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Ethical, Character Driven Leadership

How to Become a Premier Law Enforcement Agency

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FOREWORD

The best way to learn something is to teach it. While teaching requires extensive research and countless hours of preparation to deliver a quality product and ensure credibility, the real learning experience comes from interaction with the students. It is impossible to teach a group of law enforcement executives, for example, and not learn from them and their experiences of putting theory into practice.

We have learned much more than we have ever taught. We have profited significantly through our FBI experiences, but the real learning has come from our many years of teaching and working with law enforcement leaders and their agencies throughout the country and internationally. Additionally, we have gained insight from listening to law enforcement executives in round table discussions at various conferences on the emerging issues and concerns confronting their agencies and communities.

We would not presume to think we can tell executives how to manage their organizations or maintain that we know all the right answers, particularly when we have never been in the position of leading a law enforcement agency. What we do offer is an extensive data base of the leadership lessons we have gained and our perspectives on how these lessons relate to successes in the business world.

As a result of these experiences, this text offers what we have learned and what we humbly hope and believe may assist law enforcement executives in their quest to be the best they can be as they develop their agencies into premier law enforcement organizations. We believe these goals can best be achieved and are being achieved by those dedicated leaders who are committed to the organization's vision, mission, and guiding principles and practice the concepts of what we call ethical, character driven leadership.

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Chapter One

The Leadership Challenge

CHAPTER ONE

THE LEADERSHIP CHALLENGE

Everywhere we look today it seems we are constantly seeking people to be leaders. We want the strongest, most qualified people to lead our businesses, our communities, our governments, and our nation. Powerful leadership is needed in America today to deal effectively with a broad range of never-ending crises involving international conflict, terrorism, immigration, illegal drugs, the economy, the environment, racial and ethnic tensions, violent crime, increasing numbers of homeless, and the complexity of the information age, to name but a few.

Yet in the face of these issues and the apparent need for more capable leaders, there seems to be less effective leadership in our nation than ever before. Even more alarming is the fact that much of our society apparently does not *want* to lead; most people prefer to sit on the sidelines and not get involved—not take risks; they are comfortable being followers. As Lee Iacocca (2007) asks in his book by the same title, *Where Have All the Leaders Gone?*[i]

INCREASED DEMANDS CHALLENGE LAW ENFORCEMENT LEADERSHIP

The law enforcement profession, in particular, faces an impending leadership crisis. As the challenges facing its officers escalate, agencies need competent, effective leadership as never before. This study is designed to provide a framework for law enforcement leaders to maximize their effectiveness in achieving their agencies' mission: *to improve the quality of community life by enforcing the law, maintaining order, reducing fear of crime, creating a safe environment, and serving and protecting our citizens in a fair and objective manner while upholding their Constitutional rights.*

Law enforcement's mission remains constant. However, the hurdles that must be overcome to achieve this mission are changing dramatically. Now, only the strongest, most innovative and ethical executives can prepare and guide their officers to successfully meet the overwhelming obstacles involved with protecting their citizenry.

Growing demands for customer service and the need to manage effectively (often with fewer resources) in a time of extremely rapid economic, social and cultural change now require a higher and higher caliber of leadership. Accompanying these changes are such critical threats as the scourge of violent crime, including gang violence, in scores of communities nationwide. Schools and college campuses, too, present growing problems for law enforcement, as

unforeseen violence continues to erupt sporadically among students in communities of every size and scope.

In addition to confronting problems involving violent, gang-related crime in our communities and bloodshed within our schools and colleges, today's law enforcement agencies must deal with a myriad of issues resulting from:

- Soaring rates of drug abuse at all levels of our society;
- Civil disturbances and demonstrations;
- Changing societal values;
- Terrorism and Homeland Security; and
- Questions about the very credibility of law enforcement.

A closer look at this wide range of complex issues—from escalating rates of violent, gang-related crime to questions about the very credibility of law enforcement—provides compelling evidence the challenges to America's law enforcement agencies have reached new levels indeed.

Violent Crime and Gangs

According to the FBI's 2005 *Crime in the United States* (the latest year of estimates) nearly 1.4 million incidents of violent crime occurred in the U.S.[ii] There is now evidence of pockets within our communities that are more like second and third world nations, which contrasts with what we believe the quality of life should be in twenty-first-century America.

Violent Crime Viewed as Local Problem. Today, the Federal government is spending less money on this issue than it did even five years ago. Apparently viewing violent crime in our communities as a local problem, the Federal government seems to focus instead on policing global threats and related issues. This attitude has contributed to a staggering national debt. According to the Congressional Research Service Report for Congress, the War in Iraq, Afghanistan, and other Global War on Terror Operations since 9/11 have cost the American taxpayer nearly half a trillion dollars.[iii] State and local governments are unlikely to be the beneficiaries of Federal funds anytime soon.

Gang-Related Crime in Communities of Every Size. Of the many issues striking fear into the hearts and minds of Americans, violent gang-related crime on the local level is among the most pervasive. The 2004 National Youth Gang Survey of law enforcement agencies across the United States found 173 cities with a population of 100,000 or more reporting gang problems, along with a closely associated homicide rate.[iv] Further, gang violence is no longer found solely

in these larger, urban areas; in recent years it has made its way relentlessly to smaller cities and towns.

Younger Gang Members Committing Acts of Violence. Increasingly, innocent citizens are becoming victims of violent, gang-related crimes perpetrated by younger and younger members of our society. These youthful gang members fail to understand the long-term consequences of their indiscriminate acts of brutality, including their effects on the community and on themselves personally. The scaring left behind has long-term implications on how these youths will develop and integrate into the social order.

Gang Membership Replaces Family. Many youths join gangs because they feel there are few alternatives. The sense of wanting to belong is a natural part of the human psyche, and young teens who join gangs have often found nothing else to which they believe they can make a positive contribution. For countless numbers, gang membership provides the sense of belonging to the family they lack in their own lives. Sadly, by gravitating toward gang membership at an early age, they are destined to a high probability of repressed development and a lifetime of crime.

Illegal Drugs and Related Crime

It's a fact: No community, organization or family is immune to the overwhelming epidemic of illegal drug abuse. According to the 2005 National Household Survey on Drug Use and Health, 14 percent of the general population reported use of an illegal drug within the previous year and 8 percent reported its use within the previous month.[v]

The most alarming part of this scourge is the fact that drugs are so easily accessible. The apparent appeal and easy accessibility of illegal drugs for increasing numbers of people at every social level begs many questions: What is the cause of this vacuum the drug culture seems to fill for so many? Can America be on the verge of losing its way? How can we overcome this problem? Have we lost the war against drugs? *How can we make* a *difference?*

Crimes Committed to Support Drug Use. With drug running and use come a range of other social ailments and crimes. From petty thefts to armed robberies—and even to murders—a multitude of crimes are committed solely for the purpose of supporting drug habits. Even the highly educated are not immune from participating in drug-related activities to support addictions that cannot be controlled. Essentially, addiction robs the individual of his/her allegiance to the rule of law.

Civil Disturbances

Civil disturbances—yet another blight on the social order—are often based on the belief that certain racial or ethnic groups are not being fairly treated and are thus ill-equipped to participate fully in the American dream. Frustrations are often vented through civil disorder. As American demographics change, it is a continuous challenge to integrate new ethnic minorities into the American social stratum; and law enforcement must often deal with a backlash of perceived stereotyping and racism.

In addition to racial and ethnic tensions, a number of other issues are sources of serious conflict and often result in civil unrest and demonstrations, including abortion, the environment, anti-war movements, immigration and world-bank controversies, to name but a few. From a public order standpoint, law enforcement must prepare itself for the unrest caused by these differences. Policing them requires time, resources and augmentation of the work that is ongoing and necessary in the day-to-day duties of the law enforcement agency.

Changing Values in Our Society

There appears to be a serious ethical decline in the United States, as evidenced by a degrading standard of television and journalism. What was once considered rude language has become socially acceptable, and the lack of manners portrayed with humor on television sitcoms is often acted out in our daily lives in the intolerance shown for one another.

TV Portrays Inaccuracies, Bias. With 24-hour news coverage and the need to be first with a story, accuracy may now be the first fatality in the war between the networks. In many cases, what passes for news is one "journalist" yelling at another. Such coverage stirs controversy and pits one segment of the population against another. Most of us no longer trust the news to portray any story without significant bias.

Culture of Entitlement. We have become a culture of entitlement. Everyone wants something for nothing, and many feel they should move ahead simply because they "show up." Children in school believe they should pass from one grade to the next even if they do little or no work; employees feel they should be promoted for doing their jobs and nothing more; and individuals believe they should be entitled to a lifestyle they can afford only through the use of credit.

Many parents believe if their children are in class and there is a problem, it must be the teacher's fault. This situation prepares children to believe they are not responsible when faced with hardship or failure. Later life finds them challenging their employers—not always in healthy ways—demanding more of the benefits often before they have paid their dues.

Maintaining Order in A Society Consumed With Itself. Law enforcement has the frontline responsibility for resolving issues and maintaining order in a society apparently consumed with

itself.   Multiple concerns result when individuals fail to understand there are boundaries established by law, entitlement is a corruption, and unconstrained behavior has consequences. When entitlement runs headlong into these boundaries, it is law enforcement that is accountable for assuming the role of peacekeeper and for exercising the proper leadership that accompanies this responsibility.

Terrorism and Homeland Security

Just as our lives will never be the same since September 11th, the role of law enforcement in the United States has changed dramatically since that unforgettable day. In addition to its traditional responsibilities, modern policing has become the first line of defense against acts of brutal terrorism. The significance of this added role is not lost on the profession; rather, it is one more reason strong, resourceful leaders are crucial to today's law enforcement.

Dealing with the clandestine terrorist aggressively and preemptively while not violating civil liberties is a tremendous challenge.   The implications of missing an investigative lead on something that would cause mass destruction and casualties is never lost in such deliberations. Police in all jurisdictions must now be prepared to uncover suspicious activities unlike those in the past. This may require dealing with chemical and biological attacks or even the similarly unthinkable—a dirty bomb or nuclear attack.

Questioning Law Enforcement's Credibility

As if upholding the laws under the most challenging of circumstances were not enough, law enforcement must now face what is perhaps its most important hurdle: ensuring its own credibility.

Policing in America has a long, able and proud heritage. It is a place where honor and trust are not just words on a page, but have meaning in the minds of those who serve as peace officers. For many it is akin to a spiritual calling that requires an oath from those who serve, and is a way to show their deep sense of commitment and integrity.

Terry Mangan, former Chief, Spokane, Washington, and retired instructor, FBI Academy, reflected this sentiment:

> "The privilege of working in law enforcement, in any agency at any level, is that
> we are fulfilling a sacred trust, making a difference, and exercising an authority
> that belongs not to ourselves but to our country and community, and ultimately
> to the one source of all authority and justice. Each day and in each opportunity
> we are given the chance to make things better."[vi]

Unfortunately, the police culture has undergone difficult times of late. There is little doubt—negative examples of police corruption in New Orleans, Chicago and Los Angeles demonstrate that, on occasion, some departments have lost their way. In addition, as a result of a small number of recent, high profile cases of police brutality and misconduct, the media increasingly questions the very credibility of law enforcement officers in agencies of every size and scope. The implication here is often disastrous, as citizens lose confidence in the society in which they live.

NEW TYPE OF LAW ENFORCEMENT LEADERSHIP NEEDED

As we become aware of the issues and concerns facing law enforcement and our communities, one thing is certain: law enforcement's responsibilities will not diminish—in fact, they will likely become more difficult. Faced with unprecedented demands to respond effectively and appropriately to their escalating roles and responsibilities, the profession has an urgent need for leaders who can inspire people, help shape them morally, and spur them on to purposeful action.

Paramilitary, Hierarchical Structure Ensures Surplus of Followers

Unfortunately, the law enforcement profession, like society at large, suffers at times from too many followers. Indeed, the paramilitary, hierarchical structure that still exists in most police departments helps to ensure this surplus of followers—as well as a corresponding scarcity of leaders. The paramilitary structure has the chief or sheriff—the leader—at the top of the organizational pyramid, leading and directing down—where all the followers anxiously await to obey orders. This conventional model of leadership argues someone has to be in charge to make things happen, followers are needed to do work, and very few people are natural leaders.

Hierarchical Management Style Obsolete. This traditional, command-and-control style of management has its place during crises, but must be tempered with a new sense of leadership instilled throughout the organization. The old style is now recognized as obsolete as many agencies move toward community or problem-oriented policing. These new philosophies, which promote police/community partnerships and employee empowerment to solve problems, are saying simply: "Gone are the days when the person at the top of the organization—the chief, the sheriff—knows all the answers."

The traditional, command-and-control bureaucracy is also incompatible with the modern law enforcement agency's technological capabilities, which afford access to the most up-to-date information by employees at all levels.

Autonomy and Leadership Should be Pushed Down the Organization

Changing management philosophies, modern technology, and the increasingly critical challenges faced by law enforcement require that autonomy and decision making be pushed down the agency through the lowest levels, so leadership becomes the responsibility of people throughout the organization. Today's law enforcement agencies need strong leaders—lots of them. To meet the demands placed upon these agencies, leadership should be fostered at all levels. All employees—from the chief or sheriff and other managers down through the ranks to the beat officers, detectives, clerks, and secretaries—should be encouraged to act as leaders. *Leadership is everyone's business.*

Leadership: An Attitude and Sense of Responsibility

Leadership is not simply about a position, a rank, or place. It is an attitude and a sense of responsibility for making a difference in the lives of other people. It is meaningless to talk about leadership in law enforcement unless officers believe they can make a difference in the lives of people in their communities. We believe this type of leadership that makes a positive difference in our communities is the future of law enforcement, and this message can be articulated through education and training. However, sometimes it takes a crisis to make people act.

SHOULD IT TAKE A CRISIS TO CHANGE?

Why does it take a crisis to make us aware of what is important? We know the issues and concerns facing our organizations and communities and the need for effective leadership to meet them successfully. Yet, being aware of these issues and the need for leadership is not enough. Typically, it takes a crisis to make us change the way we do business.

Today, law enforcement is in such a crisis. As unprecedented demands are placed on it, as violence escalates among our citizenry, as the threat of terrorism persists, today's officers confront a range of issues and challenges more ominous than their counterparts of even two decades ago could have imagined. The disaster of September 11th, along with other, greater demands on law enforcement, is calling for a change in the way it does business. Agencies must move to a new style of leadership that will assist them in increasing public trust and increase effectiveness in resolving and avoiding future crises.

Stephen Covey (1990), in *7 Habits of Highly Effective People*, maintains that people do not focus on things until they become emergencies. We have a tendency to postpone, procrastinating on things that are important but not urgent until they become crises. Covey also suggests if we would focus on those things that are important but not urgent, we would eliminate the vast majority of our crises.[vii]

ETHICAL, CHARACTER DRIVEN LEADERSHIP ENSURES PUBLIC TRUST

Law enforcement plays one of the most important roles in our society in improving and maintaining a high quality of life in our communities. The effective execution of law enforcement's mission requires trust, both internally within the agency and externally within the community. Trust, the lubrication that keeps the wheels turning, eventually leads to cooperation, which leads to effectiveness. Of course, the reverse is disastrously true.

Julian Fantino, Former Chief, Toronto, Canada Police Service, asserted:

> "There can be no ethical compromises or shortcuts to personal and organizational integrity for the law enforcement professional. Remember always that the public trust is of paramount importance. I maintain that in our profession if we lose the public trust, all is lost. It is worth noting that the public trust is critical to our credibility and its importance is never negotiable."[viii]

To gain public trust, law enforcement must be willing to be held to higher standards of ethics and objectivity than other members of society. To paraphrase renowned psychiatrist, Dr. Karl Menninger: When law enforcement personnel come to recognize they are leaders (ethical, character driven leaders) and role models—the conscience of the community—then they will inspire respect, support, and admiration from the public at large.[ix]

Ethical, character driven leadership is based on the premise law enforcement leadership is everyone's business and essentially involves making a positive difference in the lives of people in our communities. Simply defined, ethical, character driven leadership is a commitment (of all employees, sworn and non-sworn, from the top to the bottom) to do the right thing, the right way for the right reasons.

The reasons are the vision, mission and guiding principles that permeate the whole organization. This total organizational commitment through ethical, character driven leadership will ensure the public trust and cooperation necessary to meet the challenges facing today's law enforcement agency.

LEARNING LESSONS

1. Law enforcement must be aware of the issues and concerns facing their organizations and communities.

2. Law enforcement's responsibilities will not get easier – in fact, they will probably become more difficult.

3. Effective leadership will be needed for law enforcement to meet its challenges successfully.

4. Law enforcement should lead differently than it has in the past. The traditional command-and-control style of management should be abandoned, and a new sense of leadership (ethical, character driven), should be instilled throughout the organization.

5. Leadership is everyone's business. Leadership is not about a position, a rank, or place. It is an attitude and a sense of responsibility for making a difference.

6. Law enforcement can expect to be held to higher standards of ethics and objectivity than members of society are to abide by.

7. Law enforcement officers must recognize that by being leaders and role models—the conscience of the community—they will inspire similar respect, support, and admiration from the public at large.

8. Ethical, character driven leadership is a commitment to do the right thing, the right way for the right reasons. The right reasons are the organization's vision, mission and guiding principles that permeate the total law enforcement organization.

9. Law enforcement should develop and implement ethical, character driven leadership in its officers and agencies to enable them to maximize their effectiveness in achieving their mission.

Endnotes

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Chapter Two

What Can Law Enforcement Learn from the Private Sector?

CHAPTER TWO

WHAT CAN LAW ENFORCEMENT LEARN FROM THE PRIVATE SECTOR?

We began this study on the premise that ethical, character driven leadership—a commitment to do the right thing, the right way for the right reasons, through the organization's vision, mission and guiding principles—is a framework or tool for law enforcement agencies to maximize their effectiveness in achieving their mission. What we needed to know was whether this type of leadership really works.

We discovered in our research that this style of leadership actually has a time-worn track record, particularly in the private sector, where many of the absolute best companies have and *believe in* vision and mission statements that support what we call ethical, character driven leadership.

We examined the work of others who have assessed private sector organizations of excellence, to determine:

- What factors helped make and sustain outstanding companies;
- What is so special about those companies that have consistently performed well financially and—more importantly—provided a fairly priced service or product that adds value to the consumer's quality of life;
- Whether the identified philosophies of great companies have a consistency or a common theme, and if these commonalities are transferable to public sector organizations—particularly law enforcement;
- Any differences between public and private sector organizations that might explain why a law enforcement agency may not fulfill its true potential the way some private sector organizations fulfill theirs.

EXAMINING THE PRIVATE SECTOR: WHAT WORKS?

In their best selling book, *Built to Last: Successful Habits of Visionary Companies* (1994), Jim Collins and Jerry Porras focused on visionary companies that are premier institutions in their industries—the crown jewels—widely admired by their peers and having a long track record of making a significant impact on the world around them. To describe their subjects, the authors chose the term "visionary," rather than merely "successful" or "enduring," to reflect the fact these companies have distinguished themselves as a very special and elite breed of institutions.

To determine what made them "visionary," the authors asked: "What is essentially different about these companies? What distinguishes one set of companies from another?" Findings revealed the following distinct similarities among the visionary companies:

- Core Ideology and Enduring Purpose
- Relentless Drive for Progress
- Cult-Like Culture
- Alignment—All Elements Working Together.[i]

Core Ideology and Enduring Purpose

The authors' research showed that a fundamental element of a visionary company is a *core ideology*—core values (guiding principles) with an enduring sense of purpose beyond just making money—that guides and inspires people throughout the organization and remains relatively fixed for long periods of time. Like the ideals of a great nation, church, school, or any enduring institution, a visionary company's core ideology is a set of basic precepts that plants a fixed stake in the ground: *This is who we are; this is what we stand for; this is what we're all about.*

Companies like Motorola, Merck, and Sony were found to be outstanding, special and elite because of that extra dimension—that guiding philosophy or "core ideology," which consists of a timeless set of core values and an enduring purpose. Further, evidence showed there are no specific "right" core values for becoming an enduring, great company. While core values are essential for lasting greatness, it does not seem to matter what those core values are. The point is core values exist, they are known, they are built explicitly into the organization, and they are preserved over time.

Preserve the Core, Stimulate Progress. The core ideology in a visionary company was also found to work hand in hand with a relentless drive for progress that impels change and forward movement even beyond the basic elements of the core ideology. According to the authors, "preserve the core and stimulate progress" is the essence of a visionary company.

Core Ideology in Time of Crisis. Core ideologies help to establish what elite businesses stand for and how they respond to pressure from the marketplace when uncontrollable situations arise. For example, when poison was found in the Tylenol brand more than once in a relatively short period of time, Johnson & Johnson made an immediate decision to pull the Tylenol capsules from all stores across America and to alert the public.

This remarkable decision cost the company millions of dollars; yet, when asked how they could make this choice so quickly and easily, the executives explained it was in line with the

company's CREDO of what they were as an organization and how they defined themselves. By translating their values into action, Johnson & Johnson was able to maintain its credibility by portraying to the public a company willing to do what is right, regardless of cost.

Cult-Like Culture

The visionary companies were also found to be cult-like, without actually being cults. According to Collins and Porras, the key characteristics that create this cult-like culture include:

- A fervently held ideology; i.e., the company's core beliefs and sense of purpose;
- Indoctrination into a core ideology through the company's history;
- Tightness of fit—people tend either to fit well with the company and its ideology or not to fit at all ("buy in or get out");
- Elitism—a sense of belonging to something special and superior.[ii]

Alignment: All Elements Working Together

While Collins and Porras do not necessarily recommend creating a cult-like culture, they do urge the building of an organization that fervently preserves its core ideology in specific, concrete ways. Visionary companies *indoctrinate people*, impose *tightness of fit*, and create *a sense of belonging* to something special. They then seek *alignment* in strategies, organizational systems, structure, and personnel functions in all their daily practices. Alignment is described as having all the elements work together in concert within the context of the company's core ideology and type of progress it aims to achieve.

CAN PRIVATE SECTOR EXAMPLES TRANSLATE TO PUBLIC AGENCIES?

We agree that the core ideology is indeed the fundamental key to success in the private sector. Further, we believe this guiding philosophy is not only appropriate, it is *essential* for today's law enforcement agencies. The core ideology provides a foundation on which a law enforcement agency will develop policy, make decisions, implement programs, and ultimately clear a path it will follow as it delivers services to the community. Finally—and most importantly—we believe *ethical, character driven leadership* is the tool to develop the core ideology, which results in trust, cooperation and effectiveness.

One important question remains: Can the examples of successful, enduring, special and elite organizations in the private sector translate to the public sector—specifically to law enforcement?

DISTINCTIONS BETWEEN PRIVATE AND PUBLIC SECTORS

To determine the feasibility of law enforcement agencies developing into the successful, enduring, elite type of organization seen in the private sector, we compared the significant characteristics of both sectors, identifying three key distinctions:

- Unilateral vs. Fragmented Managerial Decision Making Power;
- Economic vs. Political Environment;
- Measures of Success—Assessing Performance Relative to Financial Returns vs. Mission.

Unilateral vs. Fragmented Managerial Decision Making

In private sector organizations, it is easy to identify who is in charge—who is the boss. The CEO, the president, director, etc. operates in a unilateral decision making process, where he or she has enough concentrated power to make the "right" decision.

In the public sector, however, many management entities can legitimately be called the boss, including the police chief, director of public safety, city manager, personnel director, budget director, civil service commission, mayor and city council. This authority structure results in a fragmented management decision making process, in which the police chief may lack sufficient power to make the most important decisions alone.

Unions' Stifling Effect. Fragmentation of managerial decision making can also result when executives confront unions. The union's power can have a stifling effect on a chief's decisions, and often leave him or her with little or no choice on matters of policy and procedure as well as other employment issues.

Civil Service Protection. In some police departments, the command staff may be selected by the city council or through other civil service means. Even if the command staff is not picked by outsiders, the chief must still cope with senior officers who have civil service protection. The very nature of civil service greatly increases the challenges involved with hiring and firing and exemplifies the sharp contrast between public and private sector employment issues.

Internal Policies, Hidden Agendas. Without the autonomy to hire or fire higher ranking staff, a chief may be hampered by internal politics and hidden agendas, resulting in a negative situation whereby a disgruntled or difficult employee who has contacts within the media, legislature or mayor's office may use these links for leverage against a decision to terminate him or her.

Economic vs. Political Environment

The private sector operates in an economic environment where the bottom line is essentially profit and loss. Disputes and decisions are resolved on the basis of what is economically feasible. Further, the private sector can simply not market to those who don't like or want to use their product.

The public sector, in contrast, operates in a political environment where the bottom line is the ballot box and service for all. Disputes and decisions are more closely tied to the presence or absence of public support, which is expressed through politicians or at election time. These issues are exacerbated by ethnic, socio-economic and racial differences, to name but a few.

A change of administration, including a new mayor or city council, can create a political climate where the police chief becomes expendable. The political turnover in major cities results in the average chief's tenure of between three and one half and four and one half years.[iii] The chief's relatively brief tenure, coupled with the need to politically satisfy the needs of constituents, often inhibits his or her ability to make the most effective decisions and institute change.

Measures of Success

For the private sector, financial returns are a perfectly legitimate measure of performance. In the public sector, however, performance must be assessed relative to achieving the mission—not financial returns. In law enforcement specifically, we must ask, "How effectively do we achieve our mission and make a difference in improving the quality of community life relative to our resources?"

***Public Trust: Key to Measuring* Success.** The key to measuring law enforcement's effectiveness or success is the degree of public trust—trust built upon tangible results in improving the quality of life (where order is maintained and people feel safe). When citizens have trust in law enforcement, they believe not only in its mission, but in its capacity to achieve that mission in an ethical, character driven manner.

IMPLICATIONS FOR LAW ENFORCEMENT

Although the differences between the private and public sectors are distinct, the principles that have ensured long-term success and excellence in the private sector can be applied to law enforcement effectively. The essence of what it takes to build an enduring, great institution—business or law enforcement agency—does not vary. Both entities require a timeless set of core beliefs and an enduring purpose while focusing on continuous self-improvement; and both benefit from a cult-like culture and alignment of their core ideology with all their daily practices.

If we accept Collins' and Porras' research findings—that the fundamental elements of a successful private sector company are a *core ideology, an enduring purpose* and *a focus on continuous improvement*—then we must examine how to establish these in law enforcement.

The following chapters will detail how the principles that have ensured long-term success and excellence in the private sector may be translated to the public sector—particularly to law enforcement.

LEARNING LESSONS

1. Visionary organizations are premier institutions—the crown jewels in their industries, widely admired by their peers and having a long track record of making a significant impact on the world around them (*Built to Last: Successful Habits of Visionary Companies,* 1994).

2. The fundamental element of a visionary company is a core ideology—core values (guiding principles) and sense of purpose beyond just making money, that guides and inspires people throughout the organization and remains relatively fixed for long periods of time (*Built to Last: Successful Habits of Visionary Companies,* 1994).

3. The visionary company's core ideology works hand in hand with a relentless drive for progress that impels change and forward movement even beyond the basic elements of the core ideology (*Built to Last: Successful Habits of Visionary Companies,* 1994).

4. Visionary companies have cult-like cultures characterized by a fervently held ideology, indoctrination, tightness of fit, and elitism (*Built to Last: Successful Habits of Visionary Companies,* 1994).

5. Visionary companies focus on aligning all elements of the organization and its daily practices within the company's core ideology and type of progress it aims to achieve (*Built to Last: Successful Habits of Visionary Companies,* 1994).

6. The key distinctions between the private and public sectors are: fragmented vs. unilateral decision making power; a political vs. economic environment; and measures of success—assessing performance relative to mission vs. financial returns.

7. The principles that have ensured long-term success and excellence in the private sector are transferable to the public sector, specifically to law enforcement.

8. Ethical, character driven leadership is the framework or tool for law enforcement agencies to develop their core ideologies and maximize their effectiveness in achieving their mission.

End Notes

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Chapter Three

Setting the Example

CHAPTER THREE

SETTING THE EXAMPLE

How do law enforcement agencies begin to shape and mold their culture by using the core ideology and principles that organizations in the business world depend on for long-term success?   When we asked this question of law enforcement executives, the immediate, consistent response was: "You must set the example." And they are right. Ethical, character driven leadership begins with setting the right example for all employees as well as the community. While setting the right example sounds rather simplistic, never confuse it with being easy, because easy it is not.

Many of you may recall failing to accomplish a task as a youngster and being admonished with the adage, "The road to hell is paved with good intentions." Reaching adulthood and becoming a leader means you must now possess much more than mere good intentions.   Indeed, according to Warren Bennis and Burt Nanus, in their excellent book, *Leaders, the Strategies for Taking Charge* (1985)—reporting on what leaders do, rather than what leadership is—all true leaders have the ability to translate intention into reality and sustain it with action and behavior.[i]

LEADERSHIP IS ACTION—NOT WORDS

This ability to translate intention into reality and to act on your intention comes from commitment—a characteristic common to all individuals who are recognized as leaders. Commitment consists of a set of positive beliefs coupled with an equally appropriate set of positive actions and behavior.[ii] Effective law enforcement leaders believe in what they are doing and combine their beliefs with a set of actions that lead to demonstrated results in their communities.   Without this action and behavior, there is no commitment—merely good intentions. Such leaders not only say they want to do the right thing, they follow through with appropriate actions—they walk the way they talk.

Any time the leader does (or fails to do) something, the whole organization can be affected. Do not think for a second employees are not paying attention; indeed, they watch everything the leader does. What time does the leader get to work? What time does the leader leave? How often does the chief interact with employees? In what ways? How much time off does he/she take? What meetings does he/she attend? Which ones are avoided? And the list goes on.

What the leader does sets the tone for the rest of the organization in ways that do not even need to be articulated. People watch and learn. Employees watch to see how the leader deals

with situations to understand how they, too, should handle similar ones. While there is a sociological reason for this, it also has much to do with the fact that employees understand what behavior is rewarded and therefore should be repeated, and what behavior does not get the accolades, prizes and attention.

By setting the example, individuals who would be leaders are saying to themselves and others, "I am willing to be judged, to be looked upon as a role model, and to set the tone for the organization." Ethical, character driven leadership, then, begins with the act of setting the right example, serving as a role model, having actions speak louder than words, standing up for what you think is the right thing, showing the way, holding to the purpose and espousing the positive beliefs.

HOW DO EXECUTIVES LEARN TO SET THE RIGHT EXAMPLE?

In the *Harvard Business Review* article, "Personal Histories: Leaders Remember the Moments and People That Shaped Them," prominent leaders in business, education and the arts identified examples of both good and bad leadership. Each leader was asked two questions: "What person, experience, or work of literature taught you the most about effective leadership?" "What person or experience taught you the meaning of bad leadership?"[iii]

It was fascinating to learn from the likes of General Electric's Jack Welch, Disney's Michael Eisner and other notables the reasons they credited certain people with teaching them the principles of good leadership and why they believed certain others showed them examples of bad leadership. Their anecdotes covered various leadership principles and philosophies; but the ultimate conclusion was apparent: leadership is action—it is about showing, not telling—it is about setting the right example.

LEADERSHIP LESSONS IN LAW ENFORCEMENT

Can law enforcement executives, like those private sector leaders, cite examples of leadership lessons they have learned? Who would these executives credit with good and bad examples?

Where do Law Enforcement Executives Learn Good and Bad Leadership?

We asked this question of law enforcement executives attending such programs as the FBI's National Executive Institute, Ohio's Police Executive Leadership College, Wisconsin's Criminal Justice Executive Development Institute, The FBI's National Academy, The Arkansas Leader, and Washington State's Northwest Executive Command College.

Responses did not differ much from those given by the private sector leaders. As expected, in many cases, parents, teachers, coaches, military and religious leaders were credited with

teaching the principles of good leadership as well as those unfortunate lessons of bad leadership. Naturally, former police chiefs, sheriffs, and first line supervisors also played significant roles in shaping the leadership skills of these executives.

Good Leadership Role Models

Our subjects provided a broad range of examples of where they learned principles of good leadership, including family, school, church, military, friends and neighbors, historical figures, and law enforcement officers. Their stories that follow are thought-provoking; but most importantly, they leave no doubt that true leaders do lead by example; and their actions do, indeed, influence other people. Their walk does talk!

Family. The following are among many stories told by law enforcement executives who credited family members with teaching them lessons in good leadership:

"The person who taught me the most about effective leadership was my father. My father owned a furniture store in northwestern Ohio and was very active in the community, volunteering his time with various church and community organizations. I learned a lot about interpersonal skills from watching him interact with people. Although he was a businessman, he always took the time to get to know people, and not see them as just a source of revenue. He was always the first to set the example for others to follow. One time he was in charge of setting up the Christmas lights downtown. He coordinated with the electric and street departments to make sure the displays were placed just right and had family and other volunteers check to see every light was working properly. He took the time to pay close attention to detail. He even made sure all the volunteers' personal needs were met, bringing coffee, hot chocolate (for us kids) and food for everyone. My father's ability to relate to people and his 'striving for perfection and settling only for excellence' attitudes are the types of attributes I wish to emulate."

"My mother, although a humble and simple person, did a lot to teach me values, principles, servant leadership and relationship-building with others. Those aspects became fundamental to my own leadership development."

"The single most influential leader in my life was, is, and always will be, my father. After serving in the Army Air Force in World War II, my father became a State Police trooper. At that time, troopers would, on occasion, take their cars home so they could go directly to the field the next day. One such morning I, at the age of six, decided to join my father as a ride-a-along. Unbeknownst to my father, I hid on the floor of the back seat and immediately fell asleep. Later I looked to see my father on duty directing traffic. I sat with my face pressed against the car window watching in awe as he deftly directed all those cars and trucks through that busy

intersection. From that moment on, I knew my career path was to follow my father's. I also learned the value of discipline on that same day when he discovered me in the back seat."

"My foster son taught me the most about leadership when he stopped a homeless man who was rooting through the trash. He handed him his sandwich, so the man could have clean food, 'because he was probably a good person having a bad day.'"

"I view my father as a great leader and a man of character. He taught me the value of a good handshake; and a measure of a person's worth is how much effort that person puts forth, not the position he or she holds. My father always admired people who gave something back. Servitude was a way of life, not an afterthought."

School (Teachers and Coaches). The following are among the stories told by law enforcement leaders who credited teachers and coaches with helping them learn principles of good leadership:

"My high school history teacher taught me the most about leadership. He inspired us to study hard and be passionate about government and history. He was also a varsity basketball and baseball coach. He was 5'9" and weighed 300 pounds, but he was able to show a guard how to shoot a jump shot and a center how to do the drop step. His knowledge of and passion for the classes he taught and concern for his students sold us on learning. He truly led by example and was a real change agent."

"As a young, inexperienced teacher, I had a principal who taught me a lot about leadership. A defining moment was the first time he had to discipline one of my students. He later returned to the classroom and talked privately with the student and me to make sure everything was okay. He never failed at following up after any type of disciplinary action he needed to take. He always showed he cared about the students and teachers."

"My Babe Ruth baseball coach taught us about leadership. He demanded discipline from each person on the team, but he did so without tearing players down. He would offer us his own money to purchase equipment or attend events, and he gave freely of his own time and advice for the team members. Once, when he was taking several team members home from practice, a player was worried about passing his final exam. Coach worked with him and showed him how to study for the test, encouraging him he could pass it and be whatever he wanted to be in life. He was always positive and supportive with everyone and everything he did with our team. He taught us about baseball but also how to be successful in life."

Military. Numerous leaders told stories about how their military experiences were invaluable in developing their abilities. Here are two:

"My experiences in the Marine Corps taught me virtually everything I needed to know about effective leadership. The Corps' philosophy, 'you are responsible for everything your men do or fail to do,' was succinct and complete. The mandated response to failure ('no excuse sir') taught me about absolute accountability. The most valuable experience in my life relative to the subject of leadership was my five-year tour of duty in the U.S.M.C. – period."

"I came from a broken home and was wandering in my life even though I was in college, and by all worldly measures was on a path to success. However, it was not until I joined the military I truly understood what it meant to serve and be a leader, and also learned the essence of genuine success."

Friends and Neighbors. Friends and neighbors helped instill leadership principles in many law enforcement executives, as illustrated by the following:

"I come from basically a single parent household. Although my mom was married, my step dad was fairly non-existent. There was a family across the street that took care of me when my mom worked. They were a very close knit family—loving and hard working—and they genuinely cared for me. The father never yelled, threatened, or showed signs of anger when something went wrong; rather, he emphasized the effect of one's decisions and actions. He would always give his support to your decision, even if it was unpopular with others. I learned from this man leadership is being patient, guiding, calm and confident. But what I learned most about leadership from him and his family is leadership is about caring even for those who are outside your immediate family."

Law Enforcement Officers. Not surprisingly, former chiefs, sheriffs, mid-managers and first line supervisors have been credited with helping to shape countless law enforcement leaders, as illustrated by the following:

"My first supervisor as a police officer was the epitome of leadership. He was a military man who exuded command presence. He was incredibly articulate and had a wit to match. He was uncompromisingly ethical. Everyone knew he stood for right and nothing less. He gathered all his subordinates together and met us for lunch every single day. We discussed the intricacies of our individual cases and operations, plus anything personal we cared to share. This guy, this leader, cared as much about the people as he did about the work product. He brought out the best in every one of us. Many of us are now in leading positions in organizations and enterprises because of him."

"Although I have learned a great deal about leadership from books, seminars, and movies, I learned the most from a lieutenant I worked for. Working with this man was every police officer's dream. He was a man of character, dignity, integrity, and courage, who was

dependable, knowledgeable and calm under pressure. He always led by example, supported his officers and their decisions, and treated people fairly and equitably. He was not afraid to discipline when it was warranted; but he always did it in a manner that was constructive and made you feel bad for disappointing him. Not once did I see him lose his temper, exhibit egotism, talk behind someone's back, criticize anyone in public, make a promise he didn't keep, or do anything to compromise his values and principles or discredit his character. I always felt I worked 'with' and not 'for' him. I am a better person, and the police department is a better place because this lieutenant served with us. To this day, I would walk into the depths of hell carrying only a bucket of water, if he was by my side. I am proud to have served with him."

Bad Leadership Role Models

Law enforcement executives have also reported learning effective leadership the worst way possible—by experiencing bad leadership and vowing they will never conduct themselves in a like manner. Several leaders defined bad leadership from their own experiences:

"Bad leadership: Every person in a position of authority who: 1) placed his or her comfort, needs or desires above those he or she was charged with leading; 2) violated the trust given to him or her by trusting people; 3) violated the Golden Rule of treating others as he or she would want to be treated; and 4) when confronted by adversity took the coward's path rather than the courageous path."

"Examples of bad leadership I have experienced include bosses yelling at subordinates, trying to lead through fear and intimidation; supervisors treating people differently than they themselves would like to be treated; and supervisors with double standards, who think of themselves first and their subordinates second."

"There have been so many who have taught me about bad leadership: the bosses and co-workers who ignore the civilities of 'hello' when riding in the elevator or passing in the corridors; those who continue to do their own work while pretending to listen to you; those who fail to say 'thank you,' 'good job,' or other little things that mean so much; or those bosses who allow employees to behave rudely and aggressively, perhaps because they are unaware they do the same and set the example. Their names pass, their words are forgotten, but the impact of their actions linger like an insidious virus – sapping energy, swallowing motivation, stamping out pride. These are the individuals who fail truly to understand sometimes it is far better to be kind than right."

LEADERSHIP BEGINS WITH A CHOICE

It is clear from the stories and experiences shared by law enforcement executives, leadership is everyone's business. Those who have set the example for others to grow and develop are perhaps the true leaders. These influential people come from all walks of life—they are found in families, schools, churches, military, among neighbors, and in the workplace. Leadership is not about a position, place, title or rank. Leadership is about an attitude and a sense of responsibility for making a difference.

Leadership begins with a choice. The issue is not whether you will influence people; but rather, what kind of influencer you will be—what you will influence them to do. Each of us has a choice: we can get involved to make a difference, to help our families, our communities, and our organizations become leaders—to help them become all they are capable of being. It is our choice: to make a difference by influencing others.

ARE YOU SETTING AN EXAMPLE FOR GOOD OR BAD LEADERSHIP?

Are you making a difference? Would you be an example for good or bad leadership? Can you find in yourself the good leadership characteristics and attributes identified in the stories?

Are you:

- Worthy of trust, honest, a person of integrity?

- Caring, compassionate, respectful?

- Willing to lead by example?

- Competent, capable, effective?

- Forward looking, with a sense of direction, a concern for the future?

- A good listener and communicator?

- Humble?

- Accessible to the people?

- Patient and kind?

- A decisive problem solver?

Or are you:

- Rude or aggressive?

- Leading by fear and intimidation?

- Operating with double standards?

- Putting yourself first over your employees?

- Uncaring?

- Demeaning; disciplining employees in front of others?

- Micro-managing?

- Being untrustworthy?

- Violating the Golden Rule?

IF ATTITUDES AND ACTIONS WERE CONTAGIOUS, WOULD YOU WANT TO CATCH YOURS?

There is nothing new in any of these findings on good and bad leadership. The stories are important, however, because they keep bringing us back, time after time, to the old, simple behaviors we are all so anxious not to see. We need to be reminded instead of mirroring those around us; we must set the example. Our actions send signals about who we are and what we expect of others. For the ultimate test as to whether you are making a difference, try asking yourself this question: If attitudes and actions were contagious, would you want to catch yours?

WHAT EXAMPLE AM I SETTING?

Ethical, character driven leadership is about setting the right example and making a difference in peoples' lives. Harold Kushner, in his fascinating book, *Living a Life that Matters* (2001), says:

> "You do not have to do great things to make a difference. The small choices and decisions we make one hundred times a day add up to determining the kind of family, workplace and community we live in."[iv]

The examples of good and bad leadership are important learning lessons for all of us. Their lessons, at the very least, should make every leader pause, reflect, and ask: "What message am I sending? What environment am I creating? What example am I setting?"

Everything a law enforcement executive does and does not do says something about what is important to him or her as a leader. Shaping the organization's culture and establishing the core ideology begins with a commitment (a positive set of beliefs, coupled with an equally appropriate set of actions and behavior) to be a positive role model, to set the example—to walk the way we talk.

James J. Carvino, Former Chief, Boise, Idaho Police Department, asserted,

"Recognizing, developing, and embracing an ethical and moral value system— based upon honesty, integrity, and character—is the singularly most important and positive step a chief can take after being appointed to their position. Living by the standards set will often be arduous, and at times costly, but always well worth the effort."[v]

LEARNING LESSONS

1. Shaping and molding an organization's core ideology begins with the leader setting the right example, being the role model for all employees.

2. One thing all leaders have in common is a sense of commitment.

3. Commitment is a powerful combination of a positive set of beliefs, coupled with an equally appropriate set of actions and behavior.

4. When you set out to make a difference, your actions inspire others to follow. You lead first by example. You are accountable. Your walk does talk.

5. Responsibility: You have the ability to choose your response. You have a choice to get involved, to make a difference, to help your organization be all it is capable of being.

6. Leadership begins with a choice. The issue is not whether you will influence people. What needs to be determined is what you will influence them to do—what kind of influencer you will be. You can make a difference; you can help shape the core ideology of your organization by influencing others.

End Notes

[i] Bennis, W. & Nanus, B. (1985). *Leaders, the strategies for taking charge.* San Francisco, CA.: HarperCollins.

[ii] A study in excellence. (1989). *Management in the Nonprofit Human Services*.

[iii] Personal histories: Leaders remember the moments and people that shaped them. *Harvard Business Review,* (December 2001).

[iv] Kushner, H. (2001). *Living a life that matters.* New York, N.Y.: Alfred A Knopf.

[v] Carvino, J. (2005). The nineteenth hole. *To Lead to Learn to Leave a Legacy.* Major City Chiefs, Federal Bureau of Investigation National Executive Institute.

Chapter Four

The Ethical, Character Driven Leader

CHAPTER FOUR

THE ETHICAL, CHARACTER DRIVEN LEADER

If we accept the premise that shaping the organization's core ideology begins with becoming an ethical, character driven leader; i.e., doing the right thing, being a positive role model, setting the example, committing to a positive set of beliefs coupled with an equally appropriate set of actions and behavior—to *walk the way we talk,* some important questions must be answered: What is the right thing to do? What should we be committed to? What is this positive set of beliefs? What example should we be setting? What should we influence other people to do?

DOING THE RIGHT THING, THE RIGHT WAY

We have established that ethical, character driven leadership is a commitment to do the right thing, the right way for the right reasons. Those who want to become ethical, character driven leaders must first be committed to doing the right thing (effectiveness)—making a positive difference. Once convinced that it is the right thing to do, they can then focus on doing it the right way (efficiency). This important distinction is clarified by examining the differences between leadership and management, both of which are critical components of the most effective organizations:

- Leadership is doing the right thing; management is doing things right.
- Leadership focuses on effectiveness (what tasks should be accomplished); management focuses on efficiency (how to best accomplish a certain task).
- Leadership is making a positive, substantial difference; management is the implementation of the rules, regulations, policy and procedures.
- Leadership (doing the right thing) is critical for long-term success; management (doing things the right way) is important for bureaucratic survival.

These distinctions are vital, for there is no right way to do a wrong thing. If it is not the right thing to do, abandon it. How well something is done will never compensate for failure to do the right thing. Ethical, character driven leaders must continuously challenge themselves, employees, and management as to whether the right thing is being done.

Integrity is Key to Doing the Right Thing

Abraham Lincoln wisely cautioned: "You can fool some of the people all of the time, and all of the people some of the time, but you cannot fool all of the people all of the time." What was this great leader really saying? Perhaps he was trying to communicate the importance of

becoming an ethical, character driven leader—worthy of people's trust, above reproach, honest—a person of *integrity.*

Yale law professor Stephen Carter defines integrity, in his book by the same name, as

> "discerning between what is right and wrong; acting on what you have discerned
> to be right, even at personal cost; and saying openly that you are acting on your
> understanding of right and wrong."[i]

What Kind of Influencer Will You Be? As a law enforcement leader, you must decide what you think is right, and you have a responsibility to tell others what you think "right" is. The issue is not *whether* you will influence people. What needs to be determined is *what* you will influence them to do—what kind of influencer you will be. Carter contends that many people end up doing the wrong thing because there is no one to show them the right thing to do. Integrity, he asserts, comes from practice and exercise in doing the right thing that is based on guiding principals.

Ethical, character driven leaders are people of integrity. They stand up for what they think is right, even at personal cost; and they make a difference by influencing other people to do the right thing. They recognize that doing the right thing is not something you do once in awhile; rather, it must be practiced continuously until it becomes a habit. Unfortunately, doing the wrong thing can also become a habit.

Doing the Right Thing is Usually the Hardest Thing

Doing the right thing is usually difficult and often demands sacrifice. Are you willing to stand up for what you think is right, even at personal cost—to make unpopular decisions; take opposing positions; or risk ridicule, missing out on promotions, receiving unwarranted poor performance evaluations, or not being considered a member of the management team?

There are tough choices to be made when doing the right thing, but through the hard decisions come learning and growth. Ethical, character driven leaders lead by choosing: "not what is easy, but what is right; not what is popular or politically correct, but what is true; not what is glittering, but what is enduring...for we are the sum total of what we choose" (Anonymous).

This concept of doing the right thing is not new; rather, it has endured through time, as evidenced by this editorial of August 23, 1862, in the Zanesville, Ohio City Times:

> "Whenever you are in doubt which of two things to do, let your decision be for
> that which is right. Do not waver—do not parley; but square up to the mark, and
> do the right thing! Boy, when you divide that apple with your little sister, be
> careful not to keep the larger piece for yourself. Young man! Don't sneak out

the basement door because you desire to escape your father's eyes. Maiden! Let not the most trifling deceit pass current in those little acts which make up the sum of your life.

"No matter who you are, what your lot, or where you live, you cannot afford to do that which is wrong. The only way to obtain happiness and pleasure yourself is to do the right thing! You may not always hit the mark, but you should nevertheless, aim at it, and with every trial your skill will increase. Whether you are to be praised or blamed for it by others, whether it will seemingly make you richer or poorer, or whether no other person than yourself knows of the deed, still always in all cases, do the right thing. Your first lessons in this will grow easier; until finally doing the right thing will become a habit, and to do a wrong will seem absolutely impossible."[ii]

DETERMINING WHAT IS THE "RIGHT" THING TO DO

Most people are confident that they know what is the right thing to do based on their personal beliefs and value system. The problem is that people do not all share the same values and often disagree about what is the right thing to do. These differences can cause chaos in an organizational setting and/or conflict in interpersonal relationships. There should be some parameters, or "right reasons" to guide people in determining what is the right thing to do.

For the ethical, character driven leader, the "right reasons" are his/her *vision* and *mission* that are based on *guiding principles*. We will examine these concepts further in Chapter Five, as we explore establishing the ethical, character driven organization. First, however, it is important to understand how vision, mission and guiding principles relate to leadership in our personal lives.

Vision: What We Want to Create in the Future

Vision is direction; it is where tomorrow begins. Vision points the way we intend our lives to go. It is not what you are, but what you want to be. Vision is a desired state. Vision answers the questions: "What is the future I want to create? Is what I am about to do or the decision I am about to make pushing me in the direction I want my life to go? Is it helping me achieve my vision?"

If you can answer yes to the last question, then you are doing the right thing. If the answer is no, then do not do it; because it is not helping you achieve your vision.

Unfortunately, too many people have absolutely *no* vision—*no* sense of direction for their personal lives. Sharing his view on vision, the great jurist, Oliver Wendell Holmes said: "I find the great thing in this world is not so much where we stand as in what direction we are moving.

To reach the port of heaven, we must sail, sometimes with the wind and sometimes against it; but we must sail, and not drift, nor lie at anchor."

What is the Future You Want to Create? Are you drifting? Are you lying at anchor? Do you have a sense of direction for your life? Truly successful people have a vision for their lives; they set goals and objectives and develop action plans to achieve that vision. Ask yourself: What is the future I want to create? Where am I today in relation to achieving my vision? What do I have to do to close the gap between what I want to achieve and where I am today? According to an old Chinese proverb, if you don't know where you are going, then you might end up where you are headed and any road will get you there.

Lewis Carroll, in his classic," Alice's Adventures in Wonderland and Through the Looking-Glass," perhaps expressed it best:

> "Would you tell me, please, which way to go from here?" asked Alice. "That depends a good deal on where you want to get to," said the cat. "I don't much care where," said Alice. "Then it doesn't matter which way you go," said the cat.[iii]

How Do You Want to Be Remembered? Most of us want to be remembered for something. The question is, what? What do you envision others saying about you when you are no longer around? Would they say these things about you today? If not, what do you have to do to get people to describe you in this manner? If you start behaving the way you described in the future, people will start saying what you want them to say about you; and you will be on the path to achieving your vision.

Hall of Fame catcher Yogi Berra, one of baseball's great philosophers, offered this sage advice: "You've got to be careful if you don't know where you're going, cause you might not get there." When determining what is the right thing to do, ethical, character driven leaders focus on their vision—the direction they want their lives to go. If what they are about to do or the decision they are about to make helps move them in the direction they want—to achieve their vision— then they are doing the right thing.

Mission: Why We Exist, Our Purpose in Life.

Mission, another of the right reasons or guidelines to help determine whether we are doing the right thing, answers the questions: "Why do we exist? What is our purpose in life? Does life have a meaning? Are we on this earth to serve a purpose—to make a positive difference in others' lives?"

Mission defines the general tasks we perform to make a positive difference in people's lives. Knowing your purpose gives meaning to your life. Without a clear purpose, you have no foundation on which to base decisions and actions in your efforts to do the right thing.

Mission is the focus on who we serve and what we serve them. Mission helps us concentrate our efforts and energy on what is important and what is the right thing to do. What is your mission? What would people who know you say is the driving force in your life? For some, mission is to have a loving relationship with family; for others, it may be to serve their God; and for still others, mission is simply to make a positive difference in others' lives.

Your mission does not have to achieve great things to be considered successful. It is the small opportunities to further your mission that surround you every day that really matter. Are you taking advantage of these opportunities, or are you squandering them away?

Morrie Schwartz, in "Tuesdays with Morrie," said:

> "So many people walk around with a meaningless life. They seem half-asleep, even when they're busy doing things they think are important. This is because they're chasing the wrong things. The way you get meaning into your life is to devote yourself to loving others, devote yourself to your community around you, and devote yourself to creating something that gives you purpose and meaning."[iv]

In considering what is important in life, what is life's purpose, and what constitutes success, Ralph Waldo Emerson said: "To laugh often and much; to win the respect of intelligent people and affection of children; to earn the appreciation of honest critics and endure the betrayal of false friends; to appreciate beauty; to find the best in others; to leave the world a bit better, whether by a healthy child, a garden patch or a redeemed social condition; to know even one life has breathed easier because you have lived. This is to have succeeded."

Ethical, character driven leaders clarify those areas in which they would like to make a difference; they know their mission and build on it by continually asking: are we doing the right thing in relation to furthering our mission, our purpose, our reason for existence, the service we provide? If what we are about to do helps move us in the direction we want our live to go (our vision), and fulfills our mission (our purpose in life), then we know we are doing the right thing.

Guiding Principles: How We Behave in Fulfilling Our Mission, on the Path to Achieving Our Vision.

In addition to our vision and mission, our *guiding principles*, or set of *positive beliefs* assist us in determining what is the right thing to do. The guiding principles are the *how*—the answer to

the question: "How do we want to act, consistent with our mission, along the path toward achieving our vision?"

While the words "guiding principles" are often used interchangeably with the word "values," it is important to make a distinction between the two when deciding what is the right thing to do.

Values are Subjective. We choose or create our own values by exploring our likes and dislikes, preferences and feelings. Values have become morally neutral. We are not supposed to make value judgments or impose our values on others. If we try to tell other people what to value, the result will be interpersonal conflict.

When law enforcement officers are asked to list the 10 most important things (values) in their lives, the typical responses include: family, faith, health, country, freedom, work, financial security, hobbies, education, friendship, environment, community, possessions, happiness, etc. When asked to prioritize their lists, the responses will vary depending upon age, background and education. Conflict will ensue if anyone tries to tell another person or group what they should value or what their priorities should be.

Guiding Principles Unite Us in Community; Values Irreparably Divide Us. Guiding Principles are deep fundamental truths*.* They are guidelines for human conduct having universal application and are proven to have enduring permanent value. They are essentially unarguable because they are self-evident.

Guiding principles are universal standards of right and wrong. Cutting across class and ethnic lines, they are timeless moral virtues against which we judge our own behavior and that of our fellow citizens. We use guiding principles, on which we should never compromise, to resolve conflict and to assist us in doing the right thing.

Steven Covey (1990) explains these concepts of guiding principles, or set of positive beliefs, in his best selling book, *The 7 Habits of Highly Effective People*. Referring to what he calls the "character ethic," Covey contends that there are basic principles of effective living; and people can experience true success and enduring happiness only as they learn and integrate these principles into their characters.[v] According to the character ethic, effective leaders have identified essential principles they use in carrying out their responsibilities in both their personal and organizational lives.

Guiding Principles by Which Today's Leaders Operate

A number of law enforcement leaders attending training programs nationwide have been asked to identify the essential principles they use in their daily lives and the sources of these principles—how and where they learned the right things to do. The principles most leaders

identified focused on integrity, fairness, and the Golden Rule. Of particular interest were the stories, folklore, and sayings these officials recalled from their childhoods that had the most impact and helped instill in them the principles by which they now live.

While the story of George Washington and the cherry tree ("Father, I cannot tell a lie; it was I who chopped down the cherry tree.") was reported by several as having an impact, many officials recalled simple, common sayings or proverbs told to them by their parents or teachers, such as: "Honesty is the best policy," "Your word is your bond," "Don't judge a book by its cover," and "A man of words and not of deeds is like a garden full of weeds."

One leader remembered a police officer telling him, "What you do at night will soon come to light." Another related: "My daddy was a pig farmer, who always said, 'The only thing wrong with pigs is, they take everything out of the feeding trough and never put anything back.'"

Numerous leaders reported that childhood books, particularly *The Little Engine That Could*, helped form their principles. One told the following story: "Often when I was a child, I would become discouraged with difficult school lessons, mediocre athletic abilities, or perhaps problems with interpersonal relationships. My mom's favorite story, which always uplifted me, involved the engine that thought it could not pull the train up the steep hill but kept saying, 'I think I can' until it finally reached the crest of the hill and started down the other side. Then it said, 'I knew I could.' I have never forgotten that story."

Most officials shared childhood experiences involving friends, mentors, or institutions, such as church, school, or family that had an impact on their lives:

"Once a 10th-grade history teacher returned a homework assignment I had rushed through with the comment, 'You didn't sweat much for this report . . . just enough to get by.' I made sure my mom and dad never saw that paper. From then on, I strived to ensure that everything I did I could show to my parents with pride."

"There wasn't any particular saying or story that had an effect. It was more the strong sense of family that was promoted and practiced by my parents, along with the notion that you as an individual can make a difference. My parents put a great deal of trust in us; they gave us flexibility and freedom to make our own decisions. They encouraged and praised us. They were fair and consistent. They loved us."

"I grew up in a poor, alcoholic family, but I remember my mother always instilling honesty and respect. She always gave of herself to everyone regardless of what had been done to her, saying, 'Treat others as you would like to be treated.' My father overcame being an alcoholic and began to help others with similar problems. From him I've learned to go forward and not to stop and feel sorry for myself. Only I can help myself."

"When I was four years old, I was in a grocery store with my father; and I put a walnut in my pocket. On the way home, I took the walnut out, and my father then taught me about honesty. He returned me to the store and made me tell the manager what I had done."

"Upon graduation from high school, my father asked what time I would be coming home. I responded that I would be home at 1:30 a.m., which was approved by the master. My celebration concluded when I entered the front door at 2 a.m., where I was met in the dark by a heavy blow to the chest, which knocked me to the floor and caused a severe loss of breathing ability. Upon the return of oxygen to the brain, I heard the loving, low voice of the master say: 'That is not for coming in late; that is for your inability to keep your word. An African-American has only two things on which he must survive—his word and his credit. You must learn to always keep both.'"

Relearning Fundamental Truths

In learning what these law enforcement leaders consider to be principles for effective living, it is apparent that much of what is viewed as innovative in leadership today is merely the rekindling of old, nearly forgotten, fundamental truths. The "right thing"—the set of positive beliefs or guiding principles practiced by today's leaders—is essentially the same set of beliefs practiced by our forefathers, George Washington, John Adams, Thomas Jefferson, and Abraham Lincoln, as well as other great historical figures, such as Robert E. Lee and Winston Churchill.

Also practiced by Buddha, Confucius, Solomon, Plato, Aristotle, Socrates and Jesus, these principles are the same ones we continue to seek in our leaders today. These fundamental truths that need no justification—integrity, truth, fairness, dignity, respect, service, humility, and love—are essential guidelines for human conduct today, just as they were centuries ago.

The responsibility of sharing these principles with each other is best expressed by C.S. Lewis: "People need to be reminded more often than they need to be instructed. The real job of every moral teacher is to keep bringing us back, time after time, to the old, simple principles which we are all so anxious not to see."

To be credible as a leader, you must identify and clarify your own core beliefs—the guiding principles or set of positive beliefs by which you choose to live your life and to discern between what is right and what is wrong.

HOW CAN YOU BECOME AN ETHICAL, CHARACTER DRIVEN LEADER?

There is no quick fix, no secret formula, and no magic elixir to help someone become an ethical, character driven leader.   While leadership training, books, and mentors can help one

understand the leadership role, effective performance of this role requires much more than any of these can provide.

Learning to be an ethical, character driven leader, in fact, begins and ends with you. To be successful, you must first look inward to identify, clarify and declare your: 1) *vision*—sense of direction for your life, the *what* you want to create in the future; 2) *mission*—your purpose in life, why you exist, how you can make a difference; and 3) *guiding principles*—those fundamental truths for effective living. Only through such self-examination and identification of your vision, mission, and guiding principles will you be able to develop the sense of commitment inherent in ethical, character driven leaders.

If you hold to your vision, mission, and principles of character—if you try consistently to do what you think is right for these right reasons, you will win the respect of your colleagues and set the appropriate example for establishing your organization's core ideology.

R. Gil Kerlikowske, Chief, Seattle, Washington Police Department, advised:

> "Understand the importance of flexibility in your management/leadership style, but remain true to the compass that guides your morality and integrity. When making a decision, use the guide—'do the right thing for the right reason.'"[vi]

LEARNING LESSONS:

1. Leaders focus on doing the right thing (effectiveness).

2. Managers focus on doing things right (efficiency).

3. Both leadership and management are critical components of the most effective organizations.

4. Leaders are people of integrity. They stand up for what they think is right, even at personal cost, and make a difference by influencing other people to do the right thing.

5. Vision is the WHAT – the picture of the future we seek to create.

6. If you don't know where you are going, you might end up where you are heading.

7. Mission is the WHY – the answer to the question, "Why do we exist?"

8. Values are subjective; you cannot tell other people what to value without causing interpersonal conflict.

9. Principles are deep fundamental truths that have universal application.

10. Principles unite us in community; values irreparably divide us.

11. Guiding principles are the HOW – the answer to the question, "How do we want to act, consistent with our mission, along the path toward achieving our vision?"

12. If what you are about to do or the decision you are about to make helps you achieve your vision, fulfills your mission, and upholds guiding principles, then you are doing the right thing.

End Notes

[i] Carter, S. (1996). *Integrity*. New York, N.Y.: Basic Books.

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Chapter Five

The Ethical, Character Driven Organization

THE ETHICAL, CHARACTER DRIVEN ORGANIZATION

ORGANIZATIONAL CULTURE

When an ethical, character driven leader holds to his vision, mission, and principles of character and tries consistently to do what is right for the right reasons, he wins the respect of his colleagues. The kind of example we set as individuals inevitably determines how we are viewed by those who know us.

If a person's character and reputation can be established through his/her behavior, and it becomes the barometer by which he/she is judged, the same should be true for an organization. An organization should be able to develop a culture that determines its reputation in the community.

The late William J. Weiss, former Chairman of Motorola, addressing law enforcement executives at the FBI's 1996 National Executive Institute in Sun Valley, Idaho, described his organization's culture:

> "In our company, we believe that there are certain fundamental things that determine the public image that you have. No organization can have a reputation for very long that it does not deserve. We teach our people that their fundamental overriding responsibility is total customer satisfaction that is perceived to be better than any other competitors – no ifs, ands or buts. In fact, we really want customer delight. This means that we must deliver the highest quality and reliability in our products and services at a fair price and do it in a manner that the customer likes and respects.

> "In the public safety arena, you have customers too. They expect you to enforce the law, or help them when appropriate, in a totally professional, high quality, fair, and objective manner and to do it at reasonable cost. I contend that how an organization acts at the customer interface, yours or mine, is determined by the fundamental culture by which that organization lives every day, in every way."[i]

Culture Defines How People Do Things

This "fundamental culture" to which Weiss referred, by which the organization lives every day, in every way, is basically the underlying set of assumptions that govern how employees at all levels perceive and think about themselves, other people, their work, and the organization's goals—and then how they act in regard to them. Simply put, *culture defines the way people do things in the organization*.

CEO's Most Important Responsibility

According to Edgar Schein (1985), noted authority on culture management, the CEO's most important responsibility is culture management. The CEO must establish the right culture, set the appropriate example, and audit the organization regularly at all levels to ensure adherence to the culture.[ii]

How does the leader fulfill this important responsibility—to establish, shape and mold the organization's culture to reflect what it stands for and believes in and to ensure that it develops the public image it deserves?

Establishing the Right Culture Through Vision, Mission, Guiding Principles. We believe that a law enforcement leader can develop the right organizational culture by establishing a vision, a mission and guiding principles that, if modeled by the employees, will create a positive public image and enhance public trust. These critical steps will guide the leader in building a premier organization that becomes one of the crown jewels in law enforcement, widely respected by peers and known for making a positive difference in the quality of community life. By setting the appropriate example and using the organization's vision, mission, and guiding principles as leadership tools to establish the right culture, the chief will build the foundation for ethical, character driven behavior that merits the public trust.

The vision, mission and guiding principles are, in essence, what Collins and Porras (1994) referred to as the visionary companies' core ideology and enduring purpose.[iii] The founders of many of these visionary companies were instrumental in developing a credo or purpose beyond simply making money. This credo, or set of "beliefs," essentially mirrored the founders' personal core ideologies, just as our Nation's core ideology (the Declaration of Independence) was created from the collective aspirations of America's founding fathers.

Founding these companies and creating our Nation involved similar concepts for those involved: creating something from a collection of knowledge; moving forward with a sense of purpose and direction as well as hope for the future; holding to the belief that they could make a difference; and having faith in who they were and what they stood for.

Today, these concepts become the starting point for creation of an organization's vision and mission. Further, if the vision and mission are firmly grounded in *guiding principles,* the organization will have the best chance for developing a positive culture over time. An ethical, character driven organization is defined by the picture of the future it seeks to create (vision), with a focus on continuous improvement; its enduring purpose (mission), and its positive set of beliefs (guiding principles).

FOLLOWING A VISION

Vision Points the Way

Vision points the way the organization intends to go. We expect our sheriffs and police chiefs to have a sense of direction and a concern for the organization's future. This is why those campaigning for sheriff or those applying for a chief's position are often asked to articulate their vision—the future department they seek to create if given the opportunity.

Employees also want to know the organization's vision. Too often, we hear, "The problem with this place is the right hand doesn't know what the left hand is doing. There's no sense of direction." Vision, together with mission and guiding principles, helps us in decision making—doing the right thing. (If what we are about to do or the decision we are about to make pushes us in the direction we want the organization to go and helps us to achieve our vision, then we are doing the right thing!) A lack of vision or direction for the law enforcement agency inevitably leads to organizational stress, low morale and confusion.

Ethical, character driven leaders set and define the vision, encourage employees to follow the vision, and provide the support they need to realize it, while continuously stimulating progress.

A.M. "Jake" Jacocks, Jr., Chief of Police, Virginia Beach, Virginia, communicated clearly in his vision statement the direction he intends his department to go:

> "The Virginia Beach Police Department will be the premier law enforcement agency setting the standard for excellence. Committed to those we serve, we adapt to change, while focusing on value-based principles, lifelong learning and professional growth."[iv]

This vision statement is followed by a clear description of the department's mission and core beliefs: *professionalism, respect, integrity, dedication, and excellence* (see Appendix One). This leader's vision of his department as the premier law enforcement agency, adapting to change while focusing on lifelong learning and professional growth, together with the mission and core beliefs, is in keeping with Collins' and Porras' (1994) definition of a visionary company.[v]

BELIEVING IN THE MISSION

In addition to timeless guiding principles, Collins and Porras contend that the ethical, character driven organization should focus on an enduring purpose beyond making money.[vi] Law enforcement agencies need to see their organization's mission as the *enduring purpose* to shape and mold the culture, instill pride in the agency and ensure trust.

The organization's mission is the "WHY"—the answer to the question, "Why do we exist?" Because of the role law enforcement plays in society, it can view itself as a worthwhile

enterprise, with its mission or enduring purpose to improve the quality of life in the community by protecting life and property, reducing crime and creating a safe environment.

Mission Defines Intent

A law enforcement agency's mission is where the officer interacts with the community and where the department's reputation is made. A clear mission statement defines for employees and citizens who the organization is, its special purpose and intent, and its commitment to the public. It is critical that officers know their department's mission; it allows them to see themselves as part of a worthwhile enterprise and to realize how they can make a positive difference and improve community life.

The Georgia Department of Public Safety's mission statement is an example that captures the spirit of wanting to make a difference through the agency's enduring purpose:

> "The mission of the Georgia Department of Public Safety is to enhance the quality of life by reducing crime, providing a safe environment, promoting diversity, and building trust. We readily accept our responsibility to be role models and commit ourselves to the uncompromising pursuit of excellence by practicing our core beliefs which are trust, fortitude, compassion, and professionalism."[vii]

This mission statement communicates boldly: "This is who we are! This is what we stand for and believe in! This is our purpose and how we make a difference!" Without this clear statement, there is no foundation on which the leader (as well as employees) can base decisions and actions on whether the right thing is being done. With a clear statement in place, employees can ask themselves if what they are about to do or the decision they are about to make upholds the department's guiding principles and fulfill its mission. If the answer is yes, then they will know they are doing the right thing.

Ethical, character driven leaders clarify the agency's mission and prioritize those areas they need to focus on to make a difference. They set the appropriate example and demand that the purpose and intent of the organization is carried out professionally and in an ethical manner.

LIVING THE ORGANIZATION'S GUIDING PRINCIPLES

Just as ethical, character driven leaders need to clarify their core beliefs (the guiding principles by which they choose to live), a law enforcement agency that strives to be an ethical, character driven organization should identify and define its core beliefs or guiding principles, the deep fundamental truths that guide it and the behavior of its employees. Organizational guiding principles determine what both individuals and organizations consider to be appropriate and inappropriate behavior. Through their guiding principles, credible law enforcement agencies clarify what is correct behavior in how they approach their work, how they manage internally, and how they relate to the community.

These guiding principles—integrity, honesty, honor, fairness, respect, caring, compassion, professionalism, and dignity—determine the fundamental culture by which the organization lives every day, in every way. Guiding principles are so essential they should never change. A law enforcement agency may need to modify many things about itself to prepare for today's challenges, but it should never change its fundamental guiding principles.

Guiding Principles Mold, Shape Culture

Guiding principles require constant vigilance by all who would lead an ethical, character driven life. They should become a part of the agency's everyday language and be discussed consistently, displayed prominently, and nurtured vigilantly. They will become the lifeblood of the organization, which, in turn, will shape and mold its culture. Within a law enforcement organization, any aspect of employee behavior—either ethical or unethical—reflects directly on the entire agency. Established, clarified, prominently displayed guiding principles will ensure that every employee knows whether his/her behavior upholds the organization's standards and expectations.

Basis of Moral Conduct

Upon commissioning, police officers make a formal public promise. In part, this promise is to "support and defend the Constitution of the United States...bear true faith and allegiance to the same...and faithfully discharge the duties of the office." This very simple oath sets a moral tone that is part of the foundation for the guiding principles that we believe can and should direct policing.

Earliest Guiding Principles. As America's founding fathers struggled with what they wanted the country to become and what this vision should be based on, they drew heavily on the works of John Locke. Locke wrote in the 1600s that man was subject to natural law (universal truths) but also had natural rights that could be retained when men came together to form political societies. These political societies required men to enter into bargains with each other for mutual security and the protection of individual liberty.

In essence, individuals gave up some of their rights to the government in exchange for their collective safety. By proxy, agents of the government (the police) were empowered to protect the citizens' interests; and they became a force that was essentially neutral and could act, not in its own interests, but in that of the citizenry.

This social contract—with objective, fair policing as its foundation—is the basis for today's moral standard for law enforcement. The police must still provide fair access to their services, balance maintaining order with enforcing the law, set personality and feelings aside and demonstrate objectivity.

Police Work Still a Public Trust. When citizens gave up a part of their freedom to maintain order and create a safe environment, police work became a "public trust." Establishing and

maintaining this public trust and credibility today is still a priority—one that can be met by developing and clarifying guiding principles and establishing a culture that serves both the agency and the community. These steps will assist the law enforcement agency to become known as role models and the conscience of the community, as their behavior helps create a positive climate for the citizens' quality of life.

The Honolulu Police Department is an example of an agency that strives to enhance public trust and credibility by clarifying the guiding principles that define its organizational culture, letting citizens know its philosophy of policing; what the department stands for or believes in; and what kind of character its officers possess:

Integrity

We have integrity. We adhere to the highest moral and ethical standards. We are honest and sincere in dealing with each other and the community. We have the courage to uphold these principles and are proud that they guide us in all we do.

Respect

We show respect. We recognize the value of our unique cultural diversity and treat all people with kindness, tolerance, and dignity. We cherish and protect the rights, liberties, and freedoms of all as granted by the constitutions and laws of the United States and the State of Hawaii.

Fairness

We act with fairness. Objective, impartial decisions and policies are the foundation of our interactions. We are consistent in our treatment of all persons. Our actions are tempered with reason and equity.

. . . In the spirit of Aloha.[viii]

These guiding principles set forth in clear terms what the organization stands for and believes in, forming the foundation for ethical behavior and decision making (for more information, see Appendix Two). (If what we are about to do or the decision we are about to make is consistent with and upholds the guiding principles, then we are doing the right thing!) The development of guiding principles is critical for establishing an ethical, character driven culture and for molding and shaping a positive image of the organization to ensure public trust and credibility.

EMPLOYEE EMPOWERMENT: FINAL STEP TO ETHICAL, CHARACTER DRIVEN ORGANIZATION

The word "empowerment" has become popular in organizations and in leadership literature; but the term is often misunderstood, according to James Kouzes and Barry Posner (1993.)[ix]

These authors contend that this word sounds like it is something leaders magically give to others; but in truth, people already possess tremendous power and skills and simply must be freed to use them. Empowerment then, is simply removing the handcuffs and chains and letting the people loose to *JUST DO IT.*

Empowerment is a matter of expanding employees' opportunities to make a positive difference in fulfilling the organization's mission. When employees feel empowered, they provide the best evidence of a "visionary company," or an ethical, character driven organization. But before they make decisions or "just do it," they should ask themselves these questions:

- Is it the right thing for the community?
- Is it the right thing for the organization?
- Does it achieve the organization's vision?
- Does it fulfill the organization's mission?
- Does it uphold the organization's guiding principles?
- Is it ethical and legal?
- Is it something I am willing to be accountable for?

If the answers to all these questions are yes, employees should not need to ask for permission – they should *JUST DO IT!* This is empowerment. Only those organizations that have clarified their vision, mission and guiding principles, made them known throughout the workplace, and created an organizational culture of ethical, character driven behavior, can truly have empowered employees and function as a premier, visionary law enforcement agency.

Paul Pastor, Sheriff, Pierce County, Washington, expressed the importance of taking these steps and establishing and managing the organization's culture:

> "If we wish to leave a lasting legacy, we will work to impact the culture of policing in our agencies and in our profession. If we want a truly lasting legacy, we will work to leave an indelible imprint of core values, such as integrity and dignity and responsibility on our systems and our people and our agency's culture."[x]

LEARNING LESSONS:

1. Vision, mission and guiding principles are the leadership tools to establish the right culture and build the foundation for ethical, character driven behavior that merits the public trust.

2. Vision is the "WHAT" – the answer to the questions: what direction does the organization intend to go? What do we seek to create in the future? The focus is on continuous improvement – stimulating progress.

3. An organizational vision sets the direction for the organization and should be responsive to community needs and changes; however, the ethical core of the organization should never change.

4. Mission is the "WHY" – it answers the question, why do we exist? The focus is on the organization's purpose and intent – how it makes a positive difference in the community. A clear mission statement defines the organization's purpose and intent.

5. Mission enables employees to see themselves as part of a worthwhile enterprise and how they can make a difference and improve the community through their participation in the organization.

6. Guiding principles are the "HOW"—the organization's answer to the question, how do we want to act, consistent with our mission, along the path toward achieving our vision? The focus is on ethical behavior.

7. Guiding principles are the beliefs that guide an organization and the behavior of its employees.

8. Law enforcement agencies should clarify their guiding principles as to what is correct behavior in how they approach their work, manage internally, and relate to the community.

9. Because policing is a public trust, ethical, character driven behavior in policing is not only expected, but it becomes the basis for social order; and the police become the "conscience" of the community.

10. Empowerment is just taking off the chains and letting people loose.

11. Ethical, character driven behavior is derived from a commitment to do the right thing, the right way, for the right reasons. The right reasons are organization's vision, mission, and guiding principles.

End Notes

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[ix] Kouzes, J. & Posner, B. (1993). *Credibility*: *How leaders gain and lose it, why people demand It.* San Francisco, CA.: Jossey-Bass.

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Chapter Six

Alignment: Making it Work

ALIGNMENT: MAKING IT WORK

"Every line a man writes, and every act in which he indulges, and every word he utters, serves as inescapable evidence of the nature of that which is deeply embedded in his own heart, a confession he cannot disavow."

Napoleon Hill

Law of Success: The 21st-Century Edition, 2004[i]

How do we make ethical, character driven leadership work to shape and mold the law enforcement culture? How do we ensure that an agency's vision, mission, and guiding principles are more than simply a poster on the wall, or the latest organizational "flavor of the month?" The answers to these questions lie in how the vision, mission, and guiding principles are used in everyday decision making and how they are *aligned* with all aspects of the law enforcement agency's personnel functions, daily practices and activities. The issue here is how deeply an organization believes in its vision, mission and guiding principles and how consistently it lives, breathes, and expresses this belief in all that it does.

THE PUBLIC IS WATCHING

A police officer's word is his/her bond. Any behavior—positive or negative—in or out of uniform—reflects on the entire department. *The public is watching.*

Undeniably, the scrutiny to which the law enforcement profession is subjected is unparalleled. While errors among professionals in medicine, education, the ministry, child care, etc. are duly reported by the media at every conceivable opportunity, nothing compares to the feeding frenzy that follows a case of alleged police brutality (or any other form of suspected misconduct). Indeed, the public *is* watching. Because of the significant role the police play among the citizenry, and the considerable trust the public has invested in them, errors of any form within the law enforcement organization are front page news in communities of every size and scope.

The law enforcement agency cannot afford such negative publicity, any more than it can afford to have employees who are engaging in the negative behavior that has prompted the unwanted media attention. The bad news is that it is virtually impossible to guarantee that such situations will *never* arise (even the best-intentioned chief cannot completely avoid the possibility of employee misconduct and resulting negative publicity).

ALIGNING THE ORGANIZATION

The good news, however, is that the agency that has established the right culture and communicated, clarified and constantly reinforced its vision, mission and guiding principles—to which it has aligned every aspect of its personnel functions and daily practices—has *maximized its chances* for consistent, ethical organizational behavior. Such an agency is also likely to be known as an ethical, character driven organization—one that is doing the right thing for the right reasons.

Finally, and most importantly, such an organization's employees are most likely to exhibit *at all times* the following positive traits that have earned them public trust:

- Integrity
- Fairness
- Compassion
- Respect
- Professionalism
- Dignity
- Dedication
- Desire to Serve
- Leadership

These attributes are, at the very least, what we should expect in those who are charged with protecting our communities—and who also have the power to take away our freedom. There is surely no job in the community that means more to the citizenry than that of a law enforcement officer. The organization to which such a public servant belongs owes it to the community to ensure that its officers are properly trained and prepared to demonstrate the above traits in all their actions, 24 hours a day.

Is Your Agency in Alignment?

Although the vast majority of law enforcement agencies have a mission and guiding principles statement, and some have also articulated a vision, it is the ethical, character driven organization that has institutionalized these statements into its very fabric. This is accomplished by constantly communicating, clarifying and reinforcing the vision, mission, and guiding principles throughout the agency as well as the community and aligning them with *all* daily practices, e.g., recruitment, selection, training, supervision, evaluation, promotion, discipline, awards and recognition, planning and decision making, and role modeling.

TEMPLATE FOR ORGANIZATIONAL ALIGNMENT

The following questions serve as a template to determine if your organization is in alignment, i.e., your employees receive a consistent set of signals to reinforce ethical, character driven leadership that supports the vision, mission and guiding principles. These questions, coupled with appropriate recommendations, provide a blueprint to create a healthy, productive, ethical workplace and, when this blueprint is practiced, have the potential to ensure that your organization is known as a premier law enforcement agency.

- **Does your law enforcement agency have a simple, easily understood statement of beliefs (guiding principles) as well as a vision and mission that is known throughout the organization and that embodies the fundamental notions of ethical behavior and principled decision making in how employees approach their work, manage internally and relate to the community?**

The key words in this question are "simple, easily understood" and "known throughout the organization." All employees, sworn and civilian, should know and understand the vision, mission and guiding principles and how they truly provide a basis for daily communications and decision making. The employees should see the vision, mission and principles as guidelines they can identify with to sustain pride in the department, allocate resources and solve task and people problems. This can be accomplished only by continually communicating and reinforcing them every day, in every way.

In the San Jose, California, Police Department, staff members are constantly reinforcing the department's mission and core beliefs into their goals, strategies, tactics, policies and procedures. "We challenge and encourage everyone in the department to do the right thing and take the high road," said Chief Robert Davis, "by asking: 'Who are you? What do you stand for? What does this department believe in? Are you doing the right thing for the right reasons?' These questions have become a mantra throughout the department when decisions need to be made, reminding people of our mission and core beliefs, why they wanted to be a police officer, and how they can make a positive difference in the community."[ii]

Only by the constant communicating of the vision, mission and guiding principles throughout the workplace do these leadership tools begin to establish themselves as the very core or fabric of the organization. The process of reiterating them can never end, if they are to become viable tools in helping to shape the organization's culture. The reverse is also true. The day employees stop talking about the vision, mission and guiding principles is the day these tools will be forgotten and have little or no value as guidelines for ethical, character driven behavior.

- **Do your leaders consistently and personally communicate the organization's vision, mission, and guiding principles throughout the workplace and the community to reinforce the organizational ethic and build community respect?**

A 2001 study by the George Mason University Administration of Justice Program concluded:

> "A citizen's confidence in the police depends on his or her perceptions of a police officer's motives rather than on whether the outcome of a contact with an officer was favorable to the citizen.
>
> "The overall legitimacy of the police depends more on citizens' perceptions of how police treat them than on the citizens' perceptions of police success in reducing crime.
>
> "Citizens' perceptions of how police treat them appear to affect their willingness to obey the law and the police.
>
> "Citizens' expectations of how the police will perform affect their evaluation of how police actually perform during a specific contact.
>
> "Most citizens regard the mass media as their prime source of information about crime, and crime news is the context for most mass media accounts of police work."[iii]

This report highlights the importance of the public image of the police as well as how this perception is influenced by the mass media. Unfortunately, this image is often the result of negative publicity regarding allegations of officer misconduct or of the agency's failure to solve a crime in a timely manner. There is a critical need, as shown in this report, for law enforcement leaders to be proactive in marketing a positive image of their agency by communicating what it and its employees stand for and believe in and how they make a difference in improving the quality of life in the community.

An excellent example of such an effort is Orange County, Florida's 2004 marketing campaign, titled, "Making a Difference." Sheriff Kevin Beary placed this motto on the side of patrol cars, stationary, hats, brochures, etc., to communicate the positive side of everything the sheriff's office does to make a difference in performing its mission throughout the community.[iv]

Since the vision, mission and guiding principles are the most effective tools to mold and shape a positive organizational image to ensure public trust and credibility, these tools should be used to reflect the community's expectations and serve as a framework for evaluating the department.

- **Has your agency clearly articulated what is appropriate and inappropriate behavior by providing ethic's training for all employees to ensure their understanding of the importance of doing the right thing and making the right decision based on the organization's vision, mission and guiding principles?**

How often have we heard the expression, "we need to get everyone in this organization operating off the same sheet of music?" In an ethical, character driven organization, the "same sheet of music" is the vision, mission and guiding principles—and all employees should receive training in them to ensure they not only know them, but that they can use them as a framework for their own performance. Such training will also assist in gaining employee commitment and enthusiasm for the vision, mission and guiding principles by sustaining pride in the organization and providing a basis for daily communications and decision making.

- **Are your organization's vision, mission and guiding principles incorporated into all training programs to reinforce what is appropriate and inappropriate behavior?**

Training is one of the greatest vehicles for communication. Law enforcement agencies should use all training programs, including firearms, defensive tactics, cultural diversity, supervision, etc., to reinforce the importance of its vision, mission and guiding principles and how they relate to everyday behavior and performance.

An example of one agency that provides such training is The Ohio State Highway Patrol. Concerned with the "difference" in the new generation of recruits, this agency initiated a highly focused, continuously reinforced attitudinal training program to ensure that new recruits will exhibit the proper behavior during their careers as Ohio State troopers.

<div align="center">

The Ohio State Highway Patrol's Core Value Initiative

</div>

Honesty

Self explanatory

Sense of Urgency

Undertake every task expediently. Hustle; move forward.

Attention to Detail

Pay close attention to every part of the task. Do not leave loose ends.

Team Orientation

Work together for the betterment of the whole. Back each other up at roadside. Be loyal and considerate of peers, superiors, and the organization.

Professionalism

A very encompassing behavioral trait: looking sharp, speaking articulately, not leaving until the task is completed and completed correctly. Being a trooper 24 hours a day for your entire career.

Performance Oriented

Driven to perform. Aware of mission and directed by it. Concerned for both quality and quantity of work product.

Adaptable

Flexible, with a high degree of performance. Able to divide attention and handle several tasks simultaneously. Always ready to handle any situation.

Self-Disciplined

Above reproach. The internal driver prompting the trooper to do the right thing regardless of the surrounding circumstances. Respectful of peers, subordinates, clients, everyone.

Officer Safety Conscious

Maintaining the high degree of awareness necessary to survive each day throughout a career as an Ohio State Trooper.[v]

These Core Values are identified and communicated at the onset of new recruit training. The recruits are required to memorize them and to be aware that they are the road map for success as a career officer in the Division. All aspects of the training experience and all cadet activities are centered on continuous reinforcement of the Core Values. If a cadet's behavior is found to be lacking, the divergence from the Core Values is noted when corrective action is taken.

The Ohio State Highway Patrol firmly believes this value-based behavioral training is absolutely vital to "ongoing organizational greatness" and is committed to continuous implementation of the Core Values Initiative Program.

- **Does your organization highlight and use its mission and guiding principles when recruiting and selecting personnel?**

In *Good to Great* (2001), Collins explained that the first step in taking a company from good to great was not developing a new vision, but getting "the right people on the bus and the wrong people off the bus." According to Collins, the good-to-great leaders understood three simple truths: "First, if you begin with 'who,' rather than 'what,' you can more easily adapt to a changing world. Second, if you have the right people on the bus, the problem of how to motivate and manage people largely goes away. And third, if you have the wrong people, it doesn't matter whether you discover the right direction; you still won't have a great company."[vi]

Recruitment is truly an organization's investment for the future. Yet many law enforcement agencies have confronted crises involving their inability to recruit qualified employees. Some agencies have been moderately successful in enlarging their applicant pools by lowering educational and age standards, developing marketing strategies that highlight cafeteria benefits and other incentives, or listing opportunities available at the officer level, such as computer technology and career development programs.

Undoubtedly, any of these marketing tactics are valid and can be expected to achieve some positive results. But is it possible that, in the rush to develop a quick fix to the recruitment problem, law enforcement agencies have overlooked one of their most valuable assets? Have they forgotten that some of their most important leadership tools—the organization's vision, mission and guiding principles—can be used to develop credibility in the marketplace that will enhance recruiting efforts and develop professional pride that will also encourage employee retention?

It's a Rewarding Career! **Communicate it Through the Agency's Mission and Guiding Principles!**

If we want to have an ethical, character driven organization, if we want to get the right people on the bus, we need to tell them what we do, why we exist, what business we are in, what we stand for and believe in, and why this is a more rewarding career than other occupations that can provide higher wages and benefits. Let's develop marketing strategies based on one of law enforcement's greatest strengths—its mission and guiding principles. Not to do so would be to ignore the very real opportunity to appeal to the most valuable of all candidates and employees—those who want to make a difference by serving their communities and improving the quality of life for all citizens.

- **Does your agency have stringent recruitment and background investigation procedures to ensure that only those persons exhibiting the highest ethical standards and qualifications are hired?**

Aligning recruitment and selection to the agency's vision, mission and guiding principles extends to conducting background investigations to ensure that those selected are of the desired character and show the "tightest fit" with the organization's culture. These recruits are the organization's future role models; they must fit well with the agency and its guiding principles or get out.

If the background investigation reveals that a new recruit represents the agency's guiding principles; e.g., is a person of integrity and shows respect and fairness, he/she is more likely to be a satisfied, productive employee. Proper alignment requires that the recruitment and selection process focuses on people of strong character who want to make a difference in serving the community.

- **Are your supervisors and managers held accountable for monitoring their employees' compliance with regulations; policies; and the agency's vision, mission and guiding principles and, when necessary, taking appropriate action to correct deficiencies and/or report misconduct?**

Law enforcement executives generally agree that their departments' success depends directly on the quality of their first-line supervision. The importance of the first-line supervisor to the law enforcement officer's life and to the organization's overall effectiveness cannot be underestimated. When the first-line supervisors perform effectively, the department's mission is fulfilled, goals are achieved, and the guiding principles are upheld, resulting in a positive, healthy workplace environment. Such an atmosphere enables officers to see how they can make a difference and improve the community through their participation in the organization.

Supervisors 'Not Doing Their Jobs.' In an interesting observation, Captain Ross Swope, Washington, D.C. Metropolitan Police Department, wrote: "The major cause of the lack of integrity in American police officers is mediocrity." Perhaps what Swope actually meant was "complacency," but he went on to explain that this mediocrity stems from failure to hold officers responsible and accountable as well as from a lack of commitment, laziness, excessive tolerance and the use of kid gloves. He asserted that the lack of integrity among our officers is the result of our sergeants, lieutenants and captains—who have the daily, ongoing responsibility to maintain the appropriate workplace standards—not doing their job.[vii]

In *A Leader's Legacy*" (2006), James Kouzes and Barry Posner reported that when employees were asked what contributed most to ethical behavior in their organization, the most frequent employee response was "*the behavior of my boss*." When asked what contributed most to *unethical* behavior in their organization, the most frequent response was, again, "*the behavior of my boss*."[viii]

Law enforcement agencies should hold their supervisors and managers accountable for instilling the vision, mission and guiding principles in the workplace and clarifying how they relate to employees' behavior and performance. Supervisors and managers should also be held accountable for taking appropriate action when necessary to correct deficiencies and/or report misconduct that violates the agency's guiding principles.

- **Does your organization depend on close supervision and control to get the job done, or does it empower its employees by relying on the organization's vision, mission, guiding principles and employee character, expecting employees to do what is right because it is the right thing to do?**

While an ethical, character driven organization relies more on empowering its employees than on micro-management, it is recognized that in law enforcement, particularly operationally, there are numerous opportunities for the command and control style of leadership. Empowerment does not mean that the chain of command should not be followed. What empowerment suggests is that when an officer is exercising police discretion, his/her framework for making everyday decisions as to what is the right thing to do should be the agency's vision, mission and guiding principles.

Through this framework, officers can ask themselves: "Is the decision I must make helping me achieve my agency's vision—the direction I think this agency should go? Does it fulfill my agency's mission—making a positive difference in the quality of life in my community? Does it uphold my agency's guiding principles of integrity, respect and fairness?" If the answer is yes to these questions, the officer can move forward with decisions or actions with confidence.

- **Does your organization's performance appraisal include questions that pertain to demonstrated attitudes and behaviors that support the department's vision, mission and guiding principles?**

For ethical, character driven leadership to be effective in shaping and molding the organization's culture, the vision, mission and guiding principles should be incorporated into the evaluation process. Increasingly, law enforcement agencies are evaluating their employees on the agency's guiding principles; e.g., integrity, respect, fairness, professionalism, etc.

A 360 degree employee feedback process works well, not only for evaluation, but for alignment. For example, as the supervisor (and his/her boss), employees, and peers complete the instrument as to how the supervisor is behaving and performing in upholding the guiding principles, fulfilling the mission and helping to achieve the vision, the meaning and importance of these tools are constantly being reinforced at each organizational level.

A performance evaluation related to guiding principles may include the following:

- Demonstrates honesty and ethical behavior in all transactions.

- Believes in the basic guiding principles of the department.

- Avoids both the perception and the reality of ethical violations.

- Has the courage to stand up for what he/she believes in (even at a personal cost).

- Does what he/she believes is right as opposed to what is "politically correct."

- Treats people with respect and dignity regardless of their positions in the department.

- Works to ensure that law violators are treated with dignity.

- Works to ensure that the police department avoids excessive use of force.

(Appendix Three, "Police Department Values & Leadership Survey," is an actual sample performance evaluation based on guiding principles.)

- **Does your organization's promotion process, including the Field Training Officer (FTO) program, focus on the candidate's character and whether he/she knows and practices the agency's vision, mission and guiding principles?**

Law enforcement agencies should use the vision, mission and guiding principles in promotional hearings to determine not only if the candidates know these critical tools, but also if the candidates know the agency's expectations with regard to them if the promotion is received. (If you want to be promoted, you should know and believe in the guiding principles and be a role model—exemplifying them in all you say and do!)

Ethical, character driven organizations promote people whose character represents the guiding principles, who know these principles and the department's expectations in regard to them, and who will practice them in performing their managerial duties.

- **Does your agency consistently take strong disciplinary sanctions against employees who violate the mission and guiding principles regardless of position and rank?**

People basically do what they are rewarded for, avoid what they are disciplined for and ignore those things they are neither rewarded nor disciplined for. Law enforcement agencies should be willing to take strong disciplinary actions against those who have violated the guiding principles, or these principles will have little or no meaning to employees.

Tie Discipline Back Into the Guiding Principles. Law enforcement executives will find their disciplinary actions more readily upheld in arbitration and civil service proceedings if they will tie the discipline back into the guiding principles. Those agencies that have done so are raising the standards and giving the arbitrator something solid to base decisions on; i.e., "what the employee has done in this matter has not only violated department rules and regulations but has violated one of the department's guiding principles that goes to the essence of public trust."

In agencies that have not referred to the guiding principles in disciplinary actions, officers who have been terminated are often reinstated, and others have their discipline reduced by arbitrators or civil service boards, citing that the penalty is too severe for the offense.

Taking strong disciplinary action against employees who violated the agency's guiding principles is essential to maintaining the public trust. Every organization will have employees who make mistakes and, at times, even violate what the agency stands for and believes in—its guiding principles. Bad apples can be found in every organization, but what must be guaranteed is that the employees' actions do not represent the barrel—the culture of the organization. Appropriate disciplinary action taken against employees who have violated the guiding principles sends a strong message, both internally and externally, that such behavior cannot be tolerated if we expect to have the public trust.

- **Has your agency created an environment that sustains and reinforces good behavior by rewarding employees who consistently demonstrate the organization's vision, mission and guiding principles?**

Ethical, character driven leadership should be a positive driving force. Law enforcement executives should balance the disciplinary action with appropriate recognition and appreciation to those employees who exemplify the guiding principles.

An excellent example of how a department can align recognition with the organization's guiding principles is the Sedgwick County, Kansas Sheriff's Office annual Michael S. Reele Award.

Michael Reele, a deputy with Sedgwick County, died of leukemia, May 14, 2002. Because of Deputy Reele's ever-positive attitude and dedication to community service, an annual award is given in his name. The award is presented to the Sheriff's office employee who has consistently and most notably displayed the core values of integrity, duty, ethics, attitude, leadership and service, while fulfilling the mission of the sheriff's office during the preceding year. Michael Reele's parents travel from New York State each year to present the award to the deserving employee.

Sheriff Gary Steed said that it was his deputies' idea to create the award in memory of their colleague and have it given to someone who exemplifies the sheriff's office core values. The importance of the award is that it is not only given for dedicated service, but also for the ongoing legacy of professional conduct and of "walking the talk" that is expected of Sedgwick County Sheriff's Office employees (see Appendix Four for more information about this award).[ix]

- **Does your agency use the organization's vision, mission and guiding principles when formulating policy and making decisions?**

This is perhaps the truest test to determine if your vision, mission and guiding principles are being used as leadership tools or are simply cited in a poster on the wall. The vision, mission and guiding principles should provide the foundation on which the organization develops policy, makes decisions, implements programs, and ultimately clears a path that it will follow as it delivers its services to the community. These tools should be used consistently to challenge law enforcement leaders as to whether they are doing the right thing when formulating policy and making important decisions.

The San Jose, California Police Department and the Pierce County, Washington Sheriff's Office are among numerous law enforcement agencies reporting that, at staff meetings, members question how decisions measure up to their mission and guiding principles and whether they are doing the right thing. In 2004, the Honolulu Police Department used its mission and guiding principles to design the department's strategic plan.

How Did Your Department Score?

These questions should serve as a template to determine if your organization is in alignment, which means your employees receive a consistent set of signals to reinforce ethical, character driven leadership that supports the vision, mission, and guiding principles. While there is no passing score, it is reasonable to conclude that if you cannot answer most of the questions positively, there might be a problem lurking. Alignment is what makes ethical, character driven leadership work to mold the culture of your organization and ensure the public trust.

LEARNING LESSONS

1. The vision, mission and guiding principles should be institutionalized into the very fabric of the law enforcement agency.

2. The vision, mission and guiding principles should be communicated constantly throughout the agency and community.

3. The vision, mission and guiding principles should be used in everyday decision making and should be aligned with all aspects of the law enforcement agency's personnel functions, daily practices and activities; e.g., recruitment, selection, training, supervision, evaluation, promotion, discipline, awards and recognition, planning and decision making.

End Notes

[i] Hill, N. (2004). *Law of success: The 21ˢᵗ-century edition.*: Edited by Hartley, A. & Hartley, B. Los Angeles, CA.: Highland Roads Media, Inc.

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[vi] Collins, J. (2001). *Good to Great*. New York, N.Y.: HarperCollins.

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Chapter Seven

Conclusion

CONCLUSION

Ethical, character driven leadership is based on the premise that law enforcement leadership is everyone's business and essentially involves making a positive difference in the lives of people in our communities. Simply defined, ethical, character driven leadership is a commitment (of all employees, sworn and non-sworn, top to bottom) to do the right thing, the right way for the right reasons.

The right reasons are the vision, mission and guiding principles that permeate the total law enforcement organization. We believe that ethical, character driven leadership is an effective framework or tool for law enforcement agencies to mold a positive organizational culture, ensure the public trust, and maximize effectiveness in achieving their mission to meet the present and future challenges.

In *Built to Last* (1994), Collins and Porras identified "visionary companies," the premier institutions in their industries—the crown jewels—widely admired by their peers and having a long track record of making a significant impact on the world around them.[i]

Although differences between the private and public sectors are distinct, we believe the principles that have ensured long-term success in the private sector can be applied successfully to law enforcement. The essence of what it takes to build an enduring, great institution—business or law enforcement—does not vary. Both entities require a timeless set of core beliefs and an enduring purpose that focus on continuous self-improvement; and both entities benefit from a cult-like culture and alignment of their core ideology with all their daily practices.

We have attempted to illustrate how the factors leading to long-term success in the private sector can and to some extent *are* being used in law enforcement through the framework of ethical, character driven leadership.

In working with law enforcement agencies and in preparing this report, we found that some agencies lack understanding and knowledge about how the vision, mission and guiding principles can be used as leadership tools. Other agencies highlight their vision, mission, and guiding principles, but fail to practice them consistently or align them with their daily activities. We believe that these are areas where police chiefs and sheriffs can be assisted to improve their agency's effectiveness, encourage ethical behavior and solidify the public trust.

In fulfilling its mission, law enforcement is exercising a most important role in society: to improve the quality of life in the community by enforcing the law, maintaining order, reducing fear of crime, creating a safe environment, and serving and protecting our citizens in a fair and

objective manner while upholding their Constitutional rights. This is an enduring purpose—a worthy goal that must be reached consistently and in the right way.

Our recommendations are for the law enforcement leader who wants to have:

- His/her agency known as one of the premier organizations in the country—one of the crown jewels of law enforcement;
- The assurance that employees are behaving and performing consistently in an ethical, character driven manner; and
- The ability to improve the department's image so the department will be admired by the public for what it stands for and believes in.

To these leaders we say, take the lessons learned for long-term success in the private sector and apply them to law enforcement! Practice ethical, character driven leadership: set the example for your employees, develop and use the organization's vision, mission and guiding principles to establish the right culture, and align these leadership tools with all daily practices and activities to meet the present and future challenges facing law enforcement.

End Note

[i] Collins, J. & Porras, J. (1994). *Built to last: Successful habits of visionary companies.* New York, N.Y.: Harper Business.

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Appendix One

Virginia Beach Police Department Vision, Mission & Core Values

Virginia Beach Police Department Vision

The Virginia Beach Police Department will be the premier law enforcement agency setting the standard for excellence. Committed to those we serve, we adapt to change, while focusing on value-based principles, lifelong learning, and professional growth.

Virginia Beach Police Department Mission

The Virginia Beach Police Department is committed to providing a safe community and improving the quality of life for all people. We accomplish this by delivering quality police services and enforcing laws with equity and impartiality. In partnership with the community, we reduce crime through public awareness. In meeting this objective, we demand of ourselves the highest professional standards and dedication to our core values.

Virginia Beach Police Department Core Values

Professionalism…in our actions, conduct, and job performance. Constantly striving for ever-rising standards.

Respect…for all citizens, each other, and for differing points of view, regardless of age, race, gender, appearance, individual beliefs, or lifestyles.

Integrity…truthful and honest, deserving of trust. Ethical. Being guided by the concept of fundamental fairness in everything we do. Doing what is right.

Dedication…to the organization, each other, our families, and the citizens we serve. Unquestionable work ethic.

Excellence…in everything we do. Seeking to improve and excel, always.

Appendix Two

Honolulu Police Department Mission Statement

Honolulu Police Department Mission Statement

We, the men and women of the Honolulu Police Department, are dedicated to providing excellent service through partnerships that build trust, reduce crime, create a safe environment, and enhance the quality of life in our community.

We are committed to these principles:

INTEGRITY

We have integrity. We adhere to the highest moral and ethical standards. We are honest and sincere in dealing with each other and the community. We have the courage to uphold these principles and are proud that they guide us in all we do.

RESPECT

We show respect. We recognize the value of our unique cultural diversity and treat all people with kindness, tolerance, and dignity. We cherish and protect the rights, liberties, and freedoms of all as granted by the constitutions and laws of the United States and the State of Hawaii.

FAIRNESS

We act with fairness. Objective, impartial decisions and policies are the foundation of our interactions. We are consistent in our treatment of all persons. Our actions are tempered with reason and equity.

…in the spirit of Aloha.

Appendix Three

Police Department Values & Leadership Survey

Police Department Values & Leadership Survey

Instructions: As you complete this questionnaire please note that each item is preceded by the question, "How satisfied are you with the way this individual…" Your response choices are as follows: HD – Highly Dissatisfied; D – Dissatisfied; N – Neither Satisfied nor Dissatisfied; S – Satisfied; or NI – No Information. Please indicate your response by circling your choice at the right of each item.

Values

INTEGRITY

1. Shows a high degree of personal integrity in dealing with others.	HD	D	N	D	HS	NI
2. Demonstrates honesty and ethical behavior in all transactions.	HD	D	N	D	HS	NI
3. Ensures honest reporting concerning department results/measures.	HD	D	N	D	HS	NI
4. Leads by example (walks the talk).	HD	D	N	D	HS	NI
5. Communicates in an open, authentic manner.	HD	D	N	D	HS	NI
6. Avoids acting like a "big shot" or a "phony."	HD	D	N	D	HS	NI
7. Demonstrates a positive work ethic in day-to-day behavior.	HD	D	N	D	HS	NI
8. Believes in the basic values of the department.	HD	D	N	D	HS	NI
9. Avoids both the perception and the reality of ethical violations.	HD	D	N	D	HS	NI
10. Ensures honest, ethical behavior throughout the organization.	HD	D	N	D	HS	NI
11. Does what he/she believes is right as opposed to what is "politically correct."	HD	D	N	D	HS	NI
12. Has the courage to stand up for what he/she believes in (even at a personal cost).	HD	D	N	D	HS	NI
13. Confronts and deals with integrity issues.	HD	D	N	D	HS	NI
14. Is willing to admit to his/her mistakes.	HD	D	N	D	HS	NI

PRIDE

15. Inspires pride in the police department.	HD	D	N	D	HS	NI
16. Is proud to be a law enforcement officer.	HD	D	N	D	HS	NI
17. Makes others proud to be law enforcement officers.	HD	D	N	D	HS	NI
18. Strives to achieve the highest levels of quality in what he/she does.	HD	D	N	D	HS	NI
19. Inspires others to achieve the highest levels of quality in what they do.	HD	D	N	D	HS	NI
20. Makes no destructive comments about people at work.	HD	D	N	D	HS	NI
21. Discourages destructive comments about the department	HD	D	N	D	HS	NI
22. Does not "pass the buck" or blame higher-level management.	HD	D	N	D	HS	NI
23. Demonstrates a personal concern for the betterment of the community.	HD	D	N	D	HS	NI
24. Insists upon high standards of performance.	HD	D	N	D	HS	NI
25. Encourages individuals to work together as a team.	HD	D	N	D	HS	NI
26. Helps make people on the team feel like "winners."	HD	D	N	D	HS	NI
27. Helps remove barriers to improve teamwork.	HD	D	N	D	HS	NI
28. Is willing to make a personal sacrifice to help the larger team.	HD	D	N	D	HS	NI
29. Helps team members constructively confront and deal with differences.	HD	D	N	D	HS	NI

SERVICE

30. Demonstrates personal dedication to improving the quality of life for the people of the community.	HD	D	N	D	HS	NI
31. Inspires others to make community service a top priority.	HD	D	N	D	HS	NI

32. Allows no destructive comments about our customers.

HD	D	N	D	HS	NI

33. Wants to proactively protect community residents from crime.

HD	D	N	D	HS	NI

34. Seeks and actively listens to input from community residents on how the department can better serve them.

HD	D	N	D	HS	NI

35. Serves all community residents with equal dedication regardless of race, sex, age, or background.

HD	D	N	D	HS	NI

36. Ensures that requests from the community are handled in a timely manner.

HD	D	N	D	HS	NI

37. Acts to solve customers' problems in a timely manner.

HD	D	N	D	HS	NI

38. Recognizes and rewards people for outstanding community service.

HD	D	N	D	HS	NI

39. Looks for opportunities to create partnerships with the community, the city government, and other public and private agencies.

HD	D	N	D	HS	NI

FAIRNESS

40. Avoids "playing favorites."

HD	D	N	D	HS	NI

41. Is more committed to giving credit to others than taking credit for himself/herself.

HD	D	N	D	HS	NI

42. Treats people with respect and dignity regardless of their positions in the department.

HD	D	N	D	HS	NI

43. Gives people the freedom they need to do the job.

HD	D	N	D	HS	NI

44. Is open to hearing different opinions.

HD	D	N	D	HS	NI

45. Treats others as he/she would wish to be treated.

HD	D	N	D	HS	NI

46. Personally values individual and cultural diversity (avoids discrimination based on race, sex, age, or background).

HD	D	N	D	HS	NI

47. Gives people the support and encouragement they need.

HD	D	N	D	HS	NI

48. Gives consistently fair performance feedback.

HD	D	N	D	HS	NI

49. Works to ensure that law violators are treated with dignity.

HD	D	N	D	HS	NI

50. Communicates empathy for crime victims.

HD	D	N	D	HS	NI

51. Works to ensure the police department avoids excessive use of force.

HD	D	N	D	HS	NI

Leadership Practices

SUPPORTS THE DEPARTMENT

52. Concentrates on achieving what is most important for the department.

HD	D	N	D	HS	NI

53. Communicates and supports the department's mission.

HD	D	N	D	HS	NI

54. Makes an effort to learn and understand what is happening in the department.

HD	D	N	D	HS	NI

55. Is willing to challenge higher management when appropriate.

HD	D	N	D	HS	NI

56. Strives to develop an atmosphere of trust and cooperation.

HD	D	N	D	HS	NI

57. Encourages "bottom up" communication.

HD	D	N	D	HS	NI

58. Ensures department policies are consistent with values.

HD	D	N	D	HS	NI

EFFECTIVE COMMUNICATION

59. Ensures that objectives are clearly understood.

HD	D	N	D	HS	NI

60. Gives effective orientation to people on new assignments.

HD	D	N	D	HS	NI

61. Communicates a clear vision of his/her group's direction.

HD	D	N	D	HS	NI

62. Encourages and accepts constructive feedback.

HD	D	N	D	HS	NI

63. Actively responds to others' ideas and suggestions.

HD	D	N	D	HS	NI

64. Communicates effectively when speaking.

HD	D	N	D	HS	NI

65. Communicates effectively when writing.

HD	D	N	D	HS	NI

DEVELOPING PEOPLE

66. Is available to provide help when needed.
67. Builds people's ability and understanding.
68. Provides development and performance feedback.
69. Deals effectively with performance problems.
70. Provides positive recognition for improved performance.
71. Provides training and coaching where needed.
72. Provides encouragement and support when needed.
73. Builds people's confidence.
74. Encourages participation to improve the quality of decisions.
75. Takes risks in letting others make decisions.
76. Trusts people enough to let go.
77. Exhibits genuine interest in employees' succeeding.

HD	D	N	D	HS	NI
HD	D	N	D	HS	NI
HD	D	N	D	HS	NI
HD	D	N	D	HS	NI
HD	D	N	D	HS	NI
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HD	D	N	D	HS	NI

Appendix Four

Sedgwick County, Kansas Sheriff's Office Michael S. Reele Award & Media Release

Sedgwick County, Kansas Sheriff's Office Michael S. Reele Award

A Sedgwick county sworn, detention deputy, or civilian employee of the Sedgwick County Sheriff's Department, who shall by his/her acts further the cause of law enforcement in Sedgwick County by **consistently** displaying the Core Values (IDEALS) and the mission of the Sedgwick County Sheriff's Department. Additionally, such person utilizing his or her ability to bring out the best in the other members of the department through teamwork, setting the standard and displaying a positive attitude, all without thought of personal gain or advantage shall be eligible to receive and wear the Michael S. Reele Award Medal. Persons wishing to nominate a particular employee shall direct a deputy's report to the awards committee no later than December 31st. The report will detail exactly why the nominee is deserving of such an honor. This award will be presented in January of each year.

Core Values

Integrity – To demonstrate integrity in all I do.
Duty – To uphold my sworn duty and responsibility.
Ethics – To be ethical in my decisions and conduct.
Attitude – To be positive in my words and actions.
Leadership – To lead by example and motivate those around me.
Service – To serve the community with respect and compassion.

Mission

I shall protect and preserve the general safety and welfare of all individuals in Sedgwick County through effective public service. I will maintain the highest level of integrity, fairness and compassion at all times.

Sedgwick County, Kansas Sheriff's Office Michael S. Reele Award Media Release

MEDIA RELEASE: **FOR IMMEDIATE RELEASE**

DATE: JANUARY 7, 2008

AGENCY: SEDGWICK COUNTY SHERIFF'S OFFICE

LOCATION: WICHITA/SEDGWICK COUNTY, KANSAS

TELEPHONE: (316) 383-7264

CONTACT: **SHERIFF GARY E. STEED**

THE SEDGWIC COUNTY SHERIFF'S OFFICE IN CONJUCNTION WITH THE SHERIFF'S OFFICE DIVERSITY ACTION COUNCIL IS PLEASED TO ANNOUNCE THE SIXTH ANNUAL MICHAEL S. REELE AWARD CEREMONY.

THE MICHAEL S. REELE AWARD IS GIVEN IN RECOGNITION TO THE SHERIFF'S OFFICE EMPLOYEE WHO HAS CONSISTENTLY AND MOST NOTABLY DISPLAYED THE CORE VALUES OF INTEGRITY, DUTY, ETHICS, ATTITUDE, LEADERSHIP AND SERVICE WHILE FULFILLING THE MISSION OF THE SHERIFF'S OFFICE DURING THE PRECEDING YEAR.

DURING THE EVENT, THE 2007 CITIZEN VOLUNTEER OF THE YEAR, 2007 SHERIFF'S RESERVE DEPUTY OF THE YEAR AND THE SHERIFF'S 2007 CADET OF THE YEAR ARE ALSO ANNOUNCED. THE RECEPTION WILL ALSO RECOGNIZE AND HONOR THOSE WHO EARNED ALL OTHER AWARDS IN THE YEAR 2007.

DEPUTY MIKE REELE LOST HIS BATTLE WITH LEUKEMIA ON MAY 14, 2002. HIS EVER POSITIVE ATTITUDE AND DEDICATION TO SERVICE TO THE COMMUNITY PROMPTED THIS ANNUAL HONOR. MEMBERS OF MIKE'S FAMILY WILL TRAVEL FROM NEW YORK STATE TO PRESENT THE AWARD TO THE 2007 RECEPIENT.

MEMBERS OF THE MEDIA ARE INVITED TO ATTEND THE CEREMONY, HELD AS FOLLOWS:

DATE: JANUARY 9, 2008

TIME: 2:30 TO 4:00 P.M.

LOCATION: 525 N. MAIN, SEDGWICK COUNTY COURTHOUSE, 1st FLOOR, JURY ROOM