of his or her respective community prior to making a commitment to a particular strategy. This comprehensive assessment involves the overall criminal conduct in the community as well as the available resources in the community. The Police Chief needs to use his or her rank, status, and community influence to recruit all of the necessary resources and agencies to help his or her police organization improve the quality of life within the community. Many of these environmental challenges will exhaust the police organizations resources and destroy the moral of the officers. The military is comprised of combat units and combat support units as well as combat service support units that assist these combat units during every facet of their operational objectives. Police Chief Darrel Stephens illustrates this decision making process as the efforts of his officers seemed to be ineffective in a particular apartment complex.

The New Briarfield apartment complex was one the neighborhoods that remained a basic training ground for criminal behavior despite the tireless efforts of the Newport

News Police department (Wilson, 1989, p. 46). After the police organization appeared to have exhausted all efforts to reform this neighborhood, a recommendation was made to the city manager that the complex be demolished and the residents be relocated (Wilson, 1989, p. 46). Prior to any action being taken, a patrol officer assigned to the area began to work with outside agencies to clean up the neighborhood and repair the appearance of the apartment complex. These efforts led to a study that was conducted by John E. Eck and William Spelman, of the Police Executive Research Forum (PERF), which revealed that the burglary rate had decreased by approximately thirty five percent after the officers had began their clean up work in the neighborhood. Darrel Stephens, then the police chief in Newport News, Virginia, cites the New Briarfield project as an example of " problem-oriented policing." (Wilson, 1989, p. 46). Darrel Stephens, who also served as the executive director of PERF notes that Professor Herman Goldstein, of the University of Wisconsin Law School, developed the problem-oriented policing concept and this concept is also sometimes titled community-oriented policing (Wilson, 1989, p. 46). The use of external agencies is only one segment of the total community.

The question becomes what segment of our communities' control of our streets. The streets of our communities are the main avenues of approach for everything in our society. The streets are the windows to our communities. A person who is just passing through a particular neighborhood in route to another destination can make a snapshot judgment of the quality of life of that neighborhood just based on the cleanliness of the streets and buildings and or homes and the amount of people standing about. One of the reasons that incident-oriented policing or traditional policing techniques fails to

discourage neighborhood crime is that many citizens feel captive in their own communities because loiters cause residents to avoid walking down the streets. Some residents are afraid to venture out into the streets of their own neighborhoods due to graffiti, winos, and loitering youths, who represent signs of urban decay (Wilson, 1989, p. 47). Small efforts will not be enough to combat this type of fear. Many community-oriented policing techniques such as problem-solving police work are looked upon as special management initiatives rather than as the routine operation of the organization (Dejong, 2001, p. 54). The people in our communities who are not frightened to be on the streets turn out to be the same people who created the fear and perception problem in the first place (Wilson, 1989, p. 47). Many citizens in our communities are confused as to who has more power the gangs and loiters or the police officers. When they discover that the Department of Transportation needs three months to replace stop signs, they decide that the city is not as powerful as the neighborhood gang. This illustrates the importance of leadership and coordination. Any task that affects a large group of people needs to be coordinated.

Coordination represents the ability of the leader to divide the tasks and labor and assign responsibility to a particular person. This requires a leader to be highly organized. " Work division is the foundation of organization; indeed, the reason for organization."(Gulick, 1937, p. 3) A police organization leader must possess specialized skills in planning and coordination. If planning and coordination are not key elements of the decision making process, then a great deal of time may be lost, materials may not be on hand when needed, and things may be done in the wrong order.(Gulick, 1937, p. 5)

The fact that it would take three months to replace a street sign is unacceptable. Senior police leadership has the responsibility to make other agencies aware that they are as much a part of the reason criminal activity can be reduced as any police officer on the force. The police chief must inspire a sense of urgency in any police unit or outside agency that can affect the quality of life of the citizens. These people don't want special treatment; they just want us to help them take back the streets (Wilson, 1989, p. 47). The fact that symbols are painted on stop signs or that city property is destroyed or defaced is not the issue. Painting gang symbols on a stop sign or a storefront is not by itself, a serious crime. As an incident, it is trivial. But as the symptom of a problem, it is very serious (Wilson, 1989:47).

## The Implementation Process

Although the implementation process of community-oriented policing is extremely important, police officers must be receptive to the ideals in order to insure the success of the strategy. Different studies have indicated varying levels of support and acceptance for community policing techniques based on the different types of police organizations and communities that have been sampled. The first obstacle that needs to be overcome is the partnership aspect between the police and the public. The police view the public as uncooperative, indifferent, and hostile (Winfree, 1996, p. 26). Research has indicated that close to three-quarters of the officers interviewed believed that the public was hostile to the police, while only 12 percent were of the opinion that the public held a favorable opinion of the police (Winfree, 1996, p. 26). The police have come to view themselves as outsiders (Winfree, 1996). Wilkerson and Rosenbaum concluded that community

policing must be supported from the chain of command and introduced to the rank and

file officers on a department wide level as opposed to through small-specialized units

(Lewis, 1999, p. 572). Wilkinson and Rosenbaum also studied several cities that began

their community policing efforts through a small-specialized unit within the organization,

however, they advised that this method of implementation led officers to be unclear about

their duties as well as unclear and ambiguous standards of performance (Lewis, 1999, p.

571). The need for a reformation in police tactics can best be illustrated by a

comprehensive study of police work. In perhaps the most comprehensive study of police

work, Scott (1981) collected data from 24 local police organizations in three metropolitan

areas: Rochester (New York), St Louis (Missouri). and Tampa (Florida). His study

revealed that one of 20 calls for service was to report crimes, of which only 2 percent

were crimes of violence (Winfree, 1996, p. 28). He summarized most calls for the police

as occurring in three separate areas: (1). Report breaches of the peace, (2). Community

services requests, and (3). Requests for information (Winfree, 1996, p. 28). Van Maanen,

Reiss, and Webster stated that the police are primarily 'order-takers' who are held captive

by their radios, however, police still see themselves as crime fighters (Winfree, 1996, p.

28).


## Community Oriented Policing leads to Diverse Training

In order for community policing to be implemented on an organization wide

scale, the principles and concepts of traditional or incident-oriented policing need to de-

emphasize. The mission of police organizations needs to specify that community-policing

strategies will be used to combat criminal activity via order maintenance and casual problem solving methods. When Joliet police officers involved in the Wilkinson and Rosenbaum (1994) study were compared to officers in a control group in Evanston, Illinois both organizations reported no difference in job satisfaction or in attitudes toward either community policing or traditional policing (Lewis, 1999, p. 573). Other research has also indicated similar results. Generally speaking, support for traditional policing is directly related to support for community policing, and vice versa (Winfree, 1996, p. 44). A review of attitudes toward community policing based on officer rank revealed a difference in views and perceptions between the ranks. The research indicated that the command staff was most favorable toward community policing, while patrol officers hold less favorable views, and the detectives have the least favorable attitude toward community policing (Lewis, 1999, p. 577). Nonmetropolitan police officers supported allocating a significantly higher amount of department resources on traditional policing as opposed to allocating expenditures on community policing programs (Winfree, 1996. p. 43). A possible explanation for the higher levels of support for traditional policing as indicated in the study conducted by Winfree, Bartku, and Seibel may be that police organizations place more emphasis on this type of training within the police academy and in subsequent training (Winfree, 1996, p. 45). The basic premise of community policing is less about basic police tactics as instructed in a police academy and more about social control and community confidence and cohesion. Police leaders need to specify the type of training that will best prepare their officers to implement the strategy that will best serve the community. If improving the quality of life of the citizens is the main focus then training should support that effort. Leaders need to ensure that officers receive

training in diversity, sensitivity, and human relations One of the cornerstones of the

community policing philosophy is that informal social skills help facilitate the

relationship between the citizens and the officers. (McKee, 2001, p. 201). If community

cohesion is absent, social controls collapse. Community cohesion and confidence are

direct indicators of neighborhood decline and decay (McKee, 2001). Community

cohesion and confidence serve to combat neighborhood fear. The reformation of the

police organization's training regimen will serve as a re-educational process for the

police officers. Leaders should emphasize the decision making process as it relates to

enhancing the ability of first line leaders and officers to become critical thinkers. Many

academic programs emphasize and enhance critical thinking skills (Winfree, 1996, p. 45).

Critical thinking skills are necessary for officers to develop long-term resolutions to long-

term community problems that attribute to criminal activity. Many leaders do not have

the confidence that most police officers can handle the critical thinking tasks necessary to

make a community policing strategy successful. Many leaders are unwilling to support

empowerment of line officers because operationally the community policing strategy is

dependent on the lowest and least experience officers in the patrol division who are ill

prepared to address complex community problems (Walsh, 2000, p. 351).

## Leadership and Leadership Components

The remedy for the lack of confidence that some police administrators and managers

have in their rank and file patrol officers is training and leadership. Leadership can be

best defined as the relationship between the leader and the followers built around some

common interest stipulated by the leader (Fairholm, 1991,p. 4). The scope and definition

of leadership are extremely varied and involve many different variables that many times seem to be difficult to measure or quantify. Leadership involves the ability to inspire and influence the attitudes, and behavior of other people as well as it requires planning in order to be proactive as opposed to merely reacting to events (Gibson, 1995, p. 176 & Robinette, 1991, p. 42). Leadership is a complicated phenomenon that combines art and science. Leadership is the ability to cultivate the talents and abilities of multiple people in order to achieve a common goal. The constantly changing society that we live in requires that our approaches to leadership be more diverse in order to capture the support of proactive followers who need innovative proactive leaders. Several components can be identified as the central attributes of leadership. The components are (a) leadership is a process, (b) leadership involves influence, (c) leadership occurs within a group context and (d) leadership involves goal attainment (Northouse, 1997, p. 3). Leadership is more than the ability to motivate, inspire, and influence others. It is the capability to recognize that others have ability. Leadership is a relationship between talented people with a common goal.

Leadership has seen many transformations and adaptations. Words such as princeps, proconsul, chief, or king were common in most societies; these words made a distinction between the ruler and the members of society (Wren, 1995, p. 37). Leadership began to be recognized above headship based on inheritance or appointment in countries with Anglo-Saxon heritage. The word leader appeared in the English Language as early as 1300; however, the word leadership did not appear until the first half of the nineteenth century (Wren, 1995, p. 37). Although there are approximately three hundred definitions

of leadership in the professional literature, Fairholm has identified a few central dimensions of leadership.

The social context of leadership, which includes three factors: the group led, the followers, and the situation. Each factor must be present or the leadership is not exercised (Fairholm, 1991, p. 6). This means that leadership is particularly specific to the traits and characteristics of the group as well as the current situational context that lead to the interaction between the leader and the group (Fairholm, 1991, p. 6).
Leadership is a group process that involves a social activity that takes place between people and the groups they are a part of. Leadership is an intimate process between the leader and the individual followers (Fairholm, 1991, p. 6).

Leadership requires that the leader have followers who are also volunteers. Leadership occurs when the group members make a conscious choice to subordinate themselves to another group member who has distinguished himself from the group (Fairholm, 1991, p.6). The success of the leader is dependent upon the willingness and the readiness of the followers to follow the leader in order to accomplish a group goal (Fairholm, 1991).

## Situational Leadership

Leadership is contingent on the situation, which will dictate the style and effectiveness of the leader (Fairholm, 1991, p. 6). Leadership is a simple concept that requires a complicated person. Leaders must have the ability to adapt the manner in which they relate to their staff members or direct reports based on the situation. Critical situational factors include: the character of the staff members, the structure of the

organization, the task performed by the group, and the cultural values that are the basis to

goal accomplishment (Fairholm, 1991, p. 7). A leader must be able to relate to all of his

or her staff members. Each person has at least one particular talent that will contribute to

the success of an organization. Police leaders need to develop the ability to recognize

these unique skills and encourage their officers to enhance these skills. In police work

there are situations were a specific skill or talent is necessary to resolve an intense or

potentially dangerous situation. Leaders must be able to discern the type of situation that

exists and assign the appropriate officer or officers best qualified to resolve the issue in a

timely manner. The situational approach to leadership is one of the most widely

recognized approaches.


Hersey and Blanchard developed situational approach; however, the approach has

been modified and refined several times since its inception (Northhouse, 1997, p. 53).

Situational leadership focuses on leadership in situations. The basic premise of the

concept is that different situations require different kinds of leadership (Northouse,

1997). Situational leadership demands that leaders exercise both a supportive as well as a

directive dimension (Northhouse, 1997, p. 53). Leaders have to be intimately involved in

the training process of their officers. First line leaders need to coordinate, conduct, and

evaluate the training of their officers as opposed to deferring this to a detached academy

staff. Any annual or required training mandated by the police organization or a higher

criminal justice agency needs to be conducted with unit or organizational integrity as a

requirement. This means that first line leaders need to be present and actively participate

in the same training as their officers. This allows the leaders to learn the strengths and

weaknesses of his or her officers, and this also allows the officers to validate the competence level of their leaders. As leaders are able to train with their officers they will be able to express their attitudes and beliefs to the officers in a situational concept.

The attitudes that define leadership are specific to the talents and abilities of the leader (Fairholm, 1991). Leaders convey the shared values and culture of the group in order to alter the behavior, knowledge bases, values, and attitudes of the group (Fairholm, 1991, p. 7). The entire organization or unit will be able to share values and beliefs in order to develop an organizational template that can be applied to a particular situation. The beliefs don't have to come from the leader in order for them to be adopted as organizational guidelines. Any member of the group should be encouraged to input ideas in order to shape the identity and strategy of the organization.

The leadership value of respect for others implies that the leader recognizes and values the uniqueness of each individual follower and his or her specialty as it relates to the specified group goal (Fairholm, 1991, p. 8). Police leaders have to realize that the most important resource to any police organization is the people in the organization. There are many people involved in the process, which includes the citizens in the communities, social service agencies, local merchants, and the community of churches. However, police leaders need to take a special interest in the personal and professional lives of their officers. Staff members need to know that their leaders are concerned about their personal and professional interests. The officer needs to be able to trust that his or her leader is sincere about the individual officer's personal and professional development.

The leadership value of trust is the basis for the character of the leader-member

relationship (Fairholm, 1991, p. 8). A trusting relationship empowers, motivates, and

energizes both the leader and the follower (Fairholm, 1991, p. 8). Regardless of the

situation, leaders need to be able to influence their staff members. Police leaders need to

be able to empower the officers under his or her charge to utilize their individual unique

talents to successfully resolve a given situation.


## The Influence of Leadership

The leadership task of influencing others shows that leaders are power users

(Fairholm, 1991, p. 9). Power is the ability to influence others to do what the leader wants

them to do even in the face of opposition. The word power as it relates to leadership is a

complex issue. Mary Parker Follett raises several questions about power. She states, "

What is power? Is it influence, is it leadership, is it force?"(Metcalf, 1995, p. 96). The

most important thing to consider is that personal relationships lead people to attempt to

change the behavior or conduct of others. In simple terms people in relationship with

each other try to influence one another. Relationships are born out of influence, and

influence leads to behavior modification. Some research indicates that power is the

development of personal relationships between one leader and one follower reiterated in a

series of one-to-one relationships in order to accomplish a common goal with a given

amount of resources (Fairholm, 1991, p. 9). Relationships are maintained through

influence as opposed to power. Power implies that force is necessary to mandate that a

staff member conduct himself or herself in a particular manner. This causes strain on a

relationship and indicates that the relationship is only a one- way relationship. Luther Gulick advises that the organizational structure must be receptive to a bottom up flow of information (Gulick, 1987, p. 11). This allows the individual officer to recognize that he has some influence on how the organization develops policy and establishes organizational goals.

The leadership tasks of vision setting is the ability of the leader to develop and articulate a group vision that is clear, attractive, attainable given a specified allocation of resources, and represents the future of the organization (Fairholm, 1991, p. 9). The leader is charged with being able to vocalize and translate the aspirations of the group into the future goals of the organization (Fairholm, 1991, p. 9). A leader needs to use his or her voice and influence to improve the policies and strategies within the organization.

Influence can only be used if the leader has qualities that others would view as unique. Leaders are able to use a combination of abilities to exercise influence over a group of people in a particular situation in order to achieve a particular goal during a specified time period. There are several traits and characteristics that leaders possess that most followers do not possess. Ralph Stogdill believed that no particular combination of traits were universally associated with effective leadership (Wren, 1995, p. 134). Although characteristics and traits alone are not sufficient indicators of leadership, evidence suggests that traits do matter. Researchers have expressed many different characteristics and traits that effective leaders possess. Several of these traits are ambition, the ability to motivate both personally and professionally, honesty and

integrity, self-confidence, and cognitive ability (Wren, 1995, p. 135) These traits can be simplified by stating that a leader needs to be ambitious enough to gain the necessary knowledge and experience in order to motivate others to follow him or her based on personal and professional integrity. The true issue is that people don't follow ideas or theories, they follow people. Police officers are motivated and inspired by effective leadership not by policing strategies. It is the leaders responsibility to insure that his or her staff members become personally attached to the strategy. The leadership task of persuasion allows the leader to solicit the views and ideas of the group members (Fairholm, 1991, p. 10). Persuasion is a form of communication that implies equality, caring, and respect for the ideas and logic of the other person (Fairholm, 1991, p. 10). The other person must know that they have a personal and professional stake in the success of the organization.

## Stakeholders

There have been many new concepts and ideals about modern leadership strategies that promote the involvement of most of the people in a given organization. The common term that seems to be continually mentioned is: Stakeholder. A stakeholder has been identified as an owner or non-owner of a firm; as owners of capital or owners of less tangible assets; as actors or those acted upon; as those existing in a voluntary and involuntary relationship with the firm; as right holders, contractors or moral claimants; as resource providers to or dependents of the firm; as risk takers-takers or influences; and as legal principles to whom agent-mangers bear a fiduciary duty (Greenwood, 2001, p. 31).

Stakeholders can simply be defined as someone who has been identified as being worthy

of attention. The stakeholder includes groups who are vital to the survival and success of

the organization as well as any individual who can affect or is affected by the corporation

or organization (Greenwood, 2001, p. 31). The stakeholder concept is one of the

cornerstones to the new age leadership theories.

Over the last generation, the leadership models have continued to evolve and change

as our society has changed and evolved. The first leadership model was a scientific

model, which focused on the task or current goal to be accomplished (Fairholm, 1991, p.

53). A human relations model followed the scientific model. The human relations model

focused on people as opposed to the task or goal (Fairholm, 1991, p. 53). The new

leadership model that has evolved is called values leadership. Values leadership is a

philosophical system of principles that is primarily based on leader-follower relationships

(Fairholm, 1991, p. 53). The technologies of the values leadership process are both

unique and practical in that the model is operationalized by a people-oriented philosophy

of growth towards self-leadership (Fairholm, 1991, p. 53). Values leadership can be

interpreted as a process where leaders give stakeholders the necessary skills, resources,

and opportunity to become leaders in an effort to achieve a common goal based on an

established organizational intent. A leader must combine judgment and the ability to

identify leadership qualities in others. John Maxwell used the comments of Theodore

Roosevelt to illustrate this point. Roosevelt said, " The best leader is the one who has the

good sense enough to pick good people to do what he or she wants done, and the self-

restraint enough to keep from meddling with them while they do it."(Maxwell, 1998, p.

126) This type of leadership is referred to as the empowerment model. Leadership

analysts Lynne McFarland, Larry Senn, and John Childress indicate that the

empowerment leadership model shifts away from 'position power' (Maxwell, 1998, p.

126).


In the empowerment leadership model all stakeholders have the opportunity to

perform in a leadership capacity so they can make contributions to the organization by

utilizing their full range of talents and abilities (Maxwell, 1998, p. 126). The status and

symbolism of a leadership position is a fairly intoxicating concept. Some people that

occupy leadership positions gain self-worth and professional as well as personal

recognition from they're professional or job titles. The supervisor functions as the ego-

ideal of the group (Melnicoe, 1978, p. 55). The ego-ideal or supervisor of a group or

organization is often seen as the hero of the other members of the group. This type of

worship is awkward for both the group member as well as the recognized leader

(Melnicoe, 1978). The reasons that some leaders violate the rules of empowerment range

from concerns about job security if other leaders are developed to an acute sense of a lack

of self-worth (Maxwell, 1998, p. 127). Only secure leaders are able to live outside of

their position in the organization. A secure leader is able to motivate and inspire the

members of their groups because they recognize that the group can only grow ethically

and operationally if the group members grow and mature both professionally in terms of

job skills and knowledge as well as personal maturity in cooperation and supervision.

Unfortunately all leaders are not secure enough to promote these ideals. The possibility

that more leaders are emerging in an agency or organization threatens the self-worth of many people who like to carry the title of leader (Maxwell, 1998, p. 127).

## Individual Leadership versus the Organization

The threat to the self-worth of some people who present themselves as leaders is a fairly accurate representation of past models of leadership that focus on leadership as a task of a single individual in the organization (Fairholm, 1991, p. 55). These past models imply that leadership is the responsibility of only one person, or at most a few people in an organization or agency (Fairholm, 1991, p. 55). These conceptions represent the key ideas in management theory and the pyramidal model of management (Fairholm, 1991, p. 56). The foundation of these concepts is historically based. The idea of the hierarchy principle can be traced back to biblical times. These ideas highlight the notion that figures in the bible such as Jethro and Moses were doing everything themselves and that decisions were made by them and delegated through them (Favreau, 1978, p. 32). The other basic organizational concepts that are identified in this model are hierarchy, personnel selection and staffing, authority and responsibility, delegation, span of control, division of labor, and decision-making (Favreau, 1978, p. 32). There are many reasons that indicate the importance of leadership that recognizes the skills and abilities of every person in the organization. Some leaders recognize that most people want to actively contribute to the outcome and goals of the organization. Other leaders understand their own limitations and realize that in order for the organizational goals to be accomplished other people have to exercise their expertise. The bottom line is that there must be some

form of division of labor. Luther Gulick states, " Every large-scale or complicated enterprise requires many men to carry it forward. Wherever many men are thus working together the best results are secured when there is a division of work among these men. The theory of organization, therefore, has to do with the structure of co-ordination imposed upon the work-division units of an enterprise."(Gulick, 1987, p. 3). Leaders must be able to balance the necessity of results and the personal and professional development of his or her staff members.

There are multiple examples of many different models of organization that emphasize individual leaders. The pharaohs of Egypt in building the pyramids used this same kind of organization and management model. The emperors of China also used this kind of organization model nearly one thousand years ago as did the first popes in building the Catholic Church (Favreau, 1978, p. 32). Basically, the same management organization model is being used in different variations today in the form of federal and state agencies, military units, and business enterprises have translated these historical concepts into sophisticated organizational models, each endeavoring to achieve a specific objective (Favreau, 1978, p. 33).

Max Weber, the father of sociology, illustrates six principles that represent Beaucratic theory (Favreau, 1978, p. 33). This model expressed the importance of the division of labor, a specified set of rules to regulate conduct, and the hierarchy of authority. The importance of hierarchy in this model follows the principle that each lower unit, office, or person is under the control or authority of someone who holds a command or leadership

position (Favreau, 1978, p. 34). Some research expresses the idea that the object of organization is to control (Favreau, 1978). This total control concept promotes rules and regulations that are necessary to regulate conduct in any organization, however, this type of control can lead to a restriction of creativity due to the limited number of people involved in the decision making process. Some police leaders express support for an organization that emphasizes control. Traditional policing strategies allow police leaders to maintain a tight span of control over their officers. This creates a level of comfort for leaders that allows them to predict the conduct of their staff members. The problems arise when predictable conduct yields predictable outcomes that are ineffective. Leaders need to ensure that the organizational goals are being accomplished and adapt their leadership styles and organizational strategies to achieve these goals.

## The Power or Influence of Leadership?

Leadership is an exercise of power in a group environment that is rooted in certain philosophical perceptions. The three prevalent philosophical models that exist are Plato's philosopher-king, Machiaveli's prince, and Nietzsche's superman model (Fairholm, 1991, p. 68). Machiavelli's prince model proposes a leadership model that promotes the values of the organization that ensure preservation of the organization (Fairhom, 1991, p. 68). The responsibilities of the leader in the prince model are survival of the organization and the practical and pragmatic use of power in an effort to preserve the organization at all cost. The use of power is a necessary tool that allows the leader to preserve the core values of the organization by influencing the members of the group or those individuals under the charge of the leader. Hitt (1990) for example has conceptualized leadership in

terms of interpersonal conduct anchored in the attitudes and choices about ways to use one's power to influence others (Girodo, 1998, p. 420). The philosopher-king model is more development oriented. The leader's purpose is to search for wisdom, for an intellectual vision of what the organization can become ( Fairholm, 1991, p. 68). The true purpose of this model is to integrate the vision of the organization with the goals and mission of the organization (Fairholm, 1991, p. 68). Nietzsche's superman model is the embodiment of the best qualities that human nature can aspire to (Fairholm, 1991, p. 68). The superman concept challenges followers to reach their full potential (Fairholm, 1991, p. 68). The superman model does not necessarily require a super-human leader to execute. The superman model is based on the principle of interpersonal interaction between group, unit or team members with each other as well as interpersonal interaction between the leader and the followers or group members. Leadership involves individuals and the behavior and conduct of individuals. Organizational success can be partially measured by the integration of individual behavior with the character, values, and disposition of the group (Fairholm, 1991, p. 69).

It is the responsibility of the leader to ease this integration and to persuade the followers to conduct themselves in a manner that will lead to the accomplishment of the group goals. Frederick Taylor expresses that scientific management has as its very foundation the conviction that the interests of the leader and the staff members are one and the same; that prosperity for the one can not exist through a long term period unless it is accompanied by the prosperity of the other (Taylor, 1985, p. 10). Leadership can also be defined as a matrix of both people and task or goal orientations (Fairholm, 1991, p.

70). The key element to ensure the success of this matrix is the manner in which the followers or group members are influenced, persuaded, or motivated. Power is a term that expresses the idea of control. Power leads to the opportunity for manipulation as opposed to inspiration or motivation. Influence is more commonly aligned with inspiration and motivation. Leaders that have the ability and more importantly the humility to express their leadership through influence as opposed to power will be able to maximize the abilities of their staff members in order to accomplish the organizational goals. Influence promotes an atmosphere where staff members willingly develop their professional expertise in order to support the leader and accomplish the goals of the organization. Staff members who are influenced want to express their talents and abilities because they know that the leader will recognize their efforts and reward them for their accomplishments. Power produces fear and influence stimulates creativity. Influential leaders create opportunities for staff members to become leaders. However, powerful leaders remain powerful leaders because staff members are forced to remain as staff members. The manner or method that a leader uses to exercise his or her influence can be defined as leadership style.

In order for someone to recognize that a particular style is necessary to accomplish a particular goal opens the door for diversity and options. Leaders need to understand that the diverse skills and talents that their staff members possess will often dictate the style of leadership that they employ. Leaders have the choice or the option to accomplish tasks by allowing multi-talented staff members to use different approaches in order to accomplish organizational goals. Frederick Winslow Taylor states, " Instead of having

only one way which is generally accepted as a standard, there are in daily use, say, fifty or a hundred different ways of doing each element of the work. And little thought will make it clear that this must inevitably be the case, since our methods have been handed down from man to man by word of mouth, or have, in most cases, been almost unconsciously learned through personal observation (Taylor, 1985, p. 32). The differences that exist in leadership styles points to the idea that leadership is the art of influence. Leadership involves the art of developing personal relationships that lead to professional accomplishment. Early management research on diversification, such as Ansoff in 1965 embraced the dictum of value creation (Osegowitsch, 2001, p. 17). Synergy can be referred to as the additional value creation. The synergy concept captures the ideal that leaders must realize and recognize the origin and value of the tangible and intangible components that equal the sum of the net value that leads to successful leadership, which leads to organizational success (Osegowitch, 2001, p. 17). Value is created primarily by putting into place interrelationships across the firm's businesses that involve the sharing of tangible or intangible resources (Osegowitsch, 2001, p. 17). These interrelationships can be addressed in both formal as well as informal ways. The key factor is that these relationships are nurtured and matured in an effort to create a positive environment to promote organizational goals. Some research indicates that managers and or leaders are translating their positive help-giving attitudes into helping behaviors, but their interventions are more apt to be informal than formal (Hopkins, 2001, p. 95). Many leaders and particularly police leaders must realize that organizational goals are built on personal relationships. Leaders must have confidence in their staff members, but it is also extremely important that staff members have confidence in their leaders. Police officers

especially need to gain confidence in their leaders by gaining respect for them as people first, as police officers second, and eventually as leaders. The way and manner in which a leader intervenes and interacts and develops relationships with his or her followers or group members can be identified as leadership style.

<center>Leadership Styles</center>

Leadership style refers to the degree of direction that the leader provides to staff members in attempting to influence the behavior and attitudes of these members toward the accomplishment of organizational objectives (Gibson, 1995, p. 177). The evolution of leadership as it relates to a leaders approach or style can be dated back to the middle 1800s. Sir Francis Galton introduced the Trait Approach in his book Hereditary Genius (1860) (Gibson, 1995, p. 177). Galton believed that leader qualities were genetic characteristics and traits of a family (Gibson, 1995, p. 177). Leadership research in accordance with this view, placed considerable emphasis on traits, which might distinguish leaders from followers (Gibson, 1995, p. 177). Specific personality traits and physical characteristics were investigated including courage and wisdom as well as gender, height, weight, and appearance . (Gibson, 1995, p. 177). The Behavioral approach prevailed between 1940 and 1960. The Personnel Research Board at Ohio State University developed the Leader Behavioral Descriptive Questionnaire that identified leaders by the frequency with which they perform certain behaviors (Gibson, 1995, p. 177). The summary of the research identified two main characteristics. The initiation of structure, which involves directive, structuring, and goal-oriented behavior, and consideration, which involves concern for followers, participation, and interpersonal

warmth (Gibson, 1995, p. 177). Traits and characteristics are certainly not the only qualities that leaders must possess. A leader must have the unique ability to possess the qualities of his or staff members as they conduct daily tasks in order to accomplish organizational goals. As the relationship between the leader and the direct reports or staff members matures, the staff members should begin to take on the personality and attributes of the leader. These should be the very attributes that the leader has observed in the staff. The relationship between the leader and the staff member becomes an exchange of knowledge as well as characteristics. Ralph M. Stogdill states, " A person does not become a leader by virtue of the possession of some combination of traits, but the pattern of personal characteristics of the leader must bear some relevant relationship to the characteristics, activities, and goals of the followers. Thus, leadership must be conceived in terms of the interaction of variables, which are in constant flux and change (Wren, 1995, p. 130).

The change in organizational outcomes has led to the realization that leadership needs to focus on a range of leadership styles rather than just two different approaches (Gibson, 1995, p. 177). Lewin, Lippitt and White (1939) conducted a classic study that investigated three different leadership styles that ranged from autocratic to democratic (Gibson, 1995, p. 177). The effectiveness of a particular leadership style can only be determined by the criteria that have been established as the standard. By the 1960s the Situational Contingency Approach emerged, which attempted to specify certain situational factors that made certain leader behaviors more effective (Gibson, 1995, p. 178). The difference between autocratic and democratic leadership styles can be more

effective in certain situations. Henry Mintzberg recognizes the need for autocratic and directive leader behaviors are more acceptable during times of crisis and peril (Muczyk, 1998, p. 41). Jack Welch, who recognized that his autocratic style was no longer necessary at General Electric once he had restructured and refocused the organization, can illustrate the democratic style and operations were running smoothly again (Muczyk, 1998, p. 44). The effectiveness of any leader is rooted in both the planning as well as the execution phase.

Coordination of work, ideas, time, and resources is a mandatory component of any successful organization. This type of coordination can be achieved in several ways. Luther Gulick illustrates two primary ways. (1) Organization, which represents the interrelationship of the subdivisions of work by assigning them to men and women who are placed in positions of authority so that the work may be coordinated by orders from leaders to workers. (2) Dominance of an idea, which is the development of intelligent singleness of purpose in the minds and wills of those who are working together as a group in order that each worker can enthusiastically contribute to the accomplishment of the goal (Gulick, 1987, p. 6). A leader needs to balance employee or team member participation in the decision making process with specific and timely autocratic influence that will serve as constructive guidance and leader's intent. Real leader effectiveness will depend on how wisely leaders use employee participation in goal setting as well as the employment of leadership direction during execution and goal attainment (Muczyk, 1998, p. 39). The research appears to indicate that there is no particular leadership style that can be implemented into a particular situation, agency, or organization without the aid of

other factors or segments from other leadership styles. The excellent organizations that prosper under leadership styles that rely on team member participation and worker autonomy get favorable publicity, however, these high degrees of group participation and employee autonomy are not necessarily appropriate for all agencies striving to be excellent (Muczyk, 1998, p. 44).

## Leadership Styles in Police Organizations

The variations in leadership styles can be attributed to the evolving role of police officers as well as the changing responsibilities of the first line police leaders. Prior to the emergence of the community-policing era, first line police leaders were performing traditional roles of supervision such as monitoring patrol officers' activities and enforcing organizational rules and regulations (Engel, 2002, p. 52). There are traditional systematic factors that influence the level and degree of leadership that is necessary for a police organization to successfully accomplish its mission in support of the citizens in the community and the political forces that allocate revenue and resources. Police leadership is often not well developed because of the police culture, the bureaucratic structure of law enforcement agencies, and the civil nature of the job (Densten, 1999, p. 45). An examination of the literature on police leadership identified the importance of leadership in police organizations, the negative behaviors of police leaders, and the unique aspects of the law enforcement culture, which affect leadership as critical issues (Densten, 1999, p. 46). The most critical issue that emerged as a result of this literature review was the importance of leadership in police organizations. The complexity and multi-faceted missions of police organizations mandates that strong leadership via competent leaders

can provide relief and resolutions during many ambiguous situations that police officers

encounter on a daily basis. The importance of leadership was identified by several studies

which found that actions, values, beliefs, goals, and leadership styles significantly

influence the conduct of rank-and-file officers, and particularly any process of change

within the police organization (Densten, 1999, p. 46). These studies as well as other

reviews of the literature indicate that police leadership is extremely important because it

goes beyond just affecting police officers actions. Competent leaders influence personal

and professional attitudes, which lead to the development of an organizational

philosophy. Police leaders control several key variables such as interpretation of

regulations, amount of support, and supervision, which influence individual police

attitudes and organizational philosophy (Densten, 1999, p. 46). Several other studies also

identified negative aspects of police leadership, which include authoritarian management

styles, poor communication skills, and lack of managerial support (Densten, 1999, p. 46).


The nature of leadership is composed of several implied responsibilities that originate

from professional accountability. The accountability process involves conforming

behavior patterns and actions to accomplish a task or goal. The key aspect to this process

is the manner in which the leader influences behavior patterns. A leader is more than just

a supervisor who issues orders that stem from established regulations. The leader is not

just the purveyor of routine orders, but also the one who is capable of bringing order to

confusion- in the face peril and danger (Whisenand, 1978, p. 91). Police leaders have to

be able to adapt their approach or style in order to influence the conduct of their officers

in a constantly changing work environment. Two primary ways of classifying police

leadership styles are transactional leadership and transformational leadership. The

following list of attributes depicts the significant attributes of transactional and

transformational leadership styles, which apply specifically to this study.

 These attributes will be further discussed in the remaining text of this study.

# Significant Attributes

| Transactional Leadership | Transformational Leadership |
|---|---|
| *Develops Efficient Followers | *Develops Effective Leaders |
| *Controls Behavior | *Inspires Creativity |
| *Organization First Mentality | *People First Mentality |
| *Top Down Command Structure | *Develops Stakeholders |

Table 2. Attributes of Transactional and Transformational Leadership

Police leaders attempt to combat unexpected police behavior by issuing specific orders

based on an established command authority (Densten, 1999, p. 46). The ability to

anticipate how an individual will react during an unexpected and possibly dangerous

situation is an extremely difficult skill to acquire. In order for a leader to best control behavior in an unexpected situation is to always be present when these situations occur. The fact that many police situations or even so called routine calls for service turn into unexpected or multi-dimensional issues is the basic nature of the current law enforcement environment. The limitations on police personnel and the task organization of most police organizations make it difficult for leaders to be present at each and every situation in order to control and monitor the behavior of the police officers on scene. Police leaders are limited in their ability to control police officers because the nature of police work is so unpredictable. It is humanly impossible for a leader to be at all places at all times. Luther Gulick states, " In this understanding, we are confronted at the start by the inexorable limits of human nature. The limit of control is partly a matter of the limits of knowledge, but even more is it a matter of the limits of time and of energy."(Gulick, 1987, p. 7). The role of controlling staff member behavior fits the role of "transactional" leadership (Engel, 2002:52). Transactional leadership is based on the premise that an exchange takes place between leaders and followers. In this exchange, the direct report performs what is expected of him or her, while the leader specifies the conditions under which those expectations must be met and the rewards that the direct report will receive when the goal or task is successfully fulfilled (Engel, 2002, p. 52). The key element in transactional leadership is control. The desire of a transactional leader is to control the behavior of his or her direct reports. Leadership behaviors that emphasize telling or controlling would be recognized as transactional leadership because rewards and discipline are administered according to adherence or deviation from direct instructions (Densten, 1999, p. 46).

Terry Polin suggested seven appropriate styles of leadership for police organizations,

four of which were originally identified by Tannenbaum and Schmidt in their study of

boss-centered versus employee-centered leadership (Whisenand, 1978, p. 99). Polin's

seven styles of leadership are: tells, sells, tests, consults, joins, abdicates, and blocks

(Whisenand, 1978, p. 99). The "tells" style of leadership simply means that the leader

dictates exactly how his or her followers will conduct themselves in a particular situation

or incident. In the "tells" style of leadership what is wanted is a dictator (Whisenand,

1978, p. 99). The "sells" style of leadership gives the leader the opportunity to explain to

his or her followers why he or she has chosen one decision or course of action as opposed

to another. The leader conducts a quasi-abbreviated decision making process in an effort

to analyze his or her decision in order to gain support from his or her followers. "Sells"

indicates that the leader should explain why a particular decision is made (Whisenand,

1978, p. 99). The "tests" style of leadership suggest that the leader present an idea to his

or her followers and if the prospective decision is well received then the leader will be

more inclined to implement the plan. The reverse is also true if the plan is less than well

received then the leader has the option to take another course of action. The "tests" style

requires that the leader get input and feedback from his followers prior to making a final

decision. The "joins" style of leadership is a combination of the previous styles, and the

"blocks" style is used when the leader wants to keep his junior leaders or followers busy

in order to minimize his or her contact with the junior leader or follower (Whisenand,

1978, p. 99). "Abdicates" creates an environment where the leader allows his or her staff

members to exercise initiative by refusing to micro-manage them (Whisenand, 1978, p. 99).

The various leadership styles have evolved as our agencies in particular law enforcement organizations face greater challenges in today's society. The measure of a leader is and always will be mission or goal accomplishment. The style of leadership is effective only if the goals of the group or organization are satisfied. The styles of leadership can range from the more autocratic methods of transactional leaders to the democratic methods of transformational leaders or anywhere in between the two, however, the intent of the leader must be to secure the future of the organization through an innovative vision and to put his or her followers in a position to successfully accomplish the daily operations of the agency through skill enhancement and leadership development.

## Transformational Leadership

The transformational leadership stimulates the followers to view their work and responsibilities from a new perspective, generate a keen awareness of the mission or vision of the team and organization, develop fellow leaders and followers to higher levels of ability and potential, and motivate and inspire other leaders and followers to look beyond their own personal and professional interests toward those that will benefit the group (Engel, 2002, p. 52). Leaders are charged with the responsibility of securing the welfare of those individuals and resources that they command. A leader puts the concerns, development, and maturity of his or her followers ahead of their own in order

that the followers will put the accomplishment of the group's goals ahead of their own personal and professional gain. A leader by necessity must be unselfish. A leader must be capable and more importantly willing to complete the same tasks, as his or her followers under the same conditions if necessary. The unselfish leader is one who avoids providing for his or her own comfort and personal advancement and recognition at the expense of others (Favreau, 1978, p. 72). No one respects a leader who takes sole credit for the accomplishments of his unit while failing to assume responsibility for less than satisfactory work (Favreau, 1978). To be a true leader, you must share the same dangers, hardships, and discomforts as your fellow leaders and followers (Favreau, 1978, p. 72).

There have been many studies conducted in an effort to develop a particular leadership style that promotes organizational effectiveness and mission accomplishment. According to Flamhotz (1986) leaders may use up to six different leadership styles depending on the various contingencies, however, they often emphasize a given style over and above the others (Gibson, 1995, p. 178). The use of different styles of leadership is a necessary element of leadership because each person or individual is inspired or motivated by different stimuli. Different groups in the work population have to be managed differently, and that same group has to be managed differently at different times (Drucker, 1999, p. 21). The word management introduces the concept of efficiency. In the Principles of Scientific Management, Frederick Taylor states, "The principle object of management should be to secure the maximum prosperity for the employer, coupled with the maximum prosperity for each employee'."(Taylor, 1985, p. 9). Frederick Taylor explains that maximum prosperity means more than just higher wages or better conditions. He

says it means the development of each person to his or her state of maximum efficiency, so that the person may produce the highest grade of work based on his or her natural abilities (Taylor, 1985, p. 9). In some instances the terms management and leadership are used interchangeably.

Management is a term that is commonly used in the business community. Businesses traditionally are concerned with efficiency as it translates to profits. A manager understands that he or she needs to monitor the financial aspects of the organization as well as the staff and employees in the organization. A manager's time and energy are often times divided between the financial aspects, employee welfare, advertisement, and many other issues. A manager is a person who overseas the performance of his or her employees in a controlled environment. A manager supervises an employee to ensure that a certain skill level is maintained in order to achieve a desired level of performance. A leader does not manage people; the task and true skill is to lead people (Drucker, 1999, p. 22). The goal is to make each individual more productive by enhancing the specific strengths and knowledge of each individual (Drucker, 1999, p. 22). A leader wants to improve the status of his or her staff members. The goal is to make followers into leaders and to make leaders into better and more effective leaders. A leader and especially a police leader should be concerned with effectiveness rather than efficiency. The most efficient approach may not always be the most effective approach. Police leaders seek effective strategies in order to obtain permanent solutions. Police leaders understand that police officers have to be able to perform effectively in a variety of different situations during the course of one day. An effective leader must inspire his or her officers to

enhance their talents and abilities as opposed to merely managing the skills that they

currently possess. A leader recognizes that he or she must have an individual relationship

with his or her officers and staff in order to recognize the differences and talents that each

person possesses. This is important because a leader needs to know how he or she can

best motivate each officer or staff member to ensure that they reach their full personal

and professional potential. This approach makes the point that one leadership style may

not be adequate enough to inspire or motivate a group of individuals with different traits

and characteristics as well as different strengths and abilities. The most effective

leadership style in any one instance depends upon several complex factors (1) the leader,

(2) the led, and (3) the situation (Tansik, 1981, p. 168). The interpersonal relationship

between the individual leader and the individual follower is the key element to successful

leadership in any organization.


As researchers began to study the situational and contingency varaibles that affect

leadership and leadership styles, they began to develop a more specific interest in the

interpersonal outcomes of relationships between leaders and followers (Gibson, 1995, p.

179). Mission statements and well-planned goals have very little to do with the success of

any organization or agency. Competent well trained workers guided by effective

leadership executing an organization's mission leads to success. Researchers have begun

to take a special interst in the interpersonal relationships of leaders and

followers.Transformational leadership suggests that leaders take interest in the skills,

talents, organizational knowledge, and beliefs of their followers. Transactional leadership

does not allow leaders the time required to assess the talents and skills of his or followers

in order to transform the follower into a leader. Transactional leadership is a contingent reinforcement technique requiring constant application and supervision (Densten, 1999, p. 46). The negative aspects of leadership behaviors are commonly associated with transactional leadership due to the lack of time, inadequate opportunities to observe and train, and ineffective appraisal and reward systems (Densten, 1999, p. 46). Police organizations do not have the luxury of allowing poorly trained, unmotivated, and ill-prepared officers to interact with the citizens in our communties. The destiny and future of any community is mutually linked to its police organization. It is the responsibility of the police leaders to develop a stategy that will ensure that the quality of life of their officers and the citizens are prosperous. The interest of the police organization and the citizens of the community must be one and the same. Studies have identified that transformational leadership leadership can be prominent within law enforcement organizations (Densten, 1999, p. 46).

Transformational Leadership is a Choice

Transformational leadership is much more than just an unilateral exchange from the leader to the follower. Transformational leadership requires that the leader exercise creativty and a willingness to utilize external resources and other agencies to better himself, his followers, and his organization. Transformational leadership is a choice. Police leaders have to realize that their status as leaders is dependent upon their staff and the officers in the organization. Leadership is a concept that is best executed in private. Leadership is an intimate and personal exchange between two people involved in a

personal and professional relationship. Leaders can make each officer or staff member feel like an individual with a valuable contribution to offer to the success of the organization regardless of the quantity of officers in the organization. Police leaders need to realize that being perceived as a good leader in public is not the true measure of a true leader.

The true measure of a leader is the private ackowledgement of his or her staff members to other staff members. Transformational leadership is believed to be more likely to established exchanges between supervisors and subordinates; it is based on idealized influence (leader as a role model)., inspirational motivation, intellectual stimulation, skill enhancement, and individual consideration (Engel, 2002, p. 52). Transformational leadership is extemely important to police leaders because they can alter the higher order needs of followers by changing their attitudes, beliefs, and values, which can influence rank-and-file officers and any process of change (Densten, 1999, p. 46). Some senior police leaders are influenced by public opinion and perception due to the constant media attention police organizations receive almost on a daily basis. Unfortunately some of this media attention is negative attention due to misconduct within the police organization.

Police organizations appear to institue change of any kind only when mandanted by an external agency. The values that are exercised by some police organizations don't always present law enforcement agencies in the most positive ethical posture. Police organizations react to ethical issues and situations, which allows the scandal-reform cycle

to activate (Robinette, 1991, p. 42). The scandal-reform cycle usally begins with some scandalous behavior by the police that leads to intense media coverage, which forces police organizations to respond to mounting public pressure (Robinette, 1991, p. 42). This type of inquiry generates a certain institutional paranoia that is followed by leadership changes in the behavior control mechanisms of the organization, changes in management personnel of the organization, and finally reformation through the establishment of new rules-until the next scandal when the cycle begins again (Robinette, 1991, p. 42). Police leaders need to make the choice to institute change in the organization based primarily on internal assessments.

External assessments are traditionally incomplete and inaccurate and they lead to reactive conduct that could lead to the implementation of unnecessary organizational constraints. The reactive mode of police organizations is costly in crime prevention, public perception as well as the community or traditional policing efforts. Poor or unethical conduct in police organizations is not only organic to community policing strategies. Traditional policing strategies are not void of unethical police conduct incidents. The most important aspect of any type of police officer conduct is that exercising more control over the officers is not the solution. Leadership is the ability to inspire initiative. In the context of police organizations, initiative means positive and effective action in the absence of direct orders. In any given situation, the officers training should take over and direct him or her to act accordingly. The leader influences every aspect of the organization to include training and officer conduct. Community

policing requires proactive measures that transformational leadership promotes as a necessary skill for leaders.

Transformational leadership involves raising the consciusness of followers by advocating idealized influence which represents role-modeling behavior where the leader instills pride, faith, and respect, and develops a gift for seeing what is really important, and transmits a sense of mission (Densten, 1999, p. 47). Police leaders must convey the importance of the organization's mission as it relates to the core values that outline the operations of many police organizations. The core responsibility of most police organizations is the security and protection of the citizens within the communities of their respective jurisdictions. The interpersonal relationships that transformational leaders aspire to achieve and maintain reaches far beyond leader to follower. Community policing requires that the citizens of the communities be included in this interpersonal relationship. As the relationships between the police and the citizens in the communities improves the social processes that lead to community cohesion will also improve. If community cohesion is absent, social controls collapse (McKee, 2001). Community cohesion which involves police officers participating in various informal social processes forms an important link in the causal chain of neighborhood decline (McKee, 2001, p. 201).

## Community Policing and Transformational Leadership

The elements of a community includes not only the physical structure of the neighborhood, but the political as well as the sociological traits and characterstics (Winfree, 1996, p. 29). Police officers must be equipped with the ability to combat all of the elements of the community by exercising creative techinques that involve non-law enforcement resources. In community policing, the officers are problem solvers as well as community organizers (Winfree, 1996, p. 29). A standardize centralized hierarchy without frequent allowances for individual police officer initiatives that lead to long term resolutions is not a proactivie strategy that is necessary in today's environment. Police leaders that need control and who substitute leadership for micro-management can be found in the traditional reform or professional model department (Lewis, 1991, p. 572). In police organizations the first line leader is the key leader in the success of any operation, especially a community-oriented operation. These first line leaders or police sergeants must train their officers to think and act like leaders by training them on the principle tenets of the decision making process. Police officers who are capable of making sound decisions without constant consultation with a leader will be invaluable in the community policing environment.

Wilkinson and Rosenbaum conducted research that revealed that sergeants who did not accept community policing resented any loss of control over the decisions and activities of community policing officers (Lewis, 1999, p. 572). Many police leaders and particularly first line leaders are always concerned about the behavior and conduct of their officers. James Q. Wilson expresses a very unique concept that revolves around the

behavior pattern of each individual police officer. Wilson concentrates on the actions of police officers in particular situations as it relates to the law enforcement culture. There must be a particular concern for the conduct and behavior of police officers as well as the basic law enforcement requirements that are necessary for police leaders to conduct daily operations in their respective organizations. Wilson expresses the particularistic concept that is primarily concerned with the behavior of police officers (Wilson, 1968, p. 69). Wilson is concerned with what preoccupies the police officer- other than the over-all level of crime, which is not how police officers generally behave but how they behave in a particular case (Wilson, 1968, p. 69). Wilson makes the point that police chiefs do not as a rule lose their jobs because the crimes rates go up, but they often get into trouble and sometimes lose their jobs because a particular officer takes a bribe, steals from a store, associates with a gangster, or abuses a citizen who is capable of doing something about it (Wilson, 1968, p. 69). The key concept is the behavior of the individual officer who has to take action in a particular situation in order to resolve the concerns of a particular citizen or citizens in a specified community or neighborhood.

Police leaders need to understand that police officer behavior needs to be tailored to the needs and composition of the community the particular officer is assigned to work. The leader is responsible for establishing a comprehensive training regimen that introduces officers to community diversity issues, human relations, communication techniques, facilitation skills, and research techniques that will aid them in developing a rapport with the citizens in the community. The following figure shows the significant attributes of community oriented policing and transformational leadership. The figure

shows the relationship between transformational leadership and community oriented

strategy. The relationship between police strategy and leadership style is paramount to

the accomplishment of organizational goals.

**Community Policing**

*Develops Leaders
*Inspires Creativity
*People First Mentality
*Develops Stakeholders

*Police Effectiveness
*Promotes Discretion
*Quality of Life Issues
*Partnership with Citizens

**Transformational
Leadership**
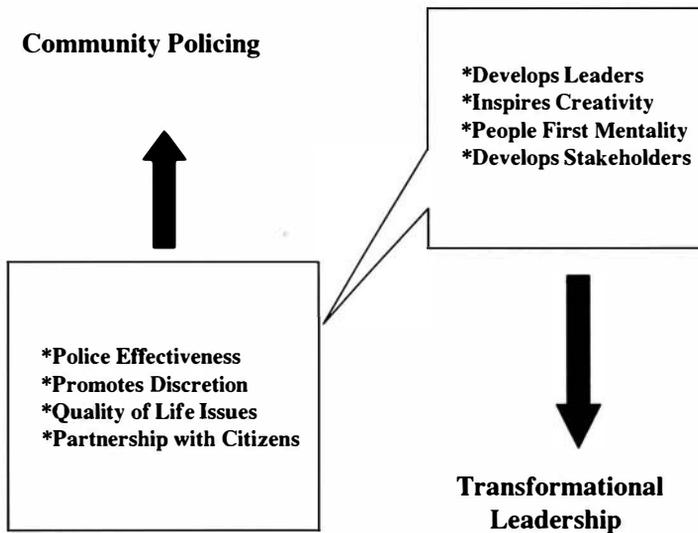
Figure 1. Relationship between Community Policing and Transformational Leadership

Police leaders need to exercise enough restraint to allow the officers under their

charge to mature into leaders themselves. Theodore Roosevelt made the comment that the

best executive is the one has qualified people with the ability to execute his vision, and

the self-restraint to refrain from meddling while the vision is being executed (Maxwell,

1998, p. 125). Police leaders need to get in the routine practice of delegating authority to their officers in an effort to increase skill level and develop officer competence and confidence. Tranfromational leadership involves allowing the police officer to exercise his or her individual personality and talents in order to build skill level and confidence.(Densten, 1999). Each officer in the organization needs to understand that his individual skills and talents will have a direct correlation to the accomplishment of the organizational goals. Leaders must realize that in order for their followers to recognize that they are stakeholders in the organization, leaders themselves must act as stakeholders in the organization (Greenwood, 2001).

Leaders who do not have a professional and personal interest in the organization will find it difficult to inspire his or her staff members to higher levels of performance. Only the leaders that take a personal stake in the organization as well as the people in the organization will enhance the performance level of the entire organization. Police leaders can best influence the behavior and conduct of their officers by their own personal conduct. The officers should take on the personality and vision of the senior leader or police chief. This can only take place if the senior police leadership establishes relationships with the officers in the organization. If the senior leadership must establish a rapport with their officers in order for the officers to establish a relationship with the community. Individual development of police offciers will lead to organizational development. A major part of leadership is the development level of staff members. Development level refers to the degree to which staff members or direct reports have the competence and commitment necessary to accomplish a task or activity (Northouse,

1997, p.56). It refers to whether a person has mastered a skill and has developed a positive attitude regarding his or her development (Northouse, 1997, p. 56). Training as it relates to personal and professional development is a task that must be supervised by police leaders. If police leaders scrutinize their officers during training then it will not be necessary to use extreme control measures to scrutinize their conduct in the community.

Police leaders need to realize that the training and education of police officers is not limited to the confines of the police academy. The skills and abilities of leaders can be enhanced through a training process that involves knowledge and skill development, academic stimulation, and practical application. Transformational leadership allows a leader to recognize the talents and abilities of his or her staff members. It is imperative that police leaders know the abilities of their officers in order to understand what is required to motivate each officer to reach his or her greatest level of performance. Some officers need more training and development than others in certain areas as it relates to the specific skills necessary to perform in a community-oriented policing organization. The style of leadership can be employed based on the idea that officers move forward and backwards along the developmental continuum-a continuum that represents the relative competence and commitment of the officers (Northouse, 1997, p. 57). It is essential that leaders diagnose where staff members are on the developmental continuum and adapt their leadership styles so they directly match their style to the development level of the staff members (Northouse, 1997, p. 57). Transformational leadership gives leaders the latitude to adjust and adapt to the ability and competence level of their direct reports.

Transformational leadership allows police leaders to develop a relationship with their officers, which allows the officers to enhance their individual talents in order to support the needs of the citizens in the community. This also allows the leaders to learn how to best support the needs of their officers. Community-oriented police officers need to be comfortable and confident enough to coordinate with non-law enforcement agencies. The resources necessary to improve the quality of life of the citizens in the community reach far beyond the traditional government sponsored social organizations. Leaders must be able to coordinate efforts and resources from religious organizations, private businesses, non-profit organizations, and educational institutions. The structure of the community is more than the residents of that neighborhood. It encompasses the available resources that can be dedicated to a community through leadership allocation. Making the community-oriented officers generalists means allowing the officers to deal with other agencies, a responsibility for which few officers are well trained and which cuts across sensitive questions of turf and public expectations (Wilson, 1989, p. 50).

Police leaders, specifically sergeants or first line leaders are responsible for the academic, physical, and tactical development of each police officer in their unit. All police officers need to have the ability to research methods and aquire resources that result in long term resolutions to the root sociological and environmental problems that contribute to criminal activity in the community. First line leaders are responsible to ensure that every officer is capable of acting as a community leader in our neighborhoods. Police leaders that exercise transformational leadership use intellectual stimulation to develop the cognitive abilities of their officers, which occurs when the

leader arouses followers to think in new ways and emphasizes problem solving and the use of reasoning before taking action (Densten, 1999, p. 47). All police organizations are looking for a model that will allow them to best exercise their leadership in an effort to accomplish their goals and compliment the efforts of the citizens in the community.

## Leadership Style and Police Organizational Behavior

James Q. Wilson makes the point that the style or characteristics of the police officer's role becomes the style or strategy of the entire police organization as a whole because it is reinforced by the attitudes and policies of the police leadership (Wilson, 1968). Wilson has developed three distintive styles that display the conduct and style that police officers use in particular situation. The first of these styles is the watchman style which was a fair description of the general mission of the American Municipal police in the early nineteenth century (Wilson, 1968, p. 140).

The watchman style is primarily concerned with the order maintenance apsect of police work. Order maintenance is a function of law enforcement that all police officers in every city or county display in almost every aspect of police work. Police are watchman-like not only in emphasizing order over law enforcement but also in judging the seriousness of infractions less by what the letter of the law says about them than by their immediate and personal consequences, which will differ relevance and importance depending on the standards of the group (Wilson, 1968, p. 141). The circumstances of the violation of the law as well as the status and condition of the violator are major factors that contribute to the watchman style of policing. Police in the watchman style utilize

informal tactics to resolve conflicts and restore order depending upon the seriousness of the crime (Wilson, 1968, p. 142). Police organizations that exercise the watchman style of policing realize that the quality of law enforcement in their jurisdiction depends not simply on how the police make judgements, but also on the socioeconomic composition of the community, the law enforcement standards established by the political systems, and the special interests, concerns, and intent of the police chief (Wilson, 1968, p. 143). The second style that Wilson expresses is the legalistic style.

In some organizations, the police leadership controls the behavior of its officers by inducing them to handle common situations as if they were matters of law enforcement as opposed to order maintenance issues.(Wilson, 1968). A Legalistic organization will make custodial arrests the primary function of their officers. A legalistic organization will issue traffic tickets at a high rate, detain and arrest a high proportion of offenders (both juvenile and adult)., act vigorously against illicit enterprises, and make a large number of misdemeanor arrest even when the public order has not been breached (Wilson, 1968, p. 172). The police will act, on the whole, as if there is a single standard of community conduct that is executed based on the stature of the law and not according to the circumstances or status of the violator (Wilson, 1968, p. 172).

Police leaders can give direct orders to police officers to increase their arrest rate in order to combat a community problem that has been identified by the chain of command. The fact that so many arrest are made, and that they are made based on a fixed , not a variable standard of behavior, is primarily the result of organizational policies (Wilson,

1968, p. 179).This is a form of control that leaders in a legalstic style organization exercise to micro-manage the conduct of their officers. Legalistic organizations want the mission and goal of their agency to be a singular specified mission with relatively few implied tasks that require police officers to exercise any form of discretion or any elements of the decision-making process. The third style that Wilson introduces is the service style.

The service style allows the community to express the type of police conduct and the manner in which the police organization responds to them as citizens based on the needs of their specific communities. In the service style of policing, the police take seriously all requests for either law enforcement or order maintenance type issues (Wilson, 1968). Although the police intervene frequently, they don't necessarily use formal sanctions to resolve community concerns (Wilson, 1968, p. 200). The citizens of the community expect the police officers to display similar qualities to their department store salesperson, local merchants, and public officials (Wilson, 1968, p. 201).

In a service style environment, the citizens expect the police officers to be an integral part of the community. The ultimate motivation that influences some organizations to adopt the practices that would institutionalize the service style is the sense of having regard for the opinions of the citizens in the community (Wilson, 1968, p. 203). The police leaders are more sensitive to the concerns of the citizens of the community. Police organizations formulate the strategy that shapes the conduct of their officers which allows them to accomplish their organizational mission (Wilson, 1968, p. 203). The service style

promotes the concept that the citizens of the community have valueable input that police organizations can use to better train and evaluate their officers. The community relations orientation is a central feature of the organization's training, evaluation, and leadership (Wilson, 1968, p. 205). The service style promotes interpersonal relations that require police organizations and citizens to participate in the planning process as well as the execution process.

James Q. Wilson has established a standard of conduct for police officers. He recognizes that the behavior and conduct of the individual police officers will shape the image of the police organization as a whole. Wilson expressed the point that the officers conduct is representative of the organizational climate. The leadership is the key to developing the behavior and conduct of the officers. Wilson shows that the different varieties of police behavior lead to the formulation of the different styles: watchman, legalistic, and service.This concept is also valid as it relates to leadership styles. The different attributes of Wilson's styles of policing can be linked to a particular leadership style. The attributes of transactional leadership and transformationa leadership correlate to a particular strategy of policing. Police leaders need to choose which style of leadership is most effective for their organization.

The effort to integrate the needs of the community and the goals of the police organization is essential to improving the quality of life of each citizen. The definition of community also includes the police organization, the educational institutions, the government agencies, the businesses, the churches, the non-profit organizations as well as

any other resources that are available to the community. Police leaders must realize that their primary duty is to motivate and develop the people in their organization. Police tactics and organizational rules and regulations are secondary to the personal and professional development of police officers. Good people make good police officers. Police leaders are directly responsible for the conduct and behavior of every police officer in their unit or organization. The conduct of the police officers in a particular organization reflects directly on the leadership. The leadership style that is employed by the organization is a direct reflection of the leader. Leaders need to realize that leadership is the ability to have authority without having to constantly be authoritative. Leadership is a camouflaged authority that causes others to voluntarily seek the approval of their leader. Police officers respect leaders that display an aura of authority, leadership, and self-respect that extends beyond the police realm (Stoler, 1989, p. 77). Police leaders must lead and inspire people first and police officers second. Leaders have to reach their staff members on a human level before they can ever hope to reach them on a professional level.

# Chapter III

## RESEARCH METHODOLOGY

Based on the literature review and the information provided in the preceding chapters, effective leadership is the bridge that connects police organizations to communities and police officers to citizens. It is important not to polarize the relationship between the police and the citizens into only separate and distinct groups. The police organization represents a multitude of units, agencies, and personalities that find organization under the umbrella of police leadership. The community represents the citizens, the clergy, the merchants, the educators, and many others who depend on the effectiveness of police leadership in order to secure their desired quality of life. The most relevant question of this study is how can the attributes of leadership and the attributes of policing merge to improve the quality of life of the citizens in our communities. There is no quantitative ratio or statistcal or mathematical equation that will positively effect change in our communities. This study is a qualitative analysis of the attributes of leadership styles and strategies of policing. Qualitative is the key word. Simply put, quality leadership breeds quality people, and these same people improve the quality of their lives and surroundings.

## The Purpose of the Study

The purpose of this study based on a review of the literature is to present an effective leadership style that is born from the attributes of transformational leadership, which best support the attributes of community policing within a police organization. This study will focus on establishing a police organizational doctrine that promotes the leadership attributes of a police organization in order to improve the quality of life of all of the citizens within the various agencies and representatives within a community. The process used to reach this purpose involved a clear understanding of the variations in the behavior of police officers, and how those behaviors and patterns of conduct formulate the style of operations conducted by a police organization. This study also describes the attributes of community policing as well as the attributes of leadership to include the traits that develop different leadership styles. This research will also identify that there is no one template that allows a particular leadership style to satisfy all of the attributes of community policing. This research should allow police organizations to focus on a decision making process that welcomes and values the contributions of all police officers within the organization and all citizens in the community in order to accomplish specified organizational goals. The figure shown below depicts a Decision-making process that can be employed by police organizations operating within the framework of the community oriented police strategy.

**LEADERSHIP**

POLICE ORGANIZATION

CLERGY

DECISION-MAKING PROCESS

SOCIAL SERVICES

MERCHANTS

NON-PROFIT ORGANIZATIONS

SCHOOLS

**ORGANIZATIONAL STRATEGY**

Figure 2. Community Decision-making process Model

The intent of this research is to attempt to develop a model that will integrate community policing strategies into police organizations by employing some of the attributes of transformational leadership. It is the ultimate purpose of this research is to recommend an effective leadership style that will allow police organizations to implement community policing as an organizational strategy.

A major premise of this research is to identify the two most critical elements necessary to ensure the effective operation of a police organization as determined by prior research. This research will establish that an effective police organization is more

dependent on the relationship between the police and the citizens and less dependent on law enforcement. Leadership is able to transform different agendas and ideas into integrated and consolidated organizational goals.Leadership is the element that allows police officers to realize that they are not only stakeholders in the police organization, but, that they are also stakeholders in the community. It is the responsibility of the police organizational leadership to ensure that all of their police officers are fully integrated into the community. Each individual police officer is a resident of the community for atleast 8, 10, or possibly 12 hours each day.

## The Personality of Leadership

James Q. Wilson expresses the point that most crimes can not be solved and a comprehensive policy specifically for order maintenance is impossible to develop (Wilson, 1968, p. 83). These set of circumstances highlight the point that the most important element in any police organization is the human element. The individual police officers and their behavior represents the true culture of the police organization. Wilson recognizes that the manner in which a particular officer conducts himself during the course of his or her duty day is based on an individual officer evaluation of the costs and benefits of the various kinds of action (Wilson, 1968, p. 83). Wilson makes the argument that officers who advise suspects that they are only doing their duty or job during the course of an arrest is intended solely to make the encounter appear to be impersonal. He advises that each officer uses his own evalaution process in terms of exercising his discretion. He says that each officer compares the net gain and loss to the citizen or citizens involved in the incident, the community or neighborhood, and the officer himself

as a result of his various courses of action (Wilson, 1968, p. 84). In other words the officer is a stakeholder in the community.

This research indicates that different leadership styles will lead to different types of behavior. All leaders have different traits that make them distinct and unique. Police leaders are unique because they must possess the ability to adjust their particular leadership style to the particular situation.It is also paramount that the police leader recognizes the traits and attributes of the particular officer or officers involved in the situation. This study shows that a leader is much more than a manager. A Manager attempts to control the situation based on predetermined rules and regulations. On the other hand, a leader inspires and motivates the people who can affect the outcome of the particular situation. A leader realizes that he or she can best lead by allowing his or her followers to utilize their unique skills and abilities in the performance of their duties.

Leaders create leaders who are able to perform in the absence of direct orders in any given situation. Many police leaders will start to recognize that many of their officers have taken on many of their personality traits. The point that is sometimes forgotten is that police leaders, to include the chief of police, are police officers. As leaders and police officers they can greatly influence the personality of each officer and leader within the organization. The personality, demeanor, and style that the police leader shows to the officers is the very same attitude and style that the police officers display to the community. It is this personality that drives the organizational culture of the police

agency, which affects the quality of police service and the quality of life in the community.

<div align="center">Community Leaders</div>

Community policing is a strategy in policing that is defined by its name: Community. Community policing is the attempt to create a relationship between the citizens of a particular community or neighborhood, the police, the merchants, the school system, and the various social service agencies that support the jurisdiction. There are many different forms and applications of community policing. Many police organizations are viewed as being outside of the community. Many police organizations and police officers view themselves as employees of the jurisdiction, city, or county as opposed to citizens of the community. Police officers are more than mere citizens in the community, they are leaders in the community.

As community leaders police organizations need to  fully adopt community oriented policing as a community-wide strategy This philosophical process begins and ends with the leader's intent. If the leader's intent is to promote an entirely community policing atmosphere, then new police recruits will receive more than a four to eight hour block of instruction on community policing in the police academy. Community policing is more than the deployment of foot patrols and the construction of store front neighborhood precincts. Community policing does not only involve a courtesy invitation extended to community members to attend police awards ceremonies and banquets, but rather the acknowledgment that community members need to be involved in the planning and

decision-making process of police operations. The military adopts the philosophy that we train how we fight. The police community would do well to adopt the philosophy that we train how we police. If community policing is the order of the day every day then recruit training, in-service training, and any subsequent training should be community police oriented.

This study shows that community policing forces the leaders to train their officers to think independent of orders because discretion is necessary to develop long term solutions to resolve the sociological problems that cause criminal activity. The environmental challenges that cause socilogical problems include homelessness, poverty, drug addiction, structural design, under education, and just plan hopelessness. Leaders must be able to adapt their leadership style to fit the specific problem as well as the particular person or persons affected by the problem. The training that is necessary to ensure that the community policing efforts are successful needs to be comprehensive and emphasize the importance of ethical police behavior. Unethical behavior will destroy the lines of trust that need to exist between all citizens of the community.

## The Transformation of Transformational Leadership

Leadership is the thread that brings all of the discordant aspects of our communities and police organizations together. Leadership is not something that springs out of the sky, leadership is the product of leaders that understand the importance of transforming followers into leaders. Although there are many different styles of leadership, the most important and effective style of leadership is the style or combination of styles that led to

mission or goal accomplishment. This study shows that police leaders must have the ability to transform from one style of leadership to another by using the basic attributes of transformational leadership, yet still having the capacity to employ some attributes of transactional leadership when absolutely necessary.

The styles and forms of leadership range from autocratic to democratic and many combinations in between. Leadership styles can also be categorized by the amount and type of control that is administered by the leadership or police chain of command. Transactional leadership is characterized by a micro-management form of control over police officers. On the other hand, transformational leadership seeks to motivate and inspire police officers to think about and aspire to higher goals and higher levels of competence and knowledge. Transformational leadership is about building people that in turn build organizations. Police officers only need the opportunity to exercise their individual and unique skills and talents. Leaders will recognize that an effective police officer is a well trained, highly motivated officer, who is intimately involved with the his or her fellow citizens in the community. As we merge the attributes of organizational styles according to James Q. Wilson and the attributes of community policing, the literature indicates that leadership makes this merger possible.

## Building a Community Model based on Leadership

This research has revealed that police leaders can not just arbitrarily select a model of policing and force feed that model into a community that needs another model to reverse the ailments of the community. The leaders of police organizations need to realize that

building an effective police model to support community oriented policing strategies is not enough. These leaders must strive to build a community model based on transformational citizen leadership. This research has also revealed that the citizens of the community are the informational and intelligence resources of the police organization.

As the military uses recon forces to conduct long range surveillances on military objectives to gather intelligence in order to assist with the planning and the military decision-making process, police organizations can use community members in a similar manner. The police organization needs to be an extension of the community. In the context of community-oriented policing, any police organization that does not include the citizens of the community as part of its task organization is inadequetly equipped  to conduct police operations in today's society. The literature clearly shows that the concept of community involvement in policing is not new, however, it is absolutely necessary for all citizens in the community to become more involved in the daily operations of the police organization.

The intent of this research is to provide a community skeleton model that helps community leaders develop and execute organizational goals that positvely affect the quality of life of each citizen. This research can not tailor make a community model that will perfectly fit any particular community. However, community leaders will be able to determine which leadership attributes best fit the attributes of their community. Police leaders will spearhead the community transformation as they integrate the resources and people of a particular area into a community.

Chapter IV

ANALYSIS OF DATA


<u>Qualitative Analysis</u>

A Qualitative Analysis was conducted on two primary leadership styles, which are commonly implemented in police organizations. This analysis was conducted by studying the attributes of Community Policing and Traditional Policing strategies as well as the attributes of Transformational Leadership and Transactional Leadership. This study involved research in several different professions that require successful leadership in order to achieve individual or personal goals; group or team goals; and organizational goals. The literature review consisted of references from the Business Community; the Sports Community; the Law Enforcement Community; and the Military Community.


Although the focus of this study is Leadership Styles in Police organizations, this study reveals that leadership as well as leadership styles are organic to all organizations; groups; teams; and forces. Consideration was given to the reality that a combination of attributes from different strategies and styles may appear to be most effective in a particular Police organization based on an organization's quality of personnel and organizational goals. The Qualitative Analysis was intended to disclose the variances in the attributes of the leadership styles as well as the policing strategies. The variance is used to validate the importance of this particular study. The police organization, the organizational policy, and the organizational goals will ultimately dictate which style or strategy is most appropriate for addressing the current organizational situation.

The significant attributes of Traditional Policing addresses a strategy that focuses on control and efficiency. Attributes were selected after a thorough literature review specifically for this study in order to establish a relationship with a particular leadership style.

# Traditional Policing

•Based on Police Efficiency

•Limited Citizen Contact

•Based on Quick Response and Resolution

•Reactive Approach

•Focus on Calls for Service

•Discourages Discretion

•Law Enforcement Oriented

Table 3. Significant Attributes of Traditional Policing

The attributes displayed in (Table 3) were used in this study. These attributes represent a central tendency of control. These attributes are intended to indicate a police strategy that supports regulated behavior. Efficiency is a primary focus in order to combat the quantity of service requests. This strategy is more likely to inspire a reactive approach that emphasizes a quick and sometimes hasty resolution of the current problem.

The significant attributes of Community Policing addresses a strategy that focuses on creativity and effectiveness. Attributes were selected after a thorough literature review specifically for this study in order to establish a relationship with a particular leadership style.

# Community Policing

- •Based on Police Effectiveness

- •Partnership with Citizens

- •Concerned with Quality of Life

- •Proactive Approach

- •Focus on All Citizens in Community

- •Promotes Officer Discretion and Creativity

- •Promotes Order Maintenance

Table 4. Significant Attributes of Community Policing

The attributes displayed in (Table 4) were used in this study. These attributes represent a central tendency of partnership. These attributes are intended to indicate a police strategy that supports a genuine concern for the quality of life of each citizen in the community. Effectiveness is a primary focus in order to create an environment that welcomes discretion based on individual creativity. This strategy is more likely to inspire a proactive approach that emphasizes long-term solutions to root problems.

The significant attributes of Transactional Leadership supports strong centralized leadership in order to develop efficient followers. Attributes were selected after a thorough literature review specifically for this study in order to establish a relationship with a particular Police strategy.

# Transactional Leadership

•Develops Efficient Followers

•Controls Behavior

•Organization First Mentality

•Top Down Centralized Command Structure

Table 5. Significant Attributes of Transactional Leadership

The attributes displayed in (Table 5) were used in this study. These attributes represent a central tendency of centralized authority. These attributes are intended to indicate a leadership style that leaves little room for individual development. Organizational goals are promoted above the professional development of the individual.

The significant attributes of Transformational Leadership create an environment that inspire personal and professional individual development in order to develop effective leaders who welcome individual creativity. Attributes were selected after a thorough literature review specifically for this study in order to establish a relationship with a particular Police strategy.

# Transformational Leadership

• Develops Effective Leaders

• Inspires Creativity

• People First Mentality

• Develops Stakeholders

Table 6. Significant Attributes of Transformational Leadership

The attributes displayed in (Table 6) were used in this study. These attributes represent a central tendency of individual personal and professional development. These attributes are intended to indicate a leadership style that develops effective leaders who recognize the individual talents and abilities of his or her staff members.

## Summary

The qualitative analysis employed by this study was intended to identify police strategies and leadership styles. The qualitative analysis provides an appropriate display of the attributes of the selected police strategies and leadership styles in this study. The identification of these attributes give senior leaders and policy-makers the necessary data to tailor a police strategy in conjunction with a leadership style that best fits their respective community.

The attributes of the police strategies in conjunction with the attributes of the leadership styles will be evaluated and summarized in the next chapter. The relationship between the attributes of the police strategies and those of the leadership styles have formed a template for improving the police culture as well as the community.

Chapter V

CONCLUSIONS, SUMMARY, RECOMMENDATIONS

The information for this study was obtained via significant literature research and review, professional experience obtained while serving as a police officer for almost seven years, and professional experience obtained while leading a platoon of dedicated 101$^{st}$ Airborne Division (Air Assault) soldiers in combat during Operation Desert Storm as well as commanding a Combat Engineer Company in the 276$^{th}$ Engineer Battalion. The study examined the attributes of police strategies and the attributes of related leadership styles. This study addressed the significance of leadership styles as well as leadership in police organizations.

The study supports the implementation of comprehensive police strategies that integrate a leadership style or combination of styles that fosters an organization that inspires personal and professional development. The identification of the attributes of police strategies and leadership styles provides senior leaders and policy-makers with the necessary information to develop a leadership style that best fits their particular organization and community.

The literature and professional experience address the attributes of transactional and transformational leadership as well as traditional and community policing. The underlying basis for this study is to develop a skeleton model that displays a leadership

style or combination of styles that best supports the organization's strategy in order to help the organization best support the citizens of the community. Following are the most significant findings identified and related recommendations.

## Conclusions and Summary

### Significance of the Issue

The failure of any police officer to reach his or her personal and professional potential can have devastating consequences. The police are given more authority on a daily basis that any other person in the world. Police officers have the authority to take a person's life if the situation warrants the use of deadly force. Police officers can restrict individual freedom and are responsible for protecting the people and property within their community. Leadership implemented via a particular style or combination of styles has a profound effect on the conduct and behavior of police officers. This study is most significant because a police officer's conduct in a given situation can literally determine life and death.

### Validity

Leadership is not a quantifiable concept. Leadership as well as leadership styles cannot be objectively measured as individual variables. Quantifiable objectives can be established in order to measure the effects of leadership or a particular leadership style. Leadership styles are dependent upon the ability of the leader to lead. Any measurable standard in a police organization is dependent on the conduct and performance of the

police officers. Most group members' performance is based on the level of expectancy exhibited by the group leader. " Real leaders create an air of expectancy." (Watts, 2002, p. 118). Effective leadership can be measured by the performance of each individual police officer. They can be inspired through effective leadership to enhance their personal and professional development via comprehensive training and instruction emphasized by the leader.

Each police officer needs to be motivated and inspired to believe that he or she has the individual ability to affect the policies and goals of the organization. Each police officer must know that he or she is a stakeholder in the organization. A stakeholder is a person who is vital to the survival and success of the organization (Greenwood, 2001, p. 31). The leader can determine the performance of each police officer by ensuring that each officer realizes that his or her performance and level of professional competence is in direct relationship to the level of competence and professionalism of the organization. Each police officer has to believe that his or her daily conduct can affect the quality of his or her personal and professional life as well as the quality of life of every other citizen in the community. " The person who believes he can do something is probably right, and so is the person who believes he can't." (Watts, 2002, p. 118). In order to effectively measure the effect of a particular leader or leadership style, it is necessary to measure the personal and professional growth of each group member.

Quantifiable variables such as the increase or reduction of violent crimes in a given time period or the numbers of calls for service answered in a calendar year or even the average response time to calls for service can not be used to independently measure the

effectiveness of a leadership style as it relates to a police strategy. The true measure of

leadership and leadership styles can only be measured by the quality of life of the citizens

in the community. This study did attempt to define or measure quality of life. However,

this study is confined to conducting a qualitative analysis of leadership styles in relation

to police strategies. The quality of the leadership style or the police strategy was

established by determining attributes that were most closely related based on police

organizational goals. The qualitative analysis of this study is appropriate to determine a

leadership style that enhances the police strategy that best supports the organizational

goals.

## Reliability

The tests of reliability are difficult to demonstrate with this study because of the

qualitative nature of the analysis. This study does not attempt to measure each police

organization by the same exact criteria. The qualities and components of each police

organization are different. The total organizational resources to include the budget have a

profound effect on the manner in which a particular organization will employ the findings

and recommendations of this study. Each police organization, which is a part of a

particular community have different goals that are specifically organic to that police

organization and that community.

## Practice and Efficacy

The major issues identified in the literature regarding leadership styles and police

strategies include merging the attributes of the different styles and strategies in order to

improve the quality of life of every citizen in the community. In order to achieve this goal the definition of community needs to be expanded to include the police organization. I f the police officers don't realized that they are a part of the community then they will never view themselves as stakeholders in the community. The police organization cannot act independently as an outside agency. The police organization can serve as the catalyst that integrates the many jurisdictional agencies into a community. This community needs to include the police organization, private businesses, non-profit organizations, religious and spiritual organizations, educational institutions, and any other government agencies that have the capability to help the citizens of the community. Each agency and organization needs to realize that the beginning and the end of their success begins and ends with the citizens of the community. These agency and organization members along with the private citizens that live in the city, county, or region are the community.

Figure 3. Depiction of the integration of organizations/agencies

(Figure 3) highlights the fact that the community is the foundation that every citizen needs to survive. The community is the house that every private citizen, every organization, and every supporting agency can call home. All of these people in these various organizations are stakeholders, and therefore have a stake in preserving the community. The desired result is to create a community that feeds every need of every citizen.

The findings of this study reveal that the attributes of transformational leadership and the attributes of community policing can be used to compliment each other in order to achieve the specified goals of a police organization. The basic concepts of community

policing can be traced back to Sir Robert Peel. Community policing and addressing the needs or quality of life issues of the citizens have always been the primary objectives of police organizations (Wilson, 1989). The police organization is a product of the community and the community is the product of the citizens. This study reveals that a leader who is capable of merging or integrating the attributes of transformational leadership with the attributes of community policing can create a model to accomplish his or her organizational goals by improving the personal and professional quality of life of the citizens in the community.

This study also reveals that variables such as human and material resources, budgetary limitations, governmental policies, strength management issues, force deployment, and the number of calls for service versus the deployment of officers will have an effect on the leadership style and police strategy that best supports the particular needs of a police organization at any given time. There will always be situations were attributes of transactional leadership are more appropriate as well as the necessity to employ traditional policing strategies in a given time period based on the current situation.

There is no perfect template or model that will ensure the successful implementation of community policing strategies by using attributes of transformational leadership, however, the right leader in the right organization can inspire the creation a model that best compliments his or her organization. The attributes of transformational leadership and community policing need to be merged together to create a model that leads to personal and professional quality of life improvement for all citizens in the community.

# MERGING ATTRIBUTES

**Transformational Leadership**

*Develops Leaders

*People First Mentality

*Develops Stakeholders

*Inspires Creativity

**Community Policing**

*Police Effectiveness

*Focus on Citizens

*Partnership

*Promotes Discretion

# QUALITY OF LIFE

Figure 4. The Merger of the Attributes

The attributes are not effective unless they are employed by a leader who has the ability and the desire to give a little portion of himself or herself to each stakeholder in the organization. If the leader is willing to sacrifice himself or herself for the stakeholders then the stakeholders will sacrifice themselves for the organization. The stakeholders will take on the personality of the leader, and the organization will truly represent the citizens of the community.

Recommendations

## The Leader, the Style, and the Strategy

A leader has the responsibility to lead. Although the phrase sounds simple and even trivial, it represents a combination of skills and abilities that few people have shown the capacity to master. A leader has the power of influence that can oppress the individual personality traits and skills of his or her followers, however, this same leader must possess a level of humanity that makes it virtually impossible for him or her to suppress individual personality and talents. A leader's style can only be implemented by the leader. A leader has to transfer his or her skill and commitment to the group members, and still recognize that the individual and collective talents of the group must be enhanced and integrated in order to improve the organization. " Which is more important, the talent of the troops or the skill of the leader? That is one of the central questions of all group enterprises and can be debated forever, but remains essentially irresolvable." (Maraniss, 2000, p. 250). The fact that the importance of the leader or follower is debatable makes the point that both the leader and the follower are necessary in every organization, group, or enterprise.

Transformational leadership gives the leader the flexibility and the security to transform followers into leaders. A leader cannot always be present to monitor and resolve each situation. Therefore, first line leaders and staff members must take the influence of the senior leader into the community as they interact with their fellow citizens. The same leader cannot be at two places at the same time, and the same leader

cannot do two things at the same time (Gulick, 1937, p. 3). Every police organization needs as many leaders as humanly possible. Transformational leadership promotes the development of leaders, and the community is the perfect place to discover future leaders. Transformational leadership values each person in the community, and creates leaders that value the intra-community relationships that develop between citizens. Values Leadership is a underlying attribute of transformational leadership( Fairholm, 1991, p. 55). This study recognizes the possibility that in some cases the followers or future leaders can be negatively influenced by some leaders. There is no way to teach the test in a police organization. In some cases police officers and first line leaders will adhere to the positive influence of their senior leader, however, in other instances the officers may lean on other influences which may not be appropriate for the given situation. There are no perfect leaders, there are no perfectly developed leadership styles, and there are no perfectly employed police strategies. There are many leadership styles and many different police strategies that have not been discussed in this study. This research has attempted to study the attributes of a few leadership styles and police strategies in order to conduct a qualitative analysis within the framework of a police organization.

This study has attempted to show that leaders can develop other leaders by allowing individuals to grow and mature with the organization. Police leaders need to understand that they must first develop people, and from good people comes good police officers, and good police officers make good leaders. A diverse community needs diverse leaders with diverse skills in order to improve the lives of a diverse community. Frederick Taylor states, " Instead of having only one way which is generally accepted as a standard, there

are in daily use, say, fifty or a hundred different ways of doing each element of the work. And a little thought will make it clear that this must inevitable be the case."(Taylor, 1985, p.31). Given the diversity of our culture and the uniqueness of the citizens in our communities, the police organization must be able to proactively serve their fellow citizens. Transformational leadership and community policing strategies will work best when set in the confines of a police organization with complimentary resources and goals. There are no perfect solutions or quick fixes to improving the quality of police leaders, police officers, police organizations, or communities. Leadership is the ability to inspire and the desire to teach the art of communication. A leader must be able to effectively communicate the goals of the organization, his or her intent for accomplishing these goals, and the personal and professional knowledge that he or she has acquired in a personal and professional lifetime. Leadership is the bridge that builds personal relationships that develop professional skills necessary to accomplish a goal. Only after a personal relationship and level of trust have been established between leaders can any police strategy or leadership style be successfully implemented in an organization.

This study recommends that each senior police leader take the opportunity to engage in a personal relationship with each one of his her or her police officers. The size of the organization will dictate the span of time that will be required to accomplish this necessary leadership task. Senior police leaders can engage in personal relationships by encountering the particular officer directly or by influencing and inspiring a leader in the officer's chain of command, however, every officer can be reached and influenced by senior leadership. Transformational leadership gives senior police leaders the tool to

facilitate a participative climate in their organization. Community oriented policing should be adopted as the primary police strategy, and all resources in the community should be utilized to achieve community goals. In one community, if the community goals are achieved then the police organizational goals will be accomplished because the goals should be the same. Leaders are people who care about other people, and police officers are citizens who care about other citizens. The relationship that exists between people, leaders, police officers, and citizens in the community will dictate the quality of life in that community. The study can only provide a skeleton model that leaves the police organization the flexibility to tailor the model to their specific and unique resources, strategies and philosophies, and leadership style.

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