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LEADERSHIP
IN
COMMUNITY ORIENTED POLICING

A Project
Presented to the
Faculty of
California State University,
San Bernardino

In Partial Fulfillment
of the Requirements for the Degree
Master of Arts
in
Public Administration

by
John H. Boyd
December 1992

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INTRODUCTION

The purpose of this project is to identify and define the leadership skills that are necessary to implement Community Oriented Policing (COP). Leaders must use vision, communication, empowerment, and commitment to set in motion a new strategy for enhancing the relationship between communities and police. COP is an idea developed in the 1980's. The objective of COP is to develop a working partnership with the community that makes neighborhoods less likely to be victimized by crime. The community becomes an active in of identifying safety issues and working with the police to prevent crime. This study will examine the basic principles of COP and the leadership skills and techniques that are being used by local law enforcement agencies.

The study of leadership skills will be accomplished by using the issues identified and developed in the 1991 Public Management Forum, and the interviews of selected local law enforcement administrators. The focus on of the interviews is on how leadership is critical to community oriented policing.

BACKGROUND

The idea of this project was formulated during the discussions which took place during the Management Forum in 1991. COP developed as an idea in the 1980's when several police departments implemented programs that changed the method of policing. The programs sought to improve the

communications between police agencies and the communities they serve. The result of COP is a fundamental shift in police values. COP seeks to reestablish the linkage between police and the people they are sworn to protect and serve.

On March 3, 1991, an incident occurred that resulted in renewed questions concerning police values and the community. The beating of Rodney King by officers of the Los Angeles Police Department (LAPD) became a flash point for probing the fundamental role and values of police in today's society.

NEED FOR CHANGE IN POLICING

Following the Rodney King incident, the public outcry from citizens resulted in the Los Angeles City Council appointment of a independent commission to examine the operations and structure of the LAPD. The Independent Commission on the LAPD was created with Warren Christopher, former Under Secretary of State serving as Chair. The Commission became identified as the Christopher Commission.

In addition to the King Beating the Commission examined issues relating to: use of force, officers' attitudes, culture of the department and the role of leadership in addressing these issues. The Commission's report was submitted in July 1991. One of the recommendations of the Christopher Commission was that the LAPD should implement community based

policing on a city-wide basis.¹

The issue raised by the Report became the sounding board of communities in California and the United States. The rate at which COP is being accepted in law enforcement has been accelerated by the Rodney King Beating. On April 29, 1992, more than a year later, the second most significant event for law enforcement in the 90's happened. A California Superior Court jury acquitted the four officers involved in the King Beating.² The ensuing riots in Los Angeles left little doubt that police were unable to protect and serve the people of Los Angeles. The demand for COP was not changed by these events, but the time for change has become more urgent.

These events have placed a great emphasis on restructuring the role of police in American society. Community oriented policing is seen as a model for ensuring that police become partners in the communities they serve. The advantages of COP will be examined in the research section of this paper.

¹Report of the Independent Commission on the Los Angeles Police Department, by Warren Christopher, Chairman, (Los Angeles, Independent Commission on the Los Angeles Police Department, 1991), (xv).

²Richard Lacayo, "Anatomy of An Acquittal," Time, 11 May 1992, 30. A change of venue was granted that moved the trial to Simi Valley located 35 miles northwest of Los Angeles. Three officers were acquitted. The jury deadlocked on one charge against Officer Powell.

COMMUNITY POLICING

Community oriented policing is considered a new method of policing that will be more effective against crime. The Christopher Commission pointed out that different "...philosophies or models have dominated police behavior..." in the last forty years.³ Changes in police priorities have resulted in changing methods to deal with crime. Police are expending increasing resources in trying to reduce the impact of crime. Community policing is a new model that has evolved out of this historical process. Law enforcement agencies apply a wide variety of labels to programs that fall under the umbrella of community policing. Community policing is a model for providing police services to the community. Although the focal point of this model is policing, its goal is also to reduce the fear of crime in the community. It requires interaction with both private and public agencies to resolve community problems. Police act as part of resource team that seeks to eliminate continuing police problems.

All of the programs share several common themes. Camille Barnett, City Manager of Austin, Texas, described the four elements of community policing as: "(1) partnership with the

³Report of the Independent Commission on the Los Angeles Police Department, by Warren Christopher, Chairman (Los Angeles, Independent Commission on the Los Angeles Police Department, 1991), 97.

community, (2) participative management, (3) problem solving and (4) visionary leadership."⁴ Community policing is part of an evolutionary process in changing the policing model used in the community.

PROJECT PLAN

The demands of leadership have been identified as one of the most significant factors in community policing.⁵ This project will look at those demands and how some local California law enforcement agencies are meeting them.

This project will cover the following areas:

- a brief description of the Public Management Forum and the ideas developed by its members;
- an overview of the methodology of the project;
- Defining some of the key terms used for community oriented policing;
(See Appendix A Glossary of Terms);
- the selection of law enforcement managers interviewed during this project;

⁴ Camille C. Barnett and Robert A. Bowers, "Community Policing: The New Model for the Way Police Do Their Job," Source Book: Community-Oriented Policing: An Alternative Strategy, (Washington D.C., ICMA, 1991), 2.

⁵ Camille C. Barnett and Robert A. Bowers, "Community Policing: The New Model for the Way Police Do Their Job," Source Book: Community-Oriented Policing: An Alternative Strategy, (Washington D.C., ICMA, 1991), 5.

- general research on community oriented policing, leadership and organizational theory; and
- findings and recommendations of the project;

PROJECT DESIGN

This project has been carried out by using a modified case study approach supplemented with interviews from selected local law enforcement managers. Issues identified during the case study were used as a source for the interview questions. The selection of participants was designed to include managers from different size departments. The subsequent sections describe the case used for this study and the interview process.

PUBLIC MANAGEMENT FORUM

The Public Management Forum was an informal group that was started to improve the relationships between police and other government units. The Forum's primary goal was to "create and nourish linkages between local police and general government managers".⁶ The Forum selected COP as a strategy for solving community problems. Part of this process helped to identify issues found in the development and implementation of COP. Several members of the Forum had experience in the application of COP to local community problems. One of the areas discussed by Forum members was the critical role of police leadership in implementing COP.

⁶Michelle Bancroft et al. "Professional Development The Ad Hoc Way," Public Management 74, no. 4 (April 1992): 15.

This project is using the Public Management Forum as a case study for identifying the issues of community oriented policing. The information from the Forum was used to select key law enforcement managers to be interviewed on leadership and its role in COP. The findings will be used to recommend key characteristics necessary for the effective implementation of COP in police organizations.

The Public Management Forum was developed by the Department of Public Administration, California State University San Bernardino, and interested public sector managers. The Forum included representatives from such law enforcement agencies such as Fontana Police Department, Rialto Police Department, San Bernardino Police Department, Riverside Sheriff's Department and San Bernardino Sheriff's Department. Public managers included a Finance Director, Public Works Director, City Manager, and Senior Administrative Analyst. The moderators were professors from the Department of Public Administration. The goals of the Forum were to create and nourish linkages between police and civilian managers. This was to be done by identifying methods in which police and civilian managers could work toward achieving common goals. Three sessions were held over a period of three months, each discussing a different issue and focusing on ideas for organizational development.

The topics for these sessions included the following:

- creating and nourishing linkages between police and civilian managers;
- effectiveness of police;
- community Oriented Policing as a crime reduction strategy; and
- development and implementation models of COP model.

During the different sessions, additional members and guests participated in the discussions. Several local police agencies had begun to evaluate and implement types of community oriented programs. One of the issues that was discussed at the beginning of the Forum was leadership and its importance in developing values in organizations. The role of leadership is critical when social institutions are under pressure to meet increasing community expectations. In this instance, community's expectations are that police will be able to ensure a safe crime free environment. The application of leadership techniques is necessary to develop and create changes in police agencies.

FORUM ISSUES

The issues identified by Forum members during the sessions included the following:

- competition between public agencies for limited resources;
- communication between the community and the bureaucracy;
- innovation in the public sector;
- consumer driven public service agencies;
- visionary leadership;
- incremental change in public policy;
- developing problem solving techniques; and
- empowerment of both public employees and citizens.

The members of the Forum recognized that community policing was necessary if police agencies are to meet the needs of communities in the next decade. The perception in many cities is that crime is occurring at an ever increasing rate. The expectation of people is that when they call for assistance the police will responded quickly and be able to solve their problem. People want to be free from the fear of crime. These perceptions fuel the demands for police services.

Those responsible for changing an organization are the leaders. Most public agencies today are viewed with skepticism by the public. Police agencies have seen their

position of trust eroded. Continued pressure for limited resources have forced police managers to develop alternatives to traditional policing. COP is an alternative to the response mode of police agencies. The Forum made clear the necessity for developing networks within public agencies and the community. Leadership is an essential catalyst for this process to work.

INTERVIEWS

Interviews were conducted in order to distinguish which leadership characteristics were utilized by law enforcement managers in implementing COP. The following individuals were selected for interviews:

Steve Segura, Sergeant, Sacramento Police Department.

Oliver Thompson, Chief of Police,
Inglewood Police Department.

Sam Scott, Captain, Fontana Police Department.

Ron Telles, Captain, San Bernardino Sheriff's Department
Commander Highland Station.

Richard Williams, Sheriff, San Bernardino County
Sheriff's Department.

Cois Byrd, Sheriff, Riverside County Sheriff's
Department.

John Cleghorn, Chief of Police, Corona Police Department.

Larry Lewis, Captain, Corona Police Department.

These interviews were conducted throughout the project, and solicited information on how each viewed the role of leadership in police organizations.

The interviewed persons represent various perspectives in law enforcement. Chief Thompson, Captain Scott and Captain Telles were members of Forum. Sheriff Williams, as the leader of a large department, was interested in implementing the philosophy of community oriented problem solving. Sheriff Byrd is the leader of large organization and has instituted a new value and mission statement that focuses on "empowering employees." Chief Cleghorn and Captain Lewis have implemented a community oriented program in the City of Corona. (A background of the participants is included in Appendix B.)

Each interview started with the respondent providing a definition of how he or she defined COP. The interview then focused on his or her vision of the organization, and how COP may or may not help in achieving that goal. Participants were asked to comment on various leadership aspects, such as communication, decentralization, empowerment, use of models and police/community values. (A list of interview questions is contained in Appendix C.)

Some agencies had only recently begun the transition to COP. Riverside County Sheriff's Department was the one agency selected that does not have a COP program. This was done to assess the differences, if any, in leadership skills between agencies with COP and those with no COP.

SUMMARY

The idea of COP is not new to California police agencies. Executives and managers have been discussing the concept for several years. The implementation of COP creates a variety of challenges for public leaders. The Public Management Forum served as a vehicle for identifying implementation issues and developing a strategy for addressing the problems. Using the issues identified by the Forum members, interviews were conducted on aspects of leadership in COP. The purpose of this project is to identify those leadership characteristics necessary to the implementation of COP.

RESEARCH

Understanding how COP has evolved from traditional policing methods contributes to understanding why COP is considered a more effective method of policing. The transition from traditional policing requires that community and police leaders emphasize certain skills. This section will address the background of COP and those leadership skills that are tied to its implementation.

ELEMENTS OF COP

The elements of COP - - partnership with the community, participative management, problem solving, and visionary leadership - - require that managers change their approach to dealing with crime in the community. First, partnership with the community requires that police recognize that they do not have all the answers or resources for dealing with crime. The professional development of law enforcement has created the thought that police are best suited to identify and deal with crime problems. Building trust is essential to developing a working partnership. Communication with the community is also based on trust. Second, participative management is required for both police and public sectors. Here the focus is on the rigid para-military style that has existed in most agencies.

It is the organizational culture that must be changed for COP to work. Participative management means responsibility and

involvement for work tasks that occur at the lowest level of the organization. Third, problem solving necessitates the consideration different view when examining the causes of crime and recommending solutions. This type of analysis is one of the common techniques used in COP and POP programs. This analysis, is referred to as SARA (Scanning, Analysis, Response, and Assessment). SARA is a methodology used to look at a variety of methods to identify and resolve neighborhood problems. Some of these methods include identifying other community resources, such as housing, education, and business services that can be used to help resolve the problem. Fourth, the one element that has been identified as one of the most critical is vision. Vision is the ability of leaders to change an organization's culture to respond to a new set of beliefs. These beliefs become values that are developed into mission statements and control decisions of individual officers.

Herman Goldstein, who is considered the originator of COP and POP, outlined the problem oriented approach as a method of improving police service. Goldstein stated the "means over ends syndrome" has been the result of police managers striving to maximize the efficiency of the

organization.⁷ To Goldstein, policing methods and models have been going through a process of evolution. Application of modern management theories and practices has taken policing to its current level of proficiency. This is usually measured in numbers that relate to measuring increases in the crime rates, numbers of calls handled, arrests and other measures of efficiency. Goldstein identified five areas which have required police managers to reexamine their organizations and redefine the functions of police. The five areas mentioned are: financial crisis, research, consumer orientation, effectiveness and resistance to organizational change. These problems still can be expected to be a challenge to managers in the 1990's.

The need for reorientation of police values has been underscored following the 1992 Los Angeles riot. In looking at the causes of the Los Angeles riots, the Christopher Commission defined this change as being needed to return public confidence in police.⁸ What COP requires is an expanded mission for police. Los Angeles is not the only city that is rethinking the role of police in the community. The

⁷Herman Goldstein, "Improving Policing: A Problem-Oriented Approach," Source Book: Community-Oriented Policing: An Alternative Strategy, (Washington D.C., ICMA, 1991), 72.

⁸Report by the Special Advisor to the Board of Police Commissioners on the Civil Disorder in Los Angeles. By William H. Webster, Special Advisor. (Los Angeles, October 1992), 170.

change in values requires that police leaders renew the linkage between police and the community.

The modern professional management in today's police departments is the result of decades of applying modern management ideas to law enforcement. The studies conducted during the unrest of the 60's emphasized the need for proper recruitment, selection and training of police. What is needed is that police must first understand the issues of the community, and only then generate programs with people in the community to address those issues.

The focus of police has been the reduction or elimination of crime. Since this task is not easily defined, it has led to police responding to calls for service and only temporarily solving the immediate problem and not the underlying causes. The importance of ethics and equal enforcement of the law developed into a philosophy of the police being the thin blue line which protects the community. Police have attempted both to prevent and to solve crime with unequal attention. The focus of COP is on the police and community better defining the problems that will reduce the need for police response. Fear or the perception of crime has required agencies to develop efforts that focus on the prevention of crime. These programs include training citizens on reducing or avoiding being victimized. Traditional examples such as neighborhood watch programs which stress the improvements of home security.

Reducing the window of opportunity for criminals has been the emphasis of many these types of crime prevention programs.

EVOLUTION OR REVOLUTION

There are several examples of COP in cities throughout the United States. Each of these communities has gone through a process of designing and developing a program that meets it's individual needs. The examples that are most often cited on a national basis are Madison, Wisconsin; Houston, Texas; Portland, Oregon; and Seattle, Washington.

For this study the Madison Police Department has been selected to exemplify the process. The Madison program started when a group of selected members of the department were assigned to define and plan a COP pilot program. They first looked at what was occurring in the community and what would affect police service. After a year of planning a decision was made to implement the program by starting with a pilot area. Care was given to the selection of personnel for the team. A coordinating team of managers and supervisors was responsible for providing guidance to the project team. This participative approach was used to design and implement the program. The team used a customer survey to identify community problems. The development in Madison of this program took from 1984 to 1987.

Is this a fundamental change from the concept of cops who walked a neighborhood before the advent of patrol cars? Some

managers in law enforcement see COP as a return to fundamental policing which included prevention, concern for people, and cooperation of the community. Sheriff Cois Byrd indicated that he views COP as a return to fundamental policing.⁹ The Christopher Commission noted that Los Angeles developed the Basic Car Plan in the 1970's as a response to riots of the 1960's. This plan incorporated small teams of officers who were responsible for a small geographic area. This evolved into the team policing implemented by Chief Ed Davis, who sought to decentralize authority and create closer ties to the community. The focus was changed in the late 1970's when budget constraints made it necessary to place top priority on responding to calls. The reality of limited resources led agencies away from these types of community based programs back toward responding to call for services. Some of today's law enforcement managers started their careers during the early 1970's so they were introduced to the community based program concepts.

Fundamental in this process is a change in the culture and values of the organization. This is seen as a change in how police see themselves and their role in today's changing social environment. Both management personnel in private and

⁹Cois Byrd, Sheriff, Riverside County Sheriff's Department, interview by author, 29 July, 1992, Riverside, California.

public sector management have been going through a re-orientation to customer based theories. Tom Peters has fostered this idea in his books on "In Search of Excellence" and "A Passion for Excellence." According to Peters it is a continuing care of customers and constant innovation which leads to excellence.¹⁰ What distinguishes these ideas from other management theories is the development of strategy that emphasizes being proactive rather than reactive.

The idea of change in government is the point of David Osborne and Ted Gaebler in "Reinventing Government". Government bureaucracies at the local, state and federal levels have continued to slip in public confidence. The issues presented by Osborne and Gaebler suggest that if government is to work, it must learn to be flexible, decentralized and innovative. This may be why many see COP as a change in philosophy rather than another program designed to solve an unsolvable problem. COP is an example of returning control of community problems to those who may be better able to develop and implement programs which solve problems.¹¹

¹⁰Tom Peters and Nancy Austin, A Passion for Excellence: The Leadership Difference (New York: Warner Books Edition, 1985), 4.

¹¹David Osborne and Ted Gaebler, Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector (Reading, MA.: Addison Wesley Publishing, 1992), 53.

Underlying the philosophy of COP is a belief that ownership of problems by the community is shared by the police and all members of the community. Essential for the success of COP is community participation. The need for participation and sharing of ideas is considered essential to democratic institutions. Yet, the value of community participation has not been a priority for government. Participation has been process of building coalitions based on special interest groups rather than true community participation.

LEADERSHIP

Leadership has many different characteristics that are necessary for the effective implementation of COP. Leadership is the process of working with and through others to accomplish the goals of the organization. Influencing others is the essence of leadership. In order to change directions leaders must be able to identify the mission of the organization. The value system that supports this mission must be supported and rewarded by those in positions of leadership. COP is an innovative program that requires the application of various concepts, including a sense of vision, communication skills, developing and maintaining trust, and participative management.

Police exist within the political environment of government. This environment is constantly changing with demands for service increasing and resources shrinking. The

police and other public sector leaders must be ready to adapt if local government is going to meet the demands of the public. COP requires that leaders help create community partnerships that make police agencies customer oriented.

Warren Bennis described leadership in 1959 as a concept that "...eludes us or turns up in another form to taunt us again with its slipperiness and complexity".¹² The lack of leadership rather than lack of management may be part of why a crisis in confidence exist today. Bennis placed today's leadership environment into three major contexts: "commitment, complexity and credibility".¹³ What is required for leaders to be able to respond to the changing environment is vision. This is the ability to see what is needed and change the direction of the organization. The strategies identified by Bennis & Burt Nanus as being required for leaders are "...attention through vision, meaning through communication, trust through positioning, and deployment of self...".¹⁴ These concepts of leadership are necessary for any organization, but are critical to COP.

¹²Warren G. Bennis, "Leadership Theory and Administrative Behavior: The Problem of Authority", Administrative Science Quarterly 4, 1959: 259.

¹³Warren Bennis and Burt Nanus, Leaders: The Strategies for Taking Charge (New York: Harper & Row, 1985), 6.

¹⁴Ibid., 26.

In today's organization environment a great deal of emphasis is placed on developing management skills. These skills are used in organizations by managers to optimize resources. The key difference identified by Bennis between managers and leaders is that leaders focus on a vision and use "emotional and spiritual resources".¹⁵ In contrast, managers operate with physical resources to make organizations achieve their tasks. Leadership skills are not as finite as management skills and are more difficult to develop. This emotional quality is what effective leaders use to develop clear direction and purpose for organizations.

What is the purpose of law enforcement in today's society? How can the safety of the public best be maintained? Have existing police methods provided successful in controlling crime? Leaders are responsible for seeking answers to these and other questions facing public safety departments.

SITUATIONAL LEADERSHIP

One of the models that has been used by many leaders, managers and supervisors is a management grid developed by Paul Hersey and Ken Blanchard. COP requires that leaders be flexible. COP, by its design, requires an open attitude if

¹⁵Ibid., 92.

people and agencies are to find solutions to community problems. Situational leadership allows leaders to manage both individuals and groups in a successful fashion.

The development of Hersey and Blanchard's matrix which uses task behavior and relationship behavior to allow managers to respond to the maturity level of employees. The simple premise of this idea is that there is no one best way to influence people.¹⁶ The development level of followers requires managers, to select the appropriate style based on a combination of factors. The four management styles identified are: telling, selling, participating and delegating. Each of these styles may be used on different levels of the organization. The Management Forum described the positive role of a manager who displayed the characteristics identified by Hersey and Blanchard. The traits identified by the Forum are: coach, mentor, educator, developer, cheerleader and obstacles remover. One of the key differences between traditional policing leaders and innovative policing is the emphasis on the importance of judgement. Traditional organizations place importance on rule compliance and do not encourage independent thinking.

¹⁶Paul Hersey and Ken Blanchard, Management of Organizational Behavior: Utilizing Human Resources (Englewood Cliffs N. J.: Prentice-Hall, 1982), 151.

The Forum used this as a model for showing how a leader sets goals, monitors performance and provides feedback to participants. An example of the directing style is that used to set goals and identify problems requires the workers to follow the directions of the leader. Leaders using the coaching style explains decisions and ask for input from participants. The supporting style involves stakeholders and leaders act as facilitators in the process. In the fourth style the leader delegates the setting of goal so that it is done in collaboration with everyone. What varies in these styles is the amount of direction, support, follower involvement and decision making. These skills are used to incrementally change an organization from a traditional to a COP model of policing.

TRUST

Trust or confidence is basic to effective policing. Developing trust has been an area that has been achieved by police in the past by creating a professional image that builds confidence in the public and the police. This image is what has been the cornerstone of public confidence. In the last thirty years police agencies have emphasized the recruitment, selection, and training of officers as true professionals. Police have worked for the last thirty years to remove themselves from political influences. Historically, political influence has been seen as a negative influence on

equal enforcement of the law. As this professionalism increased police agencies found the distance between themselves and the community growing. COP seeks to re-establish trust between police and the community.

To reestablish trust leaders must be willing to take risks. Community policing is not without risk. David Bayley look at several problems which may develop in the next decade. Bayley cited twelve potential problems:

- Public safety may decline. The strategy is still largely untested.
- Police may not be able to develop a close relationship with the public. Will changes today affect the ability to respond to future demands?
- COP creates a new role for police - solving community problems.
- COP makes the public an interest group for the police.
- COP will increase the power of police relative to other public agencies.
- COP will increase the involvement of police into private spheres of activity.
- COP will weaken equal protection. Police would adapt to local demands for enforcement action.
- Unpopular groups would be subject to community action.
- Different types of policing would evolve between poor and middle class neighborhoods.
- Supervision of police would be based on ends rather means.
- Police would be less accountable for the character of operations because of the independent action of officers.
- Community policing is negotiated policing.¹⁷

¹⁷David H. Bayley, Community Policing: A Report from the Devil's Advocate," chap. in Community Policing: Rhetoric of Reality, ed. Jack Greene and Stephen Mastrofski, (New York: Praeger, 1989), 230.

This may represent the worst case scenario if everything possible could go wrong with COP. The obvious is to avoid any change and continue with traditional approach to policing. Based on events in urban cities in 1992, a greater risk may occur if nothing is changed. Bayley agreed that current policing requires a change, but that policy makers should consider the policy issues associated with a major shift in police practices.

Police have traditionally held a very powerful position in society. This traditional power base is what is being placed in jeopardy. Police have been unable to provide a safe environment and recently revealed abuses have eroded public confidence. The implementation of COP requires that a leader instill confidence in all public employees. This confidence may be developed into trust that will change the dynamics of policing.

The problems outlined by Bayley focus on these risks. What Bayley refers to as COP is largely an untested method. COP has been applied in many agencies throughout the United States and progress is being made in changing the police culture. These pilot programs have demonstrated that COP is a more effective model of policing. No one in law enforcement and no one in the community wants police to revert back to values that allow for a weak and corrupt police department. Police agencies have come to realize that some type of change

must be made if public safety is to be maintained. Traditionalist would propose that increasing manpower is the best method of attacking crime. This simply is no longer a valid proposition given the limited resources available in today's society. Leaders recognize the risk associated with change, and accept them as part of the challenge.

SUMMARY

COP is a model of policing that was developed in the 1980's as a method of dealing with increasing crime problems. The concept of COP proposed by Professor Herman Goldstein sought to develop and enhance traditional linkages between police, public agencies and citizens. The elements of COP -- partnership with the community, participative management, problem solving and visionary leadership -- require a new type of leader who can apply new ideas to existing problems.

The advent of customer awareness and service was initially proposed as a method of providing business with a means to reestablish its position in the market. The concept of applying business principles to government is not a new idea. Many management theories have been developed for one area of management and later transferred to government. Using leadership skills to change an organization is the essential test of effective leadership. COP incorporates the principles of Warren Bennis, Tom Peters, and Ken Blanchard in designing a new era of police service.

FINDINGS

The Public Management Forum and the project interviews indicated the leadership styles necessary for the productive implementation of COP. The skills incorporate the following attributes:

- a willingness to change;
- recognize need to create a new police culture;
- vision;
- commitment to the COP model;
- listening and communication skills; and
- empowerment of employees.

Leaders and managers bringing together these skills allows for the development and implementation of COP.

NEED FOR CHANGE

Each manager and administrator has a view of how he or she fits into the organization. This perception is what provides a guide to measuring and gauging where an organization is today and where it should be tomorrow. All of the managers and administrators interviewed share one common characteristic, all have about twenty years of law enforcement experience. Chief Cleghorn as a Lieutenant at Los Angeles Police Department saw first hand the involvement of police and community in LA's basic car plan. He believed that this demonstrates that the concept of community policing will work in any size department. Sheriff Byrd feels that Riverside

Sheriff's Department has worked toward interaction with the community since 1967. Sheriff Byrd cited problems in the past with inadequate resources as the major limitation in past programs, such as team policing.

The degree of change in organizations may be a reflection of changes that have occurred in an organization's top management. Although Chiefs and Sheriffs rise through the ranks before assuming leadership positions, little movement occurs in other management positions in many cases. This results in resistance to change in an organization and in slow responses to new directions.

Even with twenty years in law enforcement most managers seem impatient with the rate of change. Sheriff Williams stated COP requires a change in managers and employees attitudes. This is coupled with a change in the role of managers. The idea of attitude change was shared by Chief Cleghorn. He said that he was looking for improvement in attitudes as a result of COP. In many of the organizations, it was the administrators or the executive managers who have sought change. In those agencies that have implemented the program, a team approach was used by management in its development and implementation. The City of Fontana is an example of this approach. It was the management staff that examined the idea of COP in looking for models of mission oriented patrol programs. In Corona, the Chief and Captain

selected the Lieutenant, who in turn selected the team personnel used to implement the program.

Community Policing was seen as a significant change for all organizations that are conducting the program. All shared a concern over the Rodney King incident and its impact on public confidence in police. In the examples studied in this project each agency had started its COP program prior to the Rodney King incident. The incident has stimulated the discussions on the need for change policing models.

VISION

One concept essential to COP is vision. Leadership must provide the direction to the organization. Chief Thompson said that COP has different definitions, but it is the leader's responsibility to define what the term means for each agency. Vision is not just a concept of the future, it is the setting of organizational goals and plan for achieving them. Captain Telles said that vision requires the development of bridges in between police and the community. Police effectiveness is dependent on community support.

COMMITMENT

During the interviews, the one attribute not mentioned in most literature on COP was commitment. Captain Telles said that agency leaders must recognize that COP is not a panacea to crime problems. Many community crime problems are cyclical and require continued attention. Often political leaders

expect that solutions to problems will be permanent. This idea was usually referred to as leadership having staying power in the program. What was emphasized by the participants was that if COP is going to work in an agency top management must believe in the concept. This belief may best be described as spirit or enthusiasm in COP. This philosophy requires a commitment from the top. This concept was universally considered essential by the managers interviewed.

This concept may be demonstrated in a variety of methods. One is how direct the linkage is between the program manager or coordinator is to the head of the agency. In large agencies restricted access to the top may limit the ability of the program to change the agency. An example is Sacramento Police Department where the Program Coordinator reports to the Assistant Chief of Police. When issues that affect implementation are taken straight to the top, problems may be resolved quickly. Mid level managers recognize that the program is supported by top management not just endorsed by the top. Since COP is a philosophy as well as a strategy, it needs long term support in order for it to be accepted by the organization. Chief Cleghorn said it will take time to effect change and leadership must be patient. This patience means that such a significant change requires leaders who are willing to endure occasional setbacks while recognizing the long term benefits.

COMMUNICATIONS

It is important for a leader to reach people in the community and the organization, listening to them so that when solutions are developed they can be implemented. The communication process in COP changes the traditional vertical communications path found in many police agencies to a team approach. This decentralized model means that communication must be flexible. As important as communication is to the internal operation of the organization it takes on a broader meaning as it relates to the community. Both Chief Thompson and Sheriff Williams commented on the need to seek out and find unfiltered lines of communication. New lines of communication are usually developed between members of various agencies that bypass the normal bureaucratic process. This means that leaders must have confidence in his or her employees. The organization's decision making process must allow for information to flow both horizontally and vertically. One of the problem areas mentioned was that traditional police organizations restrict communication to following a chain of command. COP's implementation has an immediate effect on communication within organizations. Leadership must take an active role in opening and maintain lines of communication in the agency and the community.

EMPOWERMENT

Empowerment was described as applying both to the department and the community. Chief Thompson described this as the need to push policing back down to the people. Captain Telles said it would allow officers to have an impact on community problems. Mid-managers see this as the most difficult change required for leaders and managers. The transferring of authority to solve problems to line personnel changes the role of managers and supervisors. Captain Lewis found that Sergeants were more uncomfortable with this change in roles. The explanation is that Sergeants have been the traditional point of resolving conflicts for street officers. Officers are willing to accept the additional responsibility that comes with COP but supervisors seem uncomfortable with this concept. Managers on the other hand find that COP becomes a resource to which they can refer problems.

ORGANIZATIONAL CHANGE

The Forum and the participants of this study identified organizational change as one of the most challenging task of COP. Changing the organizational culture represents one of the obstacles that leadership must overcome to implement COP. The organization's culture, values, and mission go through a realignment process during implementation of COP. Executives must be able to manage change if COP is to be implemented in their agencies. Although each agency modifies COP to meet its

individual needs, there is agreement that the philosophy requires a change in organizational values. The type of employee recruited will change as the agency redefines its values. Existing employees will require training in order to understand the principles and techniques of COP.

An example of this type of change is officer evaluations. Existing methods of evaluating officers performance are no longer valid. In the past this was based on a standard that encouraged officers to be concerned with statistics, not with community problems. Corona has changed its form and the process that is used by supervisors. Recently Corona has stopped patrol officers from keeping daily activity logs. In place of logs officers keep a journal to record activities and neighborhood problems which have been resolved. Supervisors and managers must change the way that they evaluate employee performance. Traditional police agencies spend a great deal of time and resources on the collection of data. This information is used to gauge the effectiveness of both officers and department.

Changing how an organization allows its employees to identify and solve issues requires agencies to decentralize. Decentralization is one of the results of the COP program. Small departments such as Corona and Fontana have less difficulty in dealing with this problem. Chief Thompson believes that it may take some organizations three to five

years to make the transition from traditional policing to community oriented policing. Chief Cleghorn made the observation that with continued budget problems for local government, demands for maintain existing service levels will be difficult.

RECOMMENDATION

COP requires that leaders develop a style of management that centers on dealing with change. Leadership must implement a action plan that recognizes the existing environment and provides the tools to create change in the organization.

LEADERSHIP STYLE

Leadership style is not dependent on the size of the agency, but on the existing culture of the organization. Executives and managers need to be prepared to accept the following concepts to insure the effective implementation of COP.

NEED FOR CHANGE

COP represents an opportunity to change officers attitudes about themselves and their communities. If an executive believes that the existing organization structure is adequate to meet the needs of the community, then COP is not necessary. Recent events, such as the Rodney King incident, point out that some agencies and officers do not feel any binding relationship with the community or its citizens. If a leader has the idea that increasing the number of officers is the best method of dealing with community problems, then no real change can occur.

VISION

Once an agency sets in motion the concept of COP it then becomes the task of leadership to define and set the mission of the department. It is this view of the future that serves as the direction. Without a vision an agency will continue with its existing values. The setting of goals requires the establishment of linkages between the police and community. A leader serves as the focal point for this process. Bringing together various stakeholders in the community it is necessary for police to understand what the citizens of a community expect of the police. The vision must be shared with the community so that the community supports the concept along with the public leaders.

COMMITMENT

The implementation of this type of program requires the recognition that it may take three to five years. The idea must be marketed to public employees and to the community. If leadership is not oriented toward this task, the program will disappear over time. The spirit of COP requires that leadership be committed to working toward changing the culture of the organization.

COMMUNICATIONS

Listening is the critical skill needed for leadership of COP. Marketing the idea requires a degree of zeal from managers in the program. Listening to the public and agency

personnel is essential to being able to recognize community problems and respond with the appropriate resources. Existing channels of communication are not capable of handling the demands of COP. Decisions will not be timely and the program will lose its effectiveness.

EMPOWERMENT

Leaders must have confidence in themselves as well as in those dealing with community problems. Empowerment means giving the authority to employees so they may act on problems without using the traditional chain of command. The organizational decision making process must allow for information to flow without restrictions.

CONCLUSION

Community Oriented Policing represents a new model of dealing with crime and the perception of crime in the community. This program demands that leadership apply the customer oriented principles to change the values of public organizations. Finding innovative programs requires a level of commitment from everyone in the public sector. Encouraging the development of police and public sector employee interaction means that leaders must accept the risk associated with change. The decrease in public confidence requires that the police executives must change the perception of public and that they must work toward reestablishing public trust.

A P P E N D I X

A

GLOSSARY

Community Oriented Policing (COP) - A philosophy and style of police service in which the primary purpose of law enforcement is to serve the public by developing a working partnership within the community. The primary goal is to reduce citizens' fear of crime.

Problem Oriented Policing (POP) - Policing which uses a systematic problem solving approach to resolve crime issues in the community. It may be implemented as part of COP

SARA - Scanning, analysis, response and assessment. One of the analytical tools used to identify community problems in POP. This is a four part process. First, scanning is used by officers to identify the problem and other underlying causes of the problem. Second, analysis is used to collect data and verify the problem and determine who shares responsibility for the problem. Third, response is searching for possible solutions and what resources are necessary to solve the problem. Fourth, assessment of a project to determine their success.

Visionary Leadership - Leaders who reshape organizations by providing employees with a vision of what ought to be and confidence to achieve that vision. Defining new values for the organization that support the philosophy.

Situational Leadership - Ken Blanchard's Four Leadership styles: directing, coaching, supporting and delegating. No one best way is appropriate for managers to influence people. The method is based on the task and relationship behavior.

Traditional Policing - The primary role is enforcement of the law. Responding to calls for service is the highest police priority. Police are best suited to determine the crime problems of a community and how to attack them.

B

A P P E N D I X

BACKGROUND OF PARTICIPANTS

Oliver Thompson, Chief of Police, Inglewood Police Department was one of the members of the Forum. At the time of the interview Chief Thompson was a Chief Deputy with the Riverside Sheriff's Department. His selection as Chief of Inglewood had been announced. Chief Thompson had been one of the Forum members who indicated the critical need for law enforcement managers to take a more decisive leadership role in the community.

Sam Scott, Captain City of Fontana.

He has implemented a 'Problem Oriented Policing' program. The model implemented by Fontana is similar to the program in Sacramento. Captain Scott also a member of the Forum and had visited various COP program sites prior to implementing Fontana's program. Fontana selected POP as a method to improve the productivity of their patrol officers.

Ron Telles, Captain San Bernardino Sheriff's Department.

He is the commander responsible for San Bernardino Sheriff's contract in the City of Highland. Captain Telles was a member of the Forum. His perspective demonstrated how COP is blended into a large organization such as a Sheriff's Department. Captain Telles commented during the forum on the need for ownership of community problems by police officers.

Richard Williams, Sheriff, San Bernardino County Sheriff's Department.

He is the head of one of the largest Sheriff Departments, in California. He was honored by the Inland Chapter of ASPA (American Society of Public Administration) as "Administrator of the Year" in 1991. Sheriff Williams sees organizational development as one of the main issues facing law enforcement administrators. He is concerned about changes in organizational values which will reflect the ideas being proposed in COP.

Cois Byrd, Sheriff Riverside County Sheriff's Department.

A new value statement was issued in the department. Sheriff Byrd was also honored by ASPA with Sheriff Williams in 1991. Sheriff Byrd has indicated that increased attention must be paid the concept of cultural awareness. Sheriff Byrd's department has not implemented COP. In his view COP is not significantly different from existing programs being provided in Riverside County. Traditional policing requires that officers and citizens work together.

John Cleghorn, Chief of Police, Corona Police Department.

He has recently taken a pilot COP program referred to as Neighborhood Enhancement Team, (NET) and expanded the program citywide. Corona's program is similar to those established in Fontana and other cities in Riverside and San Bernardino County's. Chief Cleghorn and Captain Lewis implemented the program without developing elaborate written procedures. This concept is similar to what has emerged in other cities.

Steve Segura, Sergeant, Sacramento Police Department.

The interviews started with Sergeant Steve Segura of Sacramento Police Department. Managers from Rialto, Fontana, and San Bernardino identified Sacramento has having implemented a program which followed the model implemented in other cities. Sergeant Segura is the Program Coordinator, assigned to the Office of the Chief. In his position he is responsible for implementing procedures and training programs necessary to activate COP in Sacramento. Sgt. Segura has direct access to the Chief concerning issues associated with COP.

A P P E N D I X

C

INTERVIEW QUESTIONS

Participants were asked to respond to several issues involving leadership and Community Oriented Policing. Each was asked to describe their experiences from both a personal and professional view. Interviews were not tape recorded and unless otherwise noted they occurred at the participants department.

1. Why is you're department interested in Community Oriented Policing? How has COP or POP impacted your department and community?
2. What role do the following leadership elements play in the development and implementation of COP in your department? Vision - Communications - Empowerment - Commitment - Values.
3. What organizational changes are necessary for COP to work in you department? What changes do you expect to occur because of COP?
4. Are their any risks or problems faced by law enforcement managers in changing to a community oriented style of policing?

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