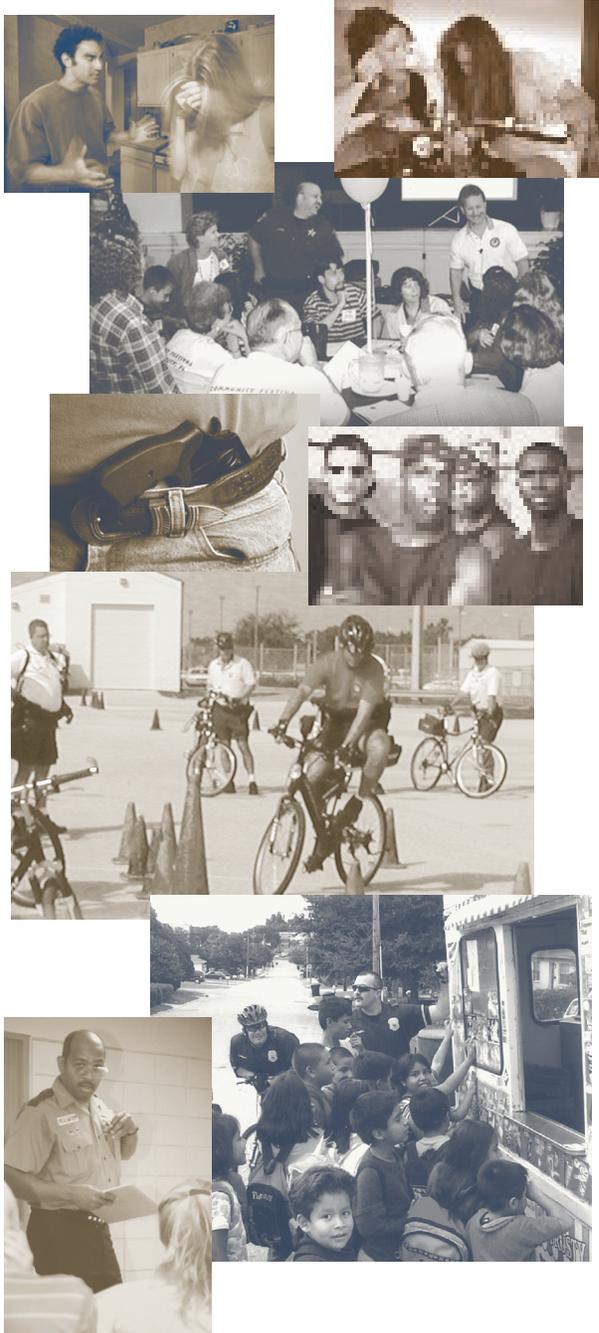


# St. Petersburg College

FLORIDA REGIONAL COMMUNITY POLICING INSTITUTE



## Changing Roles: Supervising Today's Community Police Officer



*Course Manual*



St. Petersburg College

# Changing Roles: Supervising Today's Community Police Officer



Eileen LaHaie, Program Director  
Florida Regional Community Policing Institute, COPS  
St. Petersburg College  
3200 34th Street South  
St. Petersburg, FL 33711  
Phone: (727) 341-4502 Fax: (727) 341-4524  
Reservations: (727) 341-4581  
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## Who We Are

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The Florida Regional Community Policing Institute (RCPI) at St. Petersburg College (SPC) operates under a cooperative agreement from the Department of Justice, Office of Community Oriented Policing Services (COPS). RCPI provides FREE community policing training to law enforcement officers, community residents, city employees, social services agencies, and private sector representatives throughout Florida.

## Basic Courses

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- Introduction to Community Policing
- Police-Community Partnerships
- Problem Solving for the Community Police Officer and Citizen
- Survival Skills for Community Policing Officers
- Ethical Issues and Decisions in Law Enforcement
- Reaching your Goals Through Code Compliance
- Planning a Win for the Good Guys: Crime Prevention/Crime Displacement and Environmental Design
- Managing Encounters with the Mentally Ill
- Building Bridges: Community Policing Overview for Citizens
- Changing Roles: Supervising Today's Community Policing Officer
- Grantsmanship 101
- Sexual Predator and Offender Awareness in Your Neighborhood and on the Internet
- Effective Media Skills for Law Enforcement
- Citizens' Community Policing Academies

## Specialty Courses

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- Protecting, Serving and Supervising through Community Partnerships
- Three-Part Community Policing Management Series

## Domestic Violence Courses

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- Dynamics of Domestic Violence
- Legal Aspects of Domestic Violence
- Resources for Domestic Violence Teams

## Ethics Courses

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- Citizen Complaint Intake and Investigation Issues
- Bias-Based Policing: Issues and Dilemmas
- Use of Force Issues in a Community Policing Environment
- Early Identification and Intervention Strategies (EIIS)

## Online Courses

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- Ethical Issues & Decisions in Law Enforcement
- Introduction to Community Oriented Policing
- Dynamics of Domestic Violence
- Understanding the Dynamics of Violence in the Workplace

## **Course Material**

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Course material is provided at no charge to all participants. We can adapt our training to fit your agency/ community/business needs. Evening and weekend classes are available. Most training modules are eight or 16 hours but may be modified to allow for limited time allotments.

## **Training Locations**

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Generally, classes are conducted at our SPC training site. However, we will arrange training at your facility or a training center in your area. Students who travel more than 50 miles to specified courses held at St. Petersburg College may be eligible for lodging reimbursement. See individual course brochure for eligibility.

## **Who Can Attend?**

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- Any law enforcement officer (community policing patrol, crime prevention, campus police), civilian employees, probation officers, and social service agencies
- Community leaders and citizens
- Chiefs and Sheriffs who are interested in starting and maintaining community policing in their communities
- Business managers, executives and employees
- Mayors, City Managers, Council members, trustees and government leaders

## **Registration**

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To register for classes, schedule on-site training or become part of our mailing list, please call:

**Eileen LaHaie - RCPI Program Director**  
**Florida Regional Community Policing Institute**  
**3200 34th Street South**  
**St. Petersburg, FL 33711**  
**Phone: (727) 341-4581 or (727)341-4502**  
**Fax: (727) 341-4524**  
**E-mail: [lahaie@spcollege.edu](mailto:lahaie@spcollege.edu)**  
**Web site: <http://cop.spcollege.edu>**

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# Acknowledgements

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This manual for Changing Roles: Supervising Today's Community Police Officer was constructed and written by Lieutenant Bill LePere, of the Lakeland Police Department. As a 21 year veteran, he now holds the rank of Assistant Chief of Police overseeing the Neighborhood Services Bureau. His experience in community policing includes expanding the department's award-winning Neighborhood Liaison officer program. He has taught numerous community policing in-service trainings at Lakeland Police Department and the Criminal Justice Academy at Polk Community College and instructs for the Florida Regional Community Policing Institute.

Bill has an Associate's Degree in Criminal Justice from Polk Community College and a Bachelor's Degree in Criminology from Saint Leo University. He is a graduate of the 109th Administrative Officer's Course at the Southern Police Institute.

Bill has been instrumental to the success of the Florida RCPI. He came on board as an instructor in 1998 through his involvement with RCPI's first Community Forum held in May of that year at the YMCA in Clearwater, Florida. Bill took the Community Forum concept back to Lakeland and encouraged citizens to become active decisions-makers regarding quality of life issues in their neighborhoods. Several neighborhood representatives of Lakeland are now training others nationally on the concepts of community partnership building.

There was an urgent need to provide community policing training to first-line supervisors in order to help them understand what their community police officers face in their day to day jobs, how to supervise them appropriately and how to evaluate their performance effectively. The RCPI hopes this manual will provide useful tools for that function.



# Unit One:

## So What's the Problem?

### *Assessing the need for COPS Supervisory Training*

#### **So What's the Problem?**

Welcome to police supervision in community policing. It is generally a personally rewarding and satisfying time for most sergeants or corporals. However, it is also a time filled with challenges, uncertainty, and stress as one learns how to supervise community policing officers. Supervisors are often hesitant to volunteer for assignment in community policing because of the immense challenges that accompany such a position. Patrol officers do not support COPS officers because community policing is perceived as soft on crime. The role of COPS officers is often unclear with expectations fuzzy at best. Administrators and management do not always understand just what COPS do in the field so they view these officers as extra personnel, often funded by federal grants, that can be pulled from neighborhoods for other special projects.

So why should you volunteer to be a COPS supervisor?

Most COPS supervisors will agree that such an assignment can be very stressful and demanding, especially in agencies where community policing is not well received. Those same supervisors also report taking tremendous pride in being on the forefront of police operations as the change from traditional to community policing sweeps the police profession. The intrinsic rewards are immense if one is truly committed to serving the public with quality police services.

Many supervisors in community policing have never been a COPS officer themselves. They find the role of being a community policing supervisor difficult because they have little, if any, experience from which to draw ideas as to how they should supervise. Some corporals and sergeants who are promoted from detective positions find themselves supervising officers who have many years of community policing experience in patrol operations while the new supervisor feels in the dark.

So the new supervisor has a choice. He or she can employ

*“Congratulations Sergeant Jones. Welcome to the position of supervisor. We know you will do a great job as a sergeant. We look forward to your contributions to our department. Your first assignment will be with our COPS unit. A young sergeant like yourself will do a wonderful job in community policing. Now go out there and motivate those guys!”*

traditional police supervision techniques or learn new ones more closely aligned with the philosophy of community policing. Traditional police supervision strategies can clash with community policing operations and ultimately demotivate COPS officers. COPS supervision, with emphasis on the expanded role of community policing officers, requires a new approach to traditional roles of first line supervisors. The wise supervisor will quickly see the need for something different and find ways to develop the skills and abilities necessary for effective community policing supervision.

How about some training? Yes, that is the answer. I will sign up for the next training class in community policing supervision. A phone call to the local training center to check the upcoming training schedule reveals there is nothing on the books for the next year anywhere close to what you want.

Okay, check with the Training Section and see what courses are offered by other training centers or institutions around your state. Often times you will find many courses that offer a wide range of community policing training, from introductory courses to those dealing with partnerships and problem solving. Here is one with emphasis on ethics in community policing ... another deals with crime prevention strategies. Seems everything is focusing on the front line officer and not the first line supervisor.

With today's access to Internet technology, supervisors can quickly get "on-line" and search untold resource locations in an effort to find material on supervising in community policing operations. However, you need to be really skilled or lucky to find material

Does anyone train COPS supervisors? The answer to this question is often – no.

Research conducted by Florida State University in 1998 under contract with the Florida Regional Community Policing Institute at St. Petersburg Junior College determined there are few training models available in community policing supervision. It was noted that an abundance of training material is available for police chiefs, sheriffs, and other upper-level administrators that relates to the management aspect of community policing and how to change an agency's direction. These same researchers noted that more and more material is just now beginning to emerge that focuses on supervisors.

Similarly, other researchers discovered the lack of COPS supervisory training impacted on first-line supervisors who found themselves facing challenges not usually experienced by patrol supervisors. Writing in 1992, William Walsh of the University of Louisville

referenced a study conducted at several seminars on community policing supervision. Supervisors were asked what problems they frequently experienced in their daily operations. While there was a wide range of responses, nearly a third (62%) stated they had limited or inadequate training to prepare them for their position.

The supervisors reported being selected for their positions based on previous job performance, not necessarily related to community policing, or because they had crime prevention training. Walsh went on to state that many supervisors claimed their training was limited to a general introduction to the philosophy and purpose of community policing with little emphasis on the supervisory skills necessary for this style of policing.

Other problems noted by the participants included a lack of job descriptions for COPS supervisors and officers (72%) and limited authority as a COPS supervisor (47%).

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### ***Summary of Sergeant's Responses***

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Lack of support and understanding from patrol supervisors and officers	83%
Minimal managerial support	77%
No job description for COPS supervisor or officers	72%
No policy or directives regarding community policing program	65%
Evaluation process statistically oriented and does not reflect on COPS duties	65%
Limited and/or inadequate training	62%
Lack of input in COPS officer selection	52%
<u>COPS supervisor's authority limited</u>	<u>47%</u>

There is some risk in discussing police supervision in the context of community policing and how it differs from traditional police supervision. To do so infers that traditional police supervision no longer applies or is being tossed aside. In other words, community policing is so different that what we used to do as police supervisors no longer applies. This is not necessarily the case.

Researchers at Florida State University participated in a Police Leadership Conference in Seattle, Washington in 1998. The focus of

this event was to discuss different supervisory models and determine course content for effective community policing supervisor training. The recommendations from these discussions included:

- Situational leadership
- Managing change
- Contending with defiant behavior
- Morale issues
- The problem-solving process
- Time management
- The mechanics of problem-solving

***Team Exercise***

Within your group, discuss the various elements of supervising community policing operations. Give particular attention to the challenges faced by a COPS supervisor.

What are the greatest challenges you face daily as a COPS supervisor?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

The top five challenges as prioritized by the class.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

What topics of training would be most beneficial to help you improve your performance as a COPS supervisor?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

The top five training needs as prioritized by the class.

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_
4. \_\_\_\_\_
5. \_\_\_\_\_

**Conclusion**

The presentation of quality training opportunities for COPS supervisors remains a high priority for the Florida Regional Community Policing Institute. There is an abundance of evidence to support the need for such an offering.

First line supervisors are a critical link in police agencies for the implementation process of community policing. Chiefs and sheriffs have clear visions of what community policing will emphasize within their agencies. The COPS officers in the field are doing their part to engage in effective partnerships and problem-solving. Yet, it requires well trained supervisors who can guide and develop the

skills of their officers and serve as COPS ambassadors throughout their agency.

The success of how an agency implements community policing, and ultimately the delivery of quality police services to the community, rests in large part on the supervisors. It is incumbent upon agency managers and administrators that first-line supervisors receive the training necessary to enhance their skills so they can work effectively with their officers on the front lines.

# Unit Two:

## Agreeing on the Basics: An Overview of COP Philosophy

### ***Defining Community Policing***

Any discussion designed to establish a common viewpoint on community policing needs to include some type of definition. The Community Policing Consortium's definition is generally accepted as a basic summary of the term "community policing."

*"An organizational wide philosophy and management approach that promotes community, government and police partnerships; proactive problem solving; and community engagement to address the causes of crime, fear, and other community issues."*

There are several key elements within this definition. The first is the concept that community policing is a department wide or organizational philosophy. Community policing should not be limited to a specialized unit or group of officers – it is something to be embraced by the entire agency.

Second is the notion that community policing promotes partnerships between segments of the community and other government agencies in addition to the police. This is sometimes referred to as "community oriented government." The police cannot control crime alone ... it takes partners working together to accomplish this task. More importantly, it takes a wide range of government agencies that can have a positive impact on environmental issues that affect crime. Things like code enforcement addressing "broken windows" or the Recreation Department providing after-school programs in neighborhoods that need them.

The importance of community involvement in crime control is obvious but cannot be stressed enough. Sir Robert Peel was right when he claimed that the police are those members of the public who are paid to give full time attention to the duties that are incumbent upon all citizens.

The definition talks about pro-active problem solving. This is a far cry from the traditional role of police as crime preventers and

solvers. Officers now play an expanded role in community policing. They are expected to take a pro-active stance in addressing problems and not just crimes. The definition points out we should be addressing causes of crime, fear, and other community issues.

*Community Policing is a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the police and their community must work together to identify, prioritize, and solve contemporary problems such as crime, the fear of crime, illegal drugs, social and physical disorder; and overall neighborhood decay, with the goal of improving the overall quality of life in the area. Community Policing requires a department-wide commitment from everyone, sworn and civilian, to the community policing philosophy.*

*It also challenges all personnel to find ways to express this new philosophy in their assignments, balancing the need to maintain an immediate and effective police response to emergencies and individual crime incidents with the goal of exploring innovative proactive initiatives aimed at solving problems before they occur or escalate.*

*Lynchburg (VA) Police Department*

Successful Community Policing is based on the following principles:

- Identifying and arresting criminals helps prevent crime and makes neighborhoods safer
- Preventing crime is as important as arresting criminals
- Preventing disorder is as important as preventing crime
- Reducing crime and disorder requires that police officers work cooperatively with people in neighborhoods to:
  - Identify their concerns
  - Establish a partnership with them, and
  - Work with them to solve neighborhood problems



### The “Reform” or Traditional Era; 1929 – 1985

- Police Authority – came from the law and department “rules and regulations.”
- Police Function – was strictly crime control.
- Police Organization – was hierarchical and bureaucratic. Command was centralized.
- Police Relationship with the Community – was strictly professional. “Just the facts ma’am.”
- The Police managed Demands for Service – through call response channeled by way of a central dispatch. The 911 system was implemented.
- The Police’s Principal Programs – were patrolling beats in car, responding to citizens’ complaints, and a heavy reliance on the police radio.
- Measurement of Success -- was UCR statistics and number of arrests.
- Major Problems – were alienation from the community, and lack of sufficient resources (personnel and equipment) to have a real impact on crime control and prevention.

### The Community Policing Era; 1985 to Present

- Police Authority – comes from community support, police professionalism, and the law.
- Police Function – is crime prevention, crime control, and problem solving.
- Police Organization – is decentralized, staffed with empowered, well-trained personnel.
- Police Relationships with the Community – is characterized by partnerships, shared values, professionalism, and openness to community concerns.
- Police manage Demands for Service – through responses to neighborhood concerns, based on analysis of underlying problems ... emphasis placed on innovation and creativity.
- The police’s Principal Programs – include tactical, task force responses to neighborhood problems, utilizing beat integrity and responsibility, “team” policing, foot patrols, neighborhood partnerships, and problem solving strategies.
- Measurement of Police Success – is reduction of disorder and

fear, increased quality of life in neighborhoods, and citizen satisfaction.

- Major Problems – are lack of public support for police-community partnerships, reluctance of police officers to expand their roles, lack of resources for problem solving, control of calls for service.

	<b>Political Era</b>	<b>Traditional Era</b>	<b>Community Policing Era</b>
<b>Authority</b>	Political bosses	Law, department rules and regulations	Community support, police professionalism, and the law
<b>Function</b>	Maintain political “status quo”, control crime and disorder, service to those in political favor	Strictly crime control	Crime prevention, crime control, problem solving
<b>Organization</b>	Decentralized and geographical by political boundaries	Hierarchical and bureaucratic, command was centralized	Decentralized, staffed with empowered well-trained personnel
<b>Relationship with Community</b>	Close and personal to those in political favor, indifferent or hostile to those who were not	Strictly professional ... “Just the facts ma’am”	Characterized by partnerships, shared values, professionalism, openness to community concerns
<b>Demands for Service</b>	Informal, powerful links between commanders and politicians and face-to-face contact with police & citizens	Respond to calls from central dispatch ... 911 system created	Respond to variety of neighborhood concerns, based on analysis of underlying conditions
<b>Principal Programs</b>	Neighborhood precincts, foot patrols, call boxes, rudimentary investigations	Patrolling beats in cars, respond to citizen complaints, heavy reliance on police radio	Tactical, task force response to neighborhood problems, “team” policing, foot patrols, neighborhood partnerships and problem solving
<b>Measurement of Police Success</b>	Satisfaction of political bosses & politically- favored citizens while maintaining social order	UCR statistics, number of arrests and citations	Reduction of disorder and fear of crime, increased quality of life in neighborhoods, citizen satisfaction
<b>Major Problems</b>	Police corruption and bias in delivery of police services	Alienation with the community, lack of resources to have real impact on crime control and prevention	Lack of public support for police-community partnerships, reluctance of officers to expand their roles, lack of resources for problem solving, controlling calls for service

## ***The Ten Principles of Community Policing***

***by Robert Trojanowicz***

1. Philosophy and Organizational Strategy – Community policing is both a philosophy (a way of thinking) and an organizational strategy (a way to carry out the philosophy) that allows the police and the community to work closely together in new ways to solve the problems of crime, illicit drugs, fear of crime, physical and social disorder (from graffiti to addiction), neighborhood decay, and the overall quality of life in the community. The philosophy rests on the belief that people deserve input into the police process, in exchange for their participation and support. It also rests on the belief that solutions to today’s community problems demand freeing both community residents and the police to explore creative, new ways to address neighborhood concerns beyond a narrow focus on individual crime incidents.
2. Commitment to Community Empowerment – Community policing’s organizational strategy first demands that everyone in the police department, including civilian, sworn, and non-sworn personnel, must investigate ways to translate the philosophy of power-sharing into practice. This demands making a subtle but sophisticated shift so that everyone in the department understands the need to focus on solving community problems in creative, new ways that can include challenging and enlightening people in the process of policing themselves. Community policing implies a shift within the department that grants greater autonomy (freedom to make decisions) to line officers, which also implies enhanced respect for their judgment as police professionals. Within the community, citizens must share in the rights and responsibilities implicit in identifying, prioritizing, and solving problems, as full-fledged partners with the police.
3. Decentralized and Personalized Policing – To implement true community policing, police departments must also create and develop a new breed of line officer who acts as a direct link between the police and the people in the community. As the department’s community outreach specialists, community policing officers must be freed from the isolation of the patrol car and the demands of the police radio so that they can maintain daily, direct, face-to-face contact with the people they serve in a clearly defined beat area. Ultimately, all officers should practice the community policing approach.

4. Immediate and Long-Term Proactive Problem Solving – The community policing officer’s broad role demands continuous, sustained contact with the law-abiding people in the community, so that together they can explore creative new solutions to local concerns, with private citizens serving as supporters and volunteers. As law enforcement officers, community policing officers respond to calls for service and make arrests, but they also go beyond this narrow focus to develop and monitor broad-based, long-term initiatives that can involve all elements of the community in efforts to improve the overall quality of life. As the community’s ombudsman, the community policing officer also acts as a link to other public and private agencies that can help in a given situation.
5. Ethics, Legality, Responsibility, and Trust – Community policing implies a new contract between the police and the citizens they serve, one that offers hope of overcoming widespread apathy while restraining any impulse of vigilantism. This new relationship, based on mutual trust and respect, also suggests that the police can serve as a catalyst, challenging people to accept their share of the responsibility for the overall quality of life in the community. Community policing means that citizens will be asked to handle more of their minor concerns themselves, but \, in exchange, this will free police to work with people on developing immediate as well as long-term solutions for community concerns in ways that encourage mutual accountability and respect.
6. Expanding the Police Mandate – Community policing adds a vital, proactive element to the traditional reactive role of the police, resulting in full-spectrum police service. As the only agency of social control open 24 hours a day, seven days a week, the police must maintain the ability to respond immediately to crises and crime incidents, but community policing broadens the police role so that they can make a greater impact on making changes today that hold the promise of making communities safer and more attractive places to live tomorrow.
7. Helping Those with Special Needs – Community policing stresses exploring new ways to protect and enhance the lives of those who are most vulnerable – juveniles, the elderly, minorities, the poor, the disabled, the homeless. It both assimilates and broadens the scope of previous outreach efforts such as crime prevention and police-community relations.

8. Grass-Roots Creativity and Support – Community policing promotes the judicious use of technology, but is also rests on the belief that nothing surpasses what dedicated human beings, talking and working together, can achieve. It invests trust in those who are on the front lines together on the street, relying on their combined judgment, wisdom, and experience to fashion creative new approaches to contemporary community concerns.
9. Internal Change – Community policing must be a fully integrated approach that involves everyone in the department, with community policing officers serving as generalists who bridge the gap between police and the people they serve. The community policing approach plays a crucial role internally by providing information about the awareness of the community and its problems, and by enlisting broad-based community support for the department’s overall objectives. Once community policing is accepted as the long-term strategy, all officers should practice it. This could take as long as 10 to 15 years.
10. Building for the Future – Community policing provides decentralized, personalized police service to the community. It recognizes that the police cannot impose order on the community from the outside, but that people must be encouraged to think of the police as a resource that they can use in helping to solve contemporary community concerns. It is not a tactic to be applied and then abandoned, but a new philosophy and organizational strategy that provides the flexibility to meet local needs and priorities as they change over time.

### ***Peel’s Principles of Modern Law Enforcement***

1. The basic mission for which police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behavior and the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of cooperation of the public that can be secured

diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.

5. The police seek and preserve public favor, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of society without regard to their race or social standing; by ready exercise of courtesy and friendly good humor; and by ready offering of individual sacrifice in protecting and preserving life.
6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the intent of the community welfare.
8. The police should always direct their actions directly toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.

*Written by Sir Robert Peel, 1829*

### **Community Policing: Key Operational Steps**

- |        |  |
|--------|--|
| Step 1 | Uniformed police officers must be assigned full-time, wherever population density, crime, and community needs permit, to beats manageable by foot. |
| Step 2 | Community police officers should establish networks of contacts with people representing all walks of life throughout their neighborhoods.         |

- Step 3      Police should create precinct and neighborhood committees, to consult with about local problems and priorities, wherever such committees do not already exist.
- Step 4      Community police officers must be given time to carry out their varied responsibilities for consultation, problem solving, and mobilization.
- Step 5      Community police officers must be allowed to set their own hours, rather than conform mechanically to a mandated shift schedule.
- Step 6      Community police officers should make themselves available for non-emergency meetings with citizens on a daily basis.
- Step 7      Police should coordinate police operations so that officers unfamiliar with a neighborhood undertake enforcement action there rarely and selectively, or, if necessary, under the guidance of local community police officers.
- Step 8      Local commanders should be allowed, indeed required, to adapt the use of their resources, especially personnel, to fit the needs of their particular areas, based on suggestions made by community police officers.
- Step 9      Front-line supervisors must be trained to understand they are responsible for facilitating, as well as supervising, the activities of community police officers.

*Adapted from David H. Bayley, "The Best Defense,"  
Fresh Perspectives, Washington, D.C.:Police  
Executive Research Forum, 1992: pp. 7-8.*

### **Ten Ways to Undermine Community Policing**

In a paper for the Police Executive Research Forum, Jon Eck lists 10 ways to undermine community policing:

1. Oversell it (promise more than can possibly be delivered)
2. Don't be specific (don't explain what you mean by cooperation, problem solving, etc.)

3. Create a special unit (which tends to create divisions among officers)
4. Create a soft image (e.g., that you are not concerned about crime)
5. Leave the impression that community policing is only for minority neighborhoods (and ignores the rest of the community)
6. Divorce community policing officers from “regular” police work (see #3 above)
7. Obfuscate means and ends (in particular, make the means seem more important than the ends: reduced disorder, less fear)
8. Present community members with problems and plans (e.g., don’t let them become really involved)
9. Never try to understand why problems occur (e.g., demand quick action, without adequate knowledge base or planning)
10. Never publicize a success

*Source: Eck, John E., “Helpful Hints for the Tradition-Bound Chief.” Fresh Perspectives, Washington, D.C.; Police Executive Research Forum, 1992*

### **Two Core Components of Community Policing**

It is generally recognized within our profession that community policing consists of two distinct core components:

1. Community Partnerships
2. Problem Solving

These two components can stand alone as a style of policing. For instance, an agency could be very diligent at establishing community partnerships without conducting any proactive problem solving. On the other hand, an agency could be very good at proactive problem solving without any involvement from the community. It is a blending of these two concepts together that creates what is known as community policing.

## ***Programmatic Application of Community Policing vs. Agency-wide Adoption of Philosophy***

### ***Community Policing Is Not***

As discussed earlier, how community policing is applied at respective agencies depends on the expectations set forth by the chief executive officer. Supervisors need to fully understand what is expected of community policing officers and ensure these expectations are met. The implementation of community policing may be programmatic, meaning a limited application by a specialty unit, or a true agency-wide adoption of the philosophy. In this type of application, the degree of implementation may depend on individual components.

#### Discussion Points:

1. Ask participants to explain in their terms what is meant by programmatic application vs. agency-wide adoption of the community policing philosophy. Ask for examples of each.
2. Explore the reasons why various agencies implement community policing differently.

# Unit Three:

## Black & White or Gray?

### *Contrasting Traditional and Community Policing Models*

*“Leaders cannot be neutral; They must stand for something. They must have a set of values – a commitment, goals, and governing principles.”*

—Herman Goldstein

#### **Changing Leadership Attributes**

The police profession, like mainstream corporate America, is undergoing radical changes in leadership and supervision. What worked for sergeants of yesterday is no longer applicable today. Control oriented police departments are changing to ones of empowerment and participative management styles. Today’s supervisor needs to be aware of these changes and strive to make the necessary modifications to his or her supervisory traits.

Young officers respond to different stimulation and motivation. (See Figure 3.2) The paramilitary command and control operations used 20 years ago do not work well with officers who are not used to taking orders. Creative thinkers demand a work environment that allows their creative tendencies to flourish.

<b>PAST</b>	<b>FUTURE</b>
control	empower
command	coach
coordinate	facilitate
mandate	guide
decree	influence
dictate	enjoin
admonish	counsel
reactive	proactive
punish	exonerate
pessimistic	optimistic
closed	open
status quo	visionary
passive	creative
punish mistakes	error allowance

Source: More, Harry W. *Effective Police Supervision*, Cincinnati, OH: Anderson Publishing Co., 1998

## **Changing Officer Behavior**

<u>1970s – 1980s</u>	<u>1990s – 2000s</u>
passive	involved
dependent	independent
subordinate	equal
lack of trust	mutual trust
ordered	self-directed
autocracy	democratic workplace
closed communication	open communication
acceptance	commitment
conventionality	spontaneity
conforming	nonconforming
rules dominate	goal attainment dominates
quantity	quality
personal goals ignored	personal goals attained
value-neutral	value-oriented

Source: More, Harry W. *Effective Police Supervision*, Cincinnati, OH: Anderson Publishing Co., 1998

## **Community Policing Sergeants**

As the first-line supervisor, a sergeant is critical to promoting community policing. The field sergeant is responsible for the success of community policing within a geographic area. The first-line supervisors' responsibilities are divided into six areas: encourage creating thinking, customer orientation, problem solving, analysis and supervision, recognition, and scheduling.

### Encourage Creative Thinking

- Encourage members to think in terms of problem solving as a primary unit of work
- Develop a team approach
- Encourage a shift in emphasis from short term quantity to long term quality
- Encourage “accountable creativity”
- Encourage risk taking – take risks yourself!
- Encourage members to look beyond traditional responses and to challenge the status-quo
- Be willing to evaluate and improve your performance
- Be able to trust your subordinates
- Be able to generate the trust of your subordinates

### Customer Orientation

- Know your customers
- Seek input from employees; provide feedback on how it was used
- Strive to develop mutual respect and trust among employees
- Get to know residents and merchants; use the contacts to learn about community concerns and perceptions of officer performance
- Encourage your subordinates to strive for continuous improvement in service delivery

### Problem Solving

- Be a fixer and improver
- Troubleshoot the system – remove obstacles
- Encourage problem solving and neighborhood involvement
- Discuss solutions with members regarding community policing problems
- Review problem solving progress with members
- Learn where to find resources needed by the patrol officer ...  
Assist the patrol officer in obtaining these resources
- Be a good listener

### Analysis and Supervision

- Know the roles of patrol officers and assist them with their responsibilities
- Be the principal link between the officer and the district command staff
- Shield patrol officers from any pressure to rely solely on traditional policing methods
- Give your subordinates the freedom to be creative
- Help identify problems within your area of responsibility which require a “community policing” solution
- Develop your coaching skills
- Develop a close familiarity with the work your subordinates are performing ... Aid the patrol officers in their problem solving process
- Be able to challenge ideas and issues instead of people
- Provide your subordinates with timely feedback
- Develop subordinates as the future supervisors of the department

### Recognition

- Encourage and praise your subordinates' efforts
- Celebrate successes; do not chastise failures
- Provide incentives to encourage team oriented community policing
- Reinforce community policing through evaluations, awards and commendations
- Identify community policing successes and talk about them
- Work with citizen groups to provide a mechanism for them to recognize those members of the department who are providing exemplary service

### Scheduling

- Encourage your subordinates to plan ahead, as much as possible, their community policing efforts
- Ensure that your subordinates have adequate resources to support their efforts
- Try to find “workload reduction strategies” to give your officers more time to devote to community policing
- Analyze productivity and assist your officers in time management ...
- Remember, model the behavior you are seeking!

### ***Characteristics of a Good Problem Oriented Supervisor***

- Allows officers freedom to experiment with new approaches
- Insists on good, accurate analysis of problems
- Grants flexibility in work schedules when requests are proper
- Allows officers to make most contacts directly and paves the way when they are having trouble getting cooperation
- Protects officers from pressures within the department to revert to traditional methods
- Runs interference for officers to secure resources, protect them from undue criticism
- Knows what problems officers are working on and whether the problem is real
- Coaches officers through the problem solving process, gives advice, helps them manage their time, and helps them develop work plans

- Monitors officer's progress on work plans and makes adjustments, prods them along, slows them down when necessary, etc.
- Supports officers even if their strategies fail, as long as something useful is learned in the process, and the strategy was well thought through
- Manages problem solving efforts over a long period of time; does not allow effort to die just because it gets sidetracked by competing demands for time and attention
- Gives credit to officers and lets others know about their good work
- Allows officers to talk with visitors or at conferences about their work
- Identifies new resources and contacts for officers, and makes them check them out
- Coordinates efforts across shifts, beats, and outside units and agencies
- Assesses the activities and performance of officers in relation to identified problems rather than boiler-plate measures
- Expects officers to account for their time and activities while giving them a greater range of freedom
- Provides officers with examples of good problem solving so they know generally what is expected
- Realizes that this style of police work cannot simply be ordered; officers and detectives must come to believe in it

*Police Executive  
Research Forum, 1989*

### ***Best Practices for Sergeants***

*Peter K. Manning, Ph.D.  
School of Criminal Justice  
Michigan State University*

Problems faced by sergeants in community policing and practices designed to improve their performance are identified in research performed by the School of Criminal Justice at Michigan State University under an Office of Community Oriented Policing Services (COPS) grant. Building on the concepts of total quality management and benchmarking, it draws on examples from interviews, meetings, and field visits conducted during research

on the “best practices” used by sergeants. Implementation of suggested practices must take into consideration the local traditions, conventions, and practices in a given department or office.

### ***Problems Identified***

- The transition to community policing involves changes in the sergeants’ role which often go unrecognized, but which are nevertheless troublesome to the sergeants and officers we interviewed and observed. Among the difficulties encountered were the following:
- Sergeants who supervise area-based “teams” may not have face-to-face contact with officers because officers are on different shifts or are in the field problem solving.
- Sergeants may face difficulty in motivating officers because they can no longer grant informal favors (time off, overtime permission, special assignments) or punishments as easily as they once did. This is especially true for those officers they do not see on a regular basis.
- Sergeants are given more informal, but significant, assignments to carry out by the chief’s office, lieutenants, or neighborhood groups and individual citizens. Assigning or working on these tasks is seen as adding to the workload.
- Sergeants may have little or no training in problem solving and therefore may believe it can be accomplished through the usual tasks and routines (writing parking tickets, checking businesses, stopping youths for curfew violations).
- A sergeant’s team often is a team in name only. There is no coordination of activities such as dividing and sharing roles and tasks, no team meetings are held, and officers often continue to answer calls within their districts (and in other districts).
- Crime-focused problem solving (making arrests, “busting” crack houses, or serving warrants) may be shifted to specialized units. Morale may be affected by an informal division of labor which deprives community policing officers of satisfying crime-based work.
- The standards and expectations of sergeants (and lieutenants) have changed and may be unclear, especially to patrol officers, and therefore more difficult to accommodate.
- Old methods of dealing with crime such as pushing crime or criminals around or out of the area may be more appealing as

area-based teamwork emerges. The routines that give meaning to patrol work (such as writing parking tickets, making juvenile stops, driving around, and responding to calls) continue to constitute a tacit model or image of patrol work. Therefore, new obligations (attending meetings, team activities, problem solving) are seen as overload which is neither formally nor informally compensated.

- The community policing philosophy and program may sharpen the perception that command officers (lieutenants and above) are out of touch, different from line officers, not sympathetic to “real police work” (e.g., arrests and law enforcement), and too sympathetic to the community. As a result, conflict between line officers and command may increase.
- Community policing challenges standards of performance and expectations that were previously largely informal. Sergeants are unclear about what they should be counting, evaluating, and rewarding especially if they rarely interact face-to-face with those they supervise. This perception is shared by officers.
- Changes in standards, the organization of work, and the lack of informal exchanges and ties make expectations of mutual loyalty between officers and sergeants problematic.
- Changes in routines, evaluation, workload, and sources of work mean that both officers and sergeants feel they are working with unclear norms.
- Democratic problem-solving involving an entire team is new in policing (except in vice or detective work where joint cooperation is sometimes rewarded and encouraged). This new approach may conflict with the individualistic, entrepreneurial, high-discretion model of uniform patrol work characteristic of big cities.
- In the absence of clear goals and objectives, alterations in old routines may leave patrol officers unclear about their purposes, feeling more at risk for discipline, and threatened by the sense that top command is out of touch.
- Sergeants and officers often define their primary work as responding to radio calls; completing this task is perceived as increasingly difficult because of lowered coverage or personnel reductions in many departments. Such work is very time consuming allowing little time for community policing.

### ***Best Practices***

Although the following recommendations are stated as “shoulds,” they are intended as suggestions not absolutes. These suggestions are inferences made by the author, based on the data collected from sergeants and officers. Specific conditions within a department must be taken into consideration in implementing these recommendations:

- Sergeants should develop a “beat” or “team” book to write down all problems identified by individual officers in beat meetings and neighborhood groups, or by other sources (city hall, the chief, other ranking officers).
- Sergeants should track identified problems, noting what was done by whom and when, and provide progress reports to lieutenants on a weekly or monthly basis.
- Each team should keep a list of problems that is reviewed at least monthly.
- A disposition should be attached to each named problem.
- Supervising sergeants should make sure that officers complete their logs and include any ideas or problems for team attention.
- Sergeants should use voice mail (if available) to send messages to team members; developing a “phone tree” to disseminate information on a regular basis is an effective technique.
- Because locker-room chat, roll call exchanges, and other informal means of communication may be reduced or absent, semi-formal meetings are needed.
- Face-to-face team interactions are essential to effective units.
- Sergeants should communicate progress in problem-solving to neighborhood and beat meetings.
- Sergeants should keep dispatchers and 911 operators informed about changes in workload and expectations when problem-solving efforts are taking place. Officers may be removed from call or given light duties to free time for problem solving.
- Sergeants may develop assignments or exercises for officers and request outcome reports.
- Team representatives should meet monthly with other precinct team representatives; spokespersons from these meetings

should confer with the captain and the chief or their community policing representatives.

- Sergeants should ask themselves and their team members: What should officers be accountable for? How can officer responsibilities be tracked? What rewards or punishments are available?
- Finally, all sergeants and their teams should be trained in one of the many models for identifying and solving problems.

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### Traditional Policing Model vs. Community Policing Model

Question	Traditional Policing (TPM)	Community Policing (CPM)
1. Who are the police?	A government agency principally responsible for law enforcement.	Police are the public and the public are the police; police officers are those who are paid to give full-time attention to the duties of every citizen.
2. What is the relationship of the police to other government agencies?	Priorities often conflict.	The police are one department among many responsible for improving the quality of life.
3. What is the role of the police?	Focusing on solving crimes.	A broader problem-solving approach
4. How is police efficiency measured?	By detection and arrest rates.	By the absence of crime and disorder.
5. What are the highest priorities?	Crime that are high value (bank robberies, etc.) and those involving violence.	Whatever problems disturb the community most.
6. What specifically do police deal with?	Incidents.	Citizens' problems and concerns.
7. What determines the effectiveness of police?	Response times	Public cooperation.
8. What view do police take of service calls?	Deal with them only if there is no real police work to do.	Vital function and great opportunity.
9. What is police professionalism?	Swift/effective response to serious crime.	Keeping close to the community.
10. What is the essential nature of police accountability?	Highly centralized; governed by rules and regulations, and policy directives; accountable to the law	Emphasis on local accountability to community needs.
11. What is the role of police headquarters?	To provide the necessary rules and police directives.	To preach organizational values.
12. How do police regard prosecutions?	An important goal.	As one tool among many used to solve problems.

Source: M. Sparrow (1988). *Implementing Community Policing*. Perspectives on Policing, pp. 8-9. Washington, DC: National Institute of Justice and Harvard University.

### Traditional Policing Supervision vs. Community Policing Supervision

Question	Traditional Policing (TPM)	Community Policing (CPM)
1. What is the role of a police supervisor?	Provide oversight and control of officers' activities to ensure compliance with policies, rules, and regulations.	Serve as a mentor, facilitator, and coach to officers.
2. How do supervisors view available patrol time for officers?	Available time for writing tickets, preventive patrol, and see below	Available time for community contacts and pro-active problem solving.
3. What measurements do supervisors use to assess the work effort of officers?	Arrest stats, number of reports written, traffic tickets.	Problem solving efforts based on needs of the community.
4. How do supervisors stimulate officer's creative thinking?	They don't ... officers are expected to follow policy.	Officers are encouraged to engage in creative thinking and find innovative ways to solve community problems.
5. How are errors viewed?	Mistakes are generally punished	Viewed as a learning experience
6. How do supervisors lead?	Mandate by decree	Guide by the principles of coaching, developing, and delegating



# Unit Four:

## Leadership Styles in Community Oriented Policing

### ***Situational Leadership***

Ken Blanchard developed a theory on supervision when he asserted that most supervisors use a variety of styles when dealing with subordinates. He noted the style most likely to be used by supervisors depended on the situation, including the skills of the employees and their ability to perform the duties of their position.

*“ We want to avoid being a ‘Sea Gull Manager.’ That’s someone who flies in, craps on everybody, and then flies out.”*

*Ken Blanchard*

In a situational approach to supervising people, there is a relationship between:

- 1) the amount of direction and control a supervisor gives (directive behavior)
- 2) the amount of support and encouragement a supervisor provides (supportive behavior)
- 3) the competence and commitment that a follower exhibits in performing a specific task (development level)

### ***Directive and Supportive Behaviors***

- 1) Directive Behavior

The extent to which the supervisor engages in one-way communication, spells out the subordinate’s role and clearly tells the subordinate what to do, where to do it, how to do it, when to do it, and closely supervises performance.

- 2) Supportive Behavior

The extent to which a supervisor engages in two-way communication, listens, provides support and encouragement, facilitates interaction, and involves the subordinate in decision making.

<i>Highly Supportive</i> Low Directive  <b>S3</b> <b>Supporting</b>	<i>High Directive</i> <i>High Supportive</i>  <b>S2</b> <b>Coaching</b>
<i>Low Supportive</i> <i>Low Directive</i>  <b>S4</b> <b>Delegating</b>	<i>High Directive</i> <i>Low Supportive</i>  <b>S1</b> <b>Directing</b>

***Development Level***

Supportive (Relationship) Behavior  <b>D3</b> <b>Emerging</b> <b>Contributor</b>	<b>D2</b> <b>Disillusioned</b> <b>Learner</b>
<b>D4</b> <b>Peak</b> <b>Performer</b>	<b>D1</b> <b>Enthusiastic</b> <b>Beginner</b>

### **Directive (Task) Behavior**

D1 – Enthusiastic Beginner

(High Commitment – Low Competence)

D2 – Disillusioned Learner

(Low Commitment – Some Competence)

D3 -- Emerging Contributor

(Medium Commitment – Medium Competence)

D4 – Peak Performer

(High Commitment – High Competence)

### **Four Leadership Styles**

DIRECTING (S1):	High directive/low supportive behavior. Supervisor provides specific instructions (roles and goals) for subordinates and closely supervises task accomplishment.
COACHING (S2):	High directive/high supportive behavior. Supervisor explains decisions and solicits suggestions for subordinates but continues to direct task accomplishment.
SUPPORTING (S3):	High supportive/low directive behavior. Supervisor makes decisions together with the subordinates and supports efforts toward task accomplishment.
DELEGATING (S4):	Low supportive/low directive behavior. Supervisor turns over decisions and responsibility for implementation to subordinates.

## Case Studies

Directions:

Take a look at the five leadership situations and indicate what the development level is and which leadership style action is needed – a, b, c, or d.

1. As a community policing supervisor, you know that two senior officers working adjoining neighborhoods are working together efficiently with encouragement from you. They typically collaborate on projects and form a productive team. Lately however, conflicts have caused them to delay projects and slip in performance indicators. You would . . .
  - a. Get them together and tell them how they can resolve their conflict, and see that they do it.
  - b. Talk to them separately about the problem, then get them together to discuss the problem. Encourage them to get along together and support their efforts at cooperation.
  - c. Talk to them separately to get their ideas, then bring them together and show them how to work out the conflict using their ideas.
  - d. Tell them you are concerned about the problem, but give them time to work it out by themselves.

Development Level \_\_\_\_\_

Action \_\_\_\_\_

2. Your squad of community policing officers in public housing areas has worked together for over a year now. During this time, you have found that one particular officer has taken the lead when problems arise. She gets along well with the others and is recognized as having the ability to oversee this team in action. Because of additional duties assigned to you by the lieutenant, you need to spend less time with the squad and work on another project. You have assigned her to assume quasi-responsibility for the squad. You would . . .
  - a. Involve her in thinking out the problems she may encounter and support her efforts to lead the squad.

- b. Let the group work on its own under her leadership.
- c. Talk with her and set goals for the squad, but listen to and consider her suggestions.
- d. Stay in close contact with her so you can direct and closely supervise her efforts to complete the project.

Development Level \_\_\_\_\_

Action \_\_\_\_\_

3. A senior officer with whom you worked before you came to a community policing squad gets transferred to your unit. In the past, he performed very well with minimal supervision, and was generally regarded as a top-notch officer. He is enthused about his new assignment but may not grasp the fundamentals of community policing. You would:

- a. Welcome him to community policing and let him determine how to do it.
- b. Define the activities necessary to successfully implement community policing in his neighborhood.
- c. Listen to his concerns, but encourage him to take on the new assignment and support his efforts.
- d. Direct his efforts, but solicit any ideas he may have.

Development Level \_\_\_\_\_

Action \_\_\_\_\_

- 4. You are the supervisor of a community policing squad. You have been making sure your officers understand their responsibilities and what you expect from them. Because of their relative brief time in community policing, you have supervised them very closely. For the past month or so, you have received positive comments from the community partners about your officers and their efforts. Their performance is generally improving. You would ...
  - a. Begin to let them work on their own with very little supervision, but keep track of community concerns.
  - b. Keep track of their errors and use constructive criticism to encourage them.
  - c. Continue to set direction in areas where improvement

is still needed, but praise them for their efforts and support their ideas for improvement.

- d. Continue to direct and supervise their efforts closely.

Development Level \_\_\_\_\_

Action \_\_\_\_\_

5. The senior CPO on your squad is usually very dependable, but has missed the deadline for turning in her monthly report for the second month in a row. You have previously mentioned the importance of this report being turned in on time. The report is once again overdue and your lieutenant is anxiously awaiting your entire squad report. You would . . .

- a. Set a new deadline for the report to be completed and direct and supervise her closely until the report is submitted.
- b. Discuss the problem with her, set a new deadline and support and encourage her until the report is completed.
- c. Emphasize the importance of getting the report completed as soon as possible and explore her reasons for why it is late again.
- d. Make sure she knows the report is overdue and assume she will get the report in as quickly as possible.

Development Level \_\_\_\_\_

Action \_\_\_\_\_

### ***What Does a Situational Leader Do?***

#### ***Directing Leader***

- Identifies the problem(s)
- Sets goals and defines roles
- Develops action plans
- Controls decision making (what, how, when and who)
- Provides specific directions and gives orders
- Initiates problem-solving and decision-making
- Announces solutions and decisions
- Supervises and evaluates the work of subordinates
- Determines resource needs and provides them

- Organizes the team's work
- Coordinates team tasks
- Conducts task analysis
- Maintains control over production

***Coaching Leader***

- Sets objectives and identifies problems
- Develops actions plans to solve problem(s) and then consults with team
- Explains decisions to subordinates and solicits ideas; two-way communication is increased
- Makes the final decision about procedures and solutions after hearing ideas, opinions, and feelings
- Continues to direct team's work
- Ensures adequate resources are provided and informs subordinates on how to get them
- Expresses interest in team members
- Initiates development programs

***Supporting Leader***

- Involves team members in evaluation and quality control
- Relies on subordinates to initiate task actions
- Provides assurances and support, resources, and ideas if requested
- Shares responsibility for problem-solving and decision making.
- Allows team to experiment
- Actively listens and facilitates problem-solving and decision making on the part of the team
- Shares evaluation role with subordinates
- Focuses on team building and teamwork
- Builds self confidence
- Builds team competencies

***Delegating Leader***

- Works more like a colleague
- Jointly defines the problem(s) with team members
- Collaborates in goal setting and organizing
- Helps develop action plans and is a team player in decision making (how, when, and with whom)
- Encourages subordinates' decisions and periodically monitors performance
- Acts as an enthusiast and cheerleader
- Delegates
- Helps team members build competencies
- Expands and enhances job assignments
- Provides link to organization resources

## **Assumptions About Police Officers**

Below are several assumptions about police officers. You are to place a number next to each of the letters, according to how strongly you believe the statement that follows is true. The numbers in each pair must total 10.

- |   |         |  |
|---|---------|--|
| 1 | _____ A | Most officers will perform well only when they are closely supervised.   |
|   | _____ B | Most officers' performance will be maintained or improved when they are given the opportunity and freedom to manage their own performance.     |
| 2 | _____ C | Most people like to work and want to do an excellent job.  |
|   | _____ D | The average officer does not like to work, will avoid it if he or she can, and will do as little as possible to get away with it.              |
| 3 | _____ E | The average employee seeks more responsibility.  |
|   | _____ F | The average employee avoids taking responsibility.   |
| 4 | _____ G | If given the opportunity, most people will set more difficult work standards for themselves than their supervisors would set for them.         |
|   | _____ H | If people are allowed to set work standards for themselves, they will set lower than their supervisors would.                                  |
| 5 | _____ I | Employees will work hard to improve their performance if it is made clear that there will be negative consequences for poor performance.       |
|   | _____ J | Employees will work hard to improve their performance if it is made clear that they will receive recognition and rewards for good performance. |

- 6      \_\_\_\_\_ K      Money is a major motivator for people at work, no matter what they do on the job.
- \_\_\_\_\_ L      Interesting and challenging work is the major source of motivation for most employees, as long as they believe they are paid fairly.
- 7      \_\_\_\_\_ M      Most employees do not have the imagination and creativity to figure out how to be more productive and improve the quality of their work.
- \_\_\_\_\_ N      Most employees have the imagination and creativity to figure out how to be more productive and improve the quality of their work.
- 8      \_\_\_\_\_ O      Most employees want to participate in decision making to improve their job performance.
- \_\_\_\_\_ P      Most employees will not meaningfully participate in decision making in order to improve their job performance.
- 9      \_\_\_\_\_ Q      If they are given the opportunity to contribute, most employees have better ideas than their supervisors do about how to improve their performance.
- \_\_\_\_\_ R      Most employees do not have the perspective necessary to contribute good ideas about how to improve their job performance.
- 10     \_\_\_\_\_ S      Most employees resist change in how they do their jobs.
- \_\_\_\_\_ T      If allowed to participate in deciding how change is to be implemented, most employees enjoy and become challenged by change.

### **Assumptions About Police Officers – Scoring**

Column A

A \_\_\_\_\_

D \_\_\_\_\_

F \_\_\_\_\_

H \_\_\_\_\_

I \_\_\_\_\_

K \_\_\_\_\_

M \_\_\_\_\_

P \_\_\_\_\_

R \_\_\_\_\_

S \_\_\_\_\_

Column A

Total \_\_\_\_\_

Column B

B \_\_\_\_\_

C \_\_\_\_\_

E \_\_\_\_\_

G \_\_\_\_\_

J \_\_\_\_\_

L \_\_\_\_\_

N \_\_\_\_\_

O \_\_\_\_\_

Q \_\_\_\_\_

T \_\_\_\_\_

Column B

Total \_\_\_\_\_

### **Theory X and Theory Y Supervisors**

Traditional methods and concepts are often used to supervise traditional policing. One of the more common mindsets of traditional policing is to emphasize centralized decision making within a pyramid shaped organizational structure. Douglas McGregor described this style of supervision as Theory X supervisors, noting that this type of supervisor shares certain basic assumptions.

1. It is management's role to organize resources – money, equipment, personnel – in a structure that requires close supervision of all employees and brings about maximum control.
2. It is management's responsibility to direct the efforts of the personnel of the agency, keeping them motivated, controlling all their actions, and modifying their behavior to fit the needs of the organization.
3. If management's staff does not take an active part in controlling the behavior of the employees, the employees will become passive, even resistant, to the needs of the agency.

4. The average employee is, by nature, lazy and will work as little as possible, as work is inherently distasteful to him or her.
5. The average employee lacks ambition, dislikes responsibility and authority, and prefers taking orders to being independent.
6. The employee is basically self-centered, has no feeling for organizational needs, and must be closely controlled and even coerced to achieve agency objectives.
7. By nature, the average employee resists change.
8. The average employee does not have the ability to solve problems creatively.

As supervisors involved in community policing, we need to ask ourselves if this is the best style of supervision for us to use. We must wonder and honestly ask ourselves if the goals of our agency and the expectations we have for community policing officers will be best accomplished using Theory X concepts.

For the most part, Theory X assumptions do not accurately reflect the vast majority of our work force. Higher education requirements and generally more intelligent and committed officers allow us to set aside Theory X and seek something more enlightening and empowering by which we can supervise officers.

McGregor also developed a second theory of human behavior, which he called Theory Y. In this model, workers are viewed as being highly motivated and eager to work. It was also found that agencies operating under Theory Y were more easily able to motivate officers.

Assumptions of Theory Y supervisors include:

1. It is management's role to organize resources – money, material, equipment, and personnel – to reach organizational goals.
2. Work can be an enjoyable part of one's life if the conditions are favorable.
3. People are not by nature lazy, passive, or resistant to the needs of the organization but have become so as a result of their experience working within the organization.
4. Management does not place the potential for development within the employee. Motivation, capacity for accepting responsibility, and willingness to work toward organizational goals are present within the individual. It is

then management's responsibility to recognize this potential and allow the individual the freedom to develop his or her abilities.

5. People possess creativity and can solve organizational problems if encouraged by management.
6. The essential task of management is to develop organizational conditions and operational procedures that will encourage individuals to attain their goals by directing their efforts toward organizational goals and objectives.

Organizations operating under Theory Y assumptions generally have a more open and participatory environment. Officers feel a part of the overall organization and are willing to work diligently toward their agency's goals ... they feel like an integral part of the team.

***Group Discussion Questions:***

1. Which style is best, Theory X or Y ? Are both needed? If both are needed, what are the criteria for selecting the model to use at any given time?
2. Is there a time or place of Theory X concepts within modern police agencies?
3. What are the benefits of Theory X within a para-military operation such as a police agency?
4. Which style, Theory X or Y, would be most conducive to community policing? Why?
5. What are the benefits of Theory Y within a community policing agency? Why?
6. What risks does a community policing agency face if they operate under Theory X?

***Police Management: Principles of Quality Leadership***

1. Believe in, foster, and support teamwork.
2. Be committed to the problem-solving process: use it and let data, not emotions, drive decisions.
3. Seek employees' input before you make key decisions.

4. Believe that the best way to improve the quality of work or service is to ask and listen to employees who are doing the work.
5. Strive to develop mutual respect and trust among employees.
6. Have a customer orientation and focus toward employees and citizens.
7. Manage on the behavior of 95 percent of employees, and not on the 5 percent who cause problems. — Deal with the 5 percent promptly and fairly.
8. Improve systems and examine processes before placing blame on people.
9. Avoid “top-down,” power-oriented decision making whenever possible.
10. Encourage creativity through risk taking, and be tolerant of honest mistakes.
11. Be a facilitator and coach. Develop an open atmosphere that encourages providing and accepting feedback.
12. With teamwork, develop agreed-upon goals with employees and a plan to achieve them.

*Adapted from David C. Couper and Sabine H. Lobitz, Quality Policing: The Madison Experience, Washington, D.C.: Police Executive Research Forum, 1991; p. 48.*



# Unit Five:

## The Role of Supervisors in Community Partnerships

### ***Community Partnerships***

The most basic aspect of community policing is the formation of collaborative partnerships between the police, the community, and other government agencies. These partnerships are generally intended to work as teams to solve community problems. To further understand the concept of partnerships, some preliminary issues need to be explored.

### ***Collaboration Definition***

Collaboration is the process by which several individuals or agencies make a formal, sustained commitment to work together to accomplish a common mission. For police officers in particular, collaboration involves working with community members, sometimes referred to as stakeholders, who have a vested interest in a problem and who are willing to commit time, talents, and resources towards its solution.

### ***How many people should be involved in a collaborative partnership?***

Depending on the nature of the problem, collaboration could involve a large number of partners or just a few. For example, loud parties late into the night at a residence may involve just a few homeowners in a particular neighborhood. However, a string of residential burglaries in a neighborhood where anyone could become a potential victim will involve many more stakeholders.

### ***Collaborative Partnership vs. Relationship***

What is the difference between a collaborative partnership and a relationship?

Many officers claim to have formed partnerships with their community when in reality what they have are merely relationships. The difference is in the level of active commitment to problem solving. A collaborative partnership is an active process of actually doing something about a specific problem. A relationship

is merely knowing people in the neighborhood, be they residents, business owners, or other stakeholders. The success of collaborative partnerships depends on two or more persons with a similar problem agreeing with each other on a solution and investing their efforts into making the solution a reality.

### ***Defining a Community***

Communities may be defined by several different criteria. For example, these criteria could include geographic proximity, population size and ethnicity, or socio-economic status. This section addresses how we define a community

A community may have many different definitions. Police will commonly define a community by its geographical boundaries. We should be careful using geography as the only criteria for identifying a community. For instance, an ethnic group may reside within a larger neighborhood and yet they only identify with their specific ethnic group. Officers must be cognizant of how residents view themselves as a community, taking into account ethnicity, social factors or shared interests.

Are police officers members of the community?

In some cases, officers may patrol the area where they actually live. In other situations, officers will be viewed as outsiders, especially if officers refer to the community in terms like “you people” or “they.” This terminology reinforces the perception that officers are not part of the community which makes collaborative partnerships difficult to establish and sustain.

### ***Advantages and Disadvantages of Collaboration***

Efforts to form collaborative partnerships with the community can sometimes be risky. In seeking collaborative partners, a police agency ventures into territory wrought with perils and pitfalls. Still, the benefits to be derived from such partnerships make the effort worthwhile.

There are advantages and disadvantages to collaborative partnerships. Supervisors need to be mindful of these to avoid letting their officers fall into them unexpectedly.

**EXERCISE:** Identifying the Advantages and Disadvantages of Collaboration

**Instructions:** Breakout groups meet to discuss the strengths and weaknesses of collaborative partnerships. Have each group identify what they see as 3 – 5 advantages and

disadvantages of partnerships. They are to record their findings on a flipchart and report back to the class. Allow 15 minutes for the breakout groups to meet. Each group should also be prepared to discuss if the advantages outweigh the disadvantages.

### ***Advantages of Collaboration***

What are some advantages of collaborating with the community?

Collaboration can:

- Improve knowledge and insights. Residents involved in collaboration serve as a vital resource to police. They can offer insights, knowledge and unique perspectives that officers might not otherwise have about the causes of the problem or potential solutions.
- Broaden community contacts. Community members can reach out to other community members who are directly impacted by the problem but who are isolated from formal groups.
- Save police time and money. Collaboration saves police officers time (and therefore money) because they can assign information-finding tasks to community members.
- Transfer responsibility to residents. Collaboration empowers the community to take responsibility for their own problems and increases awareness and interest in the area in which they live and/or work. This fosters a feeling of accomplishment within the community.
- Build trust and confidence in the police. Collaboration helps build trust in the police as well as an understanding of their importance to the community.
- Expand response options. Residents involved in a collaborative effort with the police can offer talents for selected responses. This may include mentoring an out-of-control teenager or tutoring a student who is having trouble in school.
- Engender support for police responses. A community that has developed and selected a response to a problem will be much more likely to support the solution to that problem than one that has not collaborated with the police.
- Generate funding and supplies. Community groups may also be able to develop funding resources, collected

from business groups or other community members, to contribute to the response effort.

# Unit Six:

## The Role of Supervisors in Problem Solving

### ***Overview of Problem Oriented Policing***

Police have traditionally viewed problems only as incidents in which people break laws. The typical response was to make an arrest in an effort to solve the problem at hand. In other words, if it is not a crime then it is not a police matter. Officers would write reports, submit cases for prosecution, and generally view arrest as the only method at their disposal to solve the problem.

The mechanics of problem solving focuses on police officers' efforts to proactively address problems and develop long-term solutions using a wide range of resources. Some of these responses and resources will involve community partners previously ignored by police officers. The concept of collaborative partnership becomes vital when officers seek to employ non-traditional strategies to solve community problems.

Problem Oriented Policing is a philosophy wherein problems become the basic unit of police work rather than calls for service. Supervisors play several crucial roles in problem oriented policing, as will be discussed in this segment.

### ***A Bit of History***

The year was 1979 when Dr. Herman Goldstein of the University of Wisconsin first developed guidelines for Problem Oriented Policing. His emphasis was to focus on conditions that tended to encourage crime and disorder. By addressing the conditions, he stressed, one would eliminate the problems that arose therefrom.

The concept of focusing on problems was enhanced by two other works which are included at the end of this section. They are:

1. Broken Windows by James Wilson and George Kelling, 1982
2. Sitting Ducks by William Spelman and John Eck, 1989

## ***Two Definitions of a Problem***

1. Any condition that alarms, harms, threatens, causes fear, or has potential for disorder in the community, particularly incidents that may appear as isolated, but share certain characteristics such as common pattern, victim, or geographic location.
2. Any condition that involves two or more incidents, that are similar in nature, that are capable of causing harm and that the public expects the police to do something about.

## ***Elements of Problem Oriented Policing***

- A problem is the basic unit of police work. A problem is the basic unit of police work rather than a crime, case, a call, or an incident. A problem is a group or pattern of crimes, cases, calls, or incidents.
- Problems impact on citizens and not just the police. A problem is something that concerns or causes harm to citizens, not just the police. Things that concern only police officers are important, but they are not problems in the sense of this term.
- Problem solving requires officers to deal with conditions, not quick fixes. Addressing problems means more than quick fixes; it means dealing with conditions that create problems.
- Problems must be accurately described. Problems must be described precisely and accurately, and broken down into specific aspects of the problem. Problems often are not what they first appear to be.
- Systematic investigation is required before implementing solutions. Police officers must routinely and systematically investigate problems before trying to solve them, just as they routinely and systematically investigate crimes before making an arrest. Individual officers and the department as a whole must develop routines and systems for investigating problems.
- Consider all possible responses. Initially, all possible responses to a problem should be considered so as not to cut short potentially effective responses. Suggested responses should follow from what is learned during

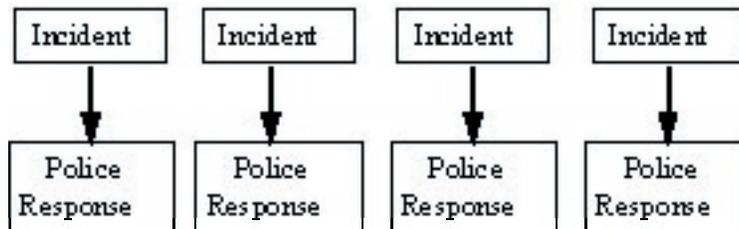
the investigation. They should not be limited to, nor rule out, the use of arrest.

- Solve problems proactively rather than reactively. The police must be proactive in their efforts to IDENTIFY and SOLVE problems rather than just react to the harmful consequences of problems.
- Police officers should have discretion in their problem solving efforts. The police department must increase police officers' and detectives' freedom to make or participate in important decisions. At the same time, officers must be accountable for their decision making.
- Evaluate the results of new responses and not simply the response activity. The effectiveness of new responses must be evaluated rather than simply measure response activity. The goal is to solve a problem, not to merely be active.

### ***Incident Driven Policing vs. Problem Oriented Policing Models***

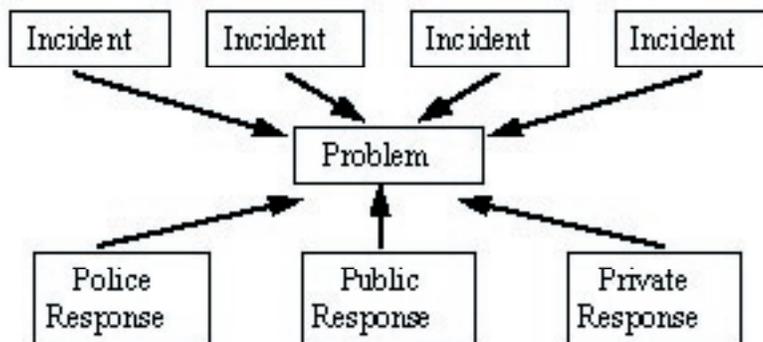
#### ***The Incident Driven Policing Model:***

Underlying Conditions



#### ***The Problem Oriented Policing Model:***

Underlying Conditions



## **SARA — The Classic Problem Solving Model**

No class or curriculum related to Problem Oriented Policing would be complete without some reference to SARA – the classic problem solving model. Developed in the late 1970's, SARA is considered to be the standard problem solving model, though others are in use.

Scanning – identifying problems through various sources

Analysis – collect and analyze information to fully understand the problem and its root causes

Response – collaboratively develop and implement solutions with other agencies and the public

Assessment – evaluate strategy effectiveness

### **Scanning for Problems**

Locate and identify problems via

- Citizen complainants
- Community councils
- Community surveys
- Citizen & Business contacts
- Repeat calls for service
- Personal observations
- Fellow officers
- Other government agencies
- Crime Analysis

### **Analysis of Problems**

Determine the nature of the problem and its root causes

- Is it crime related?
- Does it involve citizens' fear of crime?
- Is it traffic related?
- Is it an order maintenance problem?
- Is it a quality of life issue but not necessarily crime related?

Conduct research to fully understand the root causes of the problem

- Interviews / surveys
- Crime Analysis
- Security surveys
- Personal observations
- Technical assistance

### ***Response to Problems***

Develop strategies and solutions to *solve the problem*. Use proper brainstorming processes or techniques to develop responses and prioritize the most potentially effective.

- Prioritize
- Multi-vote

### ***Range of Responses***

Responses may not completely eliminate the problem, though this should be the primary goal. Successful responses may have other solutions that come up short of complete elimination. Realistically speaking, this is all you can sometimes expect to achieve based on the various factors affecting the root causes.

- Totally eliminate the problem
- Substantially reduce the problem
- Reduce the harm created by the problem
- Deal more effectively with the problem
- Remove the problem from police consideration

### ***Assessment of Problems***

Gather feedback and determine how well the response worked. Develop measurement criteria to help with the assessment. Consult with stakeholders, to include

- Persons affected by the problem
- Local residents
- Stakeholders
- Supervisory review
- Review of crime stats or calls for service

Based on the assessment, the response effort may be:

- Continued
- Discontinued
- Revised
- Re-instituted

### ***Common Errors in Problem Solving***

- The problem is not clearly defined or the group does not have enough information to understand the problem
- The problem is stated too narrowly – real problems will not be resolved... only a symptom is affected.
- Tentative solutions are chosen too early in the process before the problem is understood
- The range of information gathered is too narrow
- Some major constraints to solving the problem are ignored
- Traditional solutions are preferred despite lack of effectiveness
- Priorities among problems are not established – a plan for carrying out the solution, specifying who will do what when, is not developed or is not well thought out
- Resources needed to carry out a solution are not clearly defined
- The costs of a solution is not weighed against the potential benefits
- Feedback and evaluation procedures are not built into the solution, therefore, no mechanism exists to monitor progress and determine effectiveness

# Unit Seven: Goal Setting and Performance Management

## ***What Do We Want to Achieve?***

COPS officers are often sent to the field and told to “do community policing” with little guidance or expectations. This is sometimes based on a supervisor’s lack of understanding regarding community policing and problem solving. Often times, officers go to work in a state of insecurity, not knowing exactly what is expected of them or how they will be evaluated on their performance.

This can be frustrating to officers who only ask for a little guidance in how to perform their duties. Add to this frustration the uncertainty of how their job performance will be evaluated and you realize the importance of performance management. Officers seeking raises or consideration for promotion want a fair and objective evaluation that is based on well established criteria.

Furthermore, officers may be asked to develop “action plans” to address a particular problem or POP project. They scratch their heads and ponder what is being expected from them.

In this module, we will explore the concepts of goals, objectives, and action plans. We will then use these terms to identify methods for evaluating officers within the context of community policing operations and develop a COPPS based performance evaluation.

## ***Performance Management***

*A performance management system is more comprehensive, however, than simply observing and evaluating performance. It involves setting goals with employees, monitoring performance, coaching, supporting, motivating, and providing continuous feedback.*

*(Nelson and Economy, 1996)*

Another way of viewing performance management is to consider a balance scale. On one side is your performance standards that weigh against an employee’s actual job performance.

A performance management system is a tool for developing employees. Performance management is an ongoing process that provides many benefits to supervisors.

- Communicate performance expectations
- Measure employee performance
- Identify strengths and growth areas for employees
- Give employees feedback on their performance
- Set performance improvement goals
- Determine training needs
- Increase a supervisor's understanding of employees
- Assist in decision making regarding other administrative or personnel issues
  - Compensation
  - Promotions
  - Transfers
  - Layoffs
  - Disciplinary actions
  - Career development
  - Training
- Provides an opportunity to show value to employees for their contribution to the department

*(Imundo, 1991; Nelson & Economy, 1996)*

### **Steps of the Performance Management Process**

Performance management is an ongoing process for supervisors that begins the day an employee is hired and continues until that employee is no longer your responsibility. It is never ending.

There are three distinct steps or phases of the performance process and several sub-phases. They are:

#### **Plan**

- Identify job duties and responsibilities (refer to job description)
- Develop standards to measure job performance (how well duties are to be done)
- Discuss duties and standards with employees
- Establish performance expectations with employees

#### **Coach**

- Monitor and document employee performance (assess performance against standards – apply the scale)
- Give regular and specific feedback
- Provide coaching for performance improvement

**Review**

- Prepare formal written performance evaluation
- Meet with employees to discuss their formal performance evaluation
- Summarize significant events of the evaluation period
- Give specific examples of performance
- Set new performance goals

**Clarify Job Duties and Responsibilities**

The first step in the performance management process is to identify and clarify the duties, responsibilities, and activities associated with an employee’s job (the job elements). Ideally, these job elements should be derived directly from the job description for a particular position. Job elements indicate “what” is to be done by certain positions.

Activity 1: Identify Job Duties and Responsibilities

Select one job that you supervise. Identify at least three duties, responsibilities, or activities of that position.

Job Title: \_\_\_\_\_

Job Duties:

1. \_\_\_\_\_

\_\_\_\_\_

2. \_\_\_\_\_

\_\_\_\_\_

3. \_\_\_\_\_

\_\_\_\_\_

**Creating Performance Standards**

Job elements describe “what” is to be done. Performance standards describe “how well” each duty, responsibility, or activity is to be done. Performance standards are brief, concise, clear statements of expectations about the level of performance required to meet a

specific appraisal rating. Performance standards need to be clear and unambiguous.

1. Specific – standards should be written to employees know exactly what is expected of them ... what must be done, how it must be done, when, how well, and how much / how many. Well written performance standards follow the TQQM Principle:

Timely—when

Quality—how well it is to be done

Quantity—how much or how many

Manner of performance—how it is to be done

2. Practical – standards should be easy to measure, based on quantifiable standards that are unambiguous.
3. Meaningful – standards should be relevant and important to actually getting the job done. Standards not relevant to a job are unenforceable.
4. Realistic and Achievable – standards should be something that the average employee can accomplish and just the exemplary employee.
5. Measurable – standards should be written so it is clear when it has been accomplished.
6. Thorough and Complete – standards should reflect everything needed to accomplish job duties.

## Activity 2: Creating Performance Standards

Refer to the job and elements you created in Activity #1. Select one duty or responsibility for that job and write the performance standards for it.

Job Title: \_\_\_\_\_

Job Duty:	Performance Standards
-----------	-----------------------

- |    |    |
|----|----|
| 1. | 1. |
|    | 2. |
|    | 3. |

Are the performance standards specific, practical, meaningful, realistic, measurable, and thorough? Do they specify a timeframe, quantity, quality, and manner of performance, when applicable or appropriate?

## ***Monitoring And Documenting Employee Performance***

### Importance of Monitoring Employee Performance

Monitoring employee performance allows the supervisor to follow up on the agreements that were reached during the performance planning and goal setting session. The supervisor monitors employee performance to make sure employees are performing up to standard and are making progress towards their performance goals. By monitoring employee performance, the supervisor is able to assess employee progress, give positive reinforcement where appropriate, and provide coaching, training, or additional resources if needed. The goal of monitoring should be to assess performance and provide feedback. Hopefully, you will “catch your employees doing well!”

### ***Documenting Performance***

The supervisor needs to do more than simply monitor or observe employee performance. The supervisor also needs to document performance — collect specific information about the employee’s job behavior.

Documentation is the continuous, ongoing collection of specific information about job behavior. Documentation includes any notes about specific actions or behaviors that occurred during the performance review period. Documentation helps the supervisor give the employee a fair evaluation, particularly if documentation occurs on a regular basis, and if it also occurs at the time that a behavior, action or event happens. Documentation frees the supervisor from relying solely on memory when completing performance appraisals. Additionally, documentation may help employees understand their performance ratings, particularly when specific examples of job performance are available to support the ratings.

### ***Guidelines for Documenting Employee Performance***

1. Be Specific — indicate what was observed by describing specific, observable behaviors ... remember, attitude is not a behavior.
2. State Facts Only, Not Opinions or inferences — the key is to be neutral objective when documenting performance.
3. Be Timely — document regularly, recording behavior as it occurs.
4. Be Fair — document both positive and negative job behaviors, recording good performance as well as poor performance.

5. Document All Employees — keep balanced documentation on all employees, not just those who perform poorly.
6. Be Consistent — documentation should match your verbal feedback and actions.
7. Keep Your Documentation Readily Available — your documentation system should be easily accessible to facilitate its usage.

### ***Potential sources for Documentation***

- Direct, personal observations
- Work samples
- Reports
- Records (such as commendations, awards, disciplinary action reports, etc.)
- Work logs or activity logs
- Citizen feedback
- Employee's own contributions (e.g., training records, special projects completed, etc.)

### ***Giving Feedback***

Most supervisors, and probably most adults for that matter, find giving and receiving feedback about poor job performance to be an uncomfortable activity. No one likes to receive negative feedback, and supervisors would just as soon avoid giving it if at all possible. However, one of the basic responsibilities of being a supervisor is to let employees know how their job performance compares to accepted job performance standards.

### ***Guidelines for Giving Feedback***

- Be specific and describe behaviors —
- Refer to behaviors over which the person has some control —
- Give feedback in a timely manner —
- Give only as much feedback as the person can handle —
- Choose an appropriate location for giving feedback —
- Check for understanding —

## **Roadblocks to Effective Communication**

Giving feedback is a basic communication process in which a sender provides a message and a receiver (hopefully) receives and understands the intended message. The goal here is for six things to occur:

1. The sender sends the message
2. The message clearly states what the sender intended to say
3. The receiver receives (hears) the message.
4. The receiver processes and decodes the message using their personal filtering system.
5. The receiver responds back to the sender with their understanding of the intended message.
6. The sender acknowledges the message was received and understood as originally intended.

Along the way, there are several roadblocks that can negatively affect the communication process. They include:

1. Failure to listen – inattentive behavior, doing something else
2. Interrupting – butting in with comments rather than letting someone speak
3. Mind-reading – “I know what you are going to say next.”
4. Focusing on yourself – directing the conversation back to you
5. Criticizing or name-calling – using emotionally charged words that tend to criticize, “That’s irresponsible ...”
6. Sarcasm – witty, biting quips
7. Diverting – changing the subject or direction of the conversation to avoid unpleasant points
8. Inappropriate reassuring – saying things are okay to minimize a problem ... need to display empathy instead
9. In appropriate body language – slouching, looking away, rolling eyes, yawning
10. Insufficient information or too much information – not enough data to understand the intended message or so much data the receiver is overloaded
11. Excessive or inappropriate questioning – bombarding with unnecessary questions that leave one feeling they are being grilled
12. Giving solutions – refers to personal problems ... giving of unwanted advice

## ***Common Difficulties in Listening***

Listening is an important part of the communication process. Without it, the sent message is never really received. The problem is that we really do not listen that well and place little emphasis on the importance of listening

### Four Basic Communication Skills

<u>Listening</u>	<u>Speaking</u>	<u>Reading</u>	<u>Writing</u>
Learned   First	Second	Third	Fourth
Used   Most	Next most	Next least	Least
Taught   Least	Next least	Next most	Most

There are a variety of reasons why we do not listen as well as we should. Active listening is an art, something that does not occur automatically or without practice. One of the more common complaints heard is that “he really wasn’t listening to me or interested in what I had to say.” Supervisors need to remember this and focus their efforts when listening to subordinates or citizens.

## ***Common Difficulties in Listening***

1. Allowing or creating distractions –
2. “Pretend” listening –
3. Tuning out subjects that don’t interest you –
4. Mentally disagreeing –
5. Focusing on the speaker’s delivery -
6. Daydreaming –
7. Talking more than you listen –
8. Assuming that not talking (or silence) means that you are listening –

## ***Active Listening Skills***

### Verbal Attending Skills

1. Paraphrasing – restating what the speaker said, using your own words

2. Reflecting feelings – repeating what the speaker said, emphasizing your perception of what the person was feeling
3. Summarizing – briefly restating the main ideas and feelings expressed by the speaker; connect the content (idea expressed) to the feelings (“You feel .... because ....”)
4. Asking open-ended questions – asking questions that require more than a one-word response
5. Minimal encouragers – using simple responses that encourage the speaker to continue talking (“tell me more” “go on” “I see”)
6. Attentive silence – remaining silent for a moment, giving the speaker time to think, to decide what to say, and then to proceed at his/her own pace

### ***Non-Verbal Attending Skills***

1. Face the other person squarely
2. Maintain an open body posture
3. Lean forward slightly
4. Maintain appropriate eye contact
5. Remain relaxed

### ***Goals***

A goal is generally defined as a broad purpose statement of desired achievement expected to result from concrete measurable actions.

Goals may be either short term or long term, depending on the length of time required to produce the expected change. Short term goals produce noticeable change within a brief time. Long term goals require additional time, but generally produce change within the foreseeable future. Long term goals are not intended to be indefinite.

Example:       The department will increase its involvement in Crime Watch programs throughout the community in the next fiscal year.

From this single goal, one can easily understand the intended purpose or direction in this particular area of department operations. How the agency will get there has yet to be determined.

## **Criteria for Writing Performance Goals**

Like performance standards, the criteria for writing performance goals are very similar. Performance goals should be: specific, measurable, attainable, realistic, and timebound.

### **S Specific**

Goals should be clear and unambiguous. They should specify what is to be done, when, and how much. The more specific the goals are, the easier they will be to measure.

### **M Measurable**

The goal should be written so that it is easy to recognize when it has been reached. Consider, then, how you will verify that the goal has been reached.

### **A Attainable**

Don Quixote may have dreamed the impossible dream, but for the rest of us, goals should be attainable (within the specified time frame) and not too far out of reach.

### **R Relevant**

The goal should have an impact, and should be important in fulfilling the employee's overall vision (e.g. successfully performing job duties, professional development).

### **T Timebound**

The goal should have start and end points, as well as milestones (markers or events at which progress will be checked).

## **Objectives**

The term objective is sometimes used interchangeably with goals, but the two are completely distinct concepts. Objectives are a set of clearly defined action steps that are needed to achieve a goal, which are measurable or quantifiable. They are the "how-to" element of what a goal is intended to accomplish.

Example: The department will increase the number of active Crime Watch programs by 5%.

The department will re-contact all inactive Crime Watch programs and re-activate at least 5%.

These objectives are specific and measurable because they set quantifiable actions to be achieved. “The department will increase the number of Crime Watch programs by 5%” can be easily measured based on the number of programs already in existence. Members working on this particular goal and objective can measure their success throughout the year and determine whether they achieved their objective or if more work remains. Supervisors and managers can monitor the progress of their work teams by comparing their efforts to the outcomes realized so far.

### **Strategies / Action Items**

Strategies are steps necessary to successfully complete a particular objective. If objectives are the “how-to” aspect of goals, then strategies are the individual steps required along the way. Strategies are very specific in delineating what must be done to accomplish a goal and objective.

Example: To increase the number of Crime Watch programs by 5%, the Crime Prevention Unit will:

- Monitor all monthly crime analysis reports for patterns of activity in neighborhoods.
- Contact victims of crimes in areas identified to discuss the benefits of Crime Watch and encourage residents to set up an initial meeting to discuss the concept.
- Conduct residential surveys in areas where patterns of criminal activity have been identified — in doing so, encourage residents to set up an initial meeting to discuss the concept.
- Ensure the topic of Crime Watch is mentioned at all crime prevention presentations conducted throughout the community.
- Publicize Crime Watch through all available media outlets.

Enumerated in this manner, it is easy to see how strategies are the basic element or action items to be performed while working to achieve a particular objective.

**Action Plan**

Goal Statement \_\_\_\_\_

Objective #1 \_\_\_\_\_

Strategy 1.1 \_\_\_\_\_

Strategy 1.2 \_\_\_\_\_

Strategy 1.3 \_\_\_\_\_

Objective #2 \_\_\_\_\_

Strategy 2.1 \_\_\_\_\_

Strategy 2.2 \_\_\_\_\_

Strategy 2.3 \_\_\_\_\_

Objective #3 \_\_\_\_\_

Strategy 3.1 \_\_\_\_\_

Strategy 3.2 \_\_\_\_\_

Strategy 3.3 \_\_\_\_\_

## **Group Exercises**

The class will break into groups and each will write an action plan for assigned problems. When consensus is reached within each group, a spokesperson will present the problem, the goal(s), objectives(s), and strategies to the entire class.

### **Problem #1 — Trespass Situation**

As the district supervisor, you have received a complaint from the manager of Sleepy Oaks Apartments that people who do not live in the complex are coming onto the property nightly and using drugs, drinking, and behaving in a disorderly manner in the parking lot and playgrounds.

### **Problem #2 — Juvenile Problem**

You are the district supervisor for an upper middle income residential area that is usually very quiet. Residents mentioned at the recent neighborhood association meeting that a particular house in the area has high school aged kids hanging out late into the night on Fridays and Saturdays. The kids tend to play loud music, both inside the house and outside in their vehicles. Evidence of alcoholic beverages being consumed is left in the streets the next day after each nightly gathering.

### **Problem #3 — Larcenies from Vehicles**

Crime Analysis reports a dramatic increase in cars being burglarized and items stolen from them in a mostly blue-collar residential neighborhood. These thefts usually occur late at night while the residents are sleeping, generally between 10:00 p.m. and 6:00 a.m. Your lieutenant has tasked you with doing something about the problem.

### **Problem #4 — Bicycle Riders**

Your department has received complaints that students riding bicycles to school are violating traffic laws and endangering both themselves and others. The complaints describe riders who do not slow down, stop for stop signs or red lights, ride in between cars stopped at intersections, and use sidewalks with complete disregard for the safety of students walking

to school. The PTA president and school principal want the problems resolved immediately.

**Action Plan**

Goal Statement \_\_\_\_\_

Objective #1 \_\_\_\_\_

Strategy 1.1 \_\_\_\_\_

Strategy 1.2 \_\_\_\_\_

Strategy 1.3 \_\_\_\_\_

Objective #2 \_\_\_\_\_

Strategy 2.1 \_\_\_\_\_

Strategy 2.2 \_\_\_\_\_

Strategy 2.3 \_\_\_\_\_

Objective #3 \_\_\_\_\_

Strategy 3.1 \_\_\_\_\_

Strategy 3.2 \_\_\_\_\_

Strategy 3.3 \_\_\_\_\_

## **Group Exercises**

Up to this point, the problems to be addressed involved typical calls for service that any police agency might receive. They generally involve criminal matters or traffic related incidents. However, supervisors often deal with internal problems that relate to personnel matters, employee motivation issues, or procedural dilemmas. Using the same technique applied to the external complaints, your group will develop action plans for the following internal problems.

### **Problem #1 — Flexible Work Schedules Needed**

As the district supervisor, your COPPS officers developed an action plan to address the complaint from the Oaks Apartments. However, the plan requires activities during daytime hours when community partners are open for business. These officers typically work the evening shift and cannot be transferred to day shift for extended periods of time due to manpower considerations. How will you get these action items accomplished during day shift hours?

### **Problem #2 — Running Interference for Officers**

You are the district supervisor for an upper middle income residential area that is experiencing loud parties with students during weekends. Your COPPS officer has begun to implement an action plan but is getting interference from the parents who are complaining to the Chief that the police response is an over-reaction to something that is not a real community problem. The parents are threatening a lawsuit if their complaint is not addressed and their kids left alone.

### **Problem #3 — Teamwork and Cooperation with Patrol Officers**

Crime Analysis reports a dramatic increase in cars being burglarized and items stolen from them in a mostly blue-collar residential neighborhood at night. Part of the action plan developed by your COPPS officer calls for assistance from the night shift zone officer. Specifically, the zone officer is asked to increase patrols in the area and conduct Field Interviews of suspicious persons. This officer is covertly undermining the effort by claiming to be too busy to help. The lack of cooperation is believed to be due the zone officer's refusal to cooperate with a COPPS project.

#### Problem #4 — Bicycle Riders

Your department has received complaints that students riding bicycles to school are violating traffic laws and endangering both themselves and others. The COPPS officer for the area comes to you wanting to know how to put together an action plan as he has not done this before.



# Unit Eight:

## Calming Rough Seas: *Managing Change within an Organization*

### ***The Police Organization in Transition***

*A Monograph from the  
Community Policing Consortium*

#### *Introduction And Framework*

This article is directed at managing the change process in police organizations in response to the COPS initiative. Change management is the development of an overall strategy which will review the present state of the organization, envision the future state of the organization and devise the means of moving from one to the other. Transition management is overseeing, controlling and leading that move from present state to future state.

To embark wholeheartedly on the transition process first requires:

- a.) a leader who is open;
- b.) willing to make change, and
- c.) provides support for those decisions with commitment and energy.

It is often easier for a new chief to accept that certain things need to be changed and to provide a different vision for the organization from their predecessor. This does not of course preclude an established Chief from making major transition too. Progressive Chiefs are not confined to new appointments. It just may be more difficult, depending on the size of the department, familiarity with the work force and political support. Provided that the leader fulfills a.) to c.) above, transition is achievable.

For conciseness and clarity this article will assume that such a person is already at the head of the organization and that they will be seeking to make the changes outlined in the U. S. Department of Justice monograph — “Understanding Community Policing” (1). That is, supportive of a community policing philosophy built on a strategic plan involving community partnerships and problem-solving and making profound structural, cultural and organizational changes in the police.

There is no suggestion that this management process is either swift in resolution or a 'quick fix' for urgent and immediate policing problems. There is a pre-supposition that the leader of the organization will anticipate that there is "No gain without pain" and that the process of transition will inevitably incur some difficult if not painful experiences for which they should be prepared.

It is not the purpose of this article to attempt to spell out the path to transition but to address some of the areas of difficulty which can be anticipated in police organizations undertaking the changes promulgated in the COPS initiative. It is intended for management use and to put managers on their guard concerning problems that can, and do arise during the change process, even with the most dynamic leaders at the helm. It will also provide some tried and tested solutions to some of the problems of transition.

This article will deal with:

- A. The review of the organization at present
- B. The future organization
- C. Managing transition - the human side
  - 1 ) The people who work for the agency
  - 2 ) Dealing with resistance
  - 3 ) External participation
- D. Managing transition - the organizational needs
- E. Budgetary considerations
- F. Measuring performance
- G. Summary - managing the stresses of transition.

### ***A. The Review Of The Organization At Present***

The agenda is to make organizational transition to community policing, involvement of the community and delivery of a more effective service. Tackling crime and reducing the opportunities for it to occur, and lack of public confidence are primary reasons why the shift in philosophy is necessary. To deliver a better service focused on community partnerships to reduce crime requires certain fundamental changes in the police organization. Without those organizational changes the quality of the delivery will be compromised. How do we begin to address this important issue?

First, we need to review our organization. This review establishes what needs to be changed, in what way and for what purpose. Before we decide where we need to go, we need to know where

we started. It assists in defining future direction; provides a baseline from which to work; assesses the degree of readiness in the organization; and helps to understand its dynamics. It verifies where the organization is now; the management style; morale; approach to innovation, and how the organization operates. A critical requirement is also to analyze the effective organizational barriers within the agency which are likely to impede the community policing initiative. Effective external constraints and resources controlled by others outside the police department should also be reviewed, i.e. finance and budget; hiring rules, and State mandated training programs.

Ideally we need to identify all the key people who are most affected by the forthcoming change; who will feel threatened; who stands to lose, and who will want to be consulted. Consideration should also be given at this stage about whose support and agreement will be required; what obstacles and difficulties there are; and what must be accomplished if the change is to succeed. Even at this early stage chiefs need to think about what they want from their personnel and what the personnel are likely to expect from them. This approach will help develop intervention strategies to manage and influence everybody in the organization, especially the key people.

### ***B. The Future Organization***

This is the forward-looking part of organizational change. It is the vision for the future and the establishment of values, mission, goals, objectives and strategies for delivering community policing. This strategic planning process is fully covered in both the COPS training curriculum and other materials to be found on the Community Policing Consortium's web site at [www.communitypolicing.org](http://www.communitypolicing.org).

Nevertheless, it is important to ensure that there is a robust strategy to deal with the transitional phase but that will not be specifically addressed here. Without it, achievement and implementation of the future plan is doubtful. The conflict which will continuously arise and will have to be managed without compromising principles is that of administering the present organization and the change process simultaneously, while the future is being planned.

### ***C. Managing Transition - The Human Side***

Two of the greatest dilemmas facing the change manager at the most fundamental level are:- 1) reconciling the needs of the organization with the needs of the individuals who work for it; and

2) creating a vision with a set of core values and an implementation strategy for community policing which are congruent with and supported by the structure, systems and practice of the police organization.

Whilst the change process at first glance may appear unproblematic, there are a number of dilemmas to which there are not necessarily any simple solutions and where balances have to be struck but not at the cost of vision, values and principles.

*There is nothing more difficult to plan, more uncertain of success, or more dangerous to manage than the establishment of a new order; because the innovator has for enemies all those who have derived advantage from the old order and finds but lukewarm defenders among those who stand to gain from the new one. Such a lukewarm attitude grows partly out of fear of the adversaries, who have the law on their side, and partly from the incredulity of men in general, who actually have no faith in new things until they have been proved by experience. Machiavelli (2)*

### **1. The People Who Work For The Agency**

Organizations in transition almost inevitably look like organizations in turmoil to the casual observer. For many practitioners involved who are staid, naturally unreceptive to change, settled and happy with their present role, or with vested interests in keeping things as they are, then even the idea or mention of change will cause mild apoplexy. Obviously it is more comfortable to stick with the familiar than to upset one's routine. At the same time, many of the staff will have genuine and legitimate concerns about change and even those not antagonistic to the process, need explanations about it and where they stand in relation to it.

As Machiavelli observed, the task is not easy and management embarking on the process will almost inevitably spark off a series of reactions that are predictable though not necessarily inevitable or negative. Problems will arise and new obstacles appear along the way that will impede progress towards change unless they are acknowledged and in due course confronted. There will be misunderstandings and fears which will have to be dealt with.

Unwary managers can be easily diverted and organizational transition de-railed as a result of a host of occurrences. They must recognize the concerns of their staff and deal with them. The greatest of their worries will be 'fear'. Fear of loss of turf; status; responsibility; job; personal 'perks'; power; or new practices exposing personal deficiencies - often by older established managers and patrol officers. In fact, fear by all who dread being disinherited

in the brave new world forecast as the vision for the future. In reality, fear of the move from 'the known' to 'the unknown'. In practical policing terms it also means dealing with the 'fear' prevalent among many officers that community policing is a touchy, feely stuff which they don't wish to be associated with. Some matters will proceed more smoothly than others. Assuming a leader is committed to making change then whilst they are engaging in the personal visionary process they are having relatively little effect on their staff or the organizational structure. If they have the reputation of being innovators and authors of change then the staff will know about it, whether or not they are being appointed from outside the agency. If they are involving staff in creating the vision then open discussion and commitment to paper will be the first opportunity for the myths, rumors and fantasies squad to spread their versions around the organization before the boss does. "Did you know this new guy wants to" will be on everyone's lips. The chances are the stories will be disturbing, negative or the plan suitable for ridicule. They may well be inaccurate distortions of management intent.

The more secretive the process, i.e. done behind closed doors; by the senior management team only, and the rank and file are excluded, the greater the resistance that can be anticipated. The rumor squad runs amok and unless carefully addressed through sensitive marketing the myths can flourish unchallenged.

It is wise for the transition manager to anticipate some resentment from more than one quarter. Often those affected - or is it disaffected - dare not voice their opinions to the chief for fear of consequences and accordingly act or speak out behind his back in negative ways which can scupper the process. From these folk the threat is more serious. It involves disloyalty, disaffection and if they are in positions of power over others can surreptitiously erode the basis of progress by disenchanting those they influence in the work place. Others are more vocal in their dissent and they can then be tackled in a more open and conventional manner.

## **2. Dealing With Resistance**

Dealing with resistance is a serious issue and there are some means of tackling it which are more productive than others. The community policing initiative is based on improved communication patterns. It is guaranteed to falter if the chief delivers dictatorial edicts to the staff and directs them in truly autocratic fashion about what they 'will do' because he says so - 'the do as you are told' model. It is the antithesis of the communication and management models that have to be encouraged in the change process.

One major problem with the military model of operation adopted

by some police departments is that authoritarian attitudes and modes of communication proliferate within the organization. This is not only counter-productive to the transition within. It is repeated in the attitudes expressed, and communication patterns used by officers towards people outside the organization. This behavior generates and aggravates problems with the community. It is not possible to build a model of trust with the public, to jointly solve problems in a productive partnership if officers' behavior is tyrannical, violent, arrogant, or rude or they function as a hostile army of occupation in the way they deal with the community.

Sir Robert Peel's words to the first Metropolitan Police officers were:

*The primary object of an efficient police is the prevention of crime, the next that of detection and punishment of offenders if crime is committed.*

*Every member of the Force must remember that it is his duty to protect and help members of the public, no less than to bring offenders to justice. Consequently, while prompt to prevent crime and arrest criminals, he must look on himself as the servant and guardian of the general public and treat all law-abiding citizens, irrespective of their race, colour, creed or social position, with unfailing patience and courtesy. (3)*

The communication model that statement espouses is wholly supportive of this transition to partnership and community policing. If the agency does not pursue such a model already, then this is another major hurdle that the change agents will have to resolve before serious progress can be made.

Appropriate responses from the leader can help to address this and redress some of the resistance in a very positive way. Most of these options involve improving the communication process in specific ways. None are mutually exclusive.

This communications strategy should be geared towards overcoming resistance; increasing the readiness for change; preparing and equipping people for the change; and helping to reduce uncertainty and anxiety. The list below is not prioritized because no single formula will meet every department's requirements. All of the items need to be considered over time to ensure that nothing is forgotten.

### **DO**

- Pursue an open and consultative communication process
- Adopt and role model a participatory management style

- Apply the KISS principle. The British version of this acronym is Keep It Straight & Simple.
- Encourage the open expression of their feelings and opinions
- Help them to attain a new frame of reference for the organization and their expectations
- Be alert to using every opportunity to respond positively to them about the change process to help them embrace it
- Explain where the needs of the individuals and of the organization converge and how divergence will be addressed
- Reinforce any self-motivation identified in staff and use those drives effectively for the change process
- Directly involve the entire work force in the visioning and planning processes.
- Ensure that all employees are properly represented in the visioning, mission statement, values and strategic planning of the organization. This must at least be a cross slice of the work force, representing all ranks or grades, and incorporating sworn, unsworn and civilian personnel and their respective union representation.
- Deliberately co-opt those who have been identified as antagonistic to the change process. They cannot be ignored - they will not go away.
- Carefully market the vision and the plan, preferably personally or through committed and dedicated supporters to keep all personnel informed of progress.
- Embark on a training program which will explain the change process and reduce fear and resistance. This should include all personnel at all levels, if possible with the chief present for part of the time. It should explore the community policing philosophy, the planning process and encourage all stakeholders to participate. This should not be confused with the essential training required later to deal with new roles and responsibilities including empowerment for supervisors and patrol officers, new skills required, or team-building and problem-solving techniques.
- Pursuing certain other responses are likely to have negative

repercussions for the change process. These are some of them.

### ***DON'T***

- Adopt an autocratic management style or communication pattern internally
- Try to placate staff by making promises in order to win them over
- Suggest that staff are to blame
- Suggest that staff don't or can't understand
- Argue with them to win points. You may 'win the battle but lose the war'
- Directly attack their resistance behavior
- Deny them their reality, whether it be fear or other concern
- Excuse or compromise your vision, values, goals or need to change
- Take anger personally, or keep justifying yourself.

The purpose of pursuing these initiatives is in part to overcome resistance and skepticism and to deal with the fears, concerns and anxieties that the work force have regarding the change process and to help them set realistic expectations for the future. The ulterior motives are even more positive. They are aimed at creating trust between all ranks and grades by dispensing with the misunderstandings and distrust that so easily develop during transition or are endemic in the organization. They are also targeted at securing commitment of the entire organization through involvement in the problem and the planning process introduced to address it. This is the first step towards empowerment of employees by involving them fully in the decision-making process.

Experience in industry and other organizations where transition has taken place indicates that it is vital to include the key people in the organization in the visioning and planning processes as well as in implementation because they then take some ownership of the problems and have an investment in the solutions. This encouragement of participation and ownership from the earliest stages of transition, guarantees few surprises when implementation occurs and gives an understanding to the participants that the changes were not foisted on them without discussion and direct involvement.

The other important factors concerning personnel are the new roles and responsibilities which effective community partnership and a problem solving approach will bring to the police organization. For the patrol officers this transition provides them with empowerment and decision-making which go hand in hand with devolved management responsibility, itself a new concept for many supervisors and managers. Encouragement of a participatory management style is essential if empowerment is to become a reality.

The transference of power associated with this change cannot be underestimated. The managers need to let go of traditional supervisory practices and pursue a support role to their officers. Their adoption of a mentoring, facilitating role, ensuring quality service delivery and responsiveness to the community will be new departures for most of them and not easy to assume. Those managers will require tangible help in making such a change even where they are entirely supportive of the process, i.e. team building skills and problem-solving training and the new skills associated with their key, but very different roles.

The patrol officers need to shoulder new responsibilities and become more self-supervising and more self-motivated. Decision-making, empowerment and enhanced freedoms will be equally as strange for these officers and they too will need assistance in terms of training and preparation for these new functions. All officers will need to become more accountable as power is devolved This is a major culture change which will take time, training, sound role-modeling and strong but caring leadership.

### **3. External Participation**

The additional dimension to achieving transition with the COPS initiative is the involvement of the community in the policing process. This too has to be carefully handled and cannot be forecast as unproblematic. There may be a poor relationship with the community or in larger departments with one or more of the communities. Animosity between police and social workers, and other municipal agencies is not uncommon and there is not always full-scale political support for the police either. The identity of key people external to the organization needs to be established to ensure they are suitably approached about the future changes.

This transition involves an 'olive branch' being handed out to the politicians, the other agencies, the communities and their representative groups. Many of the areas of resistance and fear present within the agency are replicated in the external groups. Some of the solutions are not dissimilar to those presented earlier

and again, communication is the principle key to resolution. The difference is that many of the external fears are of increased crime; the fear of crime; a feeling of helplessness; a mistrust of the police and their practices, and an unfamiliarity with involvement in policing issues.

Applying the do/don't model here may look even less familiar with community groups but the purpose is the same as for the internal group. It is being done to engender trust, dissipate misconceptions and involve all the relevant parties in policing for the overall benefit of the community, and the quality of life of all those living and working there. The purpose is not just being nice to everyone. It is about achieving citizen participation and ownership in the transition.

For the police manager similar considerations apply to the community as with employees. Some planning needs to be undertaken to seek commitment from the community. Who do we need to convince? What do they think now? How will I find out their 'real' views? What changes need to be made to our communication process with them? What do we need to do to get them on board? A key question is, when should they become involved in the change process?

Again certain approaches are more productive than others. The list is not prioritized because agencies differ in structure, internal and external circumstances, and some may already have undertaken some of these positive suggestions. All the options should be carefully considered in terms of relevance and need, before discarding any of them.

## **DO**

- Ensure maximum political support from the municipal chief executive and as many political leaders as possible. (The political arena in which U.S. Police chiefs operate makes the police leadership environment and links with politicians a sensitive and very critical element of transition).
- Carry out a survey of community views on crime, fear of crime, quality of life and the quality of police service delivery
- Explain your intentions to the media and canvass their support for this venture from the outset
- Take every opportunity to explain your plans to the community and their representatives - market the plan intensively
- Apply the KISS principle - [The message - British style is]

– Keep It Straight & Simple

- Encourage honest views to be expressed and fears and concerns to be shared
- Be prepared for the achievement of partnership with the community to require real energy and effort, particularly where relations have historically been difficult
- Consider involving as many groups as possible in the change process from the outset
- Form the community policing working group from the widest possible representation of municipal departments, community organizations, and all social, racial, ethnic, religious, and business groups within the agency area
- Be prepared to take a risk and have joint meetings between the representative internal personnel group and the community group to build the strategic plan together. N.B. This may create its own resistance, particularly by those police officers who have a dislike of citizen representation. This has to be confronted immediately if in-fighting is to be minimized and progress maintained.
- Anticipate that the community may require encouragement and tangible assistance in order to participate fully in the transition. This may involve some tutoring, citizen's academy or other police support.
- Record community satisfaction on a continual basis. Citizen letters of thanks; citizen complaints; service received by victims of crime or those involved in accidents, and service rendered to citizens when visiting stations are all relevant data.

Before leaving the human dimension of this transition there are three matters that need to be emphasized. The first two relate to the planning process and the last to training.

### ***Beware of previous failed initiatives***

Our transition manager must be especially aware of any previous change initiatives that were implemented and seen by the work force to have either failed or made no difference to police operations, practices or management. Such a history has two serious consequences. Personnel may well respond negatively to this new initiative in the light of previous failures. Attempts to introduce PBO - Policing by Objectives or TQM - Total Quality

Management which had little or no effect on the staff will have left them dismissive of such changes. Further-more, if a series of continuous attempts to change have taken place over a number of years with what to the workforce are imperceptible results then it is almost inevitable that they will approach this new initiative with characteristic cynicism as “flavor of the month”. ‘Another new boy trying to make his mark. Ignore this plan and it will go away as all the other bright ideas have’. Where there were no practical effects on the staff or their methods of policing, patrol officers are also likely to ridicule management by suggesting that ‘while they play management games, we will carry on locking them up and fighting crime and they won’t bother us.’

### ***DON’T get lost in the process***

The second point about planning is the danger of getting lost in the process. It is not the strategic plan itself which is critical but the strategic planning process and the strategic skills which are essential to the success of the change. But beware, the plan can become an end in itself. The project manager, the planning group, draft papers, lengthy dialogue, revised drafts, additional papers, circulated memoranda, further discussion, establishing working groups or sub-committees - this is the stuff that bureaucracies are made of. Some people actually enjoy it. The strategic plan and the planning process are only a means to an end - delivering the future organization built on core values, agreed goals and an effective implementation process. Engendering the right attitude, the supportive environment, and overcoming the difficulties of actually implementing the plan in the manner intended are challenges still to be faced once the written plan is produced. It is to those ends that the organization’s energies need to be directed rather than planning per se.

### ***DON’T make training the spearhead of change***

Finally, in respect of training, many efforts have been made to place training at the leading edge of change in both public and private sector. Investment is made in training with the intention of making major change in the organization with the hope that the staff will respond with the necessary identified skills. The problem with this approach is that however good the training is, it will be neutralized or its benefit lost when it is placed in an environment where that type of training is at variance with practices and procedures which occur in the work place.

No group is more susceptible than the police to marginalizing training when it fails to match the rigorous practicalities of working the street. A mismatch between classroom theory and the practices of street craft or management will be an expensive waste of resources. If the culture, structure and management of the

organization are not in harmony with the training, then the impact will be minimized. So the challenge is to match the needs of the individuals with the needs of the organization. Moreover, a police agency will not change as a result of training if its culture and daily organizational practice are not synchronized with the transitional phase of community policing. What is needed is the agreed vision, values, goals, and objectives to drive the organization and affect every aspect of policing - not expecting a training program to be a short cut to acceptance.

#### ***D. Managing Transition - The Organizational Needs***

The transition to effective community partnership requires the delivery of exemplary service to the community and this will demand that the organization be flexible and responsive in its systems, procedures and practices. One of the reasons for the analysis of barriers to partnership and problem-solving referred to in the 'review of the organization' section above are to identify all those factors which are structural and organizational that may require change and which will need to be incorporated in the strategic plan. The strategies developed by the planning group must support the vision, values and goals of the organization. When the organizational structure is congruent with those values, and some of the individual needs are met the transition will proceed more smoothly.

The analysis of barriers to partnership needs to be researched and accompanied by a review of the following to avoid miss-matches in implementation:

1. Personnel and human resource systems. Recruiting, selection, career development, manpower planning, attrition and staff evaluation. Are we recruiting people with the right qualities as police officers? How effective is our selection procedure? Are we promoting people with the right skills and managerial ability and upon what criteria? How do people further their career? How are people selected for specialist posts and will they all be needed? Can more officers be put on the street and their roles civilianized? Why are staff leaving - does it reflect on management? What warrants a good appraisal - more arrests, matching a quota, or community management and problems solve?
2. Rank structure, roles and responsibilities of each rank or grade as demanded by the requirements of partnership and community policing with an eye to decentralizing power, responsibility and finance.
3. Payment and rewards. The criteria upon which officers are promoted, commended or upon which pay increments are awarded

depend significantly on the values of the organization.

4. Training and the services being delivered, to the extent that they are capable of matching the requirements of the new partnership, new roles and new skills identified as necessary for the future transition.

5. Analysis of workload throughout the community in order to enable manpower, financial resources and police facilities to match demand for police services. This should include review of the patrol schedule and shift rotation.

6. How the organization currently judges its performance and on what criteria it will need to judge it in the future.

The findings of these reviews will establish which elements of the agency structure will need to be changed in order to support the new core values and the community policing initiative. If the planning process brought minimal dissent and resistance, it is at this stage that the vested interests in retaining the status quo will come to the fore.

The sort of practical difficulties any proposed structural changes will create could stem from virtually any of 1 to 6 above.

Established shift patterns are vulnerable when matching manpower to demand for police services. Reallocating new shifts with many more late shifts, which most surveys of crime would support, are extremely unpopular and significantly affect the family lives of officers. Transfers to new locations may be necessary but are often equally as disruptive and a cause for dissent. Both may be essential to deliver an effective police service.

Decentralization and 24 hour responsibility to precinct commanders necessitates senior managers letting go of some of their power.

It may involve the devolution of budgets to local commanders in order to accommodate overtime for special events and operations. Some senior managers at headquarters are likely to be pretty 'touchy' about the loss of any budgetary control.

Retention of the hierarchical pyramid, traditional roles and a myriad of regulations written to prevent mistakes recurring undoubtedly impedes progress of community policing and creates internal conflict of expectations. Creating new roles for street officers, supervisors and managers must require structural change in order that their empowerment can take place. Decentralization itself involves strengthening the position of subordinates and pushing authority levels and decision-making as far down the management line as possible. Where patrol officers and managers have previously lacked the flexibility to use their discretion and initiative

to solve problems, this may represent an unacceptable challenge. This delegation of authority brings levels of accountability unfamiliar to the staff and for some, trepidation about the unknown and the workload it will bring. It inevitably requires the development of new skills and a training program that supports their delivery.

Reduction and/or reorganizing or redistributing some specialist posts or the mere hint of it can be the cause of much distress. If it took 5 years to become a detective and now we don't need so many detectives this is a very real threat. On what basis will the unwanted be chosen? What does this mean for the 'budding' detective who expected to be recognized later this year? It may be that such changes may not be necessary but in some instances a specialist post may no longer be required or a police post may be saved by appointment of a civilian in their place. These issues clearly indicate the essential need to involve union representatives at the commencement of the change process to discuss and agree upon the vision, values, goals, objectives and strategies of the agency. Hiring rules and contracts may require review and discussion later. Also, a careful explanation of the requirements of the change process internally, and externally through the media require sensitive handling of these important considerations. All are matters of improved communication and understanding.

Establishing new criteria for promotion and a new assessment system affects all those who have been pursuing previously agreed upon criteria in order to secure their future. Any reduction of the number of ranks will involve identifying surplus officers in those ranks. How will they be chosen? This could spell early retirement and redundancy for some. Many, who for personal reasons would not want to retire for another two or more years, then face the prospect of looking for a new job. Even in organizations where jobs are at stake it is important to remember that - the start of motivating those who stay is through the way you treat those who are going. Some empathy and consideration are clearly needed in these cases.

The active 'thief-takers' who fear that their opportunities to make arrests will be reduced as a result of community policing and that citations for good work would be distributed in a different fashion will be disturbed. This might mean staff evaluation upon different criteria, loss of seniority for some coveted post, loss of accrual of overtime or choice of shift pattern, which was 'the way, things used to be done'.

All these factors spell concern by personnel and an extended

period of uncertainty for many of them. Hence, the earlier reference to organizational transition being seen as a period of turmoil. It requires that new challenges be faced on a long-term basis. This is particularly difficult for a conservative rule-bound and traditional organization.

The approach and style that the organization will benefit from most is the capacity of staff to be flexible. An ability to be innovative, creative and adaptive to change are talents which the leader can utilize. Those who can deal with ambiguity, display ingenuity in tackling new challenges, circumstances and systems will be best-suited for the new organization and will reap the greatest rewards from the transition.

### ***E. Budgetary Considerations***

One major component affecting implementation of the new strategy is provision of a direct link to the agency's budget. Failure to do so will result in the financial implications outweighing the essential requirements for structural change. Alternative costs and their impact on possible solutions have to be considered. Many necessary changes can be achieved with little or no impact on budget. The planning process itself and many of the essential alterations to systems, style, communication, management, marketing, attitudes and training, however, will require additional resources. Decentralization with new police stations could be highly desirable from everyone's standpoint but extremely costly and have to be implemented over a lengthy period. Storefront offices might be a much cheaper, acceptable and adequate short-term alternative.

A frequent problem which arises is the failure to appreciate that making change is itself in the short-term more costly than when the innovations are in place. The reason is simple. The agency has to fulfill its existing commitments at the same time as new programs are being introduced. Payment therefore has to be made for today and tomorrow simultaneously. Not until the transition is concluded can there be budgetary savings which will make the agency more cost effective. It is those cost savings that need to be spelled out in the early stages of the planning process.

### ***F. Measuring Performance***

Finally, the question of measuring police performance needs some consideration. What gets measured gets done. That can determine claims to pay awards, to promotion opportunities and of departmental efficiency. The vision of the organization needs

to aim at effectiveness and not just efficiency; at outcomes not just outputs; at quality not just quantity. Space precludes identification of these measures here, but it is acceptably more difficult to identify performance indicators of a qualitative nature, (i.e. problem solving, community agreement and support, customer satisfaction and interagency cooperation) than it is to count arrests and crimes reported.

It is inevitable that new things will need to be measured. Traditionally, police have measured their failures - namely the number of crimes committed and arrests made when their prime function as defined by Sir Robert Peel was and still is - crime prevention (see text to footnote 3 above). Measuring crime prevention initiatives has been notoriously problematic but will have to be addressed at an early stage of transition together with other measures of police achievement in community policing.

Adherence to measurement of the limited dimensions of arrests made, clearance rates, speed of attending calls, and number of accidents reported will not enhance delivery of a new strategic plan for local policing nor will it affect the attitude of the officer on arrival.

Reduced fear of crime, improved confidence in the police, fewer complaints made against officers, or officers job satisfaction and officer morale cannot be gauged by those traditional measures of efficiency. More innovative indicators of quality need to be devised around problems solved and community satisfaction.

Examples of these measures might include: surveys and questionnaires of the community on fear of crime, crime problems and quality of police service delivery; details of priorities established with the community; extent of community involvement by officers; appraisal criteria for managers and patrol officers; new partnership initiatives created and means to evaluate their success. The issue is not “how many” but “how things were done and its impact on improving delivery of service and matching community needs.” For fuller details see Section 5., Evaluation, and see Section 6., Performance Indicators in the paper entitled A Strategic Planning for Community Policing on the Consortium’s web site at [www.communitypolicing.org](http://www.communitypolicing.org).

The area for the transition manager to be aware of is the need to specify desired outcomes as part of the strategic plan. Evaluation methods should therefore be built into the design prior to implementation. Addition subsequently may prove difficult if not impossible. Analyzing the impact of public policy such as the COPS program is significantly more difficult without a prior

baseline against which to evaluate achievement of specified goals and objectives. Leaving this matter unaddressed during the goal setting and planning phases is a mistake. It could well reduce this initiative into another series of community relations exercises, not the anticipated cultural, organizational and structural change achieved through community policing in partnership and problem solving.

### ***G. Summary - Managing The Stresses Of Transition***

This is a view of a comprehensive transition process, not specifically prioritized, and many of these items need to be addressed simultaneously.

- The process is about changing the organization, managing the people and coping with conflict.
- Establish where we are now. Where do we want to go? How do we want to get there? How will we know we have arrived? What will we have achieved at the end?
- Review of the organization today.
- Carefully review the organizational barriers to partnership, community policing and problem solving.
- Have a Strategic Plan to map out where we are going in the future.
- Reconcile the needs of the organization with the needs of the individuals where possible.
- Don't compromise principles by jeopardizing vision, core values, mission statement, objectives or integrity.
- Organizational structure needs to support core values.
- Anticipate some skepticism and resistance.
- Encourage and role model positive and open communications internally and externally.
- Encourage and role model a participant management style to encourage communication, empowerment and team building.
- Provide opportunities both internally and externally to express feelings.

- Pursue transition relentlessly but with empathy for personnel and the challenges they face.
- Secure political support for the transition.
- Maximum consultation and involvement of personnel and community to encourage ownership and build trust.
- Conduct surveys of customer views.
- Conduct comprehensive reviews of structure, systems and demand with two questions in mind: Who says it must be done this way? How will this support community policing and partnership?
- Encourage and reward flexibility and innovativeness.
- Link budget to strategy.
- Consider evaluation, performance indicators and monitoring techniques from the outset and build into the strategic plan. Evaluate the planning process in order to monitor and record progress.

#### References

(1) Understanding Community Policing: A Framework for Action - Monograph. Washington, DC: Bureau of Justice Assistance. 1994

(2) The Prince, Niccolo Machiavelli, first published 1513, Bantam, New York (1981), p.27.

(3) Metropolitan Police Instruction Book, Receiver for the Metropolitan Police, New Scotland Yard, London, S.W.1, Chapter 1, para.3. (1969)





[cop.spcollege.edu/cop](http://cop.spcollege.edu/cop)

Florida Regional Community Policing Institute

### About This Project

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