A Police Chief's Handbook on Developmental and Power Management

Donald G. Hanna
Cedarville University

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PREFACE

This is a concise handbook for police chief executives and managers. It provides a practical and significant reference to developmental management and power management in leading people in police organizations. It brings together important behavioral science and Machiavellian propositions which at first may seem incompatible. Actually they are complimentary for effective police leadership. They are particularly relevant in managing the complexity and diversity of local police affairs.

Police chiefs and police managers have been inadequately exposed to certain behavioral science propositions through various management training seminars. Many of these propositions are difficult to replicate in practice in an environment of police unions, politicians, the press, and the public. Nonetheless, these propositions can be of considerable value and guidance for police chiefs and police managers. This handbook presents the essence of certain behavioral science concepts as a model for leadership and developmental management. This model or paradigm enhances interpersonal competence, understanding and predicting the behavior of others, directing desired behavior, and changing undesirable behavior.

However, this developmental management model is sometimes insufficient for police leadership with some people. Police chiefs and police managers also need guidance for influencing the behavior of others, particularly when it involves changing undesirable aspects of organizational culture. Therefore, competent police leadership also involves power management. Power management is the capacity and desire to influence others not only through directing and changing their behavior, but also through control when necessary to prevent undesirable behavior. In other words, when leadership direction is insufficient to achieve desired behavior, then behavioral change is necessary. When behavioral change is insufficient to achieve desired behavior, then behavioral control is
necessary. While developmental management generally involves important behavioral science concepts, power management involves an unusual sagacity as described in some of Machiavelli's proposals. These proposals enhance a leader's ability to influence others to do that which must be done and to survive during the process.

The management of power is critical in organizations which have considerable power and influence, particularly in police organizations because officers have tremendous power and authority. The management of this power is a critical function of police leadership. The essence of competent police leadership is the desire and ability to have influence. Power management for police leaders is the capacity to influence people in the police department to achieve organizational purpose consistent with desired values. Not only is there high concern for work results, but there is also high concern for people and high concern for organizational purpose and mission. For competent police leaders, this desire and capacity to influence is stronger than the need to be liked. This influence is not used for personal enhancement or advancement. However, it is used for the common good of the organization and its people.

A police chief's ability to competently manage power is crucial. Power management is most significant because it profoundly affects the police chief's effectiveness. The accumulative effect of bureaucratized management, pressure groups, labor agreements, grievance-appeal provisions, and binding arbitration decisions limits the police chief's power, authority, and influence. Such circumstances emphasize the importance of power management for the chief of police to preserve this leadership influence. He must manage power to maintain some resemblance of significant influence in managing local police affairs with some resemblance of accountability.

This handbook focuses on police leadership with regard to organizational competence, developmental management based on some key behavioral science concepts, and power management based on some of Machiavelli's concepts.

Chapter One focuses on police leadership as it pertains to organizational competence and development. It presents a summation of what effective leaders do, leadership style, various style characteristics, which characteristics predominate for effective leaders, managing time, decision making, problem solving, discipline, morale, police culture, organizational competence, organizational development, and community-oriented policing.
Chapter Two summarizes some key behavioral science concepts into a paradigm for managing people and presents them as models for police leadership. This paradigm includes three managerial skills, the managerial lens, Theory Y, force-field analysis, interpersonal style, work motivation, and managerial style with regard to competence. The chapter also describes the important distinction among the various roles of supervisor, manager, and executive in a police organization and the resulting consequences when these roles are not appropriately fulfilled.

Chapter Three pertains to the Chief of Police and Machiavelli. A significant amount of what Niccolo Machiavelli wrote in 1513 in *The Prince* and *The Discourses* refers to the practical realities of leadership. His proposals are still relevant for police chief executives and managers. Machiavelli's proposals are usually described as dishonest, manipulative, and unscrupulous. But Niccolo has received a bum rap! A serious reading of *The Prince* and *The Discourses* does not support these descriptions. Various portions have been selected and presented with my comments. These selections are particularly relevant for the chief of police who often serves without benefit of civil service protection or employment contract at the pleasure of an administrative or elected official. Under such circumstances a chief of police must survive while doing the difficult or doing the undesirable which must be done. Machiavelli is also relevant to police leadership because many times he proposes that if a managerial leader *must* do something, then this is how the leader should do it. In such instances he is not advocating such action (although his critics say so), and indeed he often advises against it because of the risks and consequences involved. But in those difficult or undesirable situations in which such action must be taken, Machiavelli is simply recommending how to do it.

Chapter Four presents certain essential considerations for the chief of police. It summarizes certain realities which can adversely affect a police chief's authority, power, and influence. These realities pertain to survival considerations, bureaucratized management, and pressure groups. The chapter concludes with some relevant comments regarding management by values and the essence of developmental and power management.

Behavioral science and Machiavelli both make a significant contribution to effective police leadership. The purpose of this book is to draw together the relevant portions of both which apply to effective leadership in managing local police affairs.

Donald G. Hanna
The Cove, 1987
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CHAPTER 1

POLICE LEADERSHIP

Introduction

Police organizations have traditionally been underled and over-managed. Unfortunately this has resulted from a tendency to be more involved with counting instead of thinking and doing instead of leading. Police organizations need competent leadership; and competent leadership is much more than concerns about numbers, control, and predictability.

Leadership transcends the day-to-day, internal management of the organization and focuses on purpose, direction, and future. Leaders have a vision for their organization. Leaders get organizations interested in what they are becoming and not what they have been. They have the ability to focus on a specific agenda. They convey an extraordinary commitment that enlists others to that commitment. They direct attention to doing the right things right. There is a significant relationship between leadership and excellence.

Effective leaders lead by values. They are able to instill meaning in the vision and agenda they have for their organization. They enlist others to a cause and inspire them to achieve it. They manage by meaning. They manage by trust through competence, consistency, and credibility.

Competent leadership involves recognition and nurture of personal strengths to make others feel significant. It has to do with implementation and maintenance of an enabling work environment where people are dedicated to an agenda. Leadership is essentially a people business in developing others to feel they are important, their work is important, their contribution is important, and the result of what they do is important.

Therefore, a police chief executive or police manager who is an effective leader spends significant time on people problems. The excellent
leader and manager has a highly developed concern for people and their work results, and consequently really cares about the organization. Leading people means getting them to want to do what needs to be done for the organization. This also means providing people something to believe in, viz., organizational values. The effective police leader insists on leading and managing by values, and his reward and punishments must be consistent with and support those values.

Police leaders are paid not for their time and labor but for their judgment and influence. Although management is involved, their role essentially should be leadership. Unfortunately, management traditionally has been emphasized over leadership. Police chiefs and command officers must not only be managers but also leaders.

A common definition of leadership is the capacity to accomplish predetermined objectives through the efficient and effective management of persons, money, material, time, and space. This definition or similar definitions have traditionally been applied to police leadership. However, these definitions are inadequate for current police leadership. They inadequately define leadership as it pertains to managing local police affairs which is a diverse, complex, and expensive endeavor.

A more appropriate definition of effective police leadership is the ability to establish and manage an enabling work environment where people are self-motivated toward successful achievement of constructive goals within the context of mutual respect, trust, and compatible values. The key factor is compatible values. Ultimately this is the challenge for police leadership. Management by values is better than management by objectives. The greater the divergence between an organization’s values and the values of its people, the greater the leadership difficulty. The greater the confluence between an organization’s values and the values of its people, the less the leadership difficulty.

Three key factors are associated with this definition of effective police leadership. These pertain to the leader himself, his influence regarding others, and the work environment. These key factors involve self, others, and work setting. With regard to the leader himself, his credibility is most important. His credibility depends significantly on mutual trust and respect which is determined by his integrity, candor, and discernment. The effective police leader focuses on cause instead of effect, focuses on the important whenever possible instead of the urgent, and emphasizes principles and priorities. With regard to influence, the effective police leader is a person of vision with concern about direction and future of his organization. He is able to enlist support for implementa-
tion of his ideas. He focuses on results instead of activity. Effective police leaders have significant decision and communication skills which overlap all leadership activity. With regard to the work setting, effective police leaders keep it natural and eliminate or reduce the unnecessary, keep it informal with no false formality, keep rules at a minimum and focus on values and goals, and keep incompetence at a minimum by not ignoring it.

Managing Local Police Affairs

Police organizations are feeling the effects of rapid change. Technological, social, and legal change form intensive pressures to modify traditional police practices and activities. A contemporary police organization is called upon by citizens to provide a complex, diverse service requiring significant knowledge and skills and unique authority. This service includes preventing crime, apprehending offenders, protecting constitutional rights, aiding citizens in hazardous situations, facilitating traffic, resolving conflict, and maintaining order. Local police often are the agency of last resort to citizens, particularly when they are victims of crime or involved in interpersonal conflict which requires someone with unique authority to protect, keep the peace, or enforce the law.

The mission of a local police department is to preserve the peace and order of the community through conflict management and enforcement of criminal or quasi-criminal laws. This conflict management and enforcement requires officers who are committed to the rule of law and have a unique authority to investigate, arrest, search, seize, use reasonable and necessary force, and charge persons with violations of law.

The mission of a local police department is profound because of its breadth, significance, and complexity. It is a diverse service, not a specific product. A department’s mission distinguishes that department from others which have the same purpose for existing. For example, while other public or private organizations exist to protect life and property, they do not have the unique authority that police do to carry out the police mission which is explicit and implicit in the statutory definitions of peace officer, law enforcement officer, and public servant.

Police authority is tremendous in scope and requires counterbalances to its corruptive influence if left unchecked and unrestrained. These counterbalances can be summarized as follows. Police organizations need officers who personally subscribe to the rule of law. The rule of law recognizes the supremecy of law and various legal restrictions placed on
police authority. Police officers must also recognize that each person has certain unalienable rights which are inherent and protected by law. Every person must be treated with fundamental fairness by police. Police performance is dependent upon public approval, and public respect for police is essential. Openness and honesty will develop and maintain public respect for police. Openness and honesty will enhance communication and exchange of information between the public and the police. Credibility and mutual respect must rely on police competence rather than appearance.

In addition to these counterbalances to police authority, police chief executives and managers must recognize that police effectiveness depends on various factors which can be summarized as follows. Police effectiveness is proportional to public cooperation. Decreased public cooperation increases the potential for use of force and compulsion. The exercise of police investigative or arrest authority requires persuasion, advice, or warning. When this is insufficient, police use of physical force may become nonnegotiable. Such force must be reasonable and necessary under the circumstances involved. Police effectiveness is determined by the increase of public order, the decrease of crime, and the identification and apprehension of criminal offenders. Crime prevention has greater strategic priority for reduction of crime. Criminal interception and investigation are alternatives when prevention fails. And finally, the diverse functions of police must be personal to be effective. The complexities of these functions require that police and the people they serve be on a collaborative basis. Police organization and assignment must insure that the same police and the same people have a consistent opportunity to personally identify and resolve mutual problems.

There is need for both police and community to recognize the police as part of the community, not apart from the community. The community must involve itself with the police and the police with the community. Basically, the concerns of various segments of a community about its police can be stated as two primary issues: (1) that police be representative of and accountable to the community, and (2) that police improve their capability and productivity in response to crime and order maintenance situations. The first is usually voiced in terms of police reflecting the social composition of the community, and that the community have some input into the style and priorities of local police. The second is also endorsed by many in the community. But most police chiefs emphasize that ultimate authority for directing local police must reside in the police chief's office and that any citizen participation must be limited
to advisory roles so that authority is not separated from responsibility and unqualified individuals will not be permitted to exercise or impede law enforcement authority.

Managing local police affairs is a complex and diverse endeavor which addresses serious problems. It makes great demands on experience and judgment. It involves encounters with citizens in a vast array of circumstances which include anger, fear, hate, and considerable risk for allegations of misconduct or corruption. Police services involve an infinite variety of fact patterns, frequently ambiguous, frequently ambivalent, frequently requiring someone to whom the citizen can turn who is authorized to investigate and use reasonable force when necessary to protect life and property, maintain order, or resolve conflict. Citizens have generally been curiously fascinated about police. Police operations have usually been shrouded in mystery (or portrayed that way) with a mixture of fascination and cautious fear by the average citizen. This creates false assumptions which lead to wrong impressions not only about police authority but also about police role. And for too many years (perhaps too many decades), we have permitted the police, so vital to the community, to drift into isolation apart from the community. In our dynamic changing society, the police seem to fall farther and farther behind.

But police leadership cannot continue to meet today's crime and police service problems with outdated attitudes and practices. Police leaders must carefully and regularly review all existing policies, procedures, and practices to identify and reject those which are unfair, ineffective, or unnecessary to insure that police action is effective and accountable to constitutional standards. Police leaders must review departmental training and operations in order to reduce the gap between training and practice. Police leadership must protect the community from improper police attitudes, practices, and priorities. This is an awesome responsibility.

Many chiefs of police when appointed to office enthusiastically set out to initiate organizational change to develop a progressive and responsive police department. Unfortunately, they usually discover that when all is said and done, more is said than done! Many eventually conclude that there are three alternative responses to the need for organizational development: accept the status quo, leave the department, or structure for and initiate a process for developing organizational competence. Many new chiefs select the latter alternative without an awareness or understanding of the leadership implications involved in
managing local police affairs, particularly regarding developmental and power management.

All this requires competent police leadership. If a police department has everything except competent leadership, it will fail. If it has nothing going for it except competent leadership, it will not fail. It is imperative that chiefs of police and police managers recognize this. The purpose of this handbook is to provide a paradigm to enhance police leadership competence.

**Leadership Style**

Leadership style and competence ultimately determine the style of policing and organizational competence of a local police agency. Therefore, the appointing authority for police chief executives and police managers must seek a leadership style which reflects integrity, reasonableness, and personal competence. There is need for a management style that reflects strong concern for both people and task results. There is need for a motivational style that is more concerned with personal satisfaction than personal security. There must also be administrative ability which reflects power, effective interpersonal skills, and concern for productivity.

Power is the capacity and desire to have influence to achieve organizational purpose with and through people consistent with appropriate leadership values. These values determine the underlying managerial philosophy in an organization. This philosophy in turn determines managerial principles and practices regarding people, work results, work climate, conflict management, and change management.

Effective interpersonal skills for the police leader involve initiative to provide necessary and useful information to others. Interpersonal competence also involves soliciting such information from others in the work setting. Police leadership competence pertains to the sustained ability to respond in a committed and innovative manner to the problems and demands associated with executing the responsibilities of office.

Productivity is concerned with input, resources, or costs compared to output, results, or benefits. The twin components of productivity are efficiency of resources used and effectiveness of results obtained. Essentially competence has to do with productivity.

Administrative ability includes essential leadership knowledge and skills to execute the duties of office for a chief of police. These duties include the functions and roles which are associated with that office. The basic func-
tions involve planning, organizing, staffing, directing, and controlling. The basic roles involve conflict management and change management.

Planning essentially involves determining where we are, where we want to be, and how to get there from here. It pertains to what and how. It involves specification of what is to be accomplished and how. Essentially, the goals, objectives, policies, procedures, and budget of an organization are its overall plans. Planning is the most important managerial function. Organizing is the arrangement which relates all the organization’s human and material resources to each other. Staffing is obtaining the human resources to fill the positions created by organizing. It involves recruitment, training, evaluation, and retention of personnel. Directing is influencing people in an organization to achieve appropriate work results consistent with organizational purpose and values. It pertains to direction (where are we going?) and the future. Controlling involves measuring work results, comparing against a standard, and taking corrective action if necessary.

Administrative ability can be significantly reduced by certain managerial weaknesses. While there are many such weaknesses, five are most common to police management. These include a closed mind, failure to prioritize, failure to delegate, failure to keep current, and being tradition bound. These five managerial weaknesses must be seriously considered by the appropriate authority in the selection and appointment of a chief of police or promotion of one to a position of police leadership.

Conflict management is a basic leadership and administrative role. Competent police leadership recognizes that conflict is both natural and to be expected in interpersonal relations. Police managers and supervisors should realize that conflict is neutral, i.e., neither positive nor negative, good nor bad, right nor wrong. They should also recognize that people (not conflict itself) dictate what conflict situations involve and what the consequences of conflict will be.

There are two basic dimensions involved in conflict management. One is concern for relationship. The other is concern for personal goals. The police manager should understand that conflict requires a state of interdependency between or among people if it is to occur. Conflict actually involves a collision of personal goals of one or more parties to a relationship. Police leadership should also understand that while interdependency is the foundation for interpersonal relations, it is also the source for conflict. In other words, if there were no personal goals involved, there would be no conflict even though there is an interdependent relationship.
Effective police leaders who are high achievers have high concern for both personal goals and relationships during conflict management. Their conflict management style results in mutual trust and candid identification and assessment of goals in conflict. Such style is developmental in that working through differences may lead to more opportunity and innovation. Such a conflict management style recognizes that all personal goals in conflict should be addressed if relationships are to be effective and survive.

Conflict confrontation is essential in managing conflict. Competent police leadership doesn’t avoid conflict that needs to be addressed. Police managers and supervisors must often confront conflict and seek its reduction or resolution. There is a fundamental guiding question: is the confrontation constructive or destructive? This depends on the answers to the following questions after the confrontation.

- Are the parties to the conflict closer or farther from the goal?
- Is there greater understanding between or among the parties?
- Is there greater respect between or among the parties?

If the answers are yes to all three, the confrontation was constructive. If any answer is no, the confrontation was destructive. Therefore, the potential for destructive confrontation to conflict is significantly greater than that for constructive confrontation.

How can conflict confrontation occur without destructive consequences for harmony? Following are some general guidelines to enhance constructive confrontation of conflict. First, make an appointment with the person or persons involved in the conflict. This provides an initial communication, more convenient timing for the confrontation, a cooling-off period, and opportunity to obtain some initial facts regarding the conflict. In discussing the conflict with the person or persons involved, don’t dwell on unimportant issues. Don’t make a passing incident into a pressing issue, and don’t save minor issues for future confrontation.

Next, attempt to focus on the issue or issues. Don’t withdraw or skirt around the real issue. However, there are real risks involved if both parties do not have mutual trust for win-win solutions and the risks are great for destructive confrontation. Keep the confrontation very specific. Be careful about using certain words such as “always” and “never.” Keep the confrontation to the specific issue or incident. Keep it nonpersonal with no name calling of persons. Respect the person but not the conduct which needs correction.

Keep the confrontation in perspective. Part of the thinking process during the confrontation should be whether or not it is progressing in a
constructive way. Don't win a battle and lose the war. End the confronta-
tion in a right way. This can involve making a clear statement of agree-
ment between the parties involved or making a statement of under-
standing that if either party believes the other is not keeping the
agreement to call the other to resolve the situation. This is a reopener
provision for future constructive confrontation.

Change management is the other basic leadership and administrative
role. The management of change in an organization involves bringing
about constructive opportunity for individual growth and development
of those in the organization. It also pertains to organizational improve-
ment, particularly as to competence.

There are two basic dimensions involved in the management of
change. One is concern for other's conformity to change. The second is
concern for other's commitment to change. Too many chiefs of police ul-
timately conclude there is insufficient commitment for organizational
change and abandon further efforts for implementations.

As change agents, police managers can be a significant sphere of in-
fluence through their interpersonal relations. They should have high
concern for both other's conformity to change and other's commitment
to change. The change management style of police leaders involves a
problem-solving approach for integration of conformity and commit-
ment with a goal for enduring change based upon credibility.

The essence of police leadership is the management of power. The
management of power is a critical function in organizations with author-
ity and influence, viz., police organizations. Essential to competent po-
lice leadership is a strong power motivation, i.e., the desire to have
influence. Power management (leadership) in a police organization is
the capacity to influence people to achieve organizational purpose con-
sistent with desired values. Not only is there high concern for work re-
results, but there is also high concern for people and high concern for
organizational purpose and mission. For effective police leaders, the
motivation to have power and influence is stronger than the need for
personal achievement or the need to be liked. The power motive to in-
fluence is not for personal enhancement or advancement. Instead it is
for the common good of the organization and its people.

Leadership Style Characteristics

The essence of leadership style pertains to motivation and manage-
ment. Motivation and management each have two dimensions which
are applicable to leadership style. Motivation has to do with an inner-
directed need for personal satisfaction as compared with an outer-directed need for personal security. Management pertains to task orientation with a concern for results as compared to a people orientation with a concern for process. Effective leadership style is highly oriented to both people process and work results and has greater need for personal satisfaction than personal security in an organization. Effective leaders tend to have predominate style characteristics that focus on self-actualization, achievement, and concern for people with back-up style characteristics of competence and affiliation.

Effective leaders tend to have strong self-actualizing characteristics. Self-actualization pertains to the need to realize one's potential to the fullest. A leader with strong self-actualization characteristics seeks challenges and opportunities and seems to have the ability to turn crisis into opportunity. Self-actualized leaders are highly self-confident, consistent, and objective. They develop skills and seek learning opportunities. They are self-controlled, inner-directed, and accept accountability. They are optimistic, have a vision, and persist in its realization. Leaders with strong achievement characteristics do not avoid persons or issues that must be confronted to reduce or resolve problems. They do what needs to be done even though it involves uncertainty, threat, or risk. They do not avoid issues to preserve relationships; and they are not reluctant to confront others in an appropriate manner.

Effective leaders have strong achievement characteristics. Achievement characteristics are conducive to setting realistic goals, identifying priorities, and effective planning. Leaders with strong achievement characteristics delegate, are concerned about quality results, and monitor other's performance. They simplify the necessary and eliminate the unnecessary. They are not dependent or other-directed persons who take minimal initiative.

Effective leaders also have strong people-oriented characteristics. These characteristics are conducive to interpersonal competence, mutual trust and respect, and sensitivity to process in personal relationships. Leaders with strong people-oriented characteristics are candid, open, and honest in providing information and seeking feedback. They are consultive but decisive. They accept people as they are and have a positive regard for others. They listen and understand without judgment for a better perspective. They are sensitive to (but not driven by) feelings. Their relations focus on the present, not the past. They provide assistance when needed and appropriate, help others grow and develop, and excel at team building. Leaders with strong people-oriented charac-
teristics do not avoid responsibility or block progress. They are not skeptics or survival oriented. They confront directly and not indirectly through others. They focus more on the how and why instead of who when things go wrong.

Although effective leaders have strong self-actualization, achievement, and people-oriented characteristics, they have back-up styles with strong competence and affiliation characteristics. Affiliation characteristics pertain to concern about influence on others, social relationships, compassion, and sensitivity to others. These characteristics are conducive to a belief in people, social bonding, and credibility. Affiliation characteristics are opposite from authoritarian characteristics which involve a strong need to control people and tasks with threats, punishments, and the tendency to confront others improperly or without the facts.

Competence characteristics involve high personal standards of excellence and demanding personal goals. However, these characteristics are conducive to "workaholism" and risk of overload or burnout. When strong competence characteristics are the driving force, they can result in inappropriate concerns about tangible results, efficiency, and technical aspects of tasks. This then leads to over concern about predictability, being systematic, and minimizing the discretion of others in an organization.

Effective leadership essentially pertains to motivation and management with emphasis on an inner-directed need for personal satisfaction and high regard for people process and task results. It isn't surprising that effective leaders have strong characteristics regarding self-actualization, achievement, and people with back-up characteristics regarding competence and affiliation. Leaders with these style characteristics tend to be natural, informal, and credible. They have an influential presence that focuses on cause, importance, principles, and priorities. Their authenticity enhances excellence. The essence of their motivation and management is to develop and influence others for whom they are responsible.

Managing Time

Ultimately, management involves the manager leading himself, getting the margin from himself, and determining the bottom line beyond which he will not accept his own excuses for not doing what needs to be done. This ultimately pertains to results (not activity). Results demand effective time management, prioritization among competing needs, delegation, emphasis on the important instead of the urgent, and control of
unnecessary interruptions. Delegation is the single most important managerial activity that can free a manager's time for more effective time management.

There are some indicators of poor time management or managerial wheelspinning for the police chief or police manager. These include unremitting job pressure, a sense of not being in control, the unimportant urgent, too many interruptions, desk cluttered with paperwork day after day, and a sense of little accomplishment. Poor time management usually involves time wasters which need to be reduced. Examples of time wasters include unnecessary visitors or meetings, interrupting calls, duplication of effort, excessive distractions, not delegating, unnecessary reading and writing, inadequate planning, unnecessary paper shuffling and paperwork, and the inability to say no when it should be said.

Management seems to be one interruption after the other. However, interruptions can be reduced by developing coping techniques which are effective and do not offend. For example, set time limits, make appointments, return telephone calls at a more opportune time, conduct stand-up discussions, use nonverbal signals to terminate or reduce the length of an interruption, and advise the interrupter of the time constraints or priorities.

Managerial wheelspinning is also conducive to workaholism. Workaholism is addicting and focuses on the doing of the work but not work results. Workaholism has a high potential for anxiety and inability to relax when away from work. There is a subtle but significant difference between a workaholic and a high achiever. While the workaholic focuses on the doing of the work, the high achiever focuses on work results and is interested in realizing self potential in a particular area of endeavor. The workaholic doesn't know when to stop work or can't stop. The high achiever focuses on working wisely rather than many long hours, and the high achiever can stop work for the day and relax away from work.

There are common characteristics associated with police management that enhance workaholism. These characteristics are time constraints, urgency, changing priorities, legal and budgetary constraints, lack of information, and inadequate human resources. The police manager and particularly the police chief executive must recognize that the diverse and demanding responsibility of managing local police affairs can easily become an all-consuming task and endeavor. The work is seldom finished. There is always another priority that needs to be resolved. Therefore, the police manager and chief executive must develop the ability to leave work at the end of a long day and relax as a means of survival!
Decision Making

Decisions, decisions, and more decisions! Decisions are part of managerial life. However, decision-making must be controlled, particularly the trivial many that can take a significant amount of a police manager’s time and produce minimal results. The trivial many decisions should be delegated whenever possible. Difficult decisions also need to be structured insofar as considering questions fundamental to the decision.

Such structure should involve the following sequential steps and questions. First, determine the issue or issues. Why make a decision? What is the issue? What is not the issue? Second, define the problem. What is the current state of affairs? What could it be? What should it be? Third, determine the criteria. What are the nonnegotiable essentials that must be part of the decision? Next select priorities and prioritize the desirable factors that should be part of the decision. Then determine alternatives. What do you wish to keep? What do you wish to avoid? What do you wish to achieve? And finally, test the alternatives. What can go wrong with the alternative decision? What is the probability of it occurring? What is the impact? What is the contingency plan if it does occur?

There are two basic controls for more effective decisions by police managers. One involves appropriate and effective delegation as a means to control the trivial many decisions that otherwise tend to make significant demands on a police manager’s time. The other involves sequential steps and questions that enhance the making of difficult decisions.

The police manager should also be aware of the differences in authoritative, consultive, and participative decision-making styles. The authoritative style involves the manager seeking information but not advice from subordinates for those decisions the manager desires to make himself. The consultive style involves the manager seeking not only information but also advice from subordinates for those decisions the manager desires to make for himself. The participative style involves the manager seeking a decision from a group of subordinates with which he participates as an equal member, i.e., the manager is committed to the group decision before it is made and is still accountable for the group decision! Obviously participative decision making (group decision but the manager is still accountable for the decision) should only be used on a selective basis.

If most police managers are honest with themselves, they recognize that they use the authoritative style most frequently. There is nothing wrong with this style when appropriately used, and the manager makes
his subordinates aware that he will make the decision. However, problems arise if the manager indicates, when seeking information and/or advice, that the decision is to be made by the subordinate or group of subordinates; but the manager actually intends to make the decision himself. If the manager intends to make the decision when seeking information and/or advice, he should clarify his intentions.

Problem Solving

 Needless to say most police leaders are usually beset with many problems. Problems usually present themselves in various forms. They may be real or imagined. They may present opportunity or obstacles. They may include benefits or risks. Problems usually involve people, resources, and time. They can initiate change, growth, construction, or destruction. Problem solving is seldom easy, but it is easier when you know what your values are.

 Problems can be responded to in basically three ways: ignore the problem, avoid the problem, or attempt to resolve the problem. Usually ignored problems do not go away. They tend to remain, intensify, and become more complex. Avoidance often compounds a problem, particularly when efforts to avoid cause additional problems. Some police managers have learned that problem resolution or attempts to do so offers a better alternative than ignoring or avoiding problems. These are mature leaders who perceive their police organizations objectively and rationally.

 Following are some principles which enhance problem resolution.

- Accurately define the problem. This is the most single critical factor in successful problem solving.
- Solutions to problems are usually found near the source of the problem. If a person brings a problem, look to that person first for the solution.
- Teams are usually more effective for input into problem solving than are individuals. The quality of a decision and its acceptance is usually enhanced by group input.
- When resources are unavailable, planning isn't necessary. Local governmental agencies are notorious for spending a lot of time and effort for problem-resolution planning only to admit there are insufficient resources for implementation.
- Some problems do not have solutions but only intelligent alternatives. Sometimes in a no-win situation it is better to settle for an intelligent alternative.
Every decision to resolve problems has an element of risk. Often police managers refuse to make problem-solving decisions because they do not want the risk involved. They only want the benefits. But benefits usually involve risks also. The greater the benefits, the greater the risks. The less the benefits, the less the risks.

These principles enhance successful problem solving. Competent police leaders recognize and make appropriate use of them.

**Discipline**

Unfortunately discipline in a police organization is frequently considered in a punitive or coercive sense. Police managers should recognize there are actually three forms of discipline. These forms include positive discipline, constructive discipline, and punitive discipline.

Positive discipline involves prevention and focuses on the question: why? It is an attempt to identify and remove or reduce obstacles to work satisfaction and resolve definitional differences of work goals and what work is worth doing.

Constructive discipline involves correction and focuses on the question: what? It focuses on the work setting or work situation with the objective to remove or reduce obstacles to work achievement. The constructive or corrective action is taken against the situation or condition that causes the problem.

Punitive discipline involves coercion and focuses on the question: who? It focuses on the person (not the work situation). The objective of this form of discipline is to change an errant person who has demonstrated that he or she won’t properly perform the work even though he or she can. When a person has been properly trained and given the opportunity to accomplish the work but has demonstrated he won’t do the work, then the discipline should focus on the person and not the work situation.

**Morale**

There are several conflicting views regarding morale in police organizations, and morale can often be problematic for police chiefs. Unfortunately, morale and its basic forms are misunderstood by too many police managers who consider morale as a perennial problem. Definitional understanding of morale is necessary for police managers because otherwise a lot of time and effort can be exerted in activity that is thought to build good morale but really doesn’t.
As it relates to work dedication, morale has four basic forms: good, poor, high, and low. Good or poor moral pertains to individual morale. High or low morale pertains to group morale. Individual morale involves the degree to which achieving organizational mission, goals, and objectives provides work satisfaction to the individual. If achieving organizational mission, goals, and objectives results in a sense of worthwhile purpose, work commitment, and self-esteem, then the individual has to some degree good morale. If such achievement or work does not provide self-importance, commitment and work satisfaction, then individual morale is to some degree poor.

Group morale pertains to a sense of identity, belonging, and commitment to the goals of the group. It has to do with interdependent commitment. If there is high interdependent commitment to the goals of the group, then morale is high. If there is low interdependent commitment to the goals of the group, then morale is low.

However, police managers must be concerned with both individual and group morale in police organizations. Since there must be concern for both, morale can be expressed in four different dimensions: good/high, good/low, poor/low, or poor/high.

Good/high morale is a condition where individual persons in an organization obtain satisfaction from doing work consistent with organizational purpose and values; and the work is done in such a way that each person has a strong interdependent commitment with others in the organization toward organizational mission, goals, and objectives. This type of morale is needed when both individual commitment and team effort are required in doing the work.

Good/low morale is a condition where individuals in an organization obtain satisfaction from doing work consistent with organizational purpose and values, but the individuals do not have an interdependent work commitment among themselves. If there is no need for team effort, then this type of morale is sufficient. Efforts to build team identity and interdependency when they are not needed will usually fail or be of limited effect.

Poor/low morale is a condition when the individual in an organization receives little or no work satisfaction and no sense of interdependency, identity, or belonging with fellow employees. This type morale has negative results on work achievement and productivity.

Poor/high morale is a potentially dangerous situation for a police manager or supervisor. This type morale involves individuals in the organization who are not receiving satisfaction and a sense of importance from
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doing the work. However, they have a strong interdependent commitment toward some group objective that is not associated with organizational mission, goals, or objectives. This morale condition could result in a group of persons within the organization united against management.

The police manager or supervisor should recognize that high morale is a desirable condition only when good morale already exists and only when interdependent team effort is necessary. It should also be recognized that the key to changing poor morale toward good morale is through removing or reducing obstacles to work achievement and self-esteem in accomplishing organizational mission, goals, and objectives.

Police Culture

Each police organization has its own unique culture. This culture is difficult to define or measure. It can enhance or impede organizational competence or development. It can present significant obstacles to organizational change and improvement. It is subtle but very real. Since it is subtle and difficult to define or measure, police chief executives often disregard the influence of organizational culture when attempting organizational change or development.

There are common characteristics associated with police culture. These characteristics are maintained and enforced in various subtle ways through tremendous peer pressure. Police chief executives and police managers need to understand these cultural characteristics and proceed cautiously when it is necessary to change them. These characteristics are summarized as follows.

The first police cultural characteristic is identity. Identity pertains to departmental reputation and interactions with other organizations and persons. It can influence the quality of police employees who remain with the department and influence the implementation of organizational change and development. Introduction of change in a department with a good perceived identity may be resisted.

The second characteristic is status. Each department has its own "pecking order." It includes such status symbols as titles, rank, wearing apparel, office furnishings, equipment, assignments, and work schedule. Status influences employee involvement, commitment, creativity, and work values. The introduction of change that threatens a current status system or symbols can result in obstruction and resistance.

The third characteristic is values. Values are the beliefs shared by most employees in the organization. These values pertain to expecta-
tions, ethics, and effectiveness. Many of these values may ignore the realities of police work but nonetheless influence job performance. Police managers must understand cultural values and how they affect police employees' acceptance of responsibility, citizen rights, and responsiveness to the community. Organizational change can be successfully implemented if it doesn't disregard employee perceptions of self worth.

The fourth characteristic is principles. Principles integrate values into reality. Values may be unquestioned by a majority of employees in a police organization, but principles can be argued as to needs and expectations.

The next characteristic is custom. Custom involves traditional and routine practices by police. Such activities may persist long after their need exists. It may be beneficial and necessary or may be unfitting and unnecessary. Custom tends to be routine, provides security and stability, and resists change. One of the quickest ways to stimulate ridicule, resentment, or resistance, is to disrespect and disregard police cultural customs.

Another police cultural characteristic is norms. Norms identify right and wrong or fair and unfair behavior among police employees and organizational units. Norms provide organizational stability, informal communication, and loyalty. Often a new police chief or manager is perceived as one who will change norms and previously accepted conduct. This usually results in a wait-and-see attitude among police employees.

Communication is another characteristic. Communication results from perceptions about management style, proper conduct, values, and principles. It provides for rapid transmission of information, work expectations, and acceptable work achievement. The "grapevine" is a potent and most significant cultural characteristic.

The last characteristic is folklore. Folklore pertains to those events, experiences, and elaborations told by older officers and passed on to newer officers. The significance of folklore is the perceptions conveyed regarding the department, its environment, and particularly the values and actions that are praised or ridiculed.

Management style can have considerable influence upon police organizational culture. Organizational change and development without proper preparation, insofar as police culture is concerned, can adversely affect police leadership capability and the people within the organization. Police chief executives and police managers should recognize that police culture is real, is effective, and resists change.
Organizational Competence

One of the most challenging police management responsibilities is the development and maintenance of an enabling work environment for police officers and employees. Enabling can be described as providing the means and the opportunity to achieve appropriate work results. An enabling work environment tends to be natural, informal, with minimal rules, and where incompetence is not ignored.

Competence is the sustained capability to respond in a committed and innovative manner to demands and problems in our work environment. Police leaders must expect and inspect for competence and manage on the basis of not ignoring incompetence. Unexpressed competence is often mistaken for incompetence. Police leaders tend to expect incompetence, and that is what they often receive as a result of such expectation. Yet most people have a basic need to be competent as a necessary means of survival. When people are competent, they demonstrate their adaptive fitness and personal worth. The real value of personal competence is self-respect and self-esteem.

There are three dimensions to organizational competence: involvement, commitment, and innovation. Police leaders must give concurrent attention to all three. The more involved people are in doing their work, the more committed they become to doing their work. The more committed they become, the more innovative they become in doing their work.

Involvement of people in an organization is the first dimension in the competence process. Involvement is activity-oriented. Three conditions are critical for managing involvement. These conditions are leadership values, accessibility, and leadership credibility. Leadership values have a tremendous influence on organizational culture and its beliefs and assumptions about people. Respect for others in the organization is critical insofar as leadership values are concerned. The key word is respect.

Accessibility pertains to the manner in which management arranges relationships in the organization. Organizational arrangement must reflect an awareness and response to the need for accessibility. People need access with whom they are to work. The organizational arrangement should facilitate not impede accessibility. Leadership credibility depends tremendously on mutual trust and respect between leaders and followers in an organization. Leadership credibility is the most critical component of the competence process within the organization. The key word is trust.
Involvement is a potential toward commitment, but it doesn't ensure commitment. There is a subtle but significant difference between involvement and commitment. Involvement is activity oriented, but supplemented by feelings. Commitment is feeling oriented, but supplemented by activities. Before police managers can provide the opportunity for commitment, they must come to some conclusions about control. Police managers usually are preoccupied with control and predictability. Yet personal commitment to organizational mission, goals, and objectives is the most potent control for managers.

Three conditions are essential for managing commitment. These are importance, reasonableness, and interdependence. Essential to commitment, and indeed to self-esteem, is employee belief that the work is important and toward a worthwhile result. When the worker believes the work result is important and that he or she has an important work contribution to make, there is influence that supports commitment. Inherent in commitment is the sense of reasonableness. People expect their knowledge, skills, and capabilities to be appropriately used for important work. Irrelevant tasks undermine the sense of importance and purpose so essential to commitment. Management must ensure that work is purposeful and meaningful in relation to organizational mission and goals. Interdependence in the competence process refers to a sense of belonging and identification with the organization and its mission and goals. It is a sense of shared identity and responsibility.

People are the key to innovation which is implementation of creative thinking. A fundamental management question is: "What can be done to facilitate creative innovation by people in the organization?" Three basic conditions are necessary for innovation. These are work enhancement, teamwork, and collaboration. Work enhancement involves reduction or elimination of impediments to work accomplishment. Work process needs to be implemented, the unnecessary eliminated or reduced, the complex simplified, duplication of effort reduced, objectives defined, and priorities set. Work process should enhance not impede work accomplishment.

Teamwork stimulates and enhances work with other employees. People value opportunity to exchange work ideas, experiences, and information. This enhances experimentation and taking reasonable risk inherent in creative innovation.

Collaboration is essential to innovative problem resolution in delivering police services. A conflict, a cause, or a controversy can be the means to stimulate insight and new perspectives regarding a problem and its resolution.
Implementing a competence process is a difficult task. Police leaders must not succumb to an old management temptation: believe that poor work results from officer incompetence. High productivity is equated with competence and low productivity is equated with incompetence. When performance drops, management often responds by tightening the screw...becoming more directive and less participative...more preoccupied with control and less concerned with commitment...and pushing more for standardization and less latitude for creativity. There is a common belief that unproductive employees respond only to such management. Actually this approach is ultimately counterproductive.

Organizational Development

The police chief executive has the onerous responsibility of directing police efforts to provide order maintenance, law enforcement, protection of individual rights, crime control, and various police services within the community. This responsibility involves such concerns as abuse of authority, abuse of discretion, productivity, budget controls, selection and training of personnel, discipline, and organizational arrangement to mention only a few.

But there are certain realities the police chief must recognize. For example, law enforcement officers exercise tremendous discretion and cannot be continually supervised, they are occupied with police services but preoccupied with crime fighting, the method of police response can (and sometimes does) complicate tense situations, and some in the community distrust police while others desire a closer interaction with police.

These realities pose fundamental questions. Is the style of local police what the community desires? Are police sensitive to citizen perceptions of them? Are police sensitive to the public safety and public order needs of the community? Is organizational change needed so police are more responsive to citizens? What strategy or combination of strategies will provide gains in crime control, police service, and community support?

Should police leaders continue to accept the traditional police organizational concept involving a para-military operation, strict quasi-military command structure, and tight centralized control of decision making? Or can they deliberately choose another organizational strategy to meet this tremendous responsibility?

Identifying a new strategy is contingent upon understanding the police mission in the community. But what is the police mission? It is maintaining the peace and order of the community through conflict
management and law enforcement with officers who are committed to the rule of law and authorized to investigate, arrest, search, seize, and use reasonable and necessary force. This responsibility not only includes order maintenance, protection of certain individual rights and crime control, it also includes an important service role which only police can perform.

When police leaders recognize and are committed to this mission, they have a focal point from which to begin and a frame of reference through which to proceed regarding organizational development. The objective of organizational development is competence. For police chiefs and managers, it is a question of whether or not police can afford the consequences of maintaining the status quo when change is occurring all around them.

The process of organizational change and development is difficult. It poses difficult questions such as: Who are we? What are we doing? What are our strengths and weaknesses? What should we do and why? It's a process of introspection, and the results are not always pleasant. Organizational development involves modifying inappropriate police attitudes and practices. Such change is frequently difficult, frustrating, unpleasant, and often involves resistance. Organizational development requires unusual police management patience and perseverance. It is a significant test of the police leader to manage change and conflict.

To prepare for organizational development, police chiefs and managers should seriously consider establishing a climate conducive to change. This involves

- appointing officers who are representative of the community to increase officer sensitivity to community perceptions and concerns about police
- increasing officer training and education to enhance officer discretion and tolerance involving insignificant inconsistencies
- reducing the rule book to increase problem solving latitude for officers and supervisors
- decentralizing operational units to improve communications, decisions, and work coordination at the level of execution
- reducing levels in organizational structure to reduce organizational rigidity.

It is important that police chiefs and managers involved in organizational development be cautious of two temptations: expediency and futility. They must be cautious that sound management principles do
not give way in expediency to pragmatic necessities. They must also be cautious about futility by not believing that their management problems are so great there is nothing more they can do.

Organizational development involves responsiveness to community police needs and receptiveness to community input, developing an organization that is representative of its community, and developing organizational flexibility to capably respond to changing community police needs. Organizational development recognizes the need for community-oriented policing.

Community-Oriented Policing

Community-oriented policing is the concept that policing is a community-based enterprise. Its basic proposition is that police must involve the community in a practical way in accomplishing the police mission. Its fundamental premise is that police serve and are accountable to the community. Its primary principle is that public respect for police is essential but must be earned. Its candid position is that police alone cannot control crime because community involvement is essential.

Police officers' interaction with their community is a most significant factor. Their answers to several essential questions are crucial to community-oriented policing. For example, how do they generally feel about their city? Do they believe in what it represents? Is their city important to them? Do they have a sense of identity with their city? Do they have a commitment to their city? Do they have a sense of belonging with their city? Would they consider living in their city?

The answers to these questions reflect basic attitudes and values of tremendous consequence. They influence police constitutional responsibilities regarding dignity of persons and fundamental fairness. They affect the enthusiasm with which police officers work. They influence police encounters with citizens in need of police service and assistance. They govern officer initiative, insight, and innovation. They determine the respect and courtesy which police convey to citizens. They also determine the degree of responsibility and accountability police demonstrate to the community. They influence an officer's personal contacts with citizens. They influence whether or not citizen reactions regarding police are favorable or unfavorable, complimentary or uncomplimentary.

Community-oriented policing is value driven. It involves the fundamental causes and beliefs which officers internalize. It is based on de-
partmental values of commitment, cooperation, competence, consistency, and credibility as they pertain to quality police service to the community. It involves translation of these values into results. This style of policing requires an abiding obligation to these values. It also requires officer enlistment into a police service that demonstrates such values.

Commitment to quality police service to the community results from officer involvement with the community and willingness to implement better ways to accomplish the police mission and goals. Police cooperation with the community results in greater effectiveness. Police competence enhances their adaptive fitness and worth in a collaborative enterprise with community-based crime control. Consistency in quality police service encourages citizen interest, incentive, and involvement. Police credibility influences mutual trust and respect with the community.

Community-oriented policing recognizes the significance of the link between police success and sensitivity to the community. Police are dependent upon the community not only for support but also for information. When police alienate substantial segments of their community, they lose not only support but also essential information regarding crimes and criminal identification.

The distilled essence of community-oriented policing is a police-citizen partnership in crime control as a community-based enterprise. The extent of police commitment to such partnership determines their influence in the community.

This style of policing is a responsibility for each officer. It is a policing style that values positive citizen and community contact. It is concerned about citizen perceptions regarding police service, police sensitivity to citizens who need such service, and police commitment to the community.

Summary

This chapter summarized what effective police leadership involves as it pertains to managing local police affairs. Police leadership was defined as the ability to establish and manage an enabling work environment where people are self-motivated toward successful achievement of constructive goals within the context of mutual respect, trust, and compatible values.

Three key factors were described regarding effective police leadership. These pertained to the police leader himself, his influence regard-
ing others, and the work environment. Leadership style and its implications were described in addition to style characteristics of effective leaders. Consideration was then given to three related aspects of leadership which are often troublesome for police chief executives and police managers: time management, decision making, and problem solving. Discipline and morale, which are often recurring problems, were described as to their various forms to enhance leadership awareness and understanding.

Then consideration was given to the various characteristics of police culture and their potential for negative influence on organizational competence and development. Various aspects of organizational competence and development were presented as they pertain to community-oriented policing.