

REPORT FROM THE SUMMIT



PROCEEDINGS AND RECOMMENDATIONS OF THE 2005 NATIONAL LEADERSHIP SUMMIT

AUGUST 2005



Inside Front Cover

Acknowledgments

The International Association of Chiefs of Police (IACP) is grateful to a number of individuals who lent their time and talent to summit planning and execution. Their efforts were instrumental in creating a successful summit and this resultant report, containing the summit results and recommendations. We thank:

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For more information about this summit or the recommendations contained in this report, please contact Mr. Joel Leson at the IACP, (800) THE-IACP, ext. 316 or leson@theiacp.org.

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Executive Summary

“...I would encourage you to look at leadership in a different light. Do not think that only chiefs are leaders. The fact of the matter is every member of the department is a leader. Their role may differ from one rank to another, but they are still leaders. If you want to take law enforcement to another level, provide leadership training to all of your officers. Give them the tools necessary to help them do what they do better.”

Dr. Lee P. Brown
*Past President
IACP*

Introduction

The IACP has always focused on police leadership and in response to changing needs and environments has developed a leadership training program based on the principles of dispersed leadership: Leadership in Police Organizations (LPO).

In order to showcase the LPO course, discuss lessons learned, and gather feedback on the curriculum, IACP convened over 50 representatives from law enforcement; professional and private organizations; academic institutions; and federal, state, and local governments at a summit held April 28-29, 2005, in Arlington, Virginia. The summit was developed by the IACP with grant support from the Office of Community Oriented Policing Services (COPS).

The IACP President Joseph Estey and COPS Office Director Carl Peed welcomed participants. Massachusetts Secretary of Public Safety Edward Flynn asked what law enforcement leaders were leaving as their legacy. In answer, Director Dr. Howard Prince, II, provided an overview of LPO and outlined a means for leaving a legacy of trained police leaders. Two panel discussions—one comprising police executives representing departments currently using LPO and the other comprising personnel who were trained in the original Train-the-Trainer (T3) workshop and rolled out the program in their own agencies—produced overwhelming support of LPO in general, support for the revised version of the LPO course, and the firm belief that obstacles could be overcome. Five working groups produced valuable, workable recommendations outlined later in this report.

Why is LPO Necessary?

In recent years, a rapidly changing service environment has increased demands on police agencies nationwide. The need for community-oriented policing to serve the community better and the added pressure of anti-terrorism responsibilities force departments to change the way they have traditionally carried out their duties. At the same time, new procedures,



structures, tactics, and technologies have forced agencies to decentralize their traditional operations, creating new demands for and interest in effective leadership and leader development throughout entire departments. This leadership decentralization is called dispersed leadership.

Dispersed leadership essentially states that every member of an organization can be a leader. Dispersed leadership training produces both the catalyst for change and offers a blueprint for leadership training in police organizations. However, leadership does not occur in a vacuum. It must be considered within the larger framework—context—to reveal how organizations produce their leaders.

WHAT IS DISPERSED LEADERSHIP?

In dispersed leadership, leadership is no longer reserved for senior or executive ranks; all ranks are expected—and trained—to be leaders.

Dispersed leadership has five characteristics that form the basis for IACP's LPO course (the principle component of a larger Developing Leaders in Police Organizations program):

- **Shared understanding of what leadership means.** This agreement provides a common base of knowledge and vocabulary with which to comprehend and discuss leadership issues.
- **Commitment to shared goals and values by leaders at all levels of the organization.** Without shared goals and values, dispersed leadership could result in contradictory, inefficient actions, and would be too risky to implement.
- **Recognition of different styles and results of leadership:** leaders at different levels of the organization do different things and lead in different ways, ranging from face-to-face leadership to indirect leadership with infrequent personal contact. Leadership training must therefore be flexible, adaptable for a wide range of leaders with different needs and different places in the organization. Leaders also need training whenever they change positions, whatever the rank.
- **Dispersed leadership focuses both on the individual and the organization:** a focus on developing leader skills and knowledge through all the members of an organization, and also a way to focus on assessing an individual's leadership as well as an organization's leadership environment. These two require a formal training program as well as periodical individual and organizational assessments using formal, calibrated instruments.

There is no one-shot vaccination which creates a leadership. Leaders are not born, but are developed over their entire professional careers according to a formal, planned process that the IACP offers.

THE IACP'S LPO COURSE

In the last five years, the IACP has developed a leader training program based on the principles of dispersed leadership. This course is presented to a cross-section of personnel ranging from the chief to patrol officers and non-sworn supervisors and employees—generally 24–28 per class.



Each level provides ample opportunities to consider the department's mission, vision, values, and goals, and to compare them to daily reality. In addition, the course format allows the diverse students to share their perspectives and experiences, opening communication channels, and reinforcing the academic experience by demonstrating how the lessons learned can be applied directly and immediately to their departments.

Course content is divided into four areas taught sequentially over four one-week sessions. Each week's course explores leadership at a different level:

- **Week 1** features the concepts of individual motivation as well as the leaders' thought process, a problem-solving approach to leadership and the fundamental process that supports each lesson throughout the four-week course.
- **Week 2** builds on the previous week, adding concepts of group formation and process, as well as an overview of several critical leadership skills.
- **Week 3** explores theories of individual leadership and influence, culminating in a two-hour one-on-one feedback session using the results of an individual multi-rater (360-degree) leadership assessment administered earlier in the course. The carefully analyzed information is conveyed to each student as confidential feedback, focused on creating a simple individualized training program that will strengthen specific leader skills.
- **Week 4** sets forth organizational concepts such as culture and the ethical climate, allowing students to appreciate the environment in which organizations work. The week concludes with feedback from an organizational assessment administered throughout the entire department. Departmental leaders, as well as course participants, meet to analyze the results and, using course materials, agree upon action items.

Thus, the LPO course addresses all five aspects of dispersed leadership.

THE SUMMIT

The summit featured two panels, which laid the groundwork for the working groups' discussions and recommendations.

- The first panel featured police chiefs who already train their departments using LPO:
- Chief Stanley Knee of the Austin, Texas, Police Department Chief Charles F. "Rick" Dinse of the Salt Lake City, Utah, Police Department
- Deputy Chief James J. Burns, Jr., of the Elgin, Illinois, Police Department, and
- Massachusetts Secretary of Public Safety Edward A. Flynn, speaking of his experiences as the chief of the Arlington County, Virginia, Police Department.

Each chief described his respective program and how it benefited his department. As a whole, their comments were positive about LPO's value and the changes it has brought. All the chiefs thought that the time, personnel, and financial costs associated with the training could be handled with planning, and would be worth the effort.



The second panel consisted of personnel who had attended the Train-the-Trainer (T3) workshop and subsequently conducted LPO courses. These representatives included Captain Chris Burbank of the Salt Lake City, Utah, Police Department; Chief Dwayne Orrick of the Cordele, Georgia, Police Department; and Senior Police Officer Tamara A. Welter of the Elgin, Illinois, Police Department. (The T3 workshop had been tested with 23 participants from diverse agencies and backgrounds to determine the best method for future T3 workshop delivery.) The panel discussion supported the expanded version of the T3 workshop, and the recommendation that future T3 participants should have already taken the LPO course or should attend the three-week version of T3.

On the summit's second day, five working groups (each focusing on a different topic), guided by teams of trained facilitators, explored the following topics:

- Building the training cadre. Develop methods to increase the leadership training's impact by expanding the number of qualified trainers and to outline recommendations for recruitment, selection, training, and certification.
- Devising financial strategies. Examine the financial challenges of training participation for agencies of all sizes and develop approaches to overcoming them and to getting the support of city officials for LPO training.
- Develop delivery strategy and methods. Discuss how the training can impact communities, agencies, and individuals; examine possible roadblocks; and develop methods and strategies for training delivery.
- Assess training impact. Evaluate the training impact of LPO, discuss possible adaptations to increase participation by all agencies, and develop a list of the training's short- and long-term benefits (e.g., improved recruitment and retention, increased community trust, etc.).
- Link LPO to professional development in the community policing model. Articulate the benefits to communities, agencies, and individuals of participation in LPO training. Outline how personnel who are encouraged to be leaders whatever their rank increases personal responsibility for their own professional development, advances the agency's mission, and is consistent with community policing principles.

WORKING GROUPS' OPERATING ASSUMPTIONS

The five separate working groups explored all possible aspects of getting agencies to adopt the LPO program, and discovered these common issues that resulted in similar or complementary recommendations:

Course Oversight

- LPO requires an oversight body to monitor and amend the curriculum as needed.
- LPO requires flexible packaging to accommodate different size departments, their training needs, and resource constraints.
- LPO needs measures of effectiveness in place to ensure that LPO does what it is intended to do. Use and results need to be tracked.
- LPO will need POST certification for this training to be fully effective.



Trainers Issues

- LPO lacks a certification process and training program.
- LPO has a limited number of facilitators, resulting in limited exposure and higher training costs.
- LPO's T3 program is costly in time, money, and personnel.
- Despite these drawbacks, LPO is a proven process that creates facilitators who can present the LPO material.
- Departments that invest in LPO training can achieve self-sufficiency.

Possible Resistance

- LPO training costs \$65,000 for a full four-week course for 24-30 participants, including all surveys and course work, if delivered in one-week modules over a four-month period using outside instructors and commercially available off-the-shelf (OTS) assessment instruments. Alternative methods of funding the course costs are discussed as part of the group's recommendations.
- Some department authorities will not want to invest in this training due to inevitable comparisons between the ideal and the actual, and not all executives want this type of discussion and resulting change in their organizations.
- LPO training does require resources, which may overwhelm some departments, though summit panelists provided some ideas for alternate funding.
- Decision makers in the agency may be reluctant to outsource theoretical leadership training until they can measure its effectiveness.

SUMMIT RECOMMENDATIONS

Listed below are the recommendations of the five working groups to maximize the impact of the LPO leadership training curriculum. These recommendations cover a range of initiatives that would make it easier for agencies to adopt the LPO model and expand its use nationwide.

A. Enhance the Training Cadre

1. Establish an oversight body that would be responsible for maintaining the quality of training and trainers, and for certifying, decertifying, and recertifying potential trainers.
2. Recommend that the oversight body's activities include establishing recruiting procedures, selection criteria, and certification processes necessary for building and maintaining a high-quality training cadre. To achieve this, the working group further suggests the following:
3. Spread the training cadre geographically throughout a region (city, county, state, or multi-state) as circumstances warrant.
4. Identify future trainers by either their chiefs, outstanding performance at an LPO course, or through performance as an instructor at another existing training program, e.g., Regional Community Policing Institutes (RCPI), state associations, etc.
5. Require potential trainers to attend LPO training before attending T3 courses.

6. Use the current, revised T3 program to train the cadre, although mere selection for and attendance at T3 is not enough for certification as an instructor. Instructors must meet certification criteria established by the oversight body.
7. The oversight body should constantly monitor the quality of LPO courses and trainers, making adjustments as needed to maintain quality.

In the long term, any agency can meet its training needs by developing either its own trainers or by supporting efforts to have trainers available in the local area, however defined (city, county, state, or multi-state).

B. Develop Alternatives to Traditional Funding Methods

Obviously, cost is always an issue when it comes to training, and police departments are no exception. Regardless of course format, all agencies pursuing T3 training will incur start-up costs, and agencies using consultants will incur outsourcing costs. The working group explored how to reduce this burden to increase an agency's ability to pursue LPO training.

1. Engage in regional cost sharing, where several departments each contribute participants and fund a portion of the course cost.
2. Instead of training all personnel, determine the area of greatest training need and focus LPO training there.
3. Develop alternative methods of delivery. (This area is covered in more detail later.)
4. Incorporate LPO into other agency training programs, so the training cost will be absorbed by existing course costs.
5. Seek sponsorship from private sources or police associations that might be willing to fund some officers or some of their members.
6. Ask participants to pay for a portion of the course.
7. Pursue grants.
8. Train internal instructors to avoid paying for consultants (the major cost of LPO training).
9. Exchange trained personnel with other agencies to supplement the number of facilitators and to avoid external consultant fees.
10. Spread training over multiple budget years.
11. Use federal and state asset forfeiture funds to finance training, including, particularly, LPO.

C. Develop Alternate Methods of Delivery

Most of the police departments in the United States are small departments—those departments serving under 25,000 residents or with fewer than 25 sworn officers. These agencies do not have the resources to conduct a full four-week course for 24-30 participants. In order to enable these small departments to pursue training, the working group recommended the following:



1. Develop Internet-based distance learning to address the knowledge-level learning objectives in the course, which would reduce the amount of time needed in class.
2. Incorporate LPO into other agencies' leadership training periods.
3. Present LPO over a longer period to reduce resource requirements.
4. Present LPO in Regional Community Policing Institutes (RCPI) since LPO's four modules lend themselves to RCPI training sessions.
5. Use or partner with local colleges or universities and other existing educational facilities that may be receptive to the course.

D. Promote and Market LPO

A key element of the summit was to discover the best way to maximize the distribution of LPO, which is to advertise its benefits and availability.

The working group recommended the following steps:

1. Showcase LPO as the IACP's official leadership course, and feature it at the annual IACP conference;
2. Develop a distance-learning version of LPO available to support the conference's Annual Chiefs' Track;
3. Market LPO through existing police training and professional organizations (RCPI, POSTS); state associations; and national organizations such as IADLEST, CALEA, IACP, NSA, and ICMA.
4. Take advantage of advertising opportunities at state and local conferences, newsletters, videos, websites, *Police Chief* magazine, and local government insurance trusts.
5. Distribute the IACP's *Police Chiefs Desk Reference: A Guide for Newly Appointed Police Leaders*, which provides important information for police chiefs across a wide range of topics.

E. Measure Training Effectiveness to Facilitate Agency Participation, Recruiting, and Retention

Given LPO's complexity and cost, decision makers in the agency or in the city, county, or community may be reluctant to pursue this training without guaranteed benefits. The working group recommended these steps:

1. Make explicit the connection between LPO and community-oriented policing. LPO facilitates community-oriented policing by emphasizing the pro-active, problem-solving, values-based approach to leadership, as well as emphasizing decentralized empowerment. LPO enhances strong ties between police and outside public or private groups.
2. Prepare an executive summary of LPO.



3. Describe LPO as a college-level course based on the undergraduate leadership course at the U.S. Military Academy at West Point, New York, and adapted for a police audience that values community-oriented policing.
4. Emphasize POST certification when achieved.
5. Link current leadership literature to LPO.
6. Conduct internal and external evaluations of LPO courses to measure the effectiveness of the course material and processes.
7. Study evaluation options, as well as anecdotal evidence, by convening a group of course graduates to study longitudinal change.
8. Show how implementing LPO will lead to a safer community and improved agency and individual officers by
 - increasing customer service orientation;
 - enhancing public image;
 - increasing officer education and competence;
 - improving resource allocation through improved retention, proactive risk maintenance, and avoiding costs by heading off litigation against the police department;
 - involving stakeholders as course participants and instructors;
 - improving succession planning in the agency;
 - enhancing individual officer career development; and
 - strengthening individuals by improving self-confidence, increasing personal influence, and enhancing personal achievement and self-actualization.
9. Market LPO to stakeholders to build and maintain awareness of LPO by encouraging stakeholders to view the program's benefits. Recommendations include the following:
 - engage the chief's support;
 - hold town hall meetings and focus groups to let stakeholders know what is available and how important their support is in making it happen;
 - publish local press advisories;
 - use traditional and electronic media information releases;
 - link a local LPO training effort to what other agencies in the region, state, or nation have done;
 - promote the program's launch or rollout through a special event; and
 - provide follow-up stories.

SECTION ONE:

Summit Proceedings And Key Issues

I. Summit Background and Purpose

“As law enforcement decentralizes its operations to become more responsive, as we give more authority to line-level officers, as we rely more on their professional judgment, we have got to know that they are effective leaders and that they approach their duties with sound leadership skills.”

Carl Peed
*Director, Office of Community Oriented Policing Services (COPS)
U. S. Department of Justice*

In recent years, a rapidly changing service environment has increased demands on police agencies nationwide. The need for community-oriented policing to serve the community better and the added pressure of anti-terrorism activities force departments to change the way they have traditionally carried out their duties. At the same time, new procedures, structures, tactics, and technologies have forced agencies to decentralize their traditional operations, creating new demands for and interest in effective leadership and leader development throughout entire departments. This leadership decentralization is called dispersed leadership.

In the late '90s, the IACP's *Police Leadership in the 21st Century* summit, held in Alexandria, Virginia, provided momentum for where we stand today. Even that summit had been preceded by several years of serious interest and effort. Not only is leadership an important quality sought in a chief, but it is also important to know how a chief intends to prepare and develop future leaders. A chief's prospects for a successful future, and indeed for the community he or she serves, depend upon the professional leadership development of officers and other employees for leadership at all levels of a police organization.

As the IACP sought to develop a solid leadership and leader development product to serve the growing needs of its membership, Dr. Howard Prince assembled a project team of subject-matter experts and an experienced police chief to develop police leadership concepts that promised to achieve this end.



In 2000, the Community Oriented Policing Services (COPS) Office, U.S. Department of Justice, awarded a grant to the IACP to develop a core curriculum on police leadership development and to pilot the product. The curriculum was developed and successfully piloted at the Arlington County, Virginia, Police Department (ACPD), yielding significant lessons learned for the curriculum's revision. Portions of the course content were expanded based on participant feedback.

Equally important, the project team learned that the IACP needed to offer some way for police chiefs to continue to offer leadership training after the project team had completed its work. This led to the creation of a Train-the Trainer (T3) course.

In 2002, the IACP was awarded a second grant to continue the initial work by publishing several leadership and leader development documents, conducting a T3 workshop, and teaching a second pilot course in Elgin, Illinois.

Taking feedback from the ACPD course, the first edition of the *Leadership in Police Organizations* (LPO) text was published. Additionally, two training bulletins that outlined the role of leadership and leader development in police agencies were published as tearouts in the January and March 2003 issues of *Police Chief* magazine.

Having established a doctrinal base, 23 people were successfully trained in a T3 workshop held in Austin, Texas, in August 2003. Among the 23 participants were three officers from the Elgin, Illinois, Police Department (EPD), the department selected for the second pilot course. This course provided trained instructors to supplement and learn from the IACP consultants conducting the Elgin course—a lesson learned from the ACPD course. Three participants from the ACPD have continued to make the course a part of that department's culture. This T3 session lasted two weeks and yielded invaluable insights for future classes.

Last, the second pilot was successfully accomplished with the EPD. Using the first edition of LPO and supplemented by the three T3 graduates, the course not only successfully trained 24 EPD officers and non-sworn employees, but also established a model for successfully training a department's trainers to take a large step toward self-sufficiency. When the pilot course was completed, the department had the tools necessary to continue to present the LPO course, which the EPD has done since the initial class.

Impressed by the successes, the COPS office funded a leadership summit involving up to 50 leaders from law enforcement, academia, and the criminal justice system. The purpose of the summit held in April 2005 in Arlington, Virginia, was to:

Showcase the Leadership in Organizations curriculum developed by the IACP in cooperation with grant support from the Office of Community Oriented Policing Services (COPS) and discuss lessons learned and potential delivery methods for the future.

A. The Role of Leadership in Police Organizations

As described above, the evolving nature of police work is forcing departments to change to continue meeting their responsibilities. One of the keys to successfully conducting these changes is systematically developing formal and informal leaders throughout an entire department—in short, dispersed leader-



ship at all levels from patrol officer to chief and throughout the non-sworn ranks as well. Edward A. Flynn, Massachusetts Secretary of Public Safety, recently stated, “Police officers themselves must accept the leadership challenge of helping to create organizations more useful to their community. It is very easy to defy the police chief [by ignoring his or her directions to do things differently]. What we need are officers with the moral courage to defy their peers in pursuit of elevating notions of public service.”

As police organizations are forced to decentralize, they must develop leaders at all levels who share their agency’s goals, values, and mission, thereby becoming productive extensions of the chief’s leadership enabling the chief to succeed.

The IACP program goal, then, is to create leaders capable of “influencing human behavior to achieve organizational goals that serve the public, while developing individuals, teams, and the organization for future service.”

To achieve this goal, leaders at all levels must share a common understanding of leadership and the associated responsibilities. A way to visualize this is depicted in Figure 1 below. In any organization, the leader’s job is to close the gap between the organization’s goals and mission and the followers’ needs, using a variety of individual motivation, group dynamics, leadership, and organizational theory knowledge and skills.

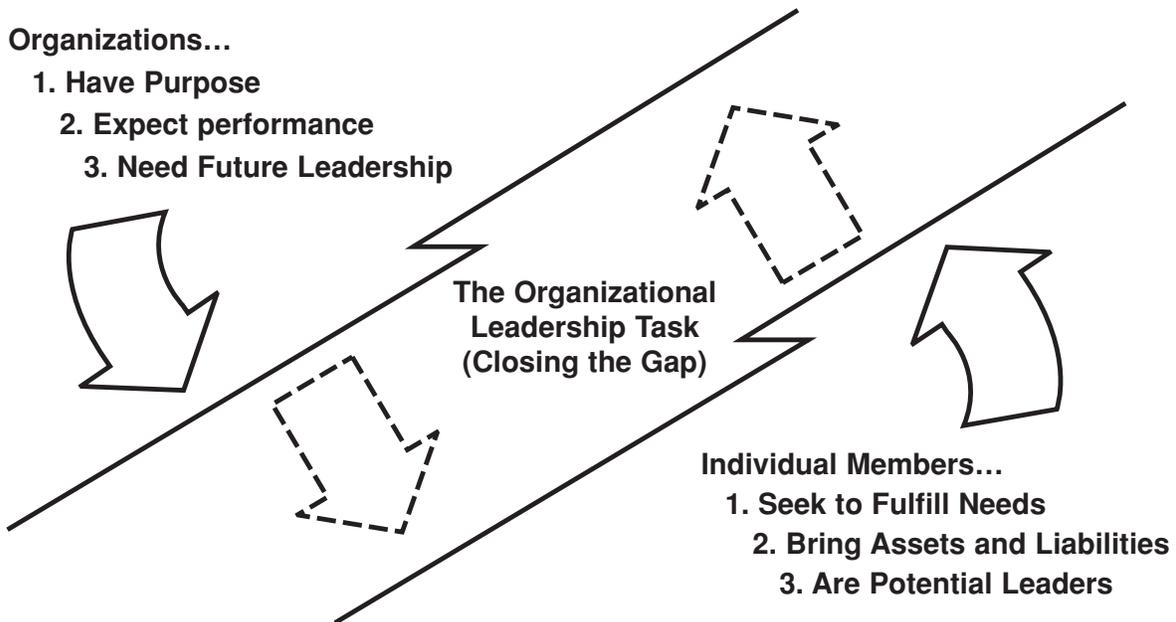


Figure 1. The Organizational Leadership Challenge: Closing the Gap



But organizationally appointed leaders are not alone in this process. Formal leaders have bosses—leaders throughout the entire organization are also followers. Even informally, officers influence each other. So virtually everyone in an organization both leads and follows. Furthermore, a look at patrol officers—the place in the department with the least formal supervision but the busiest place—reveals that these officers do exactly the same thing as organizationally appointed leaders: namely, bridge the gap between the department’s goals and the community’s needs.

This concept of dual leadership and followership implies that there are leaders at all levels of any organization who, if properly trained and developed, will unleash the potential for a department to become dynamic and effective. This phenomenon is known as dispersed leadership.

All formal leaders in all departments need help to get the job done. As past IACP President Ronald Neubauer stated in 1999, “The IACP firmly believes that in the 21st century, police leaders will have to think, act, and respond in new ways to be effective and sustain their careers as leaders.... It is the obligation of each and every current police executive to play a role in ensuring leadership excellence in the 21st century.”

This is especially important considering the direction in which policing is moving today—away from traditional, centralized approaches where decision-making and control can be concentrated in a few appointed leaders, toward decentralized community- and problem-oriented policing where more and more junior personnel are deciding and acting. Deputy Chief John Welter of the San Diego, California, Police Department noted this phenomenon when he remarked, “It is widely recognized that the most critical ingredient in an organization’s success is the quality of its leadership.... One of the biggest barriers to implementing COPPS has been the lack of informed, experienced leadership in COPPS at all organizational levels.”

Other leadership theorists and police practitioners concur that in today’s world, things are too complex for a traditional, centralized leader to do it all by him or herself. John Gardner states in his 1990 work, *On Leadership*, “Most leadership today is an attempt to accomplish purposes through (or in spite of) large, intricately organized systems. *There is no possibility that centralized authority can call all the shots in such systems, whether the system is a corporation or a nation (italics added).* Individuals in all segments and at all levels must be prepared to exercise leader-like initiative and responsibility, using their local knowledge to solve problems at their level.”

Patrick Townsend and Joan Gebhardt echo Gardner’s sentiments in their 1997 work, *Five-Star Leadership*, saying, “[L]eadership skills must be mastered by everyone in the organization if the organization is to survive. Personal and organizational success in the 21st century depend [not only] on developing the ability to lead, but also on recognizing and developing leadership in others.”

Lastly, Secretary Flynn applies these principles to police organizations by saying, “Goldstein was right: the greatest challenge in institutionalizing community policing lies inside our police agencies. That challenge will be won ultimately by officers, managers, and chief executives who are brave enough to work together for the public interest.”



The bottom line is that today's police leaders cannot do their jobs alone. They must develop leaders at all levels of their department by practicing dispersed leadership.

Dispersed leadership has five characteristics that not only form the basis for the IACP's LPO leadership course (the principle component of a larger *Developing Leaders in Police Organizations* leader development program), but also achieves the decentralized leadership conditions described above.

The first characteristic is a **shared understanding of what leadership means**. This provides a common base of knowledge and vocabulary with which to understand and discuss leadership issues. It opens communication channels allowing for organizational issues to be efficiently resolved. The operating assumption is that an entire organization's leadership experiences the same training, forming a common base of knowledge and vocabulary. Additionally, if this training is done using a department-wide cross-section of sworn and non-sworn personnel, the communication channels that are opened extend throughout the department from the first class.

The second principle is **commitment to shared goals and values by leaders at all levels of the organization**. Having a well-conceived and accepted mission, vision, values, and goals keeps everyone synchronized. But these must be shared, understood, and accepted at all levels of the organization. This provides a second important mission for both the above-mentioned leadership training as well as for the training that occurs when personnel are new to every position they assume throughout their career.

The third concept is that **leaders at different levels of the organization do different things**. This requires leadership training to be flexible and adaptable for a wide range of leaders, with different needs, at different places in the organization. It also means that leaders need training whenever they change positions whether they are brand-new patrol officers or the chief. This allows mission, vision, values, and goals to be repeated periodically throughout a career as well as the meanings to be reinterpreted from the leader's new position in the organization.

Dispersed leadership requires not only **a means to develop leader skills and knowledge throughout the entire organization**, but also **a way to assess where an organization and its individuals are developmentally as leaders**. These last two principles of dispersed leadership require a formal training program as well as periodic individual and organization-wide assessments using formal, calibrated instruments. This fosters a culture in which leaders are constantly learning about themselves and their organization while adapting their behaviors to the needs of both.



THE ESSENTIALS OF DISPERSED LEADERSHIP

- Shared understanding of what leadership means
- Commitment to shared goals and values
- Leaders leading differently at different organizational levels
- A way to develop leadership knowledge and skills throughout the organization
- A way to determine where leadership status as an organization and as individual leaders

RESULT: Leaders at all levels of the organization.

Figure 2. The Essentials of Dispersed Leadership

B. Leader Development in Police Organizations

Dispersed leadership is the catalyst for change and the blueprint for leadership training in police organizations, but must be considered within a larger context to understand exactly how leaders are developed in organizations.

There is no silver bullet or one-shot vaccination for leadership. All leaders are developed. Leaders are not born, and while a “natural” leader might emerge by being at the right place at the right time, this type of leader is still the product of learned professional values, formal and/or informal leadership training, and the accumulation of job experience over time. For police officers, like other people working in organizations, exposure to values, training, and experience over the entire length of their career forms the foundation for leadership development. In turn, the creation of a leadership system perpetuates the mission, values, and goals of a police agency or any other organization. How then can chiefs purposefully and thoughtfully cause this to happen in their own department?

The quick answer is captured in the simplicity of the U.S. Army’s “Be, Know, Do” framework for leader development. This approach recognizes that there are requisite values, knowledge, and experience for developing leaders. Stated another way, leadership programs must develop the character, technical skills, and leadership knowledge, as well as provide the opportunity to express this knowledge in ethically sound leadership behaviors. A graphic that captures this process is at Figure 3.

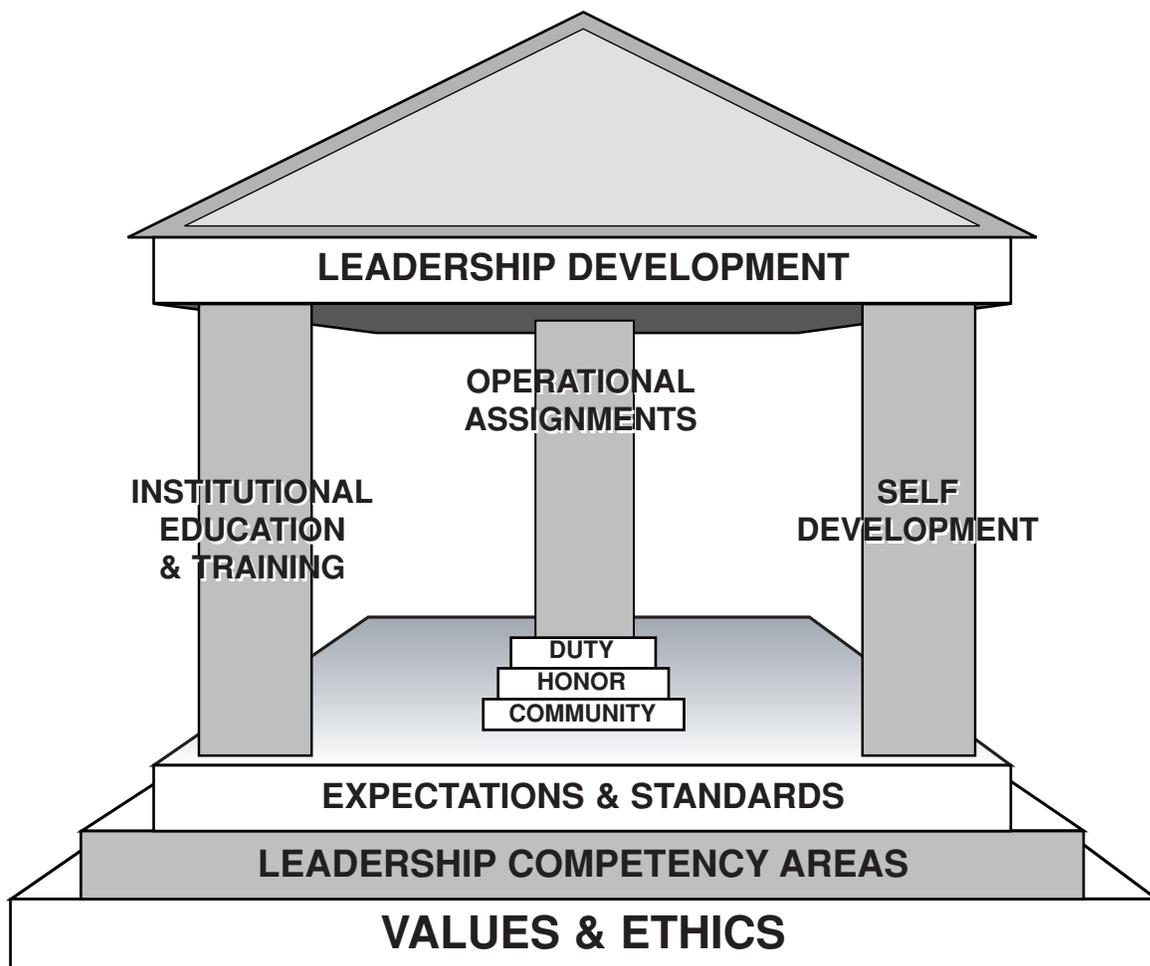


Figure 3. The Leadership Development System

As Figure 3 depicts, a profession's "Values and Ethics" form the foundation for the leader development process. While this may seem obvious, what may not be so clear is the role that these two critical components play over the course of an entire career. Virtually everyone would agree that explicit, formal "Values and Ethics" training is appropriate in training academies for new officers.

But it is just as important to repeat this training in different formats periodically throughout an officer's career, especially every time the officer changes jobs. Regardless of an officer's training and internalized values, any officer will be continually challenged while on the job.

Unfortunately, sometimes the challenge is from one's peers, supervisors, or even the system in which an officer works. Additionally, some of the realities of police work can also work to weaken or even fracture a previously good character. Periodic training keeps the organization's "Values and Ethics" in the forefront of everyone's daily activities. Ethics training is particularly important whenever an officer changes jobs as the agency's "Values and Ethics" often appear differently in different jobs. What might be crystal-clear guidance to a patrol officer may not transfer when this officer is promoted to serve as the agency's public affairs officer or human relations director.



The next fundamental component of a leadership development program is the identification of “Leadership Competency Areas.” These are the specific leadership skills or behaviors that are required by leaders at each level within a department to perform their jobs. As mentioned above, leaders at different levels of an organization do different things, and thus require different leadership skills to succeed. Therefore, identifying the necessary leadership skills for each level in the department—beginning with the patrol officer who leads citizens in the community on through the chief who leads everyone within the department and represents the department to the community—focuses the leadership development effort by listing specific position-based required skills. There are many good reasons for this process.

With many fine training programs available to a department, but limited training time and funds, it makes sense to decide what skills are needed at each level of an agency before randomly sending people to training and hoping that they will learn what the department needs.

Next, when required competencies are known in advance, the assessment process for promotions to that level becomes an evaluation of the requisite skills for the vacancy rather than selecting whomever scores best on a standard exam that may or may not reflect the skill set needed to perform well in the new position.

Further, a leadership competency list provides a rational process for assignment rotation. When the required skills for a specific position are known, linking certain jobs together into a career path becomes easier and more logical. Finally, if employees understand what is required to qualify for the positions and jobs they want, they can direct their self-study and career planning to achieve their own professional goals.

The last component of a leadership development program’s foundation is “Expectations and Standards.” Put simply, these are what leaders at each level of the department are supposed to do. They may also be known as performance objectives. “Expectations and Standards” are set and maintained by leaders at every level of the organization for other leaders at lower levels in the department. As with “Leadership Competency Areas,” these performance objectives provide a blueprint for employees to learn what to do in a current job as well as a framework for learning important leadership lessons in each step of their career.

Employees learn through the feedback they receive from their actions. If job “Expectations and Standards” are not defined and available, or they are not clear, there can be no meaningful or consistent way to compare work behavior to job requirements. Without clear “Expectations and Standards,” employees cannot determine how they are performing and work meaningfully to develop as leaders.



How does someone develop the foundation for a leadership development program? An example of the basic, widely recognized “Values and Ethics” of the police profession is the IACP’s Ethics Toolkit, available at its website:

<http://www.theiacp.org/profassist/ethics/index.htm>.

However, each agency must identify “Leadership Competency Areas” as well as “Expectations and Standards” for its own organization.

By developing these three areas, a department does two things. First, it provides a clear picture of what each police officer who aspires to lead must “Be, Know, and Do” to grow as a leader in that organization. Second, clearly stated “Values and Ethics,” “Leadership Competency Areas,” and “Expectations and Standards” provide a solid foundation for the three core activities of a leader development program that are depicted as the pillars in Figure 3.

The first core activity is “Institutional Education and Training.” Keeping in mind the goals set forth in the foundation of an agency’s leadership development program and the “Essentials of Dispersed Leadership,” the agency’s leadership can select the training that is most appropriate for the leadership competencies at each level of an agency. This pillar is where formal training like the IACP’s *Leadership in Police Organizations* leadership training course fits into the overarching framework of leader development. When all members of an organization get the same leadership training at the same points in the career timeline, they gain both a common understanding of leadership that facilitates communicating leadership issues and a common framework to understand and analyze leadership experiences in the other two pillars of the model.

The second and most important leader development component is “Operational Assignments.” While depicted as a separate area, leader development from “Operational Assignments” becomes significantly more effective when coupled with an officer’s “Institutional Education and Training.” Complex behavior such as leadership is learned by putting the knowledge gained from formal training and the lessons learned by observing other leaders into practice and allowing the lessons learned to guide future leader behavior.

Synergistically, having a good classroom or theoretical understanding of leadership and a mental framework with which to analyze leadership situations on the job makes it both easier to lead and easier to learn from daily experiences. These skills and experiences also help developing leaders to identify their own individual training needs, the third pillar of leader development: “Self-Development.”

As the name implies, “Self-Development” is what a developing leader does on his or her own initiative to correct shortcomings and/or reinforce strengths. These can be any number of learning projects such as college courses, technical training, reading, or a similar learning task performed either during one’s personal time or at work designed to make oneself a more efficient and effective leader.



Many projects compete for a developing leader's time, but clearly articulated values, ethics, leader competencies, standards, and expectations, seen in context of an agency's standardized education and training and progressively more challenging operational assignments, allow the developing leader to focus on what is important for his or her own personal development.

The effective and thoughtful implementation of these principles will create a network of reinforcing leadership development processes, and produces solid leaders at all levels of any agency. The IACP's LPO curriculum provides a catalyst that begins an organization's leader development program.

C. The IACP Leadership in Police Organizations Curriculum

"Today, as many of us embrace the concept of community policing and expect our police officers to engage the community, work with the people to identify and solve neighborhood problems, we should also recognize that the officers are leaders in the community. If we accept that premise, then it becomes our responsibility to assist them as they carry out their responsibility by providing them with leadership training."

Dr. Lee P. Brown
Past President
IACP

1. Leadership in Police Organizations Course. In the past five years, the IACP has developed a leader training program based on the principles of dispersed leadership. Divided into four separate sections and using both an individual and organizational survey, the course is taught to a cross-section of sworn and non-sworn personnel ranging from the chief to patrol officers and non-sworn supervisors and employees, usually 24–28 per class.

The course content is divided into four areas that are taught sequentially over four one-week sessions with each week exploring leadership at a different level of the organization. The levels of leadership influence within an organization are depicted in the diagram below, the Model of Organizational Leadership.

Week One features the concepts of individual motivation as well as the Leaders' Thought Process, a problem-solving approach to leadership and the fundamental process that underlies each lesson throughout the entire four-week course.

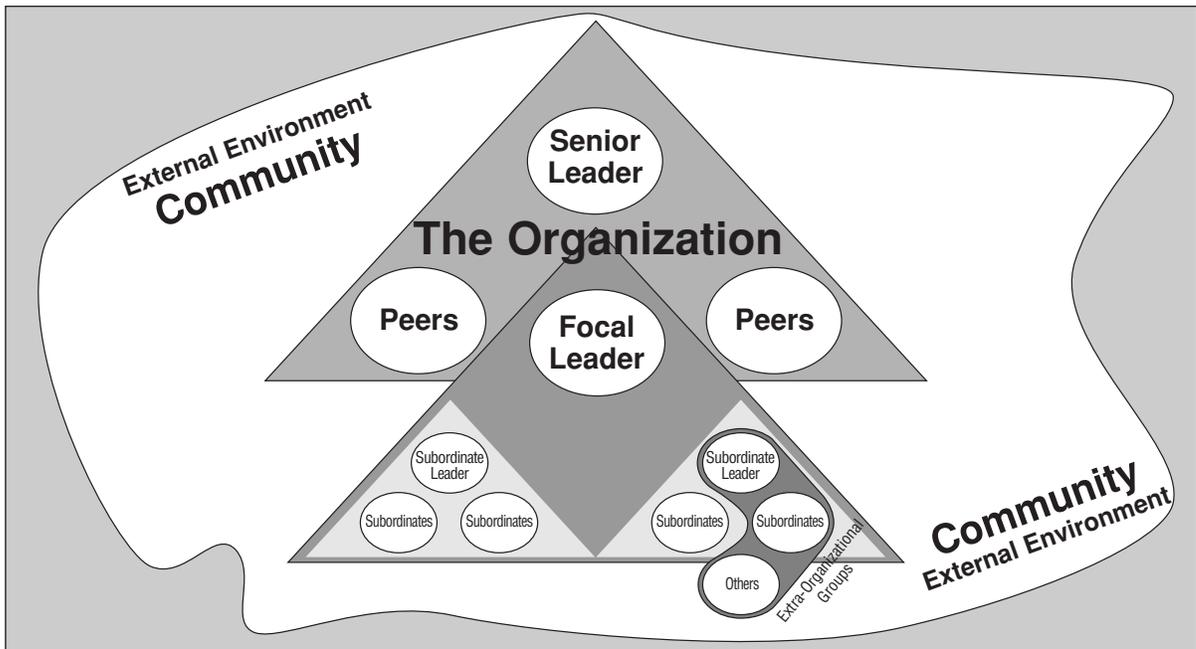


Figure 4. Model of Organizational Leadership

Week Two builds on Week One, adding concepts of group formation and process as well as an overview of several critical leader skills like decision-making, counseling, and stress management.

Week Three explores theories of individual leadership and influence culminating in a two-hour, one-on-one feedback session using the results of an individual, multi-rater (360-degree) leadership assessment administered earlier in the course. The pilot courses used the Center for Creative Leadership's Benchmark[®] or Skillscope[®] individual leadership assessment instruments to completely assess every student's current leadership behaviors. Each student receives confidential feedback as well as a method to turn their feedback into a simple, individualized training program that will strengthen specific leader skills.

In Week Four, students study organizational theory and develop an appreciation of the environment in which organizations work. This week concludes with feedback from an organizational assessment, using the results of a Campbell Organizational survey administered throughout the entire department. The department's leadership, as well as those selected to take the course, meet to analyze the results and, using material learned in the course, agree upon action plans to address important issues. By learning and applying the concepts of individual motivation, group dynamics, leadership theory and skills, and organizational theory, students develop a common base of knowledge and skills that can immediately begin to pay dividends to improve the department's effectiveness.



In each level of the course, students have ample opportunities to draw in the department's mission, vision, values, and goals, and compare them to daily departmental operations. Additionally, the course format allows for this diverse group to share their perspectives and experiences, opening communications channels and reinforcing the academic experience by demonstrating how it applies to their department.

In these ways, the Leadership in Police Organizations course addresses all five aspects of dispersed leadership and fits into the Institutional Training and Education portion of leader development.

2. Train-the-Trainer Workshop (T3). The original T3 Workshop took place in Austin, Texas, in August 2003. Twenty-three participants from diverse backgrounds completed the course. The majority were active law enforcement personnel from a wide range of agencies: very small to extremely large, some with prior experience in LPO, some with no experience with the LPO course. Additionally, several retired police/sheriffs attended as representatives of private organizations and various law enforcement training agencies. The common factor was a desire to learn to facilitate the LPO curriculum.

The workshop lasted two weeks. Participants were exposed to education theory so that they would understand how LPO is put together and have sufficient knowledge to adjust the material without losing any of its effectiveness if that became necessary. The participants were divided into small groups and given the opportunity to practice teach several lessons within their assigned group. At the end of the workshop, participants had either facilitated or participated in all LPO lessons.

Based on participant feedback, the workshop has been lengthened to three weeks. During the first week, participants study the Individual Motivation module. The need for change became apparent especially for those who had never been exposed to LPO and were not familiar with small-group, student-centered, case-study-oriented instruction. This expansion will also give all participants a view of what "right" looks like before they venture into the remaining three modules. The workshop then adjourns for several weeks allowing participants to study and complete the rest of LPO.

When the workshop reconvenes, it is for the last two weeks where, like the original T3 Workshop, students are exposed to the educational theory that underpins LPO and they are allowed an opportunity to facilitate or participate in the remaining classes of LPO.

At present, T3 is conducted in a ratio of one trained facilitator to six workshop participants over a six- to eight-week period with three of these weeks physically in the workshop.



“[W]e feel this project is unique in that it focuses on comprehensive leadership enhancement within a department. Not just on developing a leader, but on developing a culture of leadership throughout the organization.”

Carl Peed
*Director, Office of Community Oriented
Policing Services (COPS)
U. S. Department of Justice*

II. Summit Structure and Proceedings

The summit took place April 28-29, 2005, at the Crystal City Hilton in Arlington, Virginia. Participants representing the following categories are listed in Appendix A:

- **Law Enforcement:** Municipal, county, and tribal police chiefs; sheriffs; and state police executives;
- **Professional and Private Organizations:** representatives from the Pennsylvania Chiefs of Police Association, Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA), National Native American Law Enforcement Association, Major City Chiefs Association, Missouri Police Chiefs Association, Commission on Peace Officer Standards and Training Field Services Division, U.S. Conference of Mayors, Joyce Foundation, and National Sheriffs' Association;
- **Academic Institutions:** representatives from the Center for Ethical Leadership, the LBJ School of Public Affairs, University of Texas – Austin; Police Executive Leadership Programs, Johns Hopkins University; Law Enforcement Institute, University of Missouri – Columbia; and Rice University, Houston, Texas; and
- **Federal, State, and Local Government:** Department of Justice; Department of Homeland Security, Federal Law Enforcement Training Center; Regional Community Policing Institutes; Massachusetts Executive Office of Public Safety; Gary, Indiana, City Council; Salt Lake Valley Emergency Communications Center; and the Plano, Texas, City Government.

A. Highlights of Key Speeches and Events

1. Welcoming Remarks

Joseph Estey, President, International Association of Chiefs of Police

Welcome, ladies and gentlemen, to this IACP/COPS National Leadership Summit. It's great to see so many familiar faces and others whom I would like to get to know better before the summit is over.



I would like to begin by recognizing our partner in this effort. As the Director of the Community Oriented Policing Services Office, otherwise known as COPS, Director Carl Peed has taken a leadership role by funding this important work that will leave a legacy for the law enforcement profession.

I want to thank you, the participants, for accepting our invitation to attend this summit so that we might continue to collaborate with those of you on the front lines, with respect to this important topic of leadership. We will seek your collective thoughts and opinions with respect to the implementation of the leadership curriculum that will be presented to you over the next couple of days. It is our intent that this be a working and very interactive summit.

In my opinion, leadership is such a critical and indispensable asset to the law enforcement community that it is no exaggeration to say that leadership and law enforcement are inseparable from one another. Every facet of police work, from internal actions within the department to interaction with our communities, requires police officers, police executives, and police departments as a whole to demonstrate leadership on a wide array of issues. Even law enforcement associations can, and must, demonstrate leadership on issues critical to the community.

Recently, the IACP began a monumental and critical effort to develop a new national strategy for post 9/11 policing. This effort, which we have labeled the "Taking Command" project, provides the IACP with the opportunity to take a leadership role in securing our homeland. It is the IACP's goal to develop a homeland security strategy that is locally driven but nationally coordinated and that allows us to ensure not just homeland security but also hometown security.

Over the next few weeks, the IACP will be releasing a policy document that details the key principles and priorities that we have identified as critical to a successful homeland security strategy. At the same time, we will be working with the IACP's divisions, sections, and committees, as well as with colleague organizations and our federal partners, to implement these critical principles. This is a vital project to the law enforcement profession and the communities we serve; I urge all of you to join with us in this effort.

With respect to the business at hand over the next two days, I ask that you participate freely, and understand that we have a non-attributive policy in effect, that is to say, we will capture your thoughts and opinions collectively as a group for our final summit report, and not ascribe any particular words or views to any one individual. We will send you a draft copy of the report for comment before the final report is printed and distributed. Once again, thank you for accepting our invitation; we are delighted and privileged to have you with us here for the next couple of days.



**Carl Peed, Director, Office of Community Oriented Policing Services,
U. S. Department of Justice**

Good afternoon. I am pleased to be here today to support IACP's efforts to develop and test a comprehensive law enforcement leadership model. Thank you Joe, thank you Dan, and thank you to the entire IACP team for the important work they are doing in this area.

COPS is pleased to support your efforts, and we thank you for being the stimulus for many of the positive changes that we have seen in law enforcement over the past few years. I am confident that the results of this project will be added to the list of contributions that IACP has made to the law enforcement community.

This is an ideal time for us to tackle the issue of leadership. Our nation's police and sheriffs' departments are continually being asked to reinvent themselves. The expectation of lawmakers, the community, and even our own expectations call for us to successfully tackle new and additional public safety concerns. Policing is no longer just about responding to calls for service and subsequently locking up the bad guys.

Community policing shows us that we can be more effective when we become problem-solvers who do not just focus on a crime, but focus on the factors that contribute to crimes. We have to find new, effective, and cost-efficient methods for doing more without necessarily receiving additional resources.

Given this dynamic, the law enforcement community must develop and refine the skills of our leaders. Throughout law enforcement agencies, at all levels, regardless of rank or function, further developing leadership skills is becoming a prerequisite for successfully handling the new challenges that confront us.

This leadership model has the potential to help change the formal and informal culture of leadership in a manner that furthers ethics, creates greater job satisfaction, and ultimately helps us help our communities.

Of course, we recognize that there are other leadership training programs out there. However, we feel this project is unique in that it focuses on comprehensive leadership enhancement within a department. Not just on developing a leader, but on developing a culture of leadership throughout the organization.

As law enforcement decentralizes its operations to become more responsive, as we give more authority to line-level officers, as we rely more on their professional judgment, we have got to know that they are effective leaders and that they approach their duties with sound leadership skills.



By combining true and tried leadership principles from law enforcement with the best leadership principles from other disciplines, I am confident that this leadership model can significantly benefit police and sheriffs' departments.

At COPS, providing and supporting resources that benefit state and local law enforcement is what we do. Whether it's the funding that we've provided to more than 13,000 communities to hire 118,000 officers; whether it's funding that we have provided to support the purchase of crime-fighting technology systems; whether it's the provision of training and technical assistance resources; or whether it's funding the development of innovative projects like this one, our focus is on serving law enforcement.

So, as we go forward today and tomorrow, I hope that you get the most out of this summit. Better yet, I am confident that you will get the most out of this summit. I am also confident that together, under the guidance of IACP, the way that law enforcement agencies approach leadership will change for the better.

2. **Keynote Address.**

Dr. Lee P. Brown, Rice University, Houston

Let me begin by expressing my appreciation for the opportunity to speak before you this afternoon.

I accepted Dan's kind invitation to be here because of the topic of this summit— leadership.

I want to take the time allotted to me to share with you some of my experiences from serving in a number of police agencies. As I look back on those experiences, there are a number of lessons that I learned that may be of some benefit to you as you carry out your responsibilities.

In addition to the last six years that I served as mayor of Houston, I have spent almost 40 years either directly or indirectly involved in law enforcement. It has been a very rewarding career. One of the highlights of my career was serving as president of the IACP.

When I was the police chief in Houston, I decided to run for the position of sixth vice president of the IACP. I did so because I felt that if I had a leadership position in the organization, I would be able to influence the profession that I had devoted most of my adult life to.

One of the major issues that I advocated while serving on the board of directors of the IACP, including my year as president, was the need for the IACP to develop a leadership program for police agencies. Over the years, many of us have worked hard to achieve that objective. We now have a foundation to assist us in carrying out that responsibility.



As a student of leadership, as some one who actually studied leadership, I knew of the major advancements the military had made in leadership development. At the time, Colin Powell was chairman of the Joint Chiefs of Staff. I knew Colin Powell because he was from New York. We contacted him and went by the Pentagon to meet with him and his staff to learn more about what the military had done to develop such a successful leadership development program.

Since that time, IACP has been working on this project, and many of us believe that we now have a program that can be of great benefit to police agencies throughout the nation. The staff and the current leadership of the IACP have put together a program that carries out the vision that I had in the '80s.

With that as a background, I want to take the time allotted to me this afternoon to share with you some lessons that I have learned from the various positions that I have occupied in law enforcement over the years.

First, let me tell you what I mean when I talk about leadership.

When I talk about leadership, I am referring to the ability of people to get things done. I am referring to the ability to get others to work with you in order to achieve an objective. I am referring to the ability to inspire confidence. To me, that is the essence of leadership.

I started my police career as a patrol officer in the San Jose, California, Police Department in 1960. It did not take me long to recognize how important police officers are in our society. You see, before becoming an officer, I did not have much respect for the police because I had never had any positive experience with them.

When I became a police officer, my perspective completely changed. It changed because people in the neighborhood where I lived looked up to me. I received a level of respect that I had never thought possible. People would stop and speak to me as I walked my beat. Neighbors would come by my house and ask my advice on a variety of subjects. I was invited to speak at churches and civic clubs.

In looking back at the period in my career, it is clear that even though I was only a patrol officer, I was looked upon as a leader in the community. I might add that experience was not unique to me; other officers had the same experiences. Why? Simply because they were police officers, and because they were police officers, the public saw them as leaders.

Without labeling it as such, I exercised leadership traits as I carried out my responsibilities as a patrol officer. For example, when I patrolled my beat, I would stop and talk to the people that lived in the neighborhood. They would share with me their concerns, and I would attempt to do something about them. I tried to solve their problems.



In retrospect, I was communicating with the people, and communication is a very important function of leadership.

I was solving problems, and problem-solving is a very important function of leadership.

When I responded to family disputes, I instinctively took control of the situation. I never thought about that as such, but I was acting as a leader.

When I interacted with kids, they would listen to me because in their minds, I was a leader.

The lesson I learned as a beat cop is that patrol officers, by the very nature of their jobs, are leaders. The problem is, within police departments, police officers have never been viewed as leaders. Rather, we expect them to follow the rules and regulations of the department—not use their brains. We are more military than the military.

As a young patrol officer, I had gone to college and obtained my degree, but I was still not allowed to think and use my own initiative. To me, it was very frustrating, and I voiced my frustration by writing an article that was published in *Police Chief* magazine, “The Unforeseen Problem Resulting from College-Educated Policeman.”

Today, as many of us embrace the concept of community policing and expect our police officers to engage the community, to work with the people to identify, and to solve neighborhood problems, we should also recognize that the officers are leaders in the community. If we accept that premise, then it becomes our responsibility to assist them as they carry out their responsibility by providing them with leadership training.

Leadership means being engaged and engaging. Police officers do that every day.

In fact, if I were a police chief today, I would include leadership training in recruit training, supervisory training, as well as management training. If you truly believe in community policing, then you will start teaching leadership training at the recruit academy.

Leadership also means taking the initiative to get things done. When I was a beat officer in San Jose and working the day shift, I decided that I would clean up my beat by removing all abandoned vehicles. I did that. No one told me to do so. I did not ask permission to do so. I did it because I felt I could improve my beat by making it look better. In effect, I used my initiative to get something done. That is a trait of leadership.

When I was promoted to sergeant, I was in fact a leader because I had a number of officers working under me. I had a recognized position of leadership, but I was not trained to be a leader.

The lesson I learned as a first-line supervisor is that position is more significant to the officers than the position of police chief. Why? Because the first-line supervisor has an impact on the lives of the officers. They make decisions that have an immediate impact on officers. They are called upon when there are problems or complex situations that must be dealt with.



As I look back on my role as a sergeant, I have often thought that I could have done a much better job if I had been trained to be a leader.

The message I want to leave with you in discussing my experience as a first-line supervisor is that it is a very important position of leadership.

For example, in the '60s, cities throughout the United States of America experienced a series of riots. San Jose did not have civil disorder. That was due in large part because I recommended to the police chief that the department establish a police community relations unit to work with the minority community. He accepted my recommendation, a unit was established, and I was appointed to serve as its director. By meeting with community people, attending organizations' meetings, being available to the public, giving speeches, and designing human relations training programs for the department, San Jose was able to avoid the violence of the '60s. Even though no one had trained me to do so, I was exercising leadership

Some of us were around when Dr. Martin Luther King, Jr., was killed and the riots that occurred in many cities spread throughout the nation, including Washington, D.C.

I also made policy recommendations to the chief. At that time, the department did not have an internal affairs unit. I recommended to the chief that we create such a unit and he did.

The point I want to make is that every member of the department has something to offer. Leadership at the top must create a culture whereby everyone feels comfortable doing so. Members of the department must be trained and allowed to exercise their leadership skills. Remember, not all knowledge resides in the chief's office.

That is most critical under the concept of community policing.

That is critical if we are going to tap the vast reservoir of talent that we have in police departments throughout the nation.

In addition to working with the San Jose Police Department, I have had the pleasure as serving as the head of several law enforcement agencies. The first one was the Multnomah, Oregon Sheriff's Department. There, we reorganized the department under the concept of team policing. We adopted the concept after convening a task force representing every rank in the department to explore the best method of policing the county. The result of that initiative was the full-service model of neighborhood team policing, a concept similar in many ways to what we now call community policing.

The lesson I learned from that experience was we must trust our employees. They too have a stake in the department and want to see it improved. They take pride in being a part of an organization that is well respected by the community.

My next position was public safety commissioner in Atlanta, Georgia. Some of you may recall that was the time of the missing/murdered children case that went on for almost two years. I was responsible for leading that investigation.



It was there that I learned the importance of having public trust in your police department. That trust cannot be developed by the police chief alone, rather it must be developed by the men and women who interact with the public every day. They are the ones who inspire confidence in the department. I can assure you that if the public did not have confidence and trust in the Atlanta Police Department, that city would have exploded.

My next position was police chief in Houston, Texas. There, we pioneered the concept of community policing, a concept that is now being used by about 80 percent of the police departments in the United States. We developed the concept by convening an executive session comprising members of the department from the rank of patrol officer up to the position of police chief. The executive session participants were challenged to answer the question, "What should be the future of the Houston Police Department?" The result was the recommendation to implement neighborhood-oriented policing.

The lesson I learned from that experience was that officers in every rank of the department have something to contribute if they are given the opportunity to do so. The implementation of the concept of neighborhood-oriented government also reinforced my belief that patrol officers could, if properly trained, make a difference.

My next position was police commissioner for New York City. There, we implemented community policing citywide, and after one year, crime started going down. That was the beginning of the most drastic crime reduction in that city's history.

The lesson I learned there was the importance of training all members of the department to be leaders. In addition to the skills that are traditionally taught at the training academy, we added leadership training, and it made a difference.

I have also had the opportunity to study police agencies throughout world. Let me share with you just one experience. During the time I was police commissioner of New York City, I was asked to join an international team of police experts to prepare the South African Police Department for the time when there would be a free South Africa. As you know, the police in every country in the world enforce the laws of that country. As could be expected, the South African Police Force was responsible for enforcing Apartheid in that country. Every police officer had that responsibility. To white South Africans, the police were their protectors. For black South Africans, the majority of the population, the police were their oppressors.

I introduced the concept of community policing to the South African police. I shared with them the fact that in a democracy, the police are guided by principles spelled out in a constitution. I also shared with them that in the United States of America every police officer has the responsibility of protecting the rights that are guaranteed to every citizen by virtue of the Constitution. For that reason, the police are the most important people in the entire structure of government, because they are the ones responsible for protecting the principles of our democracy. I am told that the South African government incorporated community policing into their constitution.



In closing, I would encourage you to look at leadership in a different light. Do not think that only chiefs are leaders. The fact of the matter is every member of the department is a leader. Their role may differ from one rank to another, but they are still leaders.

If you want to take law enforcement to another level, provide leadership training to all of your officers. Give them the tools necessary to help them do what they do better.

Thank you and good luck in your important work.

3. Program Overview

Edward A. Flynn, Secretary of Public Safety, Executive Office of Public Safety, State of Massachusetts, opened the summit with a pointed discussion where he asked, “We police executives are at the legacy points of our respective careers. The question is, ‘what do we want to leave behind?’ The answer is that we want to leave behind organizations worthy of the idealism of our people. That requires our leadership now and a commitment on our part to develop the leaders of tomorrow.”

This set the stage for Dr. Howard T. Prince, II, Director of the Center for Ethical Leadership at the Lyndon B. Johnson (LBJ) School of Public Affairs, University of Texas – Austin, and project team leader for LPO. Dr. Prince provided an overview of LPO to both inform summit participants and provide them with a program that addresses Secretary Flynn’s challenge above.

A panel of police chiefs who already train their departments using LPO followed Dr. Prince. It consisted of Chief Stanley Knee of the Austin, Texas, Police Department; Chief Charles F. “Rick” Dinse of the Salt Lake City, Utah, Police Department; Deputy Chief James J. Burns, Jr., of the Elgin, Illinois, Police Department; and Secretary Edward A. Flynn, Secretary of Public Safety, State of Massachusetts, speaking of his experiences as the chief of the Arlington County, Virginia, Police Department. Each chief was asked to briefly describe his respective program and then on his perception about its value. Their comments were uniformly positive about the value of LPO and the positive changes it has brought to their departments. All expressed that the costs associated with this training (time, personnel availability, and financial) could be handled with planning and were well worth the effort.

The last event of Day One was a panel of personnel who attended the T3 Workshop and had a chance to subsequently conduct LPO courses. This panel featured Captain Chris Burbank of the Salt Lake City Police Department, who had previous experience with LPO and currently trains LPO in and around Salt Lake City; Chief Dwayne Orrick of the Cordele, Georgia, Police Department, who had no prior experience and personally trains his own officers as well as members of his community government; and Senior Police Officer Tamara A. Welter of the Elgin, Illinois, Police Department, who, like Chief Orrick, had no experience with LPO but has initiated training in her mid-sized department.

Their comments supported the notion that trying to do T3 in two weeks was inadequate, especially for those who had no prior experience with LPO. Senior Police Officer Welter had the opportunity to work with IACP consultants after the T3 while the Elgin Police Department par-



participated in the second pilot project. Her comments were that for trying to both learn new material plus how to facilitate it, the two-week version of T3 didn't provide sufficient experience by itself to adequately prepare students to facilitate, and that the three-week version would be a productive change. All panel participants felt that future participants should be course graduates or, barring that, they should attend the three-week version of T3.

The last information presentation was an overview of the newly published report, *Police Chiefs' Desk Reference: A Guide for Newly Appointed Police Leaders*, which included a summary of LPO.

B. Working Groups and Their Specific Assignments

On the second day, five working groups, guided by teams of trained facilitators, met for over three hours exploring the following topics. Each participant was assigned to a specific working group, and each group handled a different topic. The working groups' missions and guiding questions are as follows:

1. **Building the training cadre.** Develop methods to increase the impact of the leadership training by expanding the numbers of trainers and to outline recommendations for recruitment, selection, training, and certification for trainers.
 - How can expanding the training cadre increase the capacity of the LPO course?
 - How will new trainers be selected/recruited and trained to instruct?
 - How should trainers maintain their certification to teach the LPO course?
2. **Financial strategies.** Examine the financial challenges of getting all size agencies to participate in the training, and develop approaches to overcoming these challenges, and getting the support of city officials.
 - How can large, mid-size, and smaller agencies best address the financial costs of the LPO training?
 - What potential challenges do agencies face in getting buy-in by their city managers/mayors to budget and participate in this training?
 - How can these challenges best be overcome?
3. **Delivery strategy and methods.** Discuss how the training can impact communities, agencies, and individuals; examine possible roadblocks; and develop methods and strategies for training delivery.
 - What are the roadblocks and resistance to the training and how can it be delivered best?
 - What is the possible impact of POST certification for the program?
 - How can professional law enforcement organizations (e.g., PERF, NOBLE, NSA, IACP) support the program implementation?
 - How can awareness of this leadership training best be raised?
 - What are some other successful models and delivery mechanisms for other leadership training in the business and education community that could provide ideas for LPO implementation?



4. **Training impact.** Evaluate the training impact of LPO, discuss possible adaptations to increase participation by all agencies, and develop a list of benefits of how the training increases recruitment and retention efforts and otherwise benefits communities.
 - How can the training's impact on professional development best be evaluated at the local, state, and federal levels?
 - How can the training be adapted to meet the challenges of smaller and mid-sized agencies that want to take advantage of the LPO curriculum?
 - How will this model improve recruitment and retention?
 - What is the impact on inter-agency cooperation for communities?

5. **Professional development in the community policing model.** Articulate the benefits to communities, agencies, and individuals of participating in the *Leadership in Police Organizations* training.
 - What are the training's benefits?
 - What is the cost to law enforcement and communities of not participating in a leadership development program?
 - How will the community view integrating the course content into daily leadership practices?

C. Working Group Proceedings

Although there were five separate working groups exploring different questions related to implementing the LPO program with the widest possible audience, the groups often found common issues resulting in similar or complementary recommendations despite different start points. A compilation of the issues raised includes the following.

1. Quality of Training

- **No oversight body.** There is no oversight body to monitor and amend the curriculum as needed in the field given the variety of needs presented in different agencies and settings.
- **Flexible packaging to reach varied audiences.** Because of the complexity of the training as it currently exists in the four-week version, it must be made more flexible to accommodate different size departments, their training needs, and resource constraints. Not all departments/agencies can afford to fill a complete course with 24 to 28 participants, one week a month for four months. Hence, without degrading the quality of the course, alternative formats and approaches would greatly expand both the availability of participants, and increase the number of departments/agencies willing to support it.
- **No measures of effectiveness in place.** To ensure that LPO does what it is intended to, measures of effectiveness should be in place to ensure high-quality training and provide feedback should course corrections be needed. This issue is also addressed from other perspectives below.
- **No POST certification.** There is currently no POST certification for this training; no continuing education credit reduces its attractiveness to potential participants.



2. Quality and Quantity of Trainers

- **No Certification Process and Program for Potential Facilitators.** The absence of an oversight body as well as any criteria for selection and both short- and long-term certification hampers the creation of a high-quality training cadre.
- **Limited Number of Facilitators.** Currently, the small number of trainers limits the exposure of the material to the field and drives up training costs as either students and/or trainers must travel to training sites.
- **T3 Costs.** The Train-the-Trainer (T3) program is costly in time, money, and personnel, but it is a proven product that creates facilitators who can present the LPO material.
- **Self-Sufficiency is Achievable.** Despite start-up costs of having one's own personnel attend a LPO class and then the T3 to attain the skills necessary to facilitate LPO in sufficient numbers to sustain the program, follow-on iterations of LPO can then be done at relatively low cost.

3. Cost

- **Significant Cost.** The high cost of a full four-week course for 24 – 30 participants with all surveys and course work is approximately \$65K if delivered in one-week modules over a four-month period using outside instructors and commercially available assessment instruments. This challenges departments and agencies to find ways to conduct the training.
- **Alternate Funding Approaches.** Given the resource requirements, alternative methods of funding the course costs need to be identified.

4. Resistance to the Training – Achieving Buy-in

Resistance to conducting this training can be anticipated from several directions.

- **Politics.** While this course explores various theories appropriate for leaders as they motivate individuals, groups, and organizations, an inevitable comparison occurs between the theoretical ideal and a participant's department or agency. Not all executives will want this type of discussion, and subsequent change, in their organization. Likewise, this information presented outside of a department or agency may be unwanted.
- **Resources.** As described above, the resources required to allow 24–28 people to participate for four weeks over a four-month period and funding two surveys plus outside consultants is too much for many departments.
- **Effectiveness.** Decision makers may be reluctant to outsource theoretical leadership training without being able to measure its effectiveness

SECTION TWO:

Summit Recommendations

Listed below are the recommendations of the five working groups to maximize the dispersion of the *Leadership in Police Organizations* leadership training curriculum. These recommendations represent a wide range of initiatives that provide the tools necessary to overcome roadblocks to implementing this training package.

Some initiatives are much broader in scope and require specialized knowledge to implement, for example, developing alternate forms of *Leadership in Police Organizations*. These recommendations are best executed by a central controlling agency and/or professional educators for the subsequent use of individual agencies and departments.

Other recommendations, however, are narrower and aimed specifically at overcoming local issues when implemented by local decision makers. These initiatives should be seen as a list of ideas that can be used selectively to overcome local issues. There are tensions within the various recommendations that police executives, the IACP, and project members will need to manage. The most important tension is that between expanding access to the program materials and maintaining program quality. The goal should be to maximize access and affordability while maintaining the highest level of quality possible, recognizing that going too far in either direction will be unsatisfactory.

Taken together, implementing these recommendations will result in a dynamic and flexible curriculum adaptable and available to a wide variety of agencies while maintaining the maximum effectiveness of the program. The specific recommendations of the five working groups follow.

I. Enhance the Training Cadre

A long-term solution to any agency's training needs is to develop either its own trainers or support an effort to have available trainers in the local area.

- A. **Establish an Oversight Body.** An oversight body would be responsible for a maintaining the quality of both training and trainers. Additionally, the working group suggested that the oversight body identify challenges and solutions for the implementation of both LPO and T3.



- B. Select and Train the Cadre.** The oversight body's activities should include establishing recruiting procedures, selection criteria, and certification processes necessary for building and maintaining a high-quality training cadre. To achieve this end, the working group suggests that:
- Spread the training cadre geographically to maximize exposure of LPO to the field and attendance through the convenience of a relatively local training opportunity. This would be accomplished by offering the T3 program nationwide.
 - Identify future trainers by either their chiefs, outstanding performance at an LPO course, or through performance as an instructor at another existing training program, e.g., RCPIs, state associations, et cetera
 - Require potential trainers to attend LPO prior to attending T3.
 - Use T3, as revised, to train the cadre, although selection for and attendance at T3 would not be sufficient to attain certification. Rather, use meeting certification criteria established by the oversight body to certify, decertify, and recertify potential trainers.
- C. Maintain the Quality of LPO.** The oversight body should also constantly monitor the quality of LPO, making adjustments as needed. Additionally, the working group suggested that obtaining certifications and validations from existing training accreditation organizations, e.g., state POST agencies, would improve the credibility of LPO and should be pursued by the oversight body.

II. Develop Alternatives to Traditional Funding Methods

Regardless of course format, there will be costs for sponsoring agencies, be they start-up costs that will be incurred by all agencies or long-term costs if a department decides to hire trainers in lieu of training its own. Consequently, a working group explored how to reduce this burden and thereby increase the probability that an agency would embrace LPO. The working group suggested the following ways to reduce costs.

- A. Regional Cost Sharing.** Several departments could each contribute a smaller number of participants and fund a proportion of the course cost. While this prohibits many of the team- and communication-building effects of a full LPO course, it provides a way to identify and train potential instructors allowing a department to become self-sufficient with LPO.
- B. Screen Attendees.** Instead of training all personnel, a department or agency could determine where its greatest training need exists and focus LPO training there. For example, FTOs or senior leadership might be identified as the group where the most benefit could be obtained for the cost, and training could be conducted for this group only.



- C. Develop Alternate Methods of Delivery.** Modify the course format from the four-week version so that more students could be trained more efficiently. A more in-depth discussion of this point follows below.
- D. Incorporate LPO into Other Agencies' Training Programs.** Many existing agencies already conduct some form of leadership training. If LPO (either all or portions) were taught as part of another agency's training program, the cost would be absorbed by their existing course costs. A more in-depth discussion of this point is immediately below.
- E. Seek Sponsorship From Private Sources or Associations.** Several departments and agencies have created tax-exempt, non-profit foundations to support local training or charitable needs. These organizations can solicit funds and sponsor attendance at LPO classes. Additionally, corporate sponsorship might be possible to fund/offset class costs. Last, police associations might be willing to sponsor some of their membership and reduce overall class costs.
- F. Ask Participants To Pay For A Portion of the Course.** Asking students to pay a portion of their training costs could certainly reduce the overall course costs. It might also increase student commitment to the course since they are paying a fee.
- G. Grants.** Grants were used to develop the original LPO curriculum and have been used to fund department follow-on LPO courses. They are potentially available from federal, state, local, and private sources.
- H. Train Internal Instructors.** A long-term solution to reduce the costs associated with the course is to conduct sufficient consultant-based training to identify an agency's own instructors. Then, these selectees should attend the T3 Workshop to develop themselves as instructors. This creates an internal training resource and drastically reduces course costs.
- I. Trainer Exchanges.** Swap trained instructors between agencies to supplement the number of trained internal trainers and avoid costly external consultant fees.
- J. Spread Training Over Multiple Budget Years.** Starting training in one budget year and ending it in another may be a means to spread the cost of the training.
- K. Use Federal and State Asset Forfeiture Funds Where Available.** During the working group's discussion, several members were made aware of the availability and appropriateness of using forfeited funds to finance training and LPO in particular. While there may be some local policies that limit this use, funding police training is one of the primary uses for forfeited money.



III. Develop Alternate Methods of Delivery

The vast majority of U.S. police agencies are small departments without the resources to conduct a full four-week course for 24–30 participants. To maximize the availability of this training, alternate methods must be identified. Working group recommendations included the following:

- A. **Create Internet-based, Distance Learning.** Developing an Internet-based portion of LPO would allow participants to address many of the knowledge-level learning objectives in the course. But it would need to be coupled with a shortened resident phase to fully meet all of the course's learning objectives. Nevertheless, this appears to be a viable means to modify the course.
- B. **Incorporate into Other Agencies' Training.** Many local academies, state-mandated programs, the FBI Academy, and other supervisor-level training programs have leadership training classes. LPO could be added to these programs, which would facilitate a common leadership knowledge and vocabulary throughout the profession.
- C. **Explore Means to Present LPO over a Longer Period.** Depending on an agency's resource constraints, it might elect to conduct LPO over a protracted period. Experience has shown, however, that one class a week is probably too infrequent and more than one module in one week is too much. The exact solution would be driven by local constraints.
- D. **Use Regional Community Policing Institutes (RCPI).** The four modules of LPO lend themselves to RCPI training sessions.
- E. **Use Local Colleges, Universities, or Other Existing Education Facilities.** Many local training and education facilities look for adjunct instructors who would fit into their curriculum. Given LPO's existing structure, it may be feasible to partner with a local facility to make LPO available on a regional basis.

IV. Promote and Market LPO

The key to maximizing the distribution of LPO is advertising its availability and benefits. The working group recommended marketing the LPO through existing police training and professional organizations like RCPIs, local community colleges, POSTs, state associations, and national organizations (IADLEST, CALEA, IACP, NSA, and ICMA).

LPO awareness can also be enhanced by advertising at/through periodic opportunities such as state and national conferences, newsletters, videos, websites, *Police Chief* magazine, and local government insurance trusts.

In all of this advertising, the working group urged that LPO should become the IACP's official leadership course and it should be rolled out as a presentation at the national IACP conference with a distance-learning version available to support the Annual Chiefs' Track at the conference.



V. Measuring the Effectiveness of Training to Facilitate Agency Participation, Enhance Recruiting and Retention, and Achieve Stakeholder Buy-In

As described above, given the complexity and cost of LPO, agency and/or community decision makers may be reluctant to undertake this training without understanding its benefits. The working group recommended these steps as a means to measuring effectiveness, enhancing recruiting and retention, and achieving stakeholder buy-in.

- A. Connect Community-Oriented Policing to LPO.** Communities understand, and in some cases have demanded, community-oriented policing. Explaining that LPO facilitates community-oriented policing through its emphasis on a pro-active, problem-solving, values-based approach to leadership, as well as its emphasis on empowerment throughout the organization and community involvement, will demonstrate LPO's utility in building strong ties between police and outside public or private groups. Leadership is central to the very concept of community-oriented leadership.
- B. Prepare an Executive Summary of LPO.** This is already accomplished in the form of Training Bulletin #1 and #2 published in the January and March 2003 editions of *Police Chief* magazine. Reprinting of these bulletins, making them available to the IACP's membership as well as LPO facilitators, would increase the probability that an agency or community would embrace LPO by reading about it in a high-quality brochure.
- C. Describe as a College-Level Course.** Explain that LPO is an extremely flexible body of leadership material whose origins are the undergraduate leadership course of the U.S. Military Academy at West Point, New York. Having only been edited to substitute police examples and case studies for the original military examples, the course retains the high quality demanded by West Point. Additionally, LPO is a collection of general leadership concepts that can be adapted to emphasize the needs of any organization or community, not just police departments. Nonetheless, a skillful instructor can present the course and help students relate to the material even if the students have no prior experience with college coursework.
- D. Emphasize POST Certification.** Once certified, POST certification and the associated continuing education credits that would accompany it can be used to validate and enhance LPO's credibility.
- E. Link Current Leadership Literature to LPO to Show an Explicit Connection between Current Popular Literature and LPO.** Ride the popularity of current management and leadership trends by showing that LPO embodies the many of the same principles as well as the theoretical underpinnings as current popular literature allows stakeholders and decision makers to understand the features of LPO.
- F. Conduct Internal and External Evaluations of LPO Courses.** To the maximum extent possible, internal and external evaluations of LPO courses should be conducted to measure the effectiveness of the course material and processes. If they are done by external organizations, they become even more objective and effective as advertising for future users. Objective standards should be used in these evaluations measuring student attitude and behavioral change as well as any change in public opinion for the agency conducting the training.



- G. Study Evaluation Options, As Well As Anecdotal Evidence, by Convening a Group of Course Graduates to Study Longitudinal Change.** The above-mentioned oversight body or perhaps the IACP should survey past LPO graduates to collect both objective and anecdotal evidence of LPO's effectiveness. This is an idea first raised by the second pilot course department, who were overwhelmed by the effect that LPO had on them individually as well as on their working relationships with the police department. Their suggestion was to collect comments much like book-jacket blurbs to advertise LPO's "life-altering effect."
- H. Demonstrate Benefit to the Community, Agency, and Individual Officers.** Show how implementing LPO will lead to a safer and improved community, agency, and individual officers through:
- increasing customer service orientation;
 - enhancing public image;
 - increasing officer education and competence;
 - improving resource allocation through improved retention, proactive risk maintenance, and avoiding costs by heading off litigation against the police department;
 - involving stakeholders as course participants and instructors;
 - improving succession planning in the agency;
 - enhancing individual officer career development; and
 - strengthening individuals by improving self-confidence, increasing personal influence, and enhancing personal achievement and self-actualization.
- I. Market LPO to Stakeholders.** The key to influencing stakeholders will be advertising. The working group recommended the following as a means to build and maintain awareness of LPO, encouraging stakeholders to view the program favorably:
- engage the chief's support;
 - hold town hall meetings and focus groups to let stakeholders know what is available and how important their support is in making it happen;
 - publish local press advisories;
 - use traditional and electronic media information releases;
 - link a local LPO training effort to what other agencies in the region, state, or nation have done;
 - promote the program's launch or rollout through a special event; and
 - provide follow-up stories.

SECTION THREE:

Appendices

- Appendix A: Summit Participants
- Appendix B: Annotated Bibliography
- Appendix C: Sponsors
- Appendix D: Selected Contact Information
- Appendix E: IACP Staff
- Appendix F: Acronyms



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Annotated Bibliography

Throughout the Summit and this report, references are made to several leadership texts/references. They are all products of IACP actions funded in part or total by COPS grants in the pursuit of developing a leadership curriculum for police agencies. Associated with each reference is a brief description of its content and, if available, how to obtain copies.

Prince, H., Halstead, J. and Hesser, L. editors. *Leadership in Police Organizations*, Volumes One and Two (Second Edition). McGraw-Hill. 2005

This is the principle text and course guide that supports the leadership development curriculum of the IACP. The material contains 32 lessons focusing students on both knowledge and its application through the use of reading, extensive case studies, and student journals. Divided into four major areas—individual motivation, group dynamics, leader theory, and organizational theory—this work provides both an overview to the field of leadership as well as a focused study of each of the four major areas. The text and lessons can be used as a whole or in parts depending on the needs/desires of the student.

To order *Leadership in Police Organizations*, call McGraw Hill Customer Service at 1-800-338-3987. The exact title is *LEADERSHIP IN POLICE ORGANIZATIONS* (2nd ed.), Volumes 1&2, Prince, H., Halstead, J., and Hesser, L. (eds.), 2005. Refer to ISBN 0073218081. This is critical to ensure that you get the correct book.

Prince, Howard T., *Police Leadership Development Reading List*. The International Association of Chiefs of Police. 2004

This reference provides an annotated reading list divided into sections appropriate for both sworn and non-sworn personnel at each level of a police organization.

To obtain, please contact the Director, IACP Center For Police Leadership at 1-800-THE-IACP ext. 316.

The Police Chiefs' Desk Reference: A Guide for Newly Appointed Police Leaders (First Edition). The International Association of Chiefs of Police. 2004

This collection compiles several works into one easy reference for police leaders. In addition to an executive summary of the *Leadership in Police Organizations* curriculum, this handbook covers 14 other areas ranging from ethics and strategy to budget and website creation. The *Desk Reference* is available from the IACP by contacting Ms. Elaine Deck at 1-703-6767, ext. 262, or 1-800-THEIACP, ext. 262.

“Training Bulletin Number One,” *The Police Chief*, January 2004.

“Training Bulletin Number Two,” *The Police Chief*, March 2004.

Taken together, these two training bulletins provide an executive summary of leader development in police organizations. Additionally, these references describe the role of the IACP *Leadership in Police Organizations* curriculum in a leader development program.

To obtain, please contact the Director, IACP Center for Police Leadership, at 1-800-THE-IACP ext. 316.



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Office of Community Oriented Policing Services, U.S. Department of Justice. The COPS Office was created as a result of the Violent Crime Control and Law Enforcement Act of 1994. A component of the Justice Department, the COPS Office advances community policing in jurisdictions of all sizes across the country. Among other measures, community policing urges law enforcement agencies to make community members stakeholders in their own safety. The COPS Office provides grants to tribal, state, and local law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime-fighting technologies, and develop and test innovative policing strategies. Because community policing is by definition inclusive, COPS training also reaches state and local government leaders and the citizens they serve.

International Association of Chiefs of Police. The IACP is the world's oldest and largest nonprofit membership organization of police executives, with over 20,000 members in more than 93 countries. IACP's leadership consists of the operating chief executives of international, federal, state, and local agencies of all sizes.



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Acronyms

ACPD	Arlington County, Virginia, Police Department
CALEA	Commission on Accreditation for Law Enforcement Agencies
COPPS	Community Oriented Policing & Problem Solving
COPS	Community Oriented Policing Services
EPD	Elgin, Illinois Police Department
FBI	Federal Bureau of Investigation
IACP	International Association of Chiefs of Police
IADLEST	International Association of Directors of Law Enforcement Standards & Training
ICMA	International City/County Management Association
LBJ	Lyndon Baines Johnson
LPO	Leadership in Police Organizations
NOBLE	National Organization of Black Law Enforcement Executives
NSA	National Sheriff's Association
PERF	Police Executive Research Forum
POST	Peace Officer Standards and Training
RCPI	Regional Community Policing Institute
T3	Train-the-Trainer

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