Recommendations for Leader Development in Law Enforcement

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Recommendations for Leader Development in Law Enforcement

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Abstract

Recommendations for Leader Development in Law Enforcement

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Statement of the Problem

Effective leadership is an essential function of any organization. Leaders in any group set policy, determine goals and objectives, and create plans to achieve those goals. They also evaluate the plans while they are being implemented and followed to determine the efficacy of the plan, adjusting them during their course to achieve maximum results.

In the current political and economic climate, law enforcement leaders must understand and account for limitations set by policy makers for the community they serve. They must also work closely with the members of their unit to ensure that personal goals and needs are being met within the same limitations that affect the organization and community as a whole. Additionally, the serious nature of the services being provided and the potential negative outcomes must be considered and taken into account. Obviously the need for choosing the best individuals to fill these important roles cannot be overstated.

Method of Approach

This paper utilizes secondary research of peer reviewed articles from scholarly journals, key concepts and ideas from books which address leader development from a variety of viewpoints as well as information gained from civilian and governmental websites. The
literature collected is used to identify what leadership is, what the best leadership traits are, the importance of effective leadership and methods to encourage leader development among members of the organization. The impact of leader development on the organization will be examined. The final result of this evaluation is the recommendation of best practices for leader development within law enforcement agencies.

**Results of the Study**

To meet the necessity of effective law enforcement leadership, there needs to be a plan of action which all members of the organization participate in. The plan must be specific to the individual agency. There is no single plan which will work for all agencies. This type of “cookie cutter” approach has been used historically, but is not always the best course of action available. However, by examining different approaches and tailoring one or more to the unique culture of the individual organization, it can be anticipated that the members most suited to lead the organization will be selected to assume those positions as they become vacant.
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SECTION I. INTRODUCTION - DISCUSSION OF THE PROBLEM

Statement of Problem

A significant issue facing modern law enforcement agencies is the identification of members with desirable qualities who have the ability to assume roles of leadership within individual organizations. Past practices in this area involve processes which failed to identify individuals with the greatest leadership potential and developing those abilities in an effective manner (Fyfe, 1997). The challenge is to overcome these traditional methods of advancement by ascertaining promising individuals and nurturing the desirable traits he/she demonstrates to develop the organization’s future leaders. This concept is also known as succession planning (Michelson, 2011).

Succession planning refers to an assessment of the current organization to create strategy to develop the group’s personnel for future needs through recruitment, retention and staff development (U.S. General Services Administration, 2011). It often involves a process in which future leaders are identified and given opportunities to develop their latent abilities through various methods, including mentoring, training and education. Planning is an essential role of the leadership in any organization. The plan adopted by an individual agency involves the creation of a process to replace incumbents with new leaders capable of filling those roles which are essential in the continued efficacy of the organization.

It has been determined that by the year 2020, the majority of law enforcement officers in the United States will be of the millennial generation (Michelson, 2011). The term millennial generation refers to individuals who were between the ages of 18 and 28 in 2009 (Pew Research Center, 2011). Factors influencing this event include the various incentives for veteran officers to retire early for various reasons (Michelson, 2011). Obviously, leadership positions remain
within the organization. The problem is determining who will fill these vacant positions and how this will effect departmental operations.

Since many veteran members of law enforcement are approaching retirement age, this could easily result in a leadership vacuum. If this occurs, there is a chance that the efficacy of individual organizations and the profession as a whole will be affected negatively. It can be difficult to replace leaders after they have left (Michelson, 2011). By preparing a plan to identify future leaders and reinforce desirable traits observed of them, organizations can prepare to face these challenges effectively.

**Purpose of Seminar Paper**

There are several purposes of this paper. First, the reasons why leadership development and succession planning are essential for the efficacy of the modern law enforcement agency shall be identified and discussed. Next, several options related to leader development and succession planning will be evaluated. Options utilized by other professions, including business and the military, will be assessed in relation to their relevance to the field of law enforcement. Finally, best practices will be identified and conclusions drawn related to leadership development and succession planning for police agencies. After different approaches to leader development are identified and examined, recommendations for smaller agencies will be made.

Due to challenges faced by law enforcement agencies because of the changing nature of the members of the profession, it is clear that new practices must be adopted to maintain the relevance of individual law enforcement agencies in the current political and societal climate. As budgets decrease and the demands for services increase, it becomes essential to have effective leaders who can provide guidance for the members of their agency to address these issues effectively. If there is no plan in place to replace current veteran leaders as they leave, the
resulting vacuum will place organizations at a disadvantage as new leaders are identified and
developed. This can be a costly learning process. It has been estimated that hiring or promoting
an ineffective leader can cost as much as 200 percent of a year’s salary (Michelson, 2011).
Obviously, this is an unacceptable situation which communities and organizations cannot afford.

By addressing this issue or leader development and succession planning through the
adoption of effective and efficient plans, the organization will be acting responsibly within the
framework of community expectations. Preparing future leaders and reinforcing desirable
behaviors among members of the organization will constitute a proactive approach to the
continuity of the agency and its services to the community.

**Method of Approach**

Secondary data consisting of information related to leadership development and
succession planning will be thoroughly evaluated from a variety of sources. Practices utilized by
private business, military and law enforcement organizations will be used to identify different
approaches to this problem. Strategies will be discussed in terms of relevance to the specific
issues faced by public service organizations. Specific approaches will be recommended based on
the understanding of police organizations. Specific emphasis will be placed on smaller agencies
which face the added challenge of having a smaller pool of candidates for leadership positions.
Finally, due to the changing nature of the personnel who make up the current workforce will be
examined to help ensure that this issue is considered in terms of leadership development and
succession planning.

Sources will include information gleaned from academic textbooks, scholarly journals,
and a variety of internet sources. Scholarly journals will be identified by use of the National
criminal Justice Reference Service (NCJRS). Internet sources will include independent research
centers, the United States Military, private business resources and current law enforcement specific trends and approaches.

Based upon the evaluation of this data, conclusions will be drawn and recommendations made to provide current leaders with a road map for future leader development. Organizational theory will be utilized to describe the practices identified in terms of relevance to the individual culture of an agency and to help ground recommendations.

**Significance and Implications**

It is of paramount importance that any individual law enforcement agency address community concerns and plan for effective use of existing resources. This is not only fiscally responsible, but also significant in relation to maintaining support from among community members. Adopting and implementing an effective leadership development and succession plan is a cost effective strategy to maintain the level of services the organization is capable of providing while providing members opportunities to develop personally. This double benefit is mutually beneficial to the community and the organization, and is therefore desirable.

Additionally, by identifying and evaluating many diverse plans for addressing the need of leader development organizations will be able to choose the most effective method for the individual agency. Since each organization exhibits an individual culture, there will not necessarily be one single format that will meet every organization’s needs (Griffin, 2007). Therefore, by identifying and evaluating various different approaches from a variety of sources, individual organizations can identify processes which will meet the needs of various individual organizational cultures.
SECTION II. REVIEW OF LITERATURE

The following section is divided into five sections. The first part defines leadership, illustrates attributes of effective leaders and discusses whether leadership is an inherent trait or can be developed. The second portion examines the necessity of developing leadership skills and issues related to what constitutes leadership and whether this is an inherent trait that exists within certain individuals among organization members. The third part of this section will define succession planning, how to implement it and discusses the need for this type of exercise. The fourth part discusses formal and informal leaders. The fifth and final portion examines programs and philosophies of leader development from a variety of sources.

Leadership

Leadership is defined differently by various groups and individual. It rarely received one commonly accepted definition from all groups and individuals. A broad definition of leadership is “a process of getting people to work toward some common objective” (Fyfe, p 85). In order to meet this demand, several key issues are involved. They include influence and motivation (Fyfe, 1997). Once goals and objectives are identified, an effective leader will endeavor to influence members of the organization to work towards their achievement. This can be accomplished most efficiently through motivation. The motivation of individuals can be difficult to achieve, each person has their own internal needs, wants and expectations. By attempting to influence these issues positively in the framework of the organization’s goals it can be hoped that positive outcomes will be experienced.

It is difficult, if not impossible to quantify desirable leadership traits. Police agencies are complex and it takes a variety of skills and attributes to lead this type of organization effectively (Fyfe, 1997). The most effective skills also depend on the situation a leader is faced with.
Certain situations require the leader to be more authoritative, while others necessitate the utilization of negotiation skills.

Examples of this dichotomy are a tactical situation compared to a community function that requires police presence. Obviously both present risks and opportunities. During a tactical situation, decisions must be made which affect the officers involved, the suspect and the community, as well. There is less opportunity for discussion and consensus building in the decision making process. This would take considerable amount of time to consider all alternatives and reach a decision for the best solution. Additional time and resources would be involved in the communication of the decision and seeking “buy in” by members of the group. This type of situation, which potentially has serious repercussions for everyone involved, must be dealt with in a more authoritarian manner.

The community event, however, presents different risks and opportunities. There is usually time to consider alternatives and seek input from all involved parties. There is time to consider various alternatives to the task and gain consensus from participants. While there are still potential risk and threats to a poor decision, the outcomes can usually be considered less dangerous to everyone concerned.

Attributes of Effective Leaders

While taking this into consideration, leadership attributes can be categorized as either qualities or competencies (Ortmeier, 2010). In this framework, leadership qualities are difficult to quantify, but are valuable traits nonetheless. They include characteristics such as consideration, bravery, empathy and the ability to show appreciation for others and their points of view.
Conversely, leadership competencies can be measured based upon observable behaviors (Ortmeier, 2010). Because of this, they can be more easily documented objectively. These personal qualities are often identified as detail and goal orientated, effective communication, initiative and strategic thinking. Because of the objectivity of these types of observations, leadership competencies are desirable attributes to identify in individuals who may potentially take a formal leadership role within the organization.

**Effective Leaders, Born or Developed?**

Often times the question arises, asking whether good leaders are born or can they be developed to fill this essential role. Current consideration of this issue indicates that a common opinion exists that while some individuals have an aptitude towards leadership; it is a skill that can be developed or trained. This concept is reinforced by many different educational programs, including one at Montana State University (MSU), where future leaders are educated and trained (Harrison, 2011). Many programs, like that at MSU, consider leadership to be similar to athletic ability, which can be enhanced through training and practice. With this in mind, it seems that the responsible approach to provide the opportunity for members of the law enforcement profession to develop leadership skills in an effort to enhance the efficacy of the profession.

**Formal vs. Informal Leaders**

Leadership is manifested in different ways. Some leaders have legitimate authority through their rank and position within the organization (Fyfe, 1997). Others may not necessarily have positions of authority, but exercise other forms of influence. These types of leaders are informal leaders. They often exercise referent or expert power through knowledge, skills and abilities they have developed during the course of their career (Fyfe 1997). Due to this, it becomes important to discuss the difference between formal and informal leaders.
The difference between formal and informal leadership is not often considered in law enforcement. However, these differences are accepted within the framework of organizational behavior (Pielstick, 2000). Very little research has been done to examine the differences between these two concepts. However, when examining an organization, it becomes clear that these different concepts exist. As stated earlier, formal leaders hold positions with authority that are clearly identified and defined.

Informal leaders within an organization do not fill these formal positions of power. However, they do exhibit leadership traits and can influence the behavior(s) of other members of the organization (Pielstick, 2000). These members of the organization may be either powerful assets or impediments to achieving goals set for the organization. This depends upon the direction they as individuals take within the framework of the agency’s goals. If the informal leader adopts the vision of the formal leader, it becomes. The group may then be influenced to achieve the shared goal(s) more effectively. If they do not accept the goal(s) of the group, it will be more difficult, if not impossible, to achieve goals which have been set.

This is because informal leaders are normally viewed as having a greater level of leadership ability than formal leaders (Pielstick, 2000). They are more approachable and able to have an interactive discussion of issues affecting the group than formal leaders. There is often a stigma attached to seeking out a formal leader to give individual input. Other times, due to the authority held by a formal leader, members of the organization may fear reprisal for giving negative feedback about the methods adopted to reach goals.

Because of this, informal leaders are an important asset to any organization. They can interact more openly with other members of the organization. They are also more approachable and actively participate in frank discussions with all members of the group, gaining valuable
insight into problems which may not be apparent to formal leaders. Informal leaders often become formal leaders due to this interaction. Leader development and succession planning seeks to enhance the ability of formal leaders by identifying informal leaders and enhancing their abilities through various means to develop future leaders. Ideally, these future leaders will maintain the positive influence of their past strengths while enhancing them through the addition of other formal authority.

**The Necessity of Leader Development**

The need for leader development is not a new concept; however until recently it was not regularly applied to the law enforcement profession. The benefits of such a program are undeniable, since current leaders will eventually need to be replaced. The question then becomes, is it more effective to trust in previous methods to identify the best potential members of the agency to fill leadership positions that are vacated or is it possible that other groups have been more effective in identifying and preparing leaders to ensure a more effective transition from one leader to another? It would seem self-evident that having a plan and/or process in place to identify and prepare members of the organization to assume roles of formal leadership is preferable to hoping that someone chosen through a testing process will effectively assume the duties of formal leadership (Murphy, 2006). The benefits of having an effective plan of action definitely outweigh most costs when it is estimated that the cost of an unsuccessful promotion approaches 200% of a year’s salary (Michelson, 2006).

In the past, many criminal justice agencies have taken a passive approach to replacing departmental leaders (Murphy, 2006). This tactic often involved standardized testing processes. Little, if anything was done to prepare an officer to take on formal leadership duties. This ploy
often results in ambivalence towards the promotional process and skepticism towards those members who filled the position.

The necessity of leader development, which is related to succession planning, has been identified as a priority for law enforcement by the Federal Government (USGSA, 2011). This is reflected by the actions of individual law enforcement agencies. Withrow (2001) identifies the need for leader development due to the aging work force. As the current staff of any agency, business or other group ages, leaders will eventually leave the group and will have to be replaced. Who replaces them takes on urgent importance to ensure that a leadership vacuum does not develop, during which time the agency at best coasts along without direction or, at worst, degenerates into an ineffective organization.

By the year 2020, it is anticipated that the majority of police officers will be of the “millennial generation” (Michelson, 2006). This fact creates new challenges for the law enforcement leaders of today’s generation. The “millennial generation” is defined as those members of society between 18 and 28 years of age in 2009 (Pew Research Center, 2011). This age group of workers has also been described as Generation Y.

While they share traits in common with members of generation X, members of the millennial generation differ from previous generations most significantly in their comfort with technology (Tolbize, 2008). They are also very self-confident and highly educated. Another description of this group that differs from previous generations is the term “demanding” (Tolbize, p 4). This group of workers also generally desire regular feedback which occurs in a timely manner. Due to these characteristics, members of this generation are often deemed by members of previous generations to be less dedicated to their profession and difficult to
supervise. This perception is especially true in members of the traditional and baby boomer generations.

Because of this generational change, the challenge of replacing veteran leaders and the fact that leaders are not easily replaced, the IACP has identified the need for developing future leaders (Michelson, 2006). Also, due to these changes in attitudes toward work between generations, the process of leader development can become challenging. Leaders from older generations must take the time to learn and understand these differences and account for them in the design process of any leader development program.

There are significant benefits to taking the time to identify future leaders and prepare them to assume leadership roles within their agency (Jones, 2008). Benefits include improved morale, more effective vision and cultivation of new ideas. Each of these issues is important to any organization and virtually every department would benefit from them.

Morale is improved when effective leaders exist within the organization because members develop confidence in their leaders (Jones, 2008). Good morale results in more productive, effective members of the organization. Poor leaders tend to have a detrimental effect on morale.

Leaders with vision have goals for their organization (Jones, 2008). These goals can be communicated to the organization. The leader’s vision creates plans to address what problems may occur in the process of working toward achieving these goals. Vision also affects problem solving abilities. Leaders with vision can create strategies to address issues that arise during the accomplishment of the goal.

Cultivation of new ideas is important for any organization (Jones, 2008). Due to rapidly changing roles and responsibilities of modern law enforcement, the ability to develop and
communicate new strategies to address those changes is an important attribute to foster. Stagnation occurs when an organization does not experience new ideas, holding it back from realizing its full potential.

**Succession Planning**

Succession planning involves an assessment of the organization’s current staff in order to identify members with leadership potential and create a strategy to replace current leaders as they leave the agency for various reasons (USGSA, 2011). Although this has not been a common practice in law enforcement, it is in private business and other organizations. To encourage this concept within public sector agencies, the United States General Services Administration (GSA) has created Workforce Planning Model through the Office of Personnel Management. The GSA model is one of many that address succession planning. Since it addresses public employment specifically, it is a pertinent model for the purpose of this paper.

**The Need for Succession Planning**

There are several benefits to adopting succession planning within any organization (Garcia, 2010). One significant benefit is an overall increase in professionalism among agency members. This can be attributed to the enhanced development of personnel through training. Training plans are often adopted by agencies that adopt succession planning that augment individual members’ abilities in different areas, including technical skills and leadership.

The need for adopting succession planning by police agencies has also been recognized by the International Association of Chiefs of Police (IACP) (Sprafke, 2011). The process described by IACP indicates several stages to leader development and succession planning, including mentoring. This is one facet of the changing culture of the law enforcement culture, from pure competition and testing to a developmental process for employees that begins when
they are first hired is a more holistic approach that seeks to identify and meet individual needs and desires while also ensuring that the agency meets the needs of the organization, its members and community it serves.

Another important benefit of succession planning is an improvement in relationships with citizens (Garcia, 2010). This can also be attributed to training goals which are individualized and include a focus on leadership. A department with many individuals who fill the role of effective formal and informal leaders will often realize a lower rate of misconduct (Garcia, 2010). This is due to the number of agency members watching out for each other and holding each other accountable to a higher standard than may exist in departments without this type of program. This benefit has additional positive outcomes in terms of a decrease in citizen complaints.

**How to Implement Succession Planning**

The Workforce Planning Model consists of five stages. The first involves setting a strategic direction for the organization. This is followed by an analysis of the current workforce to identify skills, knowledge and abilities among members. Step three involves developing a plan of action to address gaps in member’s abilities followed by implementation. Finally, the plan is monitored, evaluated and revised as necessary (USGSA, 2011). While this model seems fairly basic, it is important to consider that the agency felt it was necessary to communicate the need for this process and disseminate it to potential consumers.

This is one example of succession planning. There are various other models available. However, the relevance of this type of plan to the public sector organization is undeniable. Many different programs are similar, but the details of each differ depending upon the focus of
the plan. With limited resources, it is reasonable to believe that this type of scheme can be started and followed through upon by even the smallest agency.

**Examination of Different Leader Development Programs**

In order to determine effective courses of action to take in regards to leader development, it will be helpful to examine different plans that have been adopted by various groups and organizations. Important aspects of these programs can help to identify effective strategies that can be employed by organizations which desire to implement a successful leader development program. Not every program is right for any given agency. Individual factors will still have to be accounted for. Additionally, positive and negative factors of any leader development or succession plan must be accounted for in order for the outcome to result in success.

**Law Enforcement Development Programs**

Leadership development has been of importance to all types of organizations for many years. This includes the law enforcement profession. Since the focus of this study is the development of leaders within this criminal justice field, it is relevant to examine different attempts to meet this need within law enforcement. Therefore, the following examples of leader development programs will give insight into different attempts to focus on important aspects of leader development within law enforcement.

**Command Officer Development Courses**

There are three nationally accepted command officer development courses for law enforcement officials. One is the Federal Bureau of Investigation’s National Academy. Another is the Southern Police Institute, which is part of the University of Louisville. The third is the Northwestern University Police School of Staff and Command. Each of these courses covers
approximately 400 hours of advanced training in law enforcement leadership and administration. Concerns related to these courses include cost and the time requirements to complete them. Due to these factors, most agencies cannot afford to send a member to one of them until they have been promoted to a supervisory position. As an example, the training offered by Northwestern University is intended for middle and executive law enforcement leaders (Northwestern University, 2008). Consequently, it is very unusual for an agency to send a member to this type of formal training prior to being promoted to a supervisory position.

The benefits of command officer development courses include the length of the program and the topics covered. Due to their length, a great deal of time is spent examining personal attributes and styles of individual participants. The strengths and weaknesses of different personal issues they will face while in positions of leadership are examined, as well. Ideally, participants who successfully complete the course will have a better understanding of their own skills and abilities and an idea of what area(s) they need to focus on to develop as effective leaders.

**People Oriented Leadership**

Another program sponsored by IACP reflects the importance of the people within the organization rather than its processes. This program stresses those leaders who understand and account for the human element will often be the true leaders of any organization (Grinder, 2003). This concept also places emphasis on accessing the potential of individual members of the group to achieve shared goals and objectives.

Of significant importance to this program is the leader problem-solving model (Grinder, 2003). This model identifies threats and opportunities that need to be dealt with by the group’s leader(s). A plan is then developed to assist members of the organization respond to the
problems identified with a focus on individual strengths of members that can be utilized in the unit’s response. Also integral to this concept is effective communication of the organization’s mission and goals between leaders and members of the group. Finally, of significant importance is choosing the best member of the group to provide leadership effectively.

**Leadership in Police Organizations**

Based on the experiences of the United States Army’s program for teaching leadership skills, the Leadership in Police Organizations (LPO) program was designed by the International Association of Chiefs of Police (IACP) and adopted by the Delaware State Police in 2007 (Moriarty, 2009). The focal point of LPO is the motivation, satisfaction, and performance of subordinates, peers and supervisors. It also teaches the concept of dispersed leadership.

Dispersed leadership seeks to identify leadership as a process (Changes, 2010). Leadership can be exhibited by any member of an organization depending on their knowledge, skills and abilities on an incident by incident basis. Because of this, leadership ability is dispersed throughout the agency, not merely controlled by members acting in official capacity due to rank or position. This concept reflects the importance of informal and formal leaders within the organization.

**California Leadership Institute**

Originally created for the California Department of Corrections, the California Leadership Institute was developed as a strategy to educate future leaders for that agency (Stojkovic, 1997). Significantly, this program focused on education rather than training leaders. Skills were developed through an academic program. Participants were identified and chosen to participate because of leadership potential. It consists of a formal six week program covering
topics which include ethics, transitional planning and visionary leadership. The goal of the program is to develop strategies for leadership that are successful within that organization.

This reflects the importance of adapting a program to meet the specific needs of the organization. It also shows the importance of developing a curriculum that addresses the needs of that group. Participants attend classes to learn new skills that can be adopted and utilized to increase the efficacy of the individual leader and the organization.

**Shared Leadership**

In the state of Oklahoma, a study evaluated the opinions of Chiefs of Police in that state related to shared leadership (Wuestewald, 2006). Shared leadership is a concept in which formal decision making opportunities and responsibilities are removed from the highest levels of an agency’s administration and distributing it throughout the organization’s structure (MacNeil, 2005). In this model, every member is responsible for helping make decisions that affect the organization based on their individual skills, knowledge and abilities. This theory sees leadership as a partnership between administrators and other members of the organization.

In the field of law enforcement, this could involve having members of the agency help develop and write policies and procedures. If a member has technical skills that are addressed in a policy, they could be included in the process of its development. For instance, an officer that is trained in Defense and Arrest Tactics and/or firearms instruction may be asked to help develop a use of force policy.

Wuestewald (2006) asked Oklahoma Chiefs of Police to distinguish between three types of shared leadership. Each type had a different amount of involvement by members of the organization. The types were identified as: job involvement, suggestion involvement and high involvement.
Job involvement involves officers being given a degree of control over their working conditions. Autonomy to determine how an individual structures and performs their duties is integral to this type of shared leadership. Of chiefs who were polled, 40% favored this type of involvement (Wuestewald, 2006).

Suggestion involvement allows all members of the organization to offer input into decisions. However, they have no power to directly make decisions that affect the issues in question. In other words, members of the organization can indicate a preference for a certain decision to be made, but cannot directly participate in the decision making process. Of respondents, 32% preferred this type of shared leadership (Wuestewald, 2006).

High involvement shared leadership incorporates members of the organization directly in the decision making process. Member’s input can be utilized immediately to develop policy and make decisions that affect the entire organization. This is the most empowering, but also riskiest, form of leadership. This form of shared leadership was favored by 32% of respondents (Wuestewald, 2006).

**Transformational Leadership**

Transformational leadership is a theory of leadership development that is also related to shared leadership. While this theory will be discussed in more detail later, this is also the name of a specific program which encourages leader development in law enforcement organizations. The program incorporates shared vision and personal development (Bynum, 2008). One topic related to personal development is the desirability of attaining higher levels of formal education. Education that is relevant and challenging is of key importance. To be relevant, education must challenge individuals to reach beyond personal limitations. It must also be relevant to the individual and the agency.
In this way, individual members of the organization receive motivation and develop creativity. They are encouraged to think outside the box. It should also develop leaders that can positively affect their organizations by lowering self imposed barriers related to personal ability and organizational stagnation (Bynum, 2008).

However, Bynum (2008) warns that this cannot be achieved merely by raising the educational levels of staff. Improved recruit standards and training are also important. Additionally, improved in-service training is also imperative to achieve the goal of transformational leadership. Additionally, this should affect professionalism positively (Bynum, 2008).

**North Carolina Leadership Development Program**

In North Carolina, the State Highway Patrol created its own Leadership Development Program (LDP). The LDP bridges succession planning and personnel development by utilizing mentoring and training. This includes involvement of the highest levels of the organization. The first two weeks of the LDP, participants observe the chief executive and the operation of their office to see what is involved in decision making at the highest level of the agency (Putney, 2008).

**Royal Canadian Mounted Police**

In Canada, the Royal Canadian Mounted Police (RMCP) has instituted a different form of transformational leadership. The RCMP has done this by institutionalizing leadership development in its core values. In this way, the RCMP reinforces the idea that leadership skills can be learned. It is also believed that this process can have a positive influence on the organization (Murphy, 200).
Importance is placed on leaders being genuine in their interaction with followers. Leadership is also seen as dependant on organizational and community values. Another important aspect of this program is ethics that are consistent with organizational goals and values. Additionally, constrains on leadership exist which can negatively affect the members of the organization. Finally, when a leader displays empathy towards their followers and actually cares about their well-being, their potential for positive impact increases (Murphy, 2004).

Related to this, another study of the RCMP indicates that leadership is a social process (Drodge, 2002). Relationships develop between leaders and followers that are affected by the leader’s ability to motivate and provide inspiration to their followers. This study indicates that there must be a connection between organizational goals and community values for the organization to create a situation where leadership can be developed. This has been used in the development of transformational leadership within the RCMP.

**Mentoring**

One low cost alternative to formal programs is mentoring. Mentoring involves a mutually beneficial relationship between veteran and less experienced members of an agency in which guidance and opportunities to develop are encouraged (Sprafka, 2003). Ideally, this relationship is mutually beneficial.

There are specific benefits identified for mentors who are involved in the program (Sprafka, 2010). They include a personal sense of reward for being intimately involved in the development of younger members of the agency. Another advantage is enhanced knowledge of departmental policies, procedures and practices. Veterans also benefit from developing the reputation as a valuable member of the agency. Ultimately, it can be hoped that mentors will
eventually leave the agency, leaving a legacy of having been a valuable member who worked to help others develop professionally.

Specific benefits for the members of the organization being mentored are also identified (Sprafka, 2010). These benefits include a greater likelihood of success due to the guidance of officers who have experienced success themselves. Newer officers will also gain help charting their career paths. They may experience better feelings of worth and value to the organization due to feedback from their mentor. Self-confidence will also be increased because of the opportunity to learn from a veteran officer.

Sprafka (2003) encourages this type of program citing that its benefits include an increase in effectiveness for organizations because of the relationships that will be developed. It is also believed that mentoring will motivate both the mentor and the protégé. Finally, increased professionalism will also be a result of these types of relationships being formed.

Often, differences between generations result in miscommunication between groups. Misunderstanding due to difficulties in communication also may result. By pairing mentors and protégés from different age groups based on experience levels, these issues may be negated. Better relationships will increase the efficacy of communication, and positively influence these issues within the organization.

Mentoring, in its most basic form is often employed within agencies of different sizes through the Field Training and Evaluation Program. This process is one way agencies seek to indoctrinate new officers and prepare them to become functioning members of the organization. However, adoption of a long term mentoring program will continue the process beyond the initial stages of an officer’s career, resulting in long term benefits.
A plan for developing a mentoring program would include several steps (Sprafka, 2008). In the setting of a police agency, where formal political action should not have significant influence as it would in a Sheriff Agency, the steps would progress in the following manner. The first step is to teach mentoring skills to all members of a department. Next, the agency’s Chief needs to demonstrate and support the mentoring process. A formal mentoring process for new officers should be adopted. Career development mentoring should be developed for all members of the agency. Succession planning should be adopted. Finally, the Chief of Police should groom their successor.

It is important to note that the final step of a mentoring processes institutionalization includes succession planning (Sprafka 2003, 2008). This reflects the importance of this process. Continuity of direction and vision will avoid drastic changes within the organization. These changes, if too severe, will leave members unable to reconcile what they have been doing with what is expected of them with a change in leadership. This can be damaging to any organization, but in law enforcement, where the outcomes so greatly affect members of the community, it can be devastating.

To meet this need, mentoring as a process of succession planning has been identified as a vital role. One method of mentoring as an official program was adopted by the City of Cedar Falls, Iowa. This program, instituted by the Chief of Police within that department involves routine meetings between the Chief and interested members of the agency (Ahlstrom, 2011). These meetings were scheduled regularly and involved a process which included developing career plans and ideas for topics to be discussed from participants’ ideas.

Specifically interesting to note is that these meetings were voluntary (Ahlstrom, 2011). No member of the agency was paid for their participation. This illustrates the importance
members of the department placed on participation. Although it could be argued that the agency would prove its support of the program by paying participants, the fact that members voluntarily took part in the meetings indicated that they felt there was a benefit to them beyond additional pay.

Additionally, while it was anticipated that participants would be drawn primarily from formal leaders of the department, interest was indicated by members from throughout the agency (Ahlstrom, 2011). Patrol officers and detectives joined sergeants, lieutenants and other command staff in participating in these meetings. Ahlstrom (2011) indicated that this proved the value of such a program. Also, due to the interactive nature of these meetings, more diversity in topics was realized. This process also identified individuals with an interest in taking more responsibilities within the department and informal leaders were noted who may be utilized as formal leaders in future. This provided opportunities for both individual development, but the growth and increased efficacy of the agency as a whole.

**Military Practices**

The United States Military has been involved in teaching leadership skills since the 1940’s (Moriarty, 2009). This instruction has been done at numerous levels. Various military academies spend a great deal of time and effort developing positive leadership qualities that have been identified throughout the years. At most universities, there is a Reserve Officer Training Corps, in which students prepare for service within the military as an officer while attending traditional collegiate level studies. There are additional internal processes by which leadership skills are taught to members who reflect potential as leaders within that organization.

The U.S. Army Research Institute (USARI) helps develop programs that will develop leaders within that branch of the military. A document from 2004 indicates that leadership
development will be priority for the next 30 years within that organization (USARI, 2004). This unit has developed tools to accelerate leadership development. They include institutional education, experience and self-development (USARI, 2004).

Viewing a list of resources available, a document reviewing best practices is identified. In this report, for-profit organizations are studied and their relevance for the military discussed. Some important points identified in this paper include the fact leadership development is a process which requires the support of an influential champion. This champion will preferably be the organization’s formal leader. Potential leaders exist throughout the organization, once again identifying the role of informal leaders and their importance within any group. One recommendation is that the opportunity to develop leadership skills should be made available to all members of the organization (Day, 2001).

Day (2009) recommends an approach to leadership development that integrates several concepts. The concepts to be incorporated include adult development, identity and expertise. Day has done a great deal of research related to leader development for the United States military. He has tried to incorporate research based data to form leader development plans that are scientifically sound.

Leader development in terms of adult development is explained as specific skills, knowledge and abilities that an individual develops through adolescence and into adulthood (Day, 2009). It is hoped that this development continues throughout a person’s lifetime. This can be considered lifelong learning of leadership skills which can be practiced and honed over a long period of time. By developing these skills over time, adding new abilities and modifying abilities already being used, the effect will be a positive outcome for the organization.
As a person matures, they will perceive issues differently (Day, 2009). This change in perception will impact the way the individual responds to stimuli. Also, as a person matures, they have time to learn new techniques and utilize them in practical applications. As with any ability, repetitive practice will make leadership skills more effective.

Identity also affects a person’s perception (Day, 2009). One definition of identity is a theory that defines an individual based upon their role(s), characteristics and experiences. An understanding of one’s self and their place in the world, or identity, is another issue that develops throughout an individual’s lifetime. Vital to the understanding of identity in this model is the idea of “working self concept” (Day, p 58). Working self-concept is that part of a person’s identity that guides action on a day-to-day and moment-by moment basis. By helping the individual understand and accept their identity, including their working self-concept, he/she may be better able to control their perceptions and response to issues affecting themselves and the group they lead.

In terms of the organization, having a clear understanding of a true identity is vital to any leader. Identity helps individuals develop important leadership characteristics (Day, 2009). Two specific behaviors which are positively influenced by identity include interpersonal and decision making skills. Obviously, these are important skills sets for a leader to possess. Therefore, by developing a clear and accurate identity, the leader or future leader will be more effective in their role.

Expertise refers to the skill level a leader demonstrates (Day, 2009). If it can be accepted that effective leadership is based upon a certain set of skills, knowledge and abilities, the efficacy of an individual in these roles relates to their level of expertise. As an individual begins a new role, they will have limited ability in the tasks related to that position. They can be considered
novices. As that individual becomes more proficient in their tasks because of training and experience, their skill level should also increase. Once a person reaches the expert level in their responsibilities, they will be more effective and efficient. Therefore, helping a person become an expert is also a long-term proposition.

Essential skills for leaders identified by Day (2009) include technical, administrative and managerial, interpersonal and problem-solving. Obviously, these are important skills for any leader. Technical skills refer to those abilities that are essential to the job being performed. An effective law enforcement leader will exhibit efficacy in the basic job functions of the patrol officer. Over a period of time, and ideally prior to becoming a formal leader, the leader should exhibit efficacy in the other essential functions of the law enforcement officer. Examples of these skills include investigations, report writing, evidence collection and preservation and other technical abilities.

Administrative and managerial skills refer to planning, organizing and coordinating, among others (Day, 2009). Once again, strong abilities in these areas are vital for any effective leader. While it may not be readily apparent how an individual can develop these skills prior to being a leader, they can be demonstrated in different. Prior to becoming a leader, an individual may effectively manage their won workload. He/she may manage their time on patrol to include various assignments and activities. He/she may also coordinate their activities with other members of the agency effectively. These are all issues which may indicate future leaders that will be successful.

As discussed previously, interpersonal skills refer to the way a person interacts and communicates with others (Day, 2009). An effective leader will not only be able to
communicate with members of the organization, but also members of the community and other stakeholders. This is a vital to the leader and the organization they serve.

Problem-solving skills relate to the way a leader addresses unusual or ill-defined issues faced by the organization and its members (Day, 2009). This is another important factor for effective leadership. If a leader is unable to address unusual issues that arise, many issues will not be handled in an effective manner. The only problems that will be dealt with effectively are routine matters that occur on a regular basis. This would obviously be a problem in the field of law enforcement which is constantly adapting and developing as new laws are adopted, techniques become available and technology is adapted to use by police professionals.

To address these issues within the framework of the military, certain essential skills, abilities and traits have been identified (Day, 2009). Specific plans and techniques have been developed to recognize individuals who possess these skills. Techniques to enhance latent abilities have been created and adopted to promote personal development. All of this is predicated on the idea that it will take time for any individual to develop proficiency in the areas previously identified. As the level of competency increases, both more training and exposure will occur, the levels will level off or expectations will decrease based on the individuals response.

This would appear to be an effective model. It involves developing individual traits and skills over a period of time, with opportunities to demonstrate proficiency. It promotes strategies based upon scientific research in a model that is consistent through the entire organization. It can be implemented immediately upon an individual’s joining the organization and can be utilized during the entire time that person is associated with the group.
However, within the framework of small police agencies, the scope of this type of program may be unmanageable. Individual members must still deal with day to day issues that arise. Members must routinely respond to calls for service, investigate crimes and initiate activity to maintain the efficacy of the organization. Finding time to create and maintain a formal program of the magnitude of the military’s would most likely be cumbersome and unmanageable. It may be most reasonable to take the best aspects of the military’s programs and modify them to fit within the framework of the individual organization.

**Business Practices**

As stated previously, leader development has been the focus of many organizations for decades. Private industry has been at the forefront from the beginning. Obviously, ineffective leaders will fail to meet business goals, thereby negatively affecting the ability of a business to succeed. Therefore, an examination of different models of leader development within specific private enterprises will identify effective models that may be adapted by law enforcement agencies.

**Starbucks Coffee Company**

Founded in 1971, the Starbucks Coffee Company has developed into an international corporation with 15,000 locations in 50 countries (Starbucks, 2011). Howard Behar was first hired as an executive with the company in 1989. He was named the president of the company in 1995 and led the organization until 2003, when he retired.

During this time, Starbucks developed a people oriented mode of leadership that focused on the complexity of individuals and the value of independent thinking (Behar, 2007). While there is no specific leader development program within the Starbucks Coffee Company, the specific values identified previously drive who is chosen to take on leadership responsibilities.
within the organization. These ideas obviously have implications within the law enforcement profession.

By embracing innovation and initiative displayed by members of the organization, the company has made an investment in its future. One way this has been accomplished is to tap into the emotions of its employees (Gallo, 2006). By focusing on the people who make up the Starbucks organization, success has been realized. Giving members opportunities to contribute to the success of the group will provide a sense of value, ideally increasing their motivation and further contributions to the organization.

**Herman Miller, Inc.**

Herman Miller, Inc is an industry leader in the design of ergonomic furniture for residential or business locations. The company was led by Max DePree between 1980 and 1987. During that time, he developed specific ideas about effective leadership and leader development. Although Herman Miller, Inc does not have a specific leader development program, DePree’s ideas in this regard are essential to the success of the business.

Depree (2004) states that an essential concept of that organization is employees are partial owners of the business. Members of that group are important and have a stake in its success. Valuing input from individuals within the organization tap into different ideas and opportunities to develop. Without input from the members of the organization, valuable insight may be lost and opportunities to succeed missed.

Therefore, communication between all parts of the group is essential (DePree, 2004). Without open lines of communication, chances to implement new ideas will be missed, to the detriment of the group as a whole. Therefore, good leaders foster open and honest communication between themselves and all other members of the organization.
These ideas have practical applications within the law enforcement profession, as well. New members will have access to new ideas and abilities that veterans may not necessarily possess. Specifically, dramatic changes and innovations involving technology may not be adopted if those members with knowledge or interest in them are not consulted as a resource by current leaders. This will also allow those with this type of knowledge to demonstrate proficiency and practice informal leadership.

**Conclusion**

This section has presented a variety of programs and philosophies related to leader development from a variety of sources. It is obvious that the concept of developing leaders within organizations is not a new concept. It is also apparent that the law enforcement profession is attempting to address this concern in a variety of ways. What is most important is that current administrators have acknowledged that past practices have not necessarily proven to be the most effective way to develop and identify future leaders. As we will see, the impact of different aspects of the organization should influence the type of leader development program adopted by individual agencies. The previous section merely provides examples of programs that already exist, which can help to identify important issues which may have to be addressed by future programs.
SECTION III. – LEADER DEVELOPMENT THEORETICAL CONSIDERATIONS

The development of leaders within a law enforcement agency obviously involves the organization and its members. Therefore it becomes pertinent to examine organizational theory and its effect on members of the group. Organizational theory has been examined in relation to many different groups. Its affect on law enforcement will be the focus of this next section, which will be subdivided into six subsections.

The first defines organizational theory as a concept. The second subsection will examine the effect of organizational culture and climate in police agencies will be discussed. Then this paper will explore organizational theory as it relates to law enforcement issues. Leadership theory will be examined in relation to leader development. Two specific concepts will be identified and examined, specifically Transformational and dispersed Leadership theories.

Organizational Theory Defined

Organizational theory, also known as organizational behavior, refers to different aspects of individuals and the way they interact within a group setting (Griffin, 2007). One issue organizational behavior examines is the behavior of members in the group setting. Another is the connection between an individual’s behavior and their group. Finally, these theorists examine the organization as a whole. While each issue can be studied independently, they are also important aspects of understanding any organization and the way its members interact and work within it.

In relation to an individual’s behavior within an organization, it becomes imperative to understand that each member brings to the group their own distinct characteristics based on their background (Griffin, 2007). The effective leader will take these personal aspects of each member into consideration when determining the most effective roles for each member. One
member of the organization may have strengths that make them more effective in certain roles than others. Not everyone in any group will be effective in every role. Taking into account the personal aspects of each member will allow them to be successful and satisfied with their work experience.

In any group, its members rarely work in total seclusion. More commonly, members will have to work together to achieve the organization’s goals. It becomes important for the group’s leaders to understand the way individuals within a group interact with each other within the organizational setting (Griffin, 2007). A member’s personality and traits will often help determine what task(s) they are best suited for. This allows for more effective deployment of resources.

Organizational theory can be viewed in terms of either a classical or human relations viewpoint (Stojkovic, 2008). Classical theorists believe that structure and formal processes are important to the efficacy of the group. Issues identified as important to this group of theorists include clearly defined roles for all members of the organization that define roles and responsibilities for all members at any level. Workers were expected to be self-motivated with the responsibility of ensuring this being placed upon managers and supervisors.

Human relations organizational theorists are more interested in how individual members suit their roles within the organization (Stojkovic, 2008). As stated previously, every group is made up of individuals with different strengths and weaknesses in various areas. Each has different attributes which make them better suited to complete different tasks. Understand and ultimately accepting these differences is a vital role of any leader. In law enforcement, understanding the different roles individuals may fill allows for a true team approach to problem
solving. In this case, a diverse force of individuals with different skills, knowledge and abilities allows the leader to utilize different approaches to problems.

A final concentration of organizational theory involves the way leaders interact with other members of the group (Stojkovic, 2008). Studying the way leaders communicate and interact with members of the group, it is hoped that the unit’s efficacy may be maximized. This also makes it more likely that leaders will understand group dynamics and will recognize issues among members of the group that affect the organization. Plans may then be developed to address these issues and the organization as a whole will benefit.

**Organizational Culture/Climate**

Finally, every organization will reflect a distinct character of its own. This involves the group’s culture and climate (Griffin, 2007). Despite having essentially the same mission, each law enforcement organization will have a different personality. Some will be focused on processes and procedures to accomplish goals. Others will be focused more on individual members and their skills, knowledge and abilities to meet the needs of the community. Neither is necessarily right or wrong. This merely reflects that organization’s culture and climate.

Organizational culture and climate are a reflection of the members and history of the individual agency (Stojkovic, 2008). Traditions adopted by members of the group will reinforce culture and climate. These are strongly held beliefs which affect the way a group approaches its activities, missions and goals. Once again, these are highly individualized based on the specific organization and its members.

Once again, there is no single accepted definition of organizational culture (Griffin, 2007). However, some aspects that many definitions of organizational culture share include a set of beliefs and values held in common by members of the group (Stojkovic, 2008). In the case of
law enforcement agencies, this can often be the belief in the value of providing services to citizens which reinforce the quality of life for members of the community which is serviced.

The shared values of an organization also explain what acceptable behaviors are for its members (Griffin, 2007). This can also be considered the group’s norms (Stojkovic, 2008). These are important to any group because it is vital for members to understand their role within the organization. Without this understanding there is the potential for confusion and miscommunication among members, negatively impacting the efficacy of individual group members as well as the entire unit as a whole.

Organizational climate refers to the current relationships between members of the organization and how these issues affect efficiency (Griffin, 2007). Once again, an organization’s climate may positively or negatively affect the organization. Often climate can be affected through communication and involvement.

Organizations with open lines of communication, including input into important decisions will have a favorable climate (Stojkovic, 2008). Therefore, it behooves effective leaders to involve other members of the group in decision making processes regarding issues that affect the organization. Another effective method to reinforce a positive climate is to encourage reasonable risks taken by members to solve unusual problems.

While it appears that organizational culture and climate may be the same thing, they are very different issues that must be taken into consideration when examining any group. Culture refers to issues that have developed over a longer period of time. They involved traditions and values which are reflected by symbols (Stojkovic, 2007). Culture is how members learn their role within the organization based upon the framework which is based upon its values and norms. Climate relates to issues which are more short-term in nature. The current environment
that exists within the organization among its members reflects that group’s climate. Finally, it is generally less difficult to change a group’s climate than culture due to the length of time it has taken to develop.

**Applications in Law Enforcement**

Organizational theory relates to law enforcement agencies very clearly. Police organizations are obviously made up of individual members. Those members have tasks and assignments that need to be completed. An individual member’s tasks and assignments normally correspond to organizational goals. However, unlike most other organizations, members of law enforcement agencies often rely on each other to remain safe while completing their duties.

In many organizations, members rely on each other’s technical skills or knowledge to complete assignments. In law enforcement, member’s relationships go beyond this to a deeper connection. This is due to the chance that a member who is not supported by their co-worker may be injured or even killed during an assignment. This affects both the culture and the climate of an agency (Stojkovic, 2008).

Individual agencies have distinct cultures that are affected by traditions, mores and norms (Stojkovic, 2008). Traditions, mores and norms are the result of values that have been adopted over time and accepted by its members. Often, leaders are a product of these issues. Leaders will be chosen from members who reflect the accepted values of the group. This is not a problem as long as those same leaders are also effective in their positions. However, if they are not, the negative outcomes of their selection will become apparent.

Conversely, if a leader is chosen who does not reflect the values of the group, that individual may face challenges, as well. Those challenges may include a lack of influence to impact other member’s behaviors effectively. Therefore, it becomes imperative to choose
leaders with sufficient ability to sway other members’ behavior(s). One way to accomplish this is to choose leaders on the basis of demonstrable leadership ability. Identifying an organization’s informal leaders will make this process more functional.

As previously discussed, informal leaders may not hold positions of legitimate authority (Pielstick, 2000). However, they do exercise authority within the group. When these members are identified, they may be in position to assist in improving the climate of the individual organization. Since an organization’s climate is more easily affected than its culture due to the fact that it reflects the current interaction between members of the organization, leaders chosen from members exhibiting informal leadership will be in the best position to have a positive impact. Therefore, it becomes apparent that an understanding of organizational theory has a role to play in the development of future leaders within law enforcement organizations.

As time goes on and the organization’s leadership transitions from veteran to novice leaders, the assignment of informal leaders may also have an impact on the culture of the agency. Although informal leaders reflect the culture of the agency, they may also have the ability to affect the culture of the group. A group’s culture can change, however it takes long to re-direct than its climate (Griffin, 2007).

One way to accomplish this is through career planning (Mondy, 2008). Helping members identify and plan for long-term career goals is one way to begin to alter a group’s culture. This is due to directing member’s energy towards specific objectives which individuals find desirable. Leader development is one of many methods to achieve this outcome. Helping informal leaders foster desirable behaviors and practices which will suit them for positions of formal leadership in the future will assist in creating positive change in the organization’s climate and culture.
Leadership Theory

Leadership theory refers to the way that leaders of organizations can become more effective in their positions (Stojkovic, 2008). The success of any organization to achieve its mission, goals and objects rests in large part on the formal leadership of that group. As discussed previously, many different traits and characteristics have been identified which are desirable for leaders. The question becomes, how are these traits cultivated in new or future leaders?

Law enforcement organizations have different structures, missions and goals than most other groups (Stojkovic, 2008). Due to this, these types of groups have different needs related to leadership than other groups. While providing a service as a function of government, police agencies do not function like a private business. These groups are also responsive to the communities they serve and the citizens within those communities. Budgets, staffing levels and resources are also approved by community assent based upon the perceived need for them. Because of this, effective leadership is necessary since the leaders within an organization must be responsive to the community as well as effective in their justification for necessary resources. This dual role is challenging and must be taken on by those members of the group with the ability to fill them to the benefit of the community as well as the organization and its members. Often times, limitations exist which do not allow the leaders to be most effective, at which time creativity is a necessary attribute. Two theories of leadership most effectively fill this necessity.

To address these problems, several different models of leader development have proposed over time. Two of the most relevant theories in the field of criminal justice have been developed relatively recently. These two theories include transformational leadership and
dispersed leadership. While these theories are closely related, as shall be discussed, each has specific topics that are relevant to modern law enforcement agencies.

**Transformational Leadership**

Transformational leadership refers to the ability of a group’s leaders to inspire the members of the organization to perform based upon shared values (Homring, 2001). Another facet of this theory is the renovation of the organization to produce the best possible results (Stojkovic, 2008). In other words, the organization must be developed to reflect the needs of everyone affected by it. This includes the members of the group as well as other stakeholders and customers.

Central to this theory is the development of a shared mission, vision and values within the organization (Homring, 2001). Other important factors include the cultivation of creativity and imagination to address problems or assignments faced by members of the group. This blends effectively with leader development. Due to the fluid nature of law enforcement and its response to the needs of the community, creating a set of principles that members of the organization hold in common and displaying novel approaches to problems will help increase the efficacy of the group.

While the basic missions for most law enforcement agencies are relatively standard, the group’s approach to achieving them is by necessity highly individualized. This involves strategic thinking and planning by leaders to be successful (Stojkovic, 2008). Anticipating community and organizational future needs and preparation to meet those needs become essential skills for police leaders.

Creativity and innovation as it pertains to transformational leadership are also important traits for leaders to exhibit (Stojkovic, 2008). These qualities are important due to the different
and sometimes novel problems members of law enforcement are faced with. Being able to address problems effectively is important and having alternate ways to do so may positively affect the efficiency of the individual member and the group as a whole. When these characteristics are displayed, they form a basis for others to emulate through role-modeling.

Another important aspect of transformational leadership is the conversion of followers into leaders (Bolden, 2003). An important aspect of this idea is long term goals are focused upon without ignoring individual values and principles. Instead, personal morals and ethics are co-opted for the good of the organization and its customers.

A final issue that makes this theory relevant to leader development is the importance of liberating human growth (Bolden, 2003). This involves developing leaders within the organization through a variety of processes. By developing future leaders, transformational leadership increases the development of the organization, as well.

**Dispersed Leadership**

Dispersed leadership refers to the concept that not one single leader is the best person to provide guidance and direction in all circumstances (Bolden, 2003). Therefore, leadership is shared by all members of the organization and can be demonstrated based on the specific circumstances being faced by the group. This is also an important facet of the concept of informal leadership. In this model, less formalized structure is encouraged over strict command and control.

As discussed previously, every individual has skills, knowledge and abilities that are specific to them. By utilizing these attributes on a case by case basis, the organization becomes more effective in its response to challenges. Integral to this concept is the distinction between
“leader” and “leadership” (Bolden, 2003). A leader has a formal role in the organization. Leadership is a trait which can be demonstrated by an individual.

By acknowledging this difference, members of the group can utilize their personal strengths for the benefit of the organization. The organization also benefits by having a multitude of members who can demonstrate leadership in different instances. By encouraging these behaviors and using different approaches to foster personal strengths while developing additional abilities, the organization can plan for future needs for formal leaders and the members of the group experience a sense of personal satisfaction and growth that may motivate them to achieve greater success. This would ideally culminate in a culture in which personal growth and personal satisfaction would be constant.
SECTION IV. – APPLICABILITY OF PROGRAMS

This section will discuss best practices of leadership develop programs. Based on an examination of different programs and their relationship to organizational theory and leadership theories previously discussed, effective practices can be deduced which can be utilized to design a program that will be effective for individual police agencies. By laying these commonalities out in a structured format, a program can be adopted which will address this vital need in the law enforcement profession.

Best Practices

Each program previously discussed attempts to provide the same outcome, that being the development of future leaders to assist in the transition of the organization to provide future effective services. As has been discussed, this is a central tenet of transformational leadership (Stojkovic, 2008). However, each does so utilizing similar but distinct processes. This is important because the needs of each organization will reflect the individual culture and climate of the organization within the framework of the group’s mission, vision and values. Ideally, the vision and values of the group will reflect the standards which members of the group hold in common. These should additionally fit the needs of the community and its members, which are served by the agency.

In order to meet the individual needs of the group and its members, certain steps should be taken to tailor the leader development program to address all these concerns. To avoid the difficulty of creating an entirely new program that is unique to each agency, developing an understanding of the processes that exist will help the police leader adopt and effective program that will assist in this endeavor. To that end, several distinct steps should be undertaken. Each step will help to develop, implement and reinforce the program which is ultimate instituted.
Some suggested steps for the creation, adoption and implementation of a leader development program include the following concepts.

First, as it relates to dispersed leadership, it is important to accept that leadership is a quality that can be learned and developed (Bolden, 2003). If this is accepted, the formal leaders of an organization can look for leadership being displayed by any member of the group. Once examples of true leadership are identified, the informal leaders of the group can be recognized. This is another important aspect of dispersed leadership.

A shared vision of the organization’s goal’s vision and values should be developed (Homring, 2001). This can be accomplished as a group activity with members of the entire organization. Once again, this is a benefit of the smaller agency in which it is simpler to elicit input from all members. This framework will help drive any program adopted. Within the framework of the organization’s and community’s culture and climate specific desirable traits can be identified and plans adopted to reinforce these attributes among members of the organization.

Formal leaders can work with informal leaders to further develop their latent abilities. This transition of members of the agency into leaders is another important aspect of transformational leadership (Bolden, 2003). As has been illustrated, there are many different ways to accomplish this. However, it is important to take into account the culture and climate of the individual organization. No single “cookie cutter” approach will be effective in every organization. The specific nature of the organization and its members will help to determine which approach will be most effective.

One of the most effective ways to work with members of the organization to increase their effectiveness as leaders is through mentoring (Sprafka, 2003, 2008). This may be
especially effective in smaller departments where formal leaders will have day to day contact with all the other members of the organization. Through mentoring, informal leaders can be placed in situations where leadership needs to be demonstrated. Other situations can be debriefed after their conclusion to determine the efficacy of the decisions made by the informal leader at the time of the incident. The outcomes of these situations can then be discussed with those informal leaders and different approaches discussed and potential alternate outcomes examined.

Also during the mentoring process, positive behaviors can be reinforced and acknowledged while shortcomings can also be identified. When a deficiency is identified, an evaluation can take place wherein either plans can be developed to increase the individual’s skills in that capacity. Formal training may be an option to address specific issues. Additional coaching or discussion may be able to correct any problem identified. Flexibility is the key to this stage of the process of leader development. Creativity and innovation should be encouraged and reinforced (Stojkovic, 2008).

Accompanying the mentoring process, further personal development of future leaders in the form of education should be encouraged (Bynum, 2008). While it is not always possible due to budgetary restraints to provide reimbursement for advanced education, members of the organization who decide to pursue further formal education should be encouraged. Outside of fiscal restraints, recognition of an individual’s efforts is often a valuable reward. Additionally, it costs nothing to allow members of the agency to complete coursework on duty as long as this practice does not interfere with the core mission of the agency and is condoned by those entities which oversee the organization.
Continued training and education help expose future leaders to different ideas and methods to approach the challenges faced by members of the organization (Bynum 2008). It also helps hone skills, knowledge and abilities that are important for the organization and its members. Confidence among members will be enhanced as they demonstrate the things they have learned in real applications that help the group. This should also positively impact the way members of the community view the agency as members demonstrate competency developed through the learning process.

The process of leader development should be consistent, fair and ongoing. Everyone interested in participating should have an opportunity to do so. This will avoid problems related to the perception of favoritism if only certain members are allowed to participate. Once again this will benefit smaller agencies, where a larger number of effective leaders should increase the efficacy of the organization as a whole (Bolden, 2003).

As it relates to an ongoing process, flexibility is the key to the success of any plan. As discussed previously a part of any plan includes a phase of monitoring, evaluation and revision (GSA, 2011). This is important since if a portion of the plan is not resulting in desired results, it would be foolhardy, if not counterproductive to continue with it. Therefore, if part of the leader development program fails to yield desirable results, it must be examined to determine if it is the plan or due to participants in the plan. Then corrective action can be taken to mitigate the negative results.

This entire process relates to succession planning since ideally, through leader development, future executives can be developed from within the organization. These formal leaders will have intimate knowledge of the community and the organization they administer. As these leaders are developed from within the organization, a clear understanding of important
aspects of the group’s culture and climate as well as its goals, vision and values will be understood in such a way that no one else coming from outside the group will have. Ideally, they will have been involved in the process of determining what these issues are and how the group reacts to them. Continuity of these aspects of the organization will then allow the group to continue to grow most effectively within the community it serves (Garcia, 2010).

Once again, the smaller law enforcement agency benefits from this type of situation. Its members will interact with citizens in a regular basis. Members of the community will come to learn informal leaders who will be easily identifiable as they become formal leaders and executives. Familiarity between the community and the agency which serves it will make the law enforcement process less intimidating. This will further foster cooperation between members of the agency and the community to the benefit of everyone concerned.
SECTION V. – RECOMMENDATIONS AND CONCLUSION

The need for leader development and succession planning within the law enforcement profession has been identified as a priority by both the IACP and federal government (Michelson, 2006; USGSA, 2011). A variety of programs have been developed to address this need within the criminal justice community. Other programs which address this need within the military and business communities have also been discussed. These are important initial steps towards the creation of future leaders who will lead individual agencies into the future with its complex and unique challenges which will be faced.

Due to generational changes within the workforce, it is important to understand that future leaders have different perceptions regarding what a career in law enforcement will provide for them (Pew Research Enter, 2011; Tolbize, 2008). Past leaders need to accept that as younger members join their organization, those individual’s perceptions change along with what they feel is important and what they want to achieve in their career. This challenge should be embraced. New members of the agency bring unique skill sets which often compliment existing member’s abilities. A specific example of this is technology. Rather than fearing technological advances, current leaders should be open to the increased efficiency which often accompany them. In this case, new members of the agency who have skills in technological areas should be seen as valuable assets to be recruited and retained. These same members may also prove to have potential for future leadership positions.

Different approaches will be more effective within different agencies due to aspects of organizational theory. Specifically, the individual agency’s culture and climate will affect any program which is ultimately adopted (Griffin, 2007; Stojkovic, 2008). Often, many agencies have goals, vision and value statements which closely reflect other agencies. However, each
agency is different than any other. The differences may be subtle, but the impact of its members will be reflected within the climate and culture of the group. These issues must be understood and acknowledged within the framework of developing and adopting a leader development program.

Specific leadership theories that are applicable to this endeavor include Transformational Leadership and Dispersed Leadership (Bolden, 2003; Homring, 2001; Stojkovic, 2008). These theories address the past framework of leadership and the transition to a new paradigm where all decision making is not controlled exclusively by those in positions of formal power. Pushing the decision making process throughout all levels of the organization will allow future leaders to be identified. Seeking input from all members of the organization will also allow different perceptions to be heard which may ultimately result in a better overall decision to be made.

Not one single leader development program will be most effective for every agency. This type of “cookie cutter” approach does not take into account specific issues that are particular to individual agencies. However, much can be learned by examining existing programs and tailoring them to the specific organization in question. Identifying specific goals of the program and close interaction between participants and program providers will ensure the success of any program. Aslo support from agency executives is crucial for success. In a smaller agency, this may be as simple as adopting a mentoring or coaching approach between current leaders and other members of the organization.

Future research should be done to examine individual programs and their long term efficacy in creating future leaders. As participation in current programs continues participants will ultimately assume positions of leadership. Their success can be tracked and specific portions of the individual programs can be identified and adopted by others. Strengths and
weaknesses of these programs may be identified, especially in terms of the type and size of the agency utilizing them. These lessons can then be shared and applied to other existing and future programs to enhance the overall process of leader development. The process of ongoing evaluation should result in identifying the most effective programs for individual agencies and further specific best practices which can then be applied, enhancing the chances of long term success in the development of future leaders in law enforcement.


