

DEVELOPING THE NEXT GENERATION OF LEADERS
IN A MID SIZE POLICE DEPARTMENT

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At a time when leadership is more crucial than ever to our very survival, there is a severe shortage of qualified people to lead us into the next century. This lack of leadership is apparent throughout society. No matter where we turn, we see an increasing lack of faith in the leadership of our schools, religious organizations, and governments. This is also true in the police profession. During the past few years, leaders of some of our most prestigious law enforcement agencies have had to respond to the national media to allegations of gross misconduct in the treatment of a prisoner in the New York City Police Department, unnecessary use of force following a vehicle pursuit in the Los Angeles Police Department, and shoddy laboratory practices by the FBI which may have compromised hundreds of criminal investigations.

It may be helpful to begin our discussion of leadership and leadership development by clarifying some key terms. For the purpose of this paper, a leader is defined as a person who creates a culture or a value system for an organization, provides direction by creating a vision for the organization, anticipates the future and brings about appropriate change to accommodate the future. Perhaps most important a leader is a person who lives by established values and strives to

accomplish his vision. A leader is a person who provides a role model for everyone in the organization. The term leadership development also needs clarification. The term leadership development can have different meaning to various people. This subject may in fact still be evolving. One could argue this is true in the police profession. The traditional focus in the development of police leadership has been on management skills and abilities. Darrell Stephens, Director of the Police Executive Research Forum writes, “most police executives have acted as if management and leadership were one and the same. Traditionally, the emphasis has been placed on the management role. What is required of police executives in the future is greater emphasis on the leadership role.” (1) There is a significant difference between management and leadership. Both are important and one should not be confused with the other nor can one be replaced by the other. Stephen Covey in his book, *The Seven Habits of Highly Successful People*, describes the difference between leadership and management. “Management has as it’s focus: How can I best accomplish certain things? Leadership on the other hand focuses on the question: What are the things I want to accomplish? While management focuses on doing things right, leadership focuses on doing the right things.” (2) Management makes sure we are working most efficiently while leadership makes sure we are doing the right work. When we discuss the development of future police leaders we must consider both leadership traits as well as management skills. In the essay, *Developing Three Dimensional Leaders*, James Bolt suggests that, “in the world of the future, even the best professional managers will be ineffective unless they can also lead. The leadership factor in management will become increasingly important.” (3) Author Jim Lundy in his book, *Lead, Follow or Get Out of the Way*, emphasizes the importance of leadership in his distinction between a leader and manager. “A leader is anyone

who has followers. A person who has subordinates but no followers is not a leader. Subordinates who are not followers may be viewed as resources who will never reach their full potential.” (4)

In the future successful organizations will be required to change to meet increasing and changing demands whether they produce a product or a service, whether they are a public or private organization. To bring about effective change organizations need strong leaders to provide direction and stability during the difficult transition periods.

Leadership Characteristics

The core characteristics of effective leaders in the future will be much the same as they have been in the past. Intelligence is one of the most basic leadership characteristics. Leaders need the ability to see more clearly, to reason more effectively, and the ability to associate past learning and experience to real world day-to-day activities. A strong value system is necessary to guide leadership behavior. Values allow leaders to make decisions about which direction to follow and how to proceed. It is the combination of intelligence and values that allows leaders to move forward with positive progress for their organization and the world around them. Effective leaders also must have high levels of energy. Leadership consumes a great deal of energy; it is difficult work and most often requires great persistence and endurance. Leaders must continually grow intellectually. They must continue to seek information and use that information to better understand the world around them and lead with greater wisdom. A core characteristic of all effective leaders is the ability to have a vision of where they want to go and the ability to explain it clearly to followers so that

followers know their personal role in accomplishing that vision. Also important for the leader is a characteristic that is harder to describe. Perhaps it is charisma. It is the relationship that develops between the leader and follower. This relationship is based in part on how the leader makes the other person feel about himself or herself. The importance of this relationship between leader and follower can not be underestimated. Robert Bruce Shaw in his book, *Trust in the Balance*, discusses the importance of trust in this relationship. He writes, “under today’s stressful, rapidly shifting conditions, trust is more elusive and more essential than ever.” (5) Shaw suggests that to develop trust the leader must demonstrate three characteristics, a demonstration of concern for the employee, he must be capable of accomplishing the expected, and he must be consistent in his actions. Shaw reasons that individuals tend to trust people who they feel are concerned about them and are looking out for their best interest. People tend to trust leaders who they feel are capable of producing or living up to their expectations, and finally we tend to trust people who are consistent in what they say they are going to do and what they do. Two final characteristics of effective leaders include the willingness and courage to lead by example and good communication skills.

Can Leadership be Learned?

Considering this imposing list of characteristics necessary to be an effective leader one would question if it is possible to develop leadership or is it something that is limited to a few who inherit these traits naturally. Perhaps the traditional view has been that leadership is something one inherits, you either have it or you don’t. This would explain the limited amount of attention given to developing

leadership qualities in the past. James M. Kouzes is chairman and CEO of TPG Learning Systems a company in the Tom Peters Group, based in Palo Alto, California. Kouzes and Barry Posner a professor of organizational behavior at the Leavey School of Business and Administration, Santa Clara University have conducted extensive research on leadership, particularly leadership training. According to Kouzes and Posner, leadership is an observable and learnable set of practices. They submit that leadership is not limited to a few charismatic men and women. It is a process that ordinary people use when they are bringing forth the best from themselves and others. They believe that we are far more capable of developing ourselves as leaders than tradition has ever assumed possible. (6)

This article began by talking about the leadership crisis and portrayed it as a shortage of people who have the ability to provide leadership to our organizations in the future. It is suggested that perhaps the real problem is in our inability to adequately develop new leaders. In his essay, *Developing Three Dimensional Leaders*, James F. Bolt argues that the leadership crisis is in reality a leadership development crisis. Bolt feels that the traditional methods that have been used to train and educate executives have not kept pace with the dramatic changes that have taken place in the world. (7) Traditional executive training has focused primarily on management practices to the near exclusion of leadership skills. This point is best demonstrated by the absence of true leadership training. For example, many colleges and universities offer degrees in management but no one provides a Bachelors Degree in Leadership. Only a limited number of leadership courses can even be found in University course catalogs. Although some leadership training courses are advertised and available to both the private and public sector, when examined, many have management skills as their real focus.

James Bolt cites several shortcomings of current executive and leadership development programs. Bolt suggests that current training is not comprehensive. Executive education has focused primarily on business skills, and as we have already pointed out, leadership is more than that. Current training offers a quick fix. The idea that leadership can be developed through an isolated day-long or week-long seminar is not realistic. To be effective, this training must be ongoing. Current training tends to be outdated and generic. Few approaches give participants the opportunity to integrate their own problems and issues into the training. As a result training tends to be conceptual but not really useful. Finally, Bolt suggests that most of the executive programs offered today ignore leadership. Most are technically oriented programs that produce people with developed quantitative and management abilities but they do not provide students with the opportunity to learn how to lead.

An Impending Leadership Crisis

The City of Concord is located in Northern California, approximately 30 miles east of San Francisco. The Concord Police Department serves a population of 116,000 people with 158 sworn officers. During the next ten years the Concord Police Department will face a dramatic turnover of personnel in its sworn management positions who are responsible for providing the formal leadership to the organization. In approximately two years the first sworn police manager will be eligible to retire. That manager will be followed closely by other managers until year seven when all of the current police managers will be retired or be eligible to retire. The City of Concord has an opportunity to plan for this

transition and prepare the next generation of managers and supervisors for the challenge of leading the department successfully or, the City can ignore this opportunity and resort to a sink or swim philosophy toward future leaders of the police department.

Most administrators agree that a gradual turnover of management positions is good for an organization. New managers bring new ideas, new perspectives and a new vitality to management ranks. Gradual turnover allows new managers to receive direction and guidance from more senior managers. With gradual turnover, the organization's culture and values can be assimilated and then promoted and carried on by the new manager. If the turnover of management positions occurs too quickly however, significant consequences can result. Serious consequences may include a total loss of direction for the organization, organizational culture and values may be lost, and decision making may resort to the practice of trial and error rather than decisions that are based upon wisdom and an established strong value system.

To be successful, new leaders must be trained and be prepared before they are given new responsibilities. Historically police managers have been promoted from the ranks, usually because they excel as street officers or detectives. Once promoted, managers find themselves responsible for tasks quite different from preventing or eliminating crime, the things they are familiar with and good at. In his book, *Lead, Follow or Get out of the Way*, Author Jim Lundy writes, "functional specialists such as engineers, accountants, or sales people may spend years learning their field of expertise. Yet when they get their first supervisory promotions, they often are plunged into the complex world of supervisor-

subordinate relations and interdepartmental cooperation without the necessary preparation.” (8) A leader’s mission is to understand individual differences and to be able to marshal people’s collective resources for effective performance. And that’s not an easy task. It requires specialized skills beyond those learned by functional experts.

A Look into the Future

Part of the Concord Police Department’s future has already been established. There will be significant turnover of the current leadership during the next ten years. To accommodate this turnover the City of Concord will have to develop more leaders in a shorter period of time than was ever necessary in the past. If Concord wishes for its leaders to be successful, it cannot rely on traditional methods to prepare this new generation of leaders. A new approach must be planned and implemented to overcome some of the shortcomings listed earlier. To help plan for this development process a Nominal Group Technique (NGT) was used to identify emerging trends and events that may have an impact upon the development of Concord’s Police leadership. An NGT is a structured process where people who share knowledge of a specific issue attempt to forecast and rank future trends and events that may affect that issue. In this instance seven people participated in the process. All seven participants have experience with the Concord Police Department and all have knowledge of the department’s present situation relative to economics, politics and personnel issues. The participants represent a cross section of the employees at the Concord Police Department. It is clear that all of the participants will be affected in some way by decisions relative to developing future leaders at Concord. Some of the participants are currently

managers, some aspire to become managers, and still others have no interest in becoming managers at Concord. In this process participants identified single events and trends that they felt could have an impact positively or negatively on the process of developing future leaders in the Concord Police Department. The participants also determined the probability of specific events occurring during the next ten years.

One trend identified by the group forecasts the level of motivation of employees to promote to leadership positions within the Concord Police Department. This trend is troubling as the group perceived a significant lack of motivation on the part of current supervisors to promote to management positions. The group indicated that motivation to promote to higher positions in the department was higher five years ago than it is at present. The group felt however that this would improve slowly in the future and more people will be motivated to prepare themselves and promote to higher positions in the years to come. This trend is probably associated with the outcome of other trends identified by the nominal group. Other seemingly associated trends include greater stress being imposed on managers while at the same time only limited appreciation is being expressed for management's efforts. The group indicated that job stress for managers has increased dramatically over the past five years and they predicted that stress levels would continue to increase over the next ten years. Still another trend identified by the group that could contribute to low interest in promotion is the level of communication and teamwork that exists between supervisors and managers. The group indicated that it is their perception that communication and teamwork between the supervisory and management levels is not very good. The group forecasts for communication and teamwork to decrease in the future not

improve. The group felt that many of our current managers work harder than subordinates, have greater responsibilities and stress and are not compensated financially or in job satisfaction enough to make promotion attractive to non-managers.

A trend that could have a direct impact on the department's ability to fully develop its future leaders is the replacement of sworn positions, line level, supervisory, and management positions with civilian employees. While this had very little incidence five years ago in the Concord department, discussions regarding increased civilianization are more common and some positions have already been filled with civilians. Although it is very valuable, obtaining "career development" experience from police support assignments is becoming more difficult to obtain because many of these assignments are being eliminated. Attempts to trim budgets through the elimination of support positions and using civilians to replace sworn supervisors and managers is having a negative impact on the police department's ability to adequately develop sworn personnel for management positions. If forecasts are accurate, there will be still fewer opportunities to gain experience and develop management skills in the future. It is predicted that the trend to replace sworn supervisors and managers with non-sworn personnel will continue. Positions such as Research and Development, Budget Preparation, Training, Internal Affairs, Communications and Records Supervisor positions are all being considered for civilianization. The group forecasts that this trend will increase and continue in the future.

Two events that were considered by the group are interesting in that their impact could potentially relieve the department's leadership crisis but some will argue they could have a negative impact on the department. If they occur they

could greatly reduce the number of leaders the department will have to develop internally. One event is the decision to centralize all or most of the administrative tasks in a City department outside the police department. The group indicated that this decision would not occur for at least two years but they felt that there is a twenty-five percent probability of this occurring in the next five years and a fifty percent probability of this occurring in the next ten years. If this were to occur, there would be no need for supervisors or managers in administrative positions. This would leave leadership positions in operations only. The obvious shortcoming of this occurrence is that future managers who are developed within the Concord Department will have a very limited experience base and as a result, a limited perspective on managing and leading an organization. If this event occurs, there could be some advantages beyond the initial relief of having to develop a number of managers in a short period of time. The elimination of administrative positions could also create a savings in budget and this would also allow police managers to focus on their true area of expertise, creating a safer community.

A second event that could impact the department in a similar fashion is the decision to open all promotions to outside candidates. The group again felt this would not occur for at least two years but they indicated this decision had a fifty-percent probability of occurring in the next five years. A decision to hire managers from outside the organization could have both positive and negative consequences. Outside managers can bring fresh ideas and perspectives to the organization. If carefully selected, they could provide the management skills and leadership Concord will need without the City having to incur the expense of their development. In this situation, Concord would benefit from the efforts of another agency that trained and developed the new leader. On the other hand, bringing outside leaders into the organization may reduce the promotional opportunities

within the organization and this may cause animosity toward the outsider. If too many leaders come from outside the organization, there is a potential for the established direction and vision to be lost thereby slowing the momentum of change and progress.

A third event identified by the NGT group focused again on compensation of police management, specifically a proposed pay for performance program. The basic concept of the program is to reward those managers who do an exceptional job and potentially punish those that are not meeting expectations. If implemented, this would be the first time that actual pay levels would be directly connected to a person's performance evaluation. There is some concern among managers on how well this program will be implemented. The NGT group forecasts that the implementation of a pay for performance program for managers could impact the development of future leadership in Concord. The group varied in their predictions for success of the pay for performance program but as a group they felt implementation has a very high probability of occurring in the next five years and in general it will have a negative impact. The group felt this program would further limit the number of people who are interested in promoting to management positions. If the majority of the group are wrong and the program proves to be successful and is seen as a benefit for management the interest in promotion could increase.

Trends and events don't always operate independent of one another. One must realize that one or more events could alter the direction, speed, and timing of an existing trend or create a new trend. It is useful to use cross impact analysis after identifying trends and events in an attempt to more accurately forecast the future. The events identified during this NGT will have an impact on some of the trends identified by the group. For example, the level of motivation of existing

Concord officers to become managers will certainly be effected by a decision to allow outside candidates to participate in promotional processes, a decision to reduce the total number of management positions within the police department, and a decision to implement a different compensation program for managers such as pay for performance. Using the forecasts provided by the NGT group, motivation to promote to a management position would increase if the promotional process included outside candidates. The increase would be driven by outside candidates who are interested in coming to Concord as a manager. The group felt a decision to reduce the total number of management positions in the police department would result in a reduction of interest as candidates would realize that their chances for success are greatly reduced. The influence of the implementation of a pay for performance program is harder to forecast as too little is known about the program.

Scenarios can be developed from the forecasts obtained in the Nominal Group Technique exercise. Scenarios paint a picture of alternative futures and in this way assist in making decisions that will create one future over another. Three scenarios are offered here, a cynical, an optimistic, and a planned or “no surprise” scenario.

The cynical scenario of Concord’s future pictures a police department where the management staff is under great stress, where leaders feel over worked and under appreciated. Senior managers count the days until they can retire and they leave at first opportunity. As a result the department experiences a complete turnover in the management ranks within a seven-year period. Seeing the working conditions that past leaders have experienced only a limited number of officers and supervisors have any intention of preparing themselves and promoting to more responsible positions. Faced with numerous open positions and the absence

of motivated and qualified candidates inside the organization, eventually the City is forced to open all promotion opportunities to outside candidates. New leaders from outside the organization bring with them management skills but they have not been exposed to Concord's history, culture, past leadership practices, and the established value system. In its haste to fill numerous management positions, the City has selected people who are very capable managers but they lack leadership skills. They lack the ability to provide direction and change the department to meet future challenges. This new management group is hesitant to take the lead; they are comfortable with the status quo and concentrate on the efficiency of their individual work groups. While all individual work groups are now running smoothly and efficiently, each is going in a different direction. Teamwork, cooperation and common goals have given way to conflict and chaos at the department level. Controversial decisions are avoided and the focus of all thinking is on the present. No one is looking forward to provide common goals and a vision for the department's future. From the worker's perspective, no one is in charge, there is no leadership. While the Concord Police Department was once recognized as a very progressive department both philosophically and technologically, it now has the reputation of being a very conservative department with great internal strife.

A more optimistic snapshot of the Concord Police Department's future pictures a staff that is very motivated to promote within the organization. This is a staff that recognizes the necessity to develop themselves as being their responsibility. Officers and supervisors throughout the organization have sought on their own both higher education and varied experience. They have developed their leadership skills and they are ready to assume more responsible positions. In

this scenario leadership development has occurred on it's own without the influence and support of the City.

In the third scenario, the “no surprise” scenario, Concord makes the decision to plan for and create the future, not just let it happen. In this scenario the City recognizes the need to prepare for the retirement of a large number of police leaders. The City accepts the development of police leadership as it's responsibility and it recognizes the benefits to be gained from directing the evolution of the next generation of leaders. In this scenario the City has developed a strategic plan to accomplish the learning process. This plan creates the opportunity for current line level officers and supervisors to develop both their management skills and leadership proficiency. Much importance has been placed on this effort and as a result the new police managers are well prepared to replace existing managers as they retire. The strategic plan also makes it clear that it is the responsibility of the new managers to immediately start developing their successors.

The three scenarios help to define the future we want for the Concord Police Department. Scenarios also help to point out what needs to happen to create that future. It would be great if Concord could trust that the optimistic scenario would evolve and effective leaders would develop within the organization without the assistance of the City or the police department, but this is not a realistic or a safe approach. It is far too risky to merely hope for the best, the City must take an active part in developing it's future police leaders. This should be done quickly to accommodate the impending retirement of current managers. Given the alternatives there is only one desirable scenario. A responsible City must choose the scenario that requires it to invest in the development of future police leaders and provides fewer surprises and the least risk.

An Assessment of Opportunities and Barriers

To successfully create the desired future one must use a process that provides both direction and a framework for getting there. A recommended process is a strategic planning process. Strategic planning is a structured approach of planning for a forecasted future and it enables you to make decisions today and begin to position your organization now to accommodate the world of tomorrow. Strategic planning is beneficial to an organization in many ways. Strategic planning is helpful when an organization is setting or changing direction, it helps concentrate resources and set priorities, and aides in establishing accountability and improves decision making.

Gary W. Corder writes in his article, Human Resource Issues, “there is a need for increased strategic planning in the management of our organizations. Day to day decision-making and crisis handling tend to deflect attention away from strategic thinking in most areas of management, including human resource management. The need to get people hired, to get them trained and to get them evaluated always seems more pressing than the need to think about what kinds of people the agency really needs. It is also true that strategic planning is hard, demanding, and dependent on the ability to see the big picture. It is much easier to stay within the confines of the status quo, to accept current kinds of personnel and current personnel practices as satisfactory, than to try to figure out what would be better. Because of the general lack of a strategic approach to human resource management in police organizations, most of our attention gets directed toward current issues.” (9)

Before an organization can plan for change or set a new direction it must know it's current position, it must know it's current environment. Assessing the current environment is done with a process known as situation analysis. Situation analysis calls for an examination of the strengths and weaknesses that exist both inside and outside the organization as they relate to an issue. In this case we are interested in identifying those opportunities or barriers that may have an impact on leadership development in the Concord Police Department.

External strengths that impact leadership development include:

- Access to many Colleges and Universities located close to Concord
- POST programs such as the Command College and the Supervisor's Leadership Institute
- Support from the Concord City Government
- College tuition refund incentive provided by the City

Internal strengths include:

- A well-educated department with approximately 80% of the sworn staff having a bachelors degree or higher.
- Successful In-Service Training program that could accommodate training specific to leadership
- Support from the current Chief of Police for continued staff development
- Existence of numerous policy issues and leadership challenges within the department which create opportunities for staff to gain experience and demonstrate leadership
- Opportunities to obtain leadership experience exist with projects that are being considered and committees that already exist

In addition to the strengths that may impact the organization it is also important to consider the weaknesses that exist. Critical weaknesses that have a negative impact on our ability to better develop leaders in the Concord Police Department must be eliminated or mitigated.

External weaknesses may include:

- Limited training programs including college courses that deal with true leadership issues
- Pressure from City Government to civilianize more positions in the department that offer valuable career development experience
- Greater demands being placed upon the limited number of managers in the department causes increased stress and limited time to devote to the development of subordinates
- Past wage and benefit negotiations have resulted in little economical incentive to promote to management positions
- Much of the current POST training for supervisors and managers is not provided until after promotion

Internal weaknesses may include:

- Absence of a established department policy that creates a plan for the career development of staff including leadership development
- Diminished motivation within the department staff to prepare for promotion and accept the additional responsibilities of leadership
- Civilianization of some positions that have proven to be valuable in providing career development experience
- A turnover of all police managers including the Chief to occur during the next ten years
- Failure to identify leadership development as a department issue until now when it is at near crisis stage

An assessment of the current environment must also include identifying stakeholders and having an appreciation for how change would effect them. Stakeholders are those people that may be impacted by the change or those that are needed to make change happen. It is important to examine the proposed change from the perspective of the stakeholders and anticipate their support or resistance. By doing this promoters of change know their support base and can take full advantage of that, they also know what individuals or groups they need to persuade. People or groups who may be stakeholders in a proposal relative to the development of future police leaders may include the following groups:

- Existing line level and supervisors who are interested in promoting to higher levels of responsibility in the department will welcome a program that will prepare them as leaders and contribute to their success. The exception may be those officers who feel that they are already in line for promotion and are not interested in committing to more training or more work.
- Officers in other agencies who look for the opportunity to compete for management positions in the Concord Police Department may be disappointed if a successful leadership program is instituted and all promotions come from within the department.
- Police employees who continue to work at the department through the next ten years will appreciate the benefit of having better prepared, more confident, and more competent leaders.
- City Council and the City Manager will support the concept of improving police leadership philosophically but the real test will be their continued support if this results in increased compensation for future leaders or additional education expenses for the City.
- The Police Association will have mixed reaction to a plan to improve police leadership. Individually they may support the program for what it may offer them as potential leaders but from the association perspective they may see this as giving their adversary more skills and abilities.
- The community continues to be very supportive of the police department and they support programs that purport to produce better-prepared and more capable police leadership.

- Female and minority officers in the department will also support a program that will assist them in preparing for promotion to leadership positions.

Strategies to Develop Future Police Leaders

We have now identified the difference between leadership qualities and management skills. We acknowledge that both are important and both must be developed in our future police leaders. We also have a better understanding of our current environment including the opportunities and barriers that exist for leadership development in the Concord Police Department. We have identified individuals and groups who may be influenced by or have the ability to influence any proposed strategies for improving leadership development. Following a review of the literature relative to career development and many discussions with individuals at various positions within the department and human resource managers outside the department a list of strategies was developed. These strategies combine formal education with experience opportunities as it is felt that both are necessary to develop management skills and leadership qualities.

While the benefits of higher education for police officers continues to be debated and researched, the benefits of a college education have been shown to develop many traits valuable to leadership. During the 1970's and 80's a significant amount of research was conducted to determine the correlation between higher education and police effectiveness. The results varied, but certain trends have emerged from the research. In his article, *Alternative Futures*, Allen D. Sapp identifies the following qualities that are developed through higher education: (10)

- Developed a broader base of information for decision making

- Permitted the individual to learn more about the history of the country and democratic process and to appreciate constitutional rights, values and the democratic form of government.
- Engendered the ability to handle difficult or ambiguous situations with greater creativity or innovation
- Developed a greater empathy for minorities and their discriminatory experiences
- Engendered understanding and tolerances for persons with different lifestyles and ideologies, which could translate into more effective communications and community relationships
- Made people appear to be less rigid in decision making, to tend to make decisions in the spirit of the democratic process, and to use discretion in dealing with individual cases rather than applying the same rules to all cases.
- Made people more innovative and more flexible when dealing with complex programs and strategies
- Engendered more professional demeanor and performance
- Enabled people to accept and adapt to organizational change more readily

It is clear that to develop these traits and qualities would contribute greatly to the success of a leader. Other skills are better developed through actual experience. Some skills are not naturally acquired and can not be learned from a book or instruction manual. Managing a police department today is more demanding than in the past and it will be even more demanding in the future. Some police administrators argue that the easy part of managing a police department is providing service and protection to our community. The more difficult tasks involve managing complicated budget systems, sophisticated personnel issues, managing political constraints and opportunities, and implementing technological advances that also create challenges. The ability to successfully deal with these complicated issues doesn't always come from supervisory and management courses. Not even the best sellers of self-improvement books can guarantee this success. Success in managing and leading organizations in the future is dependent

upon a combination of formal training and experience. In management, there is no substitute for the experience one gains from self-accomplishment or from observing a peer accomplish or attempt to handle a specific issue or task.

The following strategies are offered as suggestions for meeting the future demand for a new generation of leaders at Concord and further, for improving leadership development from what has been available in the past. The strategies that are suggested here are meant to add to not replace current practices and training opportunities for career and leadership development.

- Develop a Department Policy that addresses career development for all employees including leadership development. This policy should make career development everyone's responsibility. The policy should provide for different career paths depending upon an individual's interest, skills and motivation.
- Develop a list of college courses that are recommended for management and leadership development. Research must be conducted by contacting individual colleges and instructors to determine a course's curriculum including course requirements and required reading to determine if the course meets the department's needs. The intended outcome is not a degree or certificate but usable knowledge and increased skill levels in management and leadership abilities. Valuable courses may include ethics, philosophy, history, humanities, etc.
- Encourage through the continued use of the tuition refund program potential leaders to complete courses that are intended to develop their management and leadership skills.
- Include classes that are specific to leadership development as part of the in-service training program for supervisors and managers.
- Develop a recommended reading list of books and periodicals that are of particular value in leadership development. Provide several copies of these books in the department library. Topics to be covered would include,

ethics, decision making models, interpersonal skills, stress reduction, time management, futures forecasting, strategic planning, transitional management etc.

- Review and compare current compensation packages between line level, supervisors, and managers to determine if there is a financial incentive or disincentive to promote to more responsible positions. This may be a partial cause for the perceived lack of motivation to promote to higher ranks.
- Create role models; impress upon existing supervisors and managers that they must conduct themselves professionally at all times. They are on stage and they do have an audience. Their conduct can serve as a positive role model and benefit to the organization if appropriate and professional and it can also be very detrimental to the organization if they provide a poor role model.
- Provide stress and time management training as a regular part of the in-service training program and be conscious of work load and stress levels of individual managers and supervisors. This may also be a contributor to our personnel's low interest in promoting to management positions.
- Identify specific assignments in the department that provide valuable experience for leadership development and make these positions and their experience available to as many potential leaders as possible. Developing leadership skills requires practice, it requires the opportunity to exercise and refine those skills. We must provide the opportunity for people who are developing to use their leadership abilities and observe others practicing leadership. The following suggestions may assist in creating greater opportunities for new leaders:
 - Identify those individuals that are interested and motivated to prepare themselves for leadership positions. Because time and resources are limited we must concentrate our efforts on those people who are committed and will produce the most benefit on our investment.

- Rotate as many prospective leaders into career development assignments as possible. Exposure to these assignments can be increased by limiting the time served in these assignments to two years instead of the current three to five years. The establishment of a manpower pool for work that creates valuable experience for leaders could also distribute valuable experience over a larger base of employees. With a manpower pool, work that would normally be accomplished by one individual over a longer period of time would be accomplished by several over a shorter period. This may also increase efficiency in work groups that experience changing workloads.
- Distribute leadership opportunities over a greater base of people by assignment of special projects, policy development, committee participation, etc. between all potential leaders independent of their assignment.
- Involve a greater number of people in the Immediate Staff problem and policy resolution meetings that occur on a day-to-day basis. These meetings can be very valuable to new leaders as they see issues being resolved at the command level. Participants in these meetings gain a new perspective on problem solving. They see that decisions at that level must be wider in scope, are generally more complicated and may have consequences that effect the entire department and beyond. These meetings give participants the opportunity to use their problem solving skills and demonstrate their leadership potential. Time should be devoted during these meetings to posing and resolving ethical dilemmas. Participants could share in the responsibility of facilitating a discussion about an issue that faces or could face the department. The issues should require thought and ultimately be resolved with value based decisions.
- Create a mentoring program for prospective leaders. This would be a formal program for a phenomena that occurs in many departments on an informal basis. A mentoring program would provide potential new leaders with a department manager who volunteers to assist the new leader with his or her training and development. Mentors would be responsible for providing

counseling and guidance to subordinates on training and experience opportunities. Mentors would assist candidates in preparing for future promotional or assignment selection processes and provide support and a positive role model for new leaders. It would also be the responsibility of the mentors as a collective group to continue to research and evaluate training and experience opportunities for leadership development.

Recommendations

Faced with the amount of turnover that will occur within the Concord Police Department in the next ten years, the department must be progressive in preparing it's future leaders. The department needs to provide valuable experience to supervisors and mid managers to provide them with a varied and extensive experience base. The department also needs to take necessary steps to develop and motivate supervisors to prepare and promote to management positions. It must continue to provide outside education incentives and maintain the in-service and specialty training that has proven to be successful in the past. The following suggestions are offered as ways to accomplish these strategies:

Most important of all the above listed strategies is the development of a department policy to address career development including leadership. A department policy will encompass and bring to fruition many of the other strategies listed above. It is important that while the policy is still being developed, stakeholders primarily department employees be informed and consulted for their input. To include the people who will be affected by the new policy will gain their acceptance and support. The policy should include a statement that establishes for all employees the department's philosophy on career development. If written appropriately, the policy will demonstrate that the

department recognizes the importance of career development and show that the department is committed to assisting all employees in reaching their full potential. It must be made clear in the policy that the assistance given to individuals will be fair and impartial and driven by the employee's own dedication to improve himself or herself. The policy should identify the various opportunities available through the City to educate and improve one's skills. The policy should place the responsibility for career development with the employee and commit supervisors to provide the opportunities for those interested in self-improvement.

It is most appropriate that the research and policy development be completed by the department training bureau however all personnel should have the opportunity to provide input in such an important document. As the policy takes form the training bureau should provide drafts for review and solicit further input from department staff. The City Manager and Executive Staff should be briefed, as the policy develops to insure that the various elements have their support.

Once the policy is completed it will be signed by the Chief of Police and become effective at that time. The department must make all employees aware of the career development program that is established with this policy. Individual opportunities and responsibilities should be explained to all employees. Research must be completed by the training staff to identify appropriate training opportunities both inside and outside the department. If assignment changes are to occur, arrangements must be made with enough notice so not to cause unnecessary inconvenience to affected staff. Individuals who are committed to participating in the leadership development program must be identified along with the managers who volunteer to participate as mentors.

The career development program must be evaluated on a regular basis to insure that it is producing the desired outcome. If the new program is successful staff should recognize a difference in the way participants interrelate with other employees, in the way they make decisions and the quality of their decisions. Participants should exhibit greater confidence in themselves and existing leaders should have greater confidence in the new leader's ability to take the department forward. Surveys may be a source for obtaining data on these subjective measures. More objective data demonstrating the level of success of the program may be obtained from examination scores or assessment processes but the real proof will be seen in the extent to which the next generation of leaders meets the challenges of the next century.

Implications for Today's Leader

Most of our leadership successors are already among us and much of their future is being shaped by today's emerging trends. Whether our successors are successful in meeting the challenges of the future is to a large degree in our hands. If we develop future leaders with character, leaders who make decisions based upon strong values, who provide direction to the organization and have the confidence of their followers they will rely less on their management skills. If they truly lead, they won't have to manage their followers. As George B. Weber puts it, "today's leaders and the leaders who follow us, must become skilled, committed growers of effective leaders, we have no more important task!" (11) To develop leaders of the future we must act today to create climates where people are actively given the opportunity to try out their talents and skills, where they are exposed to new challenges, and are provided formal training and

opportunities that broaden their perspectives and abilities. Perhaps most important, people must be given management and leadership responsibilities that allow them to demonstrate to themselves and the organization their potential to be future leaders. Developing people within our organization to reach their full potential is the responsibility of every manager. We must take every opportunity to create that positive learning environment.

ENDNOTES

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