

THE MEANING, VALUE, AND EXPERIENCE OF STRATEGIC LEADERSHIP FOR LAW  
ENFORCEMENT EXECUTIVES IN TODAY'S WORLD

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The Meaning, Value, and Experience of Strategic Leadership for Law Enforcement Executives  
in Today's World

by

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(ABSTRACT)

As an FBI Agent leading the FBI National Executive Institute (NEI) I met a number of law enforcement leaders who, after becoming the chief their police department, related that they thought they knew what the chiefs' job was until the first day they took that position. Contemporaneously, I learned from one of my NEI students, who had also attended the Army War College (AWC), that the AWC strategic leadership courses educated Colonels before they became Generals. These seminal events gave me the idea to provide the NEI with studies on strategic leadership in law enforcement. The outcome of a preliminary literature search evidenced a paucity of research for strategic leadership involving law enforcement executives and suggested the need for a study. The chiefs of police in the Major Cities Chief (MCC) Association were an appropriate population for such research since a wealth of wisdom resided in them. This study was aimed at determining what their experience taught them about two global questions that guided the inquiry: (a) What is the meaning and value of strategic leadership for law enforcement officials in today's world, and (b) What is the developmental process involved in transitioning from tactical to strategic leader. A mailed instrument was used to gather data, including asking who the participants considered the best strategic leaders in the MCC. Ten chiefs were thereby peer-selected for face-to-face interviews that augmented, gave more richness, and more depth to the data. Findings suggest that while strategic leadership is still in process and escapes a finite definition, it includes a big picture, systems/contingency view of dealing with issues rather than incidents, continuous lifelong learning for themselves through assignments, reflection, and education, but also involves developing their followers through mentoring and delegation. This study found that the MCC perceive themselves as strategic leaders. Their transitional process of becoming a strategic leader included mentors, conflict, courage to stick with right decisions, integrity, and political perspective. Further statistical

analysis and study is recommended comparing these data with other leadership studies to give a more distinct definition of and a model for strategic leadership both in law enforcement and the general population.

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## PREFACE

When I was a new agent in my first office, I wanted to be successful and to have people think I was a good FBI agent. In order to do that, I observed agents on each of the five squads in the Jacksonville Field Office. It was soon apparent who the “stars” were. Thereafter, whenever possible, I would “partner up with” a star in order to examine what the agent did to succeed on a daily basis. As I was promoted, even while going to graduate school to learn about leadership from the literature, when on the job, to learn leadership, I did the same thing. I wanted to study what “successful” supervisors did because I wanted my leaders, peers, and followers to say that I was a good leader. In order to be a continuous learner, as I worked with the Major Cities Chiefs (MCC), I scrutinized what they did too. I was told by many of the new MCC chiefs that they also used successful chiefs as their role models. Recognizing a trend, I thought if what the successful chiefs did was captured on paper, in their “own words,” it would benefit aspiring chiefs of police. It could shorten new chiefs’ time in gaining more insight into the above learning for law enforcement and also would be worthwhile for the general population of leaders. All of us have been told at one time or another, in order to understand, in order to become a leader, “you need to see the big picture.” Well, how can we help leaders see the big picture?

I have been a student of leadership most of my life, gaining experience through nearly 40 years of employment in the military, private industry, and in law enforcement. During 24 years as a Federal Bureau of Investigation (FBI) Agent, among other assignments, I was an instructor at the FBI Academy, the Administrator for the FBI’s National Executive Institute (NEI), and the training advisor for the Major Cities Chiefs (MCC) and the Major County Sheriffs (MCS). I have continued working with all of these groups as an NEI Associates Executive Board Member, on the MCC/MCS Human Resources Committee, and as executive staff for planning, facilitating, and presenting to the MCC and NEI programs. In those capacities I have met and/or taught approximately 400 chiefs of police of the largest police organizations in the free world. Many of these chiefs have expressed to me that they thought they knew and understood the job of chief of police in their agencies until the first day they sat in the chief’s chair. I have been told time and time again by the chief officers that their tactical leadership experiences were not enough to sustain them when they became the chief.

Through my responsibilities and relationships with these chiefs, I discerned the above mentioned need for a study on strategic leadership. While the military branches and private

industry have done some work in strategic leadership, I have not been able to find any related study of strategic leadership in law enforcement. Specifically, I have not found a study based on law enforcement chiefs' experiences, and how they learned to move from tactical leadership to strategic leadership. While my relationship to the chiefs could be construed as a prejudicial liability for the study, if used properly it should be a beneficial asset. Care and oversight by my committee were key elements and the prejudice was minimized while the advantages were maximized.

Through the MCC, the MCS, the NEI, and the FBI National Academy (FBINA) there is potential exposure to and impact on over 18,000 State, local, Federal, and international law enforcement agencies comprising approximately 1 million law enforcement officers (Hickman & Reaves, 2003) in both the United States, and 123 other countries whose officers attend the FBINA. Some of those organizations have already shown an interest in, and all could have access to, a law enforcement strategic leadership study. I believe this is a timely study because of the chiefs' comments, the paucity of research from a law enforcement perspective, and the potentially widespread exposure to this work.

## CHAPTER 1

### INTRODUCTION

#### Pathways to Strategic Leadership

The successes of the military over the last few decades have been linked directly with their emphasis on educating the “Colonels” in strategic leadership before they become tomorrow’s “Generals.” This claim was made to me in public and private conversations by U. S. Marshal William R. Whittington (2001-2003), Colonel, U. S. Marine Corps Reserve retired, and retired Director of Public Safety and Louisiana State Police, based on his experience as a graduate of the U.S. Army War College. The claim is substantiated by David H. Huntoon, Jr, Commandant of the U.S. Army War college in his greetings in the curriculum catalogue to students in the strategic leadership courses when he wrote: “This broad educational experience helps create a well rounded, fully developed professional capable of serving in senior leadership positions of great and diverse responsibility” (USAWC, 2007). However, according to current and former chiefs of police, like Harold Hurtt, Houston Chief of Police (personal communication, June 8, 2001), from his experience as chief in two major cities, an emphasis on strategic leading, systems/contingency approach, and problem solving is not yet prevailing in law enforcement executive education. Law enforcement chiefs who are members or former members of the Major Cities Chiefs (MCC), such as retired Chief Edward Lohn (personal communication, June 8, 2003), Cleveland, Ohio, and other law enforcement chief executives, like Jeffery Miller (personal communication, September, 2004), Superintendent of the Pennsylvania State Police, have said that there is a need to teach aspiring chiefs about strategic leadership and how to move from tactical leadership to strategic leadership.

Strategic leadership is a term that has gained popularity in current literature and is often used when talking about what successful leaders are or what they need. A range of theories and explanations describes how strategic leadership is developed, or for that matter, defined. An elaboration of these theories and perspectives will be addressed briefly below and in more depth in Chapter 2. To give a broad, rich, and full perspective of strategic leadership, and to add to the literature on law enforcement strategic leadership, these explanations are drawn from different arenas including academic, government, business, religion, military, and law enforcement. This study on strategic leadership in law enforcement is premised on the value of strategic leadership

in today's world. The literature addresses the value of strategic leadership in society at large and in other venues, such as military, government, and business. Data are missing, however, for law enforcement, and that is the gap that this study helps to fill.

On one level, Vecchio (1995) asserts that "Leadership is the process through which leaders influence the attitudes, behaviors, and values of others" (as cited by Amin, 1998). On a higher level, Byrd (1987) says "Strategic leadership is the leader's ability to anticipate, envision, maintain flexibility, and empower others to create strategic change as necessary" (as cited by Amin, 1998, n.p.). Strategic leadership, then, includes multitasking, delegation, and development of subordinate managers, and from Huey (1994) "[it] is multifunctional, involves managing through others, and helps organizations cope with change that seems to be increasing exponentially in today's globalized environment" (as cited in Amin, 1998, n.p.). Based on data obtained from the chiefs of police who are members of the Major Cities Chiefs (MCC) Association, this study compared their responses on a research survey instrument, combined with data from peer-selected interviews, and a review of literature for either consensus or differences on perspectives, regarding aspects of strategic leadership. The results of this study afford answers to these questions: "What has experience taught these leaders about the meaning and value of strategic leadership in today's world, to the chief, to the law enforcement agency, to the community, and to the MCC, and what are the lessons learned in moving from tactical to strategic leadership?"

### *Major Cities Chiefs*

The MCC is a professional organization of police executives representing the largest cities in the United States and Canada. The MCC provides a unique forum for urban police, sheriffs and other law enforcement chief executives to discuss common problems, to share information and problem-solving strategies, and to articulate the public safety needs of large cities in the formulation of criminal justice policy. (MCC information handout provided by E. L. Willoughby, 1999 updated 2004)

While this study uses the MCC, comprised of large agencies with large strategic plans, it is important to note that strategic leadership applies to smaller jurisdictions as well, albeit with smaller strategic plans. Problems are similar with any size law enforcement agency, even if the scope is different. Through the MCC, the Major County Sheriffs (MCS), the FBI National

Executive Institute (NEI), and the FBI National Academy (FBINA) there is potential exposure and impact on over 18,000 State, local, Federal, and international law enforcement agencies comprising approximately 1 million law enforcement officers (Hickman & Reaves, 2003) in both the United States, and 123 other countries whose officers attend the FBINA, that could have access to and an interest in a law enforcement strategic leadership study.

### Purpose

The purpose of this study was to explore the meaning and value of strategic leadership for chiefs of police in contemporary times. The work also addresses their perspectives regarding how, why, or if leaders need to move from tactical leadership to strategic leadership and what it takes to make that move. Strategic and tactical leadership literature was examined and compared with strategic leadership components identified by the chiefs of police to ascertain similarities or differences between the literature and the Major Cities Chiefs population. The members of the MCC were asked to reflect upon how they, as law enforcement leaders, moved from tactical to strategic leadership. They also were asked, from their experience, about obstacles and pitfalls they overcame, or barriers that did not allow transition. With additional research, the beginnings of a strategic leadership model for law enforcement may be formed from the data in this work and could have implications for further study by others or by me in the future. However, while an attractive research project, model building was not an aim of this study.

A study based on the experience of leaders in law enforcement regarding the meaning and value of strategic leadership, including obstacles and barriers of transition, for law enforcement executives in today's world, has not yet been fully developed and conducted. Therefore, the greater purpose is to augment the strategic leadership literature, especially in the law enforcement arena. An explanation of the meaning of strategic leadership, and clarification of the phrase "today's world," however, are needed for context.

### *Definition of Strategic Leadership*

One of the intended purposes was the derivation of a consensual definition of strategic leadership for leaders in law enforcement from the results of this study. Definitions of strategic leadership, systems thinking, and systems/contingency approach are offered and are more fully explained in Chapter 2. However, the development of the distinction between tactical versus strategic leadership is presented as a beginning foundational explanation, from the military

perspective and the dictionary. The military services have used tactical and strategic terms for a long time and the military's presumption is that strategic leadership is fundamentally different from tactical leadership. Webster's Encyclopedic Unabridged Dictionary defines strategy as "...generalship; the science or art of combining and employing the means of war in planning and directing large military movements and operations... a plan, method, or series of maneuvers or stratagems for obtaining a specific goal or result" (1989, p. 1404). Webster's defines tactical as "characterized by skillful tactics or adroit maneuvering or procedure... of or pertaining to a maneuver or plan of action designed as an expedient toward gaining a desired end or temporary advantage" (1989, p. 1447). From this rationale, tactical leaders are problem solvers who look at a problem, determine an expeditious method for resolution, bring together the resources needed (personnel, equipment, budget, etc.), and then solve the problem. Strategic leaders take a longer term and a higher level view in leading, what some call a systems or contingency (Roberg & Kuykendall, 1990) view. It is important to assert here, that this is not a study on system dynamics, systems thinking, systems approach, causal loops, or operational research. It is not meant to oversimplify the concept, which might cause systems expert Jay W. Forrester at the Massachusetts Institute of Technology to write that "Systems thinking is in danger of becoming one more of those management fads that come and go. The term is being adopted by consultants in the organization and motivation fields who have no background in rigorous systems discipline" (1994, p. 11). However, leaders need to think about their organization, issues, constituencies, environment, etc., as systems that operate as interrelating parts. Further, from a contingency point of view, there is no one best way to lead and, therefore, effective strategic leadership is situational. Again, definitions of systems and related terms and concepts are found in Chapter 2. With that caution, a systems/contingency perspective looks at how decisions and problem resolutions affect all stakeholders, including the internal and external environment of the organization. As will be addressed in Chapter 2, the systems/contingency approach informs strategic leadership and is one of its critical components. The overarching differences, then, between tactical and strategic are conceptual, operational, and attitudinal, including the perspectives addressed and the different considerations applied to leading. To expand, and to state it another way, while tactical leadership may have a short-term and limited focus, strategic leaders contemplate the scope, breadth, and depth of personal, agency, and community issues that are integral to this longer term, systems/contingency view of how to lead organizations.



### *Definition of Today's World*

As mentioned, an assumption in this study is that strategic leadership, including a systems/contingency approach, is important today, even more important than it ever was. In order to determine if today's organization and environment are different from their predecessors, the MCC chiefs were asked to rate aspects and issues that today's leaders face, that previous leaders did not encounter. It is an oversimplification, but years ago, the tallest, strongest person, or the person with the better weapons, or more information, or even the most money, became the leader. The literature argues that in today's world, a systems/contingency approach is needed, in order to be strategic leaders. Therefore, this study asked the MCC to identify those components or aspects in the system that need a strategic look.

While not covered in this study, but in order to have context and understanding, and as a baseline for new and veteran chiefs, some foundational questions for strategic leadership and a systems/contingency approach in today's world are: "What do chiefs want to do, what is their vision, what are their goals, relating to themselves, their agencies, their communities, etc.? Why do they want to do this? How will they achieve it?" And derivative questions: "What is the cost involved (if they do or they do not)? What is the impact? Is it effective? Is it efficient?" These questions would form the bases for further studies. For this research, in light of the preceding questions, chiefs need to ask: "What is the milieu in which strategic leaders find themselves?" As a contemplation of the milieu or the definition of today's world, one must consider the overwhelming amount of information and data available for leaders each day. Becoming informed has been equated to trying to get a drink of water from a fire hydrant. Strategic leaders, like anyone, have only so much physical, mental, and emotional energy to expend and, therefore, must manage their time and personal resources wisely. While not a focus of this study, for leaders to lead strategically, critical questions need to be asked in gathering data for today's world. Where should the leader seek information for decision-making (who are the experts and authorities)? What sources should be watched, listened to or read (newspapers, internet, television, journals, books, etc.)? What meetings, briefings, seminars, or classes should be attended? What are the strengths, and more important, the weaknesses of the leader, and therefore, who is needed as staff, to support and inform in the leader's areas of weakness? While some of these questions are applicable to other areas, they need to be asked in the realm of being an informed strategic leader through data-gathering in today's world of data overload.

Diversity is another recognized aspect of today's world, and strategic leaders need to lead, manage, and operate in view of and through people with dissimilar and continually changing perspectives. An explanation of today's world includes, at a minimum, the need for organizations to cope with change that seems to be increasing exponentially in today's globalized environment (Huey, 1994). The world has not become smaller, yet means of transportation and communication make it appear as though it has shrunk. With the advent of instant, contemporaneous reporting of events worldwide, economic globalization, increasing mobility, immigration, and terrorism, strategic leaders in law enforcement must consider different and opposing world views while maintaining order and the rule of law in a democratic society. While most of us believe we have a correct or balanced view of life, strategic leaders need to continually challenge their assumptions and beliefs, what Jack Mezirow (1990) and others call "critical reflection" (p. 159). Along with this self-challenge, leaders must seek input from ethnic, racial, political, and gender groups other than that of the leader's group, together with other considerations—what Kegan (1994) (see Chapter 2) would call 5<sup>th</sup> order consciousness. While some would call this a cross between globalization and multiculturalism, this is the reality and the opportunity for those in leadership positions, and it is today's world context in which leaders must articulate their vision and values to their followers and constituencies.

Continuing in the definition of today's world that seems to change moment by moment, strategic leaders need to maintain a balance on retaining viable (and familiar) methods while encouraging followers to pioneer organizational change. The above are at least part of the context for today's world. In *The Adaptive Corporation*, Alvin Toffler tried to alert leaders nearly 20 years ago when he said: "Warned of impending upheaval, most managers still pursue business as usual. Yet business as usual is dangerous in an environment that has become, for all practical purposes, permanently convulsive" (1985, p. 2). Today's world demands that strategic leaders must be nimble and comfortable with constant adjusting in seeking the balance between honoring and using tradition, while fostering productive and motivational organizational change.

Strategic leadership is needed because of the above arguments, but there are other practical realities that demand strategic leadership in law enforcement. A recurring topic of discussion in the Management for Law Enforcement classes at the FBI Academy during the late 1990s was the distinction between how businesses operate and how governmental agencies

operate. In business, it is said you plan what new product or accomplishment you desire, and then decide how much budget it will take to complete your plan. In governmental agencies, such as law enforcement, the executive and legislative branches decide the size of your organization's budget, and then the organization's leadership decides what it can accomplish, based on the budget.

Historically, economies are somewhat cyclical, and research, including the following, has shown that crime increases as the economy decreases. Studies of the effects of poor economic conditions have found that they are associated with trends in both violent (Devine, Sheley, & Smith, 1988; Gartner, 1990; Henry & Short, 1958; Jensen, 2000; Marvell & Moody, 1997; Miethe, Hughes, & McDowall, 1991) and property crimes (Ralston, 1999; Witt, Clarke, & Fielding, 1999). Unfortunately, when law enforcement protection was of greatest need because of bad economic times (most recently in the early 21<sup>st</sup> century), some of the MCCs' departments had to lay off officers because of budget cuts. It is a discouraging situation when budget constraints are the prime factor in what a leader will be able to do. The law enforcement leader faces the daunting challenge of planning in an unpredictable environment. The leader must consider the needs of competing constituencies (both internal and external), costs of antiterrorism measures, possible natural disasters, and recovery or contingency plans for terrorists' acts or national disasters. A leader needs more than mere mortal powers in foresight. Strategic leading is demanded, and even then, there is no assurance that it will be enough.

#### Questions Guiding the Inquiry

Two global research questions or concerns lent direction to the study: (a) The meaning and value of strategic leadership for law enforcement officials in today's world, and (b) the developmental process in transitioning from tactical to strategic leader. In order to address these global issues, the study focused on what experience has taught selected chief executive law enforcement officers about strategic leadership in today's world. Within this context, the study examined and was guided by the following questions: What is the meaning of strategic leadership for the chiefs? Does the chief believe that he/she is a strategic leader? Were there specific times or events that caused them to become more of a strategic leader? What is the definition of and how is their leadership affected by today's world? How important is strategic leadership? How does one transition from tactical to strategic leadership? Should all law enforcement leaders strive toward strategic leadership? What are the influences that helped form

their strategic leadership? The data were collected from chiefs of police from the MCC Association.

### Need and Significance

There are no known studies focusing on law enforcement leaders and their knowledge and experience in strategic leadership. There also is no literature that captures their consensual definition of strategic leading. Further, there are no known studies of what it takes for law enforcement leaders to move from tactical to strategic leading, or if all law enforcement leaders can and should make the transition from tactical to strategic. With a potential of exposure to over 18,000 law enforcement agencies, comprising approximately 1 million law enforcement officers, this study was designed to obtain data from the MCC population, in order to determine their experiential definition of strategic leadership, its value in today's world, how to transition from tactical to strategic leadership, where they gained their strategic leadership knowledge, and, from their perspectives, whether all law enforcement leaders should strive for strategic leadership. This information will add to the body of knowledge, specifically in law enforcement leadership.

There are other perspectives in the body of knowledge that are valuable to building law enforcement learning. Chapter 2, a review of the literature, gives a tactical and strategic leadership context and provides a greater understanding about the other arenas, such as the military and business. Chapter 3 presents a description of participants, the design, data collection, and analysis of data. Chapter 4 reports the findings and Chapter 5 presents conclusions, limitations, recommendations for future research, and insights.

## CHAPTER 2

### LITERATURE REVIEW

*Some must follow, and some command, though all are made of clay.*

Longfellow

That quote is a somewhat realistic perception of life in today's world of business, the political arena, in law enforcement, in the military, and even in religion. Associate Editor Kevin Miller of *Leaders* (Myra, 1981), contends that:

Leadership is a puzzling, paradoxical art. It demands both broad vision and attention to detail. It simultaneously calls for uncanny intuition and hard-headed analysis. It means often standing alone, yet proves itself in its ability to rally people. Leading isn't easy" (p. 7).

However, "[l]eadership is not optional; it is essential. Essential for motivation and direction. Essential for evaluation and accomplishment. [sic] It is the one ingredient essential for the success of any organization" (Swindoll, 1985, p. 7). Maxwell (1998) suggests that "[e]verything rises and falls on leadership...[and] [a]ny endeavor you can undertake that involves other people will live or die depending on leadership" (p. 225).

#### Overview

A search of the literature determined that the subject of strategic leadership has been studied in business and the military, but not very much is available in research of government, religion, or more important for this work, in law enforcement. Additionally, a study on how to move and the necessity for movement from tactical leadership to strategic leadership in law enforcement was not found. Therefore, there is a lack of guidance in law enforcement literature for strategic leadership. As presented in the preface and the preceding chapter, law enforcement leaders who became chiefs of police agreed there is value in strategic leadership for law enforcement. Many of these chiefs also said that prior to assuming the position of chief, they generally did not have adequate previous experience in strategic leadership, and that there was insufficient literature about strategic leadership in law enforcement. Since there is a lack of research for law enforcement, other literature was used to help craft the questions for this study.

With the data from the experiences and perspectives of the MCC chiefs, the body of knowledge on strategic leadership in law enforcement will be expanded.

The literature review of this study examined the past and present learning and, together with this research, is intended to improve strategic leadership of law enforcement in the future. While other literature on strategic leadership for business and military has progressed, law enforcement studies have lagged behind in literature guidance. There is a clear need for more study on strategic leadership in law enforcement.

This literature review is designed to provide a context, looking first at definitions of terms used in this study, followed by a section on strategic leadership. The strategic leadership section will be followed by a breakdown of tactical and strategic leadership aspects from an academic perspective, then military, religious, business, government, and finally law enforcement perspectives. The organization of this material is designed to give a full and rich context to the considerations of strategic leadership, and what experience has taught leaders in the movement from tactical to strategic leadership that can be applied to law enforcement leadership.

### *Definitions of Terms*

#### *Tactical*

Webster's defines tactical as characterized by skillful tactics or adroit maneuvering or procedure...of or pertaining to a maneuver or plan of action designed as an expedient toward gaining a desired end or temporary advantage (1989, p. 1447) .

Tactical Leadership: what we do today. This is the leadership that facilitates an immediate response to a pressing problem. --*Justice Africa*

Tactical Values - Tactical values are the day-to-day ways we conduct ourselves to achieve the end goals (the Strategic Values). They are models, behaviors, and ways of operating. Tactical values define the "means" to get to the desired "ends." There are always more tactical values than strategic values for there are more ways to get somewhere than places to go...[Tactical and Strategic] components exist in organizations whether they are effective or ineffective. Whether they are industry leaders or on the brink of bankruptcy, they have strategic values that chart their course and tactical values that guide their policies and procedures...Tactical Values, the values

that actually guide our decision-making, priorities, and policies in the workplace. --*Decision Point, Inc.*

Tactical Leadership, procedures to initiate actions and deploy on scene personnel when confronted with high-risk incidents such as crimes in progress, barricaded suspects, hostage taking, active shooter or sniper situations. --*International Training Resources*

Tactical Leadership- A leadership style used when the objective is very clear, a plan for achieving the objective has been developed, and the members of the collective effort are being led in the execution of the plan. --*The Dorothy A. Johnson Center for Philanthropy & Nonprofit Leadership*

*Strategic*

Strategy is the gentle art of re-perceiving...Move away from what is known by clearing the mind, clearing the place, and clearing the beliefs.

-- *John Kao, Professor, Stanford Business School.*

Strategy is the art of making use of time and space. I am less chary of the latter than the former; space we can recover, time never.

-- *Napoleon Bonaparte*

Strategy is about stretching limited resources to fit ambitious aspirations.

-- *C.K. Prahalad, Professor, University of Michigan, Business School.*

Strategy is not the consequence of planning, but the opposite: its starting point.

-- *Henry Mintzberg*

What business strategy is all about, in a word, competitive advantage... The sole purpose of strategic planning is to enable a company to gain, as efficiently as possible, a sustainable edge over its competitors. Corporate strategy thus implies an attempt to alter a company's strength relative to that of its competitors in the most efficient way.

-- *Unknown (Why strategy? Retrieved on February 28, 2006, from <http://www.strategicleadershipforum.org/about/whystrat.htm>)*

Strategic thinking must integrate what executives learn from all sources—from their own and other’s experience, from analysis of financial data, and from trends in the larger environment—into a coherent sense of direction for the business. Strategic planning is not strategic thinking. One is analysis and the other is synthesis...strategic thinking assures resiliency and informs coherent decision-making in a rapidly changing environment. (Bennett & Brown, 1995, p. 170)

Strategic leadership is multifunctional, involves managing through others, and helps organizations cope with change that seems to be increasing exponentially in today’s globalized environment (Huey, 1994, as cited in Amin, 1998, n.p., paragraph 1).

It requires the ability to accommodate and integrate both external and internal conditions, and to manage and engage in complex information processing. Firms use the strategic management process successfully through effective strategic leadership (Hitt & Keats, 1992, as cited in Amin, 1998, n.p., paragraph 2).

...strategy is the framework of choices that determine the nature and direction of an organization. (Freedman & Tregoe, 2003, p. 15)

Strategy is concerned with what an organization aims to be, and why. (Freedman & Tregoe, 2003, p. 17)

Tactical is what to think about and how to do it (skills), strategic is what needs to be done and how to think about it (assessment, decisions, priorities, alignment, critical reflection). Tactical is looking at a piece of the puzzle, strategic is looking at all the pieces of the puzzle.

### *Systems*

*Systems thinking:* General systems theory was introduced in the 1940's by Ludwig von Bertalanffy (as cited in Cummings, 1980), but has been vastly expanded since its inception. It developed as a response to rapid technological complexities that confronted engineering and science. It was a radical departure from traditional science which dealt with cause and effect explanations. Systems thinking viewed an organization and its respective environment as a complex whole of interrelating, interdependent parts. It stressed the relationships and the processes that make up the organizational context, rather than the separate entities or the sum of the parts. (Cooper, Undated, paragraph 4)



[Systems thinking] emphasizes the distinction between ‘process thinking’ and seeing only ‘snapshots’...a philosophical alternative to the pervasive ‘reductionism’ in Western culture—the pursuit of simple answers to complex issues. (Senge, 1990, p. 185)

The systemic approach purposely and proactively affects everything in the system. (Kaufman, Oakley-Browne, Watkins, & Leigh, 2003, p. 342)

System Dynamics is comprised of six steps: (a) Describe the system, (b) Convert description to level and rate equations, (c) Simulate the model, (d) Design alternative policies and structures, (e) Educate and debate, and (f) Implement changes in policies and structure. (Forrester, 1994, p. 4)

Systems thinking and soft operations research are part of Step (a) Describe the system (above), the conceptualization phase of Systems Dynamics, and tend to be soft approaches...[and] depend on discussion and intuition. (Forrester, 1994, p. 6) ‘Systems thinking’ has no clear definition or usage...Some use systems thinking to mean the same as system dynamics... ‘Systems thinking’ is coming to mean little more than thinking about systems, talking about systems, and acknowledging that systems are important. (p. 10)

...systems dynamics...found a great range of applications, from the study of industrial to urban to world dynamics...the world system was studied as depending on interactions among demographic, industrial, and agricultural subsystems...Using systems dynamics models, decision makers can experiment with possible changes to variables to see what effect this has on overall system behavior. (Jackson, 1991, p. 93)

Contingency theory utilizes [the systems] perspective and attempts to define important relationships, both internal and external to the organization, that affect the design and managerial practices...[It] was developed by managers and researchers who found that certain methods and practices are effective in one situation but not in others. (Roberg & Kuykendall, 1990, p. 94)

#### *Definitions of Terms as Used in this Study*

*Tactical Leadership* (TL) is the leadership used when an objective is clear, there are plans in place for achieving the objective, and there are people being led in the execution of the plan.

*Strategic Leadership* (SL) is the leadership used to implement a coherent sense of organizational nature and direction. SL is integrating learning through the informed decision-making of systems/contingency thinking that views the multifunctional organization and its environment, including community and constituency, as a complex organism of interrelating, interdependent parts. SL involves critical reflection on one's experiences, and epitomizes resiliency by developing others and managing through them, in order to cope with rapid and increasing change in a globalized environment.

*Systems/contingency* approach makes a distinction between a strategic organizational leadership perspective to solve root causes while considering unintended downstream consequences, against seeing only symptoms of a problem while trying to apply simple solutions to complex issues of the organization and its environment. It recognizes important relationships internal and external to the organization that influence its culture and have an effect on the resolution of its problems, establishing its values, and achieving its goals.

#### *Tactical and Strategic Leadership*

As stated in Chapter 1, tactical leadership is a method through which leaders are able to affect attitudes, performance, and values of others. Some of the ways tactical leaders can influence followers, regarding their attitudes, is through modeling and education. Tactical leaders influence performance through reward and discipline, and they influence values through communication, self-governing and leadership. This study does not criticize tactical leadership. Rather, tactical leadership is commended, because of the need for immediate action in the accomplishment of certain missions of organizations. A particular example of the need for tactical leadership in law enforcement is during arrests of criminals. During emergency and exigent circumstances, there is no time for reflection, convening a committee, studying the issue's effects on certain constituents, how the situation affects the budget, etc. Instead, an immediate decision needs to be made by the leader, based on his or her knowledge, skills, and abilities and usually grounded by prior experience. Although there are some critical tactical leadership episodes, as in the immediate aftermath of the 9/11 World Trade Center Terrorist Attack, most leadership situations are not emergencies unless the leader makes them more exigent by making quick, but wrong, decisions. Therefore, it is argued by many experienced law enforcement leaders, that certain strategic leadership aspects, such as a systems/contingency

approach, applied to non exigent tactical situations bring about better solutions and internal organizational growth.

The systems/contingency approach is a concept discussed by several authors. Ed Oakley and Doug Krug (1991) write about it in *Enlightened Leadership*, Peter Senge (1990) describes it in the *Fifth Discipline*, and Roberg and Kuykendall (1990) explain it in *Police Organization and Management*. To illustrate the systems/contingency approach in strategic leading, the following figure from Senge's *Fifth Discipline*, a "Shifting the Burden" model will be used, followed by a modification of this model, a Tactical versus Strategic Leadership model. It is not claimed that the modification pertains to the Senge model, but serves as an illustration for a systems/contingency approach. It is an example that would argue against too much tactical leadership and not enough strategic leadership.

Senge's model, called "Shifting the Burden" is defined in *The Fifth Discipline* (1990) as follows:

An underlying problem generates symptoms that demand attention. But the underlying problem is difficult for people to address, either because it is obscure or costly to confront. So people 'shift the burden' of their problem to other solutions—well-intentioned, easy fixes which seem extremely efficient. Unfortunately, the easier 'solutions' only ameliorate the symptoms; they leave the underlying problem unaltered. The underlying problem grows worse, unnoticed because the symptoms apparently clear up, and the system loses whatever abilities it had to solve the underlying problem. (p. 104)

Senge's *The Fifth Discipline* model (1990, p. 380) is illustrated below as Figure 1.1 with permission from the publisher (see Appendix D).

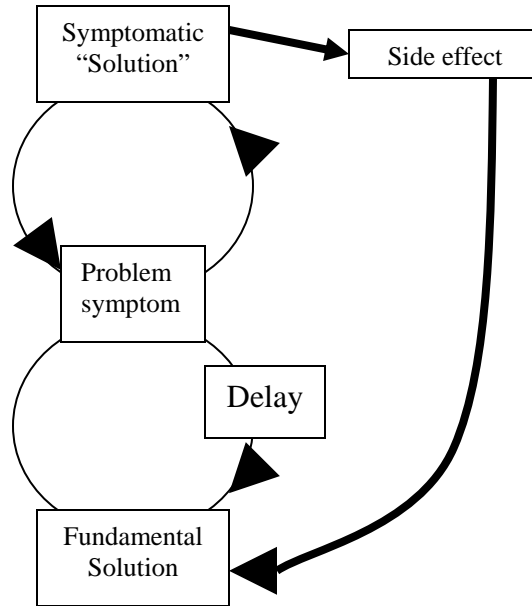


Figure 1.1. Shifting the burden.

The illustration of the systems/contingency approach modification of Senge's shifting the burden appears in Figure 2.1.

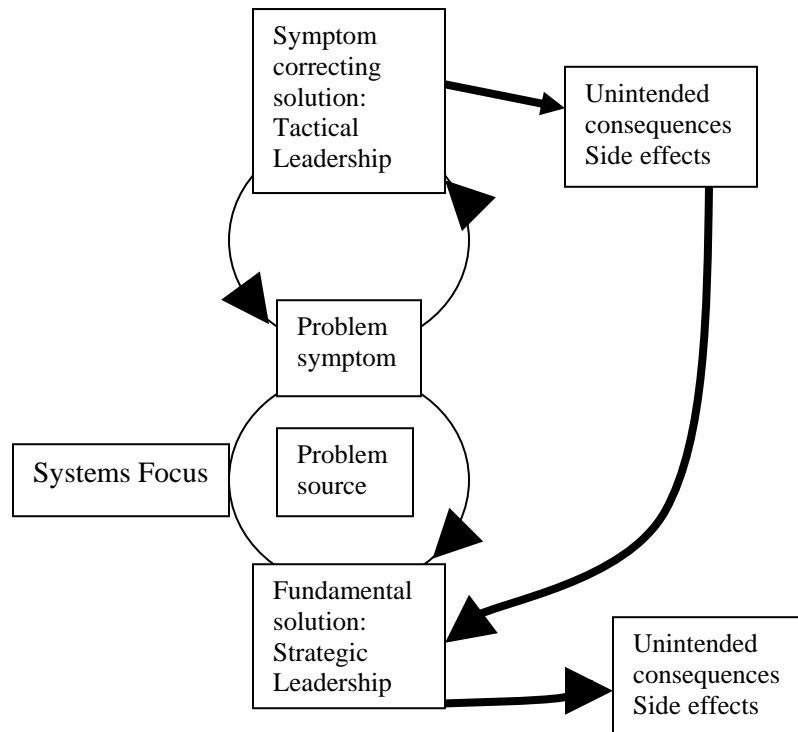


Figure 2.2. Tactical versus strategic leading.

Using the above figure to illustrate tactical versus strategic leadership, the following is the modified rationale adapted from Senge's original (p. 104): A problem or situation generates symptoms that demand attention. Because of expediency, resource restrictions or ignorance, leaders responsible for solving the problem focus on the symptoms and resolve the problem tactically; that is, applying resources to get rid of the apparent problem as quickly and efficiently as possible. Instead of a systems/contingency focus on the root cause of their problem, they choose other solutions—well-intentioned, easy fixes that seem extremely efficient. Unfortunately, the easier 'solutions' only temporarily improve the symptoms; they leave the underlying problem unaltered. The underlying problem grows worse, unnoticed because the symptoms apparently clear up. Or perhaps even worse, unintended consequences occur downstream, causing additional problems and hampering resolution of the original fundamental problem. The results are that either the system loses whatever abilities it had to solve the underlying problem, or other problems are created that will take even more time and resources to resolve.

A simple example of a symptom correcting/tactical leadership solution is that an unexpected number of senior law enforcement officers decide to retire. The tactical solution to this symptom is to hire more new officers and promote those in the middle of their careers. Strategically, what this does not address is the fact that there might not be enough qualified candidates for hire in the applicant pool, or the new officer training system might become overloaded, or the officers promoted might not have the required training and experience needed for the new positions of promotion. The tactical solution resolved part of the problem, but caused other problems elsewhere in the system. While not the focus of this research, this law enforcement leadership problem is another ripe for study.

Strategic leadership has a systems/contingency focus, not only from an internal view (closed), but from the external influences (open). To amplify, external influences that are exerted include what in the systems/contingency model is called environment. Elements of environment include politics, culture, technology, economics, legal restraints, and others.

Systems/contingency focus addresses a global perspective and means looking for the fundamental root causes for problems and/or opportunities and not simply looking at the symptoms. Because of time and resources, oftentimes leaders must operate in the upper loop of the above models, a more tactical approach. This idea is further illustrated by using another

concept from Senge's *Fifth Discipline* (1990), "Fixes That Fail" causing "Unintended Consequences" (p. 388). Many times actions to solve one problem may actually cause other problems and result in unintended consequences. Using a systems/contingency approach model, these unintended consequences can appear within inputs, the process, outputs, and many times within the environment, especially the external environment. There are leaders within the internal process who are successful with tactical leadership, but on occasion they are either ignorant of, intentionally ignore, or are oblivious to external factors that affect the system. However, a strategic leader, while perhaps taking more time, would address the opportunity for organizational improvement and learning in a systems/contingency mode.

Again, while Vecchio's (1995) more tactical view that "Leadership is the process through which leaders influence the attitudes, behaviors, and values of others (as cited in Amin, 1998, n.p.), Byrd's (1987) "Strategic leadership is the leader's ability to anticipate, envision, maintain flexibility, and empower others to create strategic change as necessary" (as cited in Amin, 1998, n.p.). An explanation of strategic change is when the leader can change the strategy being used by the organization "modifying its behavior to reflect new knowledge and insights" (Wheelen & Hunger, 2002, p. 8). Hitt and Keats (1992) say that "It requires the ability to accommodate and integrate both external and internal conditions, and to manage and engage in complex information processing. Firms use the strategic management process successfully through effective strategic leadership" (as cited in Amin, 1998).

To continue with the above example, the fundamental solution/strategic leadership context would use an open (external, environment) system answer, realizing that any loss of middle career or end-of-career personnel will cause a domino effect. More qualified people will need to be tested, backgrounds investigated, hired, trained, and promoted. Therefore, a strategic leader would do risk assessments, succession planning, consider demographic changes, and engage in other contingency planning, while understanding that doing something to any part of the system will affect other parts of the system. In this manner, unintended consequences can be minimized while addressing the source of the problem—a strategic plan for hiring, training, and retiring.

While the principal and ultimate responsibility for law enforcement strategic leadership lies with the chief of police, managers within the organization should strive toward strategic

leadership in order to both make the organization successful and to prepare themselves to move from being predominantly a tactical leader toward being more of a strategic leader.

John Kotter (1990) and others think that organizations are underled and overmanaged and retired Rear Admiral Grace Hopper, USN, said “You manage things, you lead people” (1986). While most would agree with these ideas, strategic leadership emphasizes both leading and managing. However, because of the realities, conditions, and complexities of today’s world, strategic leadership is a paradigm shift for many leaders. It is both difficult to implement and somewhat complicated to learn, especially for those who are hands-on, do-it-yourself leaders. The hands-on, do-it-yourself leaders typically stay so busy leading tactically, that they do not have time to develop themselves or subordinates through education, delegation, and mentoring, nor do they have time for “critical reflection... action learning... critical self-reflection” (Mezirow, 1990, p. 30) or “personal mastery” (Senge, 1990, p. 344). Persistent self and subordinate development are key to strategic leading and are accomplished through frequent reflection and continuous lifelong learning. A related issue that precludes continuous learning is the political environment that demands the chief be available at the beck and call of the mayor or city manager. This atmosphere does not encourage, and sometimes actually penalizes the leader for these educational experiences because of the distance and travel costs to seminars and training.

Most leaders, tactical or strategic, learn something every time they resolve a problem. A *lessons learned* aspect should be a part of every situation. However, it is more important for a *lessons learned* assessment to occur in the greater context of strategic leading (systems/contingency and fundamental) rather than a situational, tactical (symptomatic) learning. For example, if a law enforcement leader finds someone in the executive branch of a local, state, or federal government difficult to deal with (policy, budget, personnel incident, etc.), and the *learning* is that the leader decides not to deal with that person again, it could be a good tactical response, but not necessarily a good strategic response. Because most of our developing leaders have not been taught, nor mentored in strategic leadership, tactical leaders many times find themselves in a vicious self-defeating circle when they are placed in the chief of police position.

In *Management of Organizational Behavior*, Hersey and Blanchard (1993) give a definition of strategic leadership when they write,

...[T]hrough a strategic model... organizational performance is the product of many factors,...including organizational structure, knowledge, nonhuman resources, strategic positioning, and human process. A strategy is a broad integrated plan of action to accomplish organizational goals;...Because a strategy is an integrated plan,...all of the factors or variables are interrelated...Integration is not only essential to meeting current business and social needs, but,...it is essential to the change process necessary to meet future business and social needs of the organization. (p. 403)

In their book, *The Art and Discipline of Strategic Leadership*, Freedman and Tregoe (2003) say that:

...[S]trategic leadership requires a combination of art and discipline. By art, we mean thinking that is creative, out of the box, and blue sky. Examples include the creation of alternative strategic visions for top team assessment, new product development, the crafting of what-if scenarios, the identification of decision-making criteria, and the design of a new culture that is strategically aligned. Creativity is also required in other activities such as communicating the strategy and supporting ownership of and commitment to it...Discipline is essential, both in the thought process involved in strategy and in its execution...[the strategic leader needs to] craft and implement a plan...[the leader] needs to ensure consistency of decision making throughout the organization...when so many options are available...[and the strategic leader must be sure to] regularly...monitor, review, and update strategy...(p. 3)

With regard to lifelong learning and systems/contingency approach, they write that:

...[The strategic leadership] process should be one of ongoing education...with extensive training in planning, decision making, project management, and other strategy-related skills...(p. 7)

Freedman and Tregoe (2003) do not believe that this process is easy. In fact "...Strategy takes time. It takes courage" (p. 10).

They address systems/contingency aspects of strategic leadership that have to be considered, such as external forces, including:



*Environmental variables:* The expectations of governmental and regulatory bodies, the local and global communities where the organization operates, economic and technological trends, threats and opportunities, and trends in society at large. (p. 12)

In attempting to identify what components or competencies are involved in strategic leadership, Freedman and Tregoe write about characteristics and traits of successful strategic leaders. They have “Good judgment...Passion and courage ...Collaboration...And above all, strategic thinking ability,” further defined as having “Conceptual strength...A holistic perspective...Creativity...Expressiveness...Tolerance for ambiguity...[and] A sense of stewardship for the future” (p. 25).

In describing the leaders of today, Freedman and Tregoe refer to Keith Alm of Hallmark International who says that those who are not strategic leaders had “no generation of new ideas, no forethought regarding dynamics in their own markets, no relationship to the consumer, and a penchant for adapting North American practices to the local marketplace through intuition alone” (p. 26).

The authors assert that strategic leaders are led by gathering intelligence and analyzing it asking the following questions:

- What are the key economic trends that could affect our nature or direction?
- What are the most significant trends in society for our business?
- What are the most significant and relevant trends in government, politics, and legislation?
- What major technological trends could affect our future? (p. 31)

Freedman and Tregoe propose that “[c]ommunication is a strategic unifier” (p. 163).

They further write that:

... [T]he ultimate goal—communication must lead to behavior change. This is no one time event. At every opportunity, communication about the specific changes individuals and teams are asked to accept help them make the leap to action. Strategy should inform the processes of setting goals, developing job descriptions and performance expectations, evaluating priorities, managing projects, acquiring new skills, implementing systems and processes, and modeling new values and beliefs. These events signal that ‘the times they are a-changing,’ and are a call to climb on board. (p. 165)

Additionally, they say:

No communication is successful unless it answers the question “What does this mean for me?” This is the core message for every stakeholder. When you’re asking individuals and groups to change their behavior and align their efforts with the strategic vision, they’d better understand what you want them to do—and why. (p. 171)

Referring to individual traits they posit that:

*Strategic leadership draws deeply on the inner reserves of the CEO.* Qualities such as decisiveness, drive, toughness, passion, integrity, a balance of optimism and realism, a willingness to delegate appropriately, and an ability to motivate the top team and every employee are prerequisites. (p. 202)

Bennis and Townsend (1995) wrote *Reinventing Leadership: Strategies to Empower the Organization*. In the chapter *Reinventing the Leader*, Warren Bennis says:

Today’s business climate calls for a new definition of what it takes to make an organization run. With rapidly changing technology, a downsized work force, and an emphasis on acquiring a broad range of skills, leaders today have to be more flexible than ever in their roles. Taking risks in their approach to management is the only choice left for those who want to have an impact on an increasingly global work force...leadership must always be a complex blend of art and science. (p. 1)

In the same work, Robert Townsend, in a chapter entitled “Strategies for the New ‘Work Paradigm,’” says,

The mere ‘manager’ works fine when the environment is stable and the organization is prosperous. But these are new times, and they demand new solutions from leaders. With ever-changing technology, increased globalization, and greater demographic diversity, leadership requires new skills and new paradigms... (p. 127)

In *Principle-Centered Leadership*, Covey (1991) says that:

A strategic leader can provide direction and vision, motivate...and build a complementary team based on mutual respect if he is more effectiveness-minded than

efficiency-minded, more concerned with direction and results than with methods, systems, and procedures. (p. 249)

The strategic leadership literature ideas and concepts are built upon the voluminous work done previously on leadership from different perspectives. It is instructive and helpful to see the evolution of leadership theory as each theorist's work builds and expands on predecessors' studies. Following are samples from academic, historical, military, religion, government, politics, business, and even law enforcement, that informed not only the above strategic leadership literature, but build the foundation for this study of law enforcement strategic leadership.

### *Academic and Historical*

Some writers take an academic approach, and in order to break down the aspects into segments that can be analyzed and explained, they separate duties and/or actions into the categories of leaders compared to managers. Often the definitions for managers, while not named as such, are closely aligned with tactical leading while definitions of leaders are similar to strategic leading. The following list is one illustration.

#### *Conger and Kanungo's Differences between Managership versus Leadership*

Managership	Leadership
1. Engages in day-to-day activities: Maintains and allocates resources.	Formulates long-term objectives for reforming the system: Plans strategy and tactics.
2. Exhibits supervisory behavior: Acts to make others maintain standard job behavior.	Exhibits leading behavior: Acts to bring about change in others congruent with long-term objectives.
3. Administers subsystems within organizations.	Innovates for the entire organization.
4. Asks how and when to engage in standard practice.	Asks when and why to change standard practice.
5. Acts within established culture of the organization.	Creates vision and meaning for the organization and strives to transform culture.
6. Uses transactional influence:	Uses transformational influence:

Induces compliance in manifest behavior using rewards, sanctions, and formal authority.	Induces change in values, attitudes, and behavior using personal examples and expertise.
7. Relies on control strategies to get things done by subordinates.	Uses empowering strategies to make followers internalize values.
8. Supports the status quo and stabilizes the organization.	Challenges the status quo and creates change.

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*Note.* From *Charismatic Leadership in Organizations* (p. 9), by Conger, J. A., & Kanungo, R. N. (1998), Thousand Oaks, CA: Sage Publication. Copyright 1998 by Sage Publications, Inc. Reprinted with Permission.

Stephen R. Covey, in *Principle-Centered Leadership* (1991) writes about management versus leadership, again where leadership is similar to strategic and management is akin to tactical leading. He suggests:

Leadership deals with direction—with making sure that the ladder is leaning against the right wall. Management deals with speed. To double one’s speed in the wrong direction, however, is the very definition of foolishness. Leadership deals with vision—with keeping the missions in sight—and with effectiveness and results. Management deals with establishing structure and systems to get those results. It focuses on efficiency, cost-benefit analyses, logistics, methods, procedures, and policies.

Leadership focuses on the top line. Management focuses on the bottom line. Leadership derives its power from values and correct principles. Management organizes resources to serve selected objectives to produce the bottom line. (p. 246)

In the sixth edition of *Management of Organizational Behavior*, Hersey and Blanchard (1993) write that :

Management and leadership are often thought of as one and the same thing. We feel, however, that there is an important distinction between the two concepts...leadership is a broader concept than management. Management is...leadership in which the achievement of organizational goals is paramount...Leadership occurs any time one attempts to influence the behavior of an individual or group, regardless of the reason. (p. 5)

They continue,

In leading or influencing, there are three general competencies, (a) diagnosing—being able to understand the situation you are trying to influence; (b) adapting—being able to adapt your behavior and the other resources you have available to meet the contingencies of the situation; and (c) communicating—being able to communicate in a way that people easily understand and accept. (p. 5)

Ideas of leadership are recorded as early as 1500 B. C. in Jewish writings about Moses, who was a government leader and reformer in Egypt and then became a leader of the Hebrews. He was a strategic leader, having the overall vision of what he was going to do, but he was also trying to be the tactical leader, who was trying to govern a large number of people single handedly. His father-in-law, Jethro, suggested that Moses delegate the tactical leadership to some of the able leaders over “thousands, of hundreds, of fifties, and of tens” (Exodus 18:17-23). Confucius weighed in around 500 B.C. about effective management styles in a more strategic perspective. He advocated that an effective leader exhibited characteristics that included being humane, showing benevolence and justice, attributes that are more long-term and have a follower developmental nature.

A couple of thousand years later, at the turn of the 20<sup>th</sup> century, Classical Management Theory was led, in part, by the ideas of Frederick Taylor in 1911 who used the Scientific Management Method, that is, to observe and replicate, very much a tactical approach. He believed there was one best way to do work, that the most capable people should be chosen to do the work, and then those people should be trained how to best do the work. He advocated the autocratic style or task behavior for leaders, separating managing the work from doing the work. He proposed that those in charge decided what and how things were done and workers implemented what was dictated. Time and motion studies by Frank and Lillian Gilbreth in 1924 were extensions of this theory. Taylor and the Gilbreths were interested more in workers’ efficiency than in leading. However, their contributions led others to look more closely at the leader’s part in production.

While scientific management concentrated on managing work performed by what are generally called blue-collar workers, other individuals focused on higher levels of the organization and on managing the organization as an entity. Henri Fayol, a French industrialist,

was one such individual. In 1925 he published the results of his observations in *Administration Industrielle et General*, but it was not translated into English until 1949. Fayol identified 14 principles of management, but is better known for his 5 managerial functions of planning, organizing, commanding, coordinating, and controlling. Other theorists were more interested in the leaders' effect on followers. In 1957 Chris Argyris offered the Maturity-Immaturity Theory that focused on the motivation of the followers. He said there were seven stages of maturity and change that people experienced throughout their work lives and each of these affected the way they responded to different leadership. The 7 stages are as follows:

1. Passive to Active
2. Dependence to Independence
3. Behave in few ways to Capable of behaving in many ways
4. Erratic shallow interests to Deeper and stronger interests
5. Short time perspective to Long time perspective (past and future)
6. Subordinate position to Equal or superordinate position
7. Lack of awareness of self to Awareness and control over self" (as cited in Hersey & Blanchard, 1993, p. 66)

Ralph M. Stogdill (1981), who also conducted part of the Ohio State Studies published in 1948, wrote *Handbook of Leadership*. His early definitions of leadership focused on leadership in group processes. Stogdill cited a contemporary of Frederick Taylor, Frank W. Blackmar, who in 1911 saw leadership as the "centralization of effort in one person as an expression of the power of all" (p. 7).

Another early concept of leadership was that leaders lead because of certain personality traits. Theorists explained that these particular personality traits were why some people are better than others in leading. A. O. Bowden said in 1926 that "Indeed, the amount of personality attributed to an individual may not be unfairly estimated by the degree of influence he can exert upon others" (as cited in Stogdill 1981, p. 8). The personality theorists thought of leadership strictly as influence from the leader to those led. These trait theorists believed that leaders are born, not made. While it is true that leaders usually have qualities that differentiate them from their followers, "such theorists generally failed to acknowledge the reciprocal and interactive characteristics of the leadership situation" (Stogdill 1981, p. 8). Kouzes and Posner (1995) found

in their surveys that the trustworthiness or honesty trait was “the single most important ingredient” (p. 22) for the leader.

Stogdill described and defined leadership in the following ways: “The art of inducing compliance..., the exercise of influence..., as an act or behavior..., as a form of persuasion..., as a power relationship..., as an instrument of goal achievement..., as an emerging effect of interaction..., as a differentiated role..., and as the initiation structure” (1981, pp. 9-14).

George R. Terry said that, “Leadership is the activity of influencing people to strive willingly for group objectives” (1966, p. 493).

Fred Massarik, Robert Tannenbaum, and Irving R. Weschler (1961) define leadership as “interpersonal influence exercised in a situation and directed, through the communication process, toward the attainment of a specialized goal or goals” (p. 23).

Harold Koontz and Cyril O’Donnell say “leadership is influencing people to follow in the achievement of a common goal” (1959, p. 435).

Robert Tannenbaum and Warren Schmidt (1958) developed a Leadership Continuum Theory proposing that a leader exhibited a wide variety of leadership styles at different times along the continuum, from the autocratic point, where the leader makes the decision and announces it to a point where the leader sells a decision. Other points along the way indicate more or less control, including the point where the leader defines limits, asking the group to make decisions, and to a democratic point where the leader permits subordinates to function within limits defined by the leader.

In 1961, Rensis Likert, using the University of Michigan Studies as a starting place, also proposed that leaders’ actions can be portrayed on a continuum from being job centered to employee centered. Others, like Carroll Shartle, who also was involved in the Ohio State Studies, in 1956 expanded the Michigan graph of the continuum theory into quadrants, using the terms of Initiating structure for the autocratic and Consideration for the democratic style, dividing the leaders’ actions into high and low quadrants.

The Human Relations or Behavioral Management theories, also referred to as the Democratic or the Relationship Behavior Method, were advocated in 1945 by Elton Mayo and others. Mayo’s work, called the Hawthorne Studies, showed that concern exhibited for employees by leaders improved production.

The more leaders focus on developing their subordinates, the more they move from tactical to strategic leading. The various theories produced by these studies indicated that physical elements of leaders seemed to have little effect upon increasing motivation and commitment of their followers. Abraham Maslow's (1954) Hierarchy of Needs Theory and Frederick Herzberg's (1966) Two Factor (hygiene and motivating) Theory reinforced this conclusion, showing that the rewards of the work itself and the accomplishments on the job actually were the strongest motivators. Other theorists, like Robert Blake and Jane Mouton (1964) proposing a Four Box Model, looked at managing styles of the leader, whether the leader had high or low concern for relationships or tasks. Bill Reddin's (1967) 3-D Theory added the situational variable to this model and then in 1969 Paul Hersey and Ken Blanchard (1993) further built on the model, arguing that the appropriate managing styles (Telling, Selling, Participating and Delegating) depended not only upon the situation, but also the maturity of the follower. Maturity was defined in terms of ability and willingness aspects. Their model moved through both tactical and strategic leadership styles.

A newer theory yet related to the trait theory is promoted by Bruce J. Avolio and Bernard M. Bass (1998). They write of a charismatic leadership and assert that effective leaders exhibit behaviors of:

*Idealized Influence*

Leaders display conviction; emphasize trust; take stands on difficult issues; present their most important values; and emphasize the importance of purpose, commitment, and the ethical consequences of decision. Such leaders are admired as role models; they generate pride, loyalty, confidence, and alignment around a shared purpose.

*Inspirational Motivation*

Leaders articulate an appealing vision of the future, challenge followers with high standards, talk optimistically and with enthusiasm, and provide encouragement and meaning for what needs to be done.

*Intellectual Stimulation*

Leaders question old assumptions, traditions, and beliefs; stimulate in others new perspectives and ways of doing things; and encourage the expression of ideas and reasons.



### *Individualized Consideration*

Leaders deal with others as individuals; consider their individual needs, abilities and aspirations; listen attentively; further their development; advise; and coach (pp. 1-17).

During the first decades of the 20<sup>th</sup> Century when Taylor lived and worked, he made accurate assumptions about workers, that they did not know the best way to do their job and they were largely uneducated or untrained in how to learn themselves. However, they were willing to accept tactical leadership in order to earn higher pay. Today, most workers have higher education levels and are less likely to follow positional leaders. Additionally, workers have different alternatives from which to choose life-styles and earning opportunities. Tactical and strategic leadership under these circumstances has become increasingly complex, and this increased complexity is a reason for continuing research and new studies, including this one. Many argue that the basic resulting conclusion from all of these studies is that the most powerful effect from a leader on follower motivation is how he or she behaves. Do they walk the talk?

There are many other theories that can be cited, like Vroom & Yetten's (1973) Contingency Model, Vroom's (1976) Expectancy Theory, Burns' (1978) Transformational Leadership, Bennis & Nanus' (1986) Leadership Competencies, and Covey's (1991) *Principle-Centered Leadership*. All of the theories above are interesting, informative, and have value, and as they relate to tactical and strategic leadership, an examination of them was applied in this study. However, some of the later theories in the U. S., Canada, and Ireland from the 1960s through the 1990s posit another orientation; that is, leadership as a concern for the system (strategic). It has been called the socio-technical model by some, the management science model by others, the computer science model, the systems model, and the contingency model. It is referred to as the systems/contingency approach in this study. What these variations have in common is that they include a more strategic look at leadership, and the organization is viewed from its various aspects. Some theorists have crafted complex models, but a simple systems/contingency model includes the components of input, process, transformation, output, and environment, which are integrated in the system, and must be dealt with in an interactive manner. A leader can not deal with one part of the system without affecting other parts, including particularly the environment. Environmental factors include politics, culture, technology, economics, legal restraints, and others. All of these things are taken into consideration when

leading from the systems/contingency approach. Obviously, this is a broader view of organizations, rather than simply focusing on its individual components (Cooper, n.d.; Senge, 1990).

From another academic perspective, Robert Kegan's (1994) work, *In Over Our Heads* explains his theory on the categorization of the stages of learning. He interchangeably calls these stages either levels or orders. In this work Kegan's 3rd order of consciousness is similar to definitions of tactical leadership; that is, being able to draw inferences and generalizations from a traditional position, being able to see some cross- or trans-categorical relationships, but also to understand needs and preferences in those people the tactical leader directs. On the other hand, strategic leadership would encompass much of the 4th level of consciousness, like relations between abstract systems, multiple-role consciousness, and self-consciousness. However, those most effective in strategic leadership would also be able to embrace some 5th level consciousness attributes. Descriptors of the 5th level include handling contradiction and paradox; that is, being able to hold judgment and/or conclusions in suspension while dealing with people and issues. It also means "when, in the face of difference, they stop to see if they have not, in fact, made the error of identifying themselves wholly with the culture of the mind that gives rise to their position (which now shows up as a kind of ideology or orthodoxy)..." (Kegan, 1994, p. 312). In other words, the strategic leader should be able to see the organization, the followers, and self as individuals, and yet also integral to the environment, or the system, and that each does add value to any solution or strategy. The leader should be able to differentiate and assimilate without bestowing judgmental value of good or bad on actions, ideas or solutions, but instead use the added value of differing perspectives for more fundamental change instead of symptomatic corrections.

From his psychological point of view, Kegan (1994) writes about a common-felt emotion of many CEOs, that before they were at the top, the game was like "playing a game of catch" (p. 147). The boss would throw something and they would offer a resolution, give advice, or add value to it and throw it back. Now, as the chief, people still throw things, more and more things, but now they have to start juggling, never being able to throw them back.

Kegan also writes of leadership in non evaluative terms of "stylistic," not "epistemological differences" (p. 202) in his chapter on "Dealing with Difference." An example of stylistic can be defined by Myers-Briggs such as introvert versus extrovert, or intuitive versus

sensor, or the styles of reasoning, inductive versus deductive, or even meeting styles preferring process or product. Epistemological capacities relates to competencies and capacities in our knowing. His argument is that various leaders' styles are successful, and so while a "greater awareness and flexibility of style may play a role in effectiveness, epistemological capacity plays a much larger role" (p. 202). In his chapter on "Conflict, Leadership, and Knowledge Creation," he captures what a leader needs:

The successful leader...must combine two talents: an ability to craft and communicate a coherent vision, mission, or purpose; and an ability to recruit people to take out membership in, ownership of, or identification with that vision, mission, or purpose. The first requires powers of conception and communication; the second tests interpersonal skills and capacities. We can imagine people who might be especially talented in one of these abilities, but who would still fail as leaders because they lacked the other. (pp. 321-322)

While the 5<sup>th</sup> order is a stretch for anyone, Kegan's writings would suggest that strategic leaders are moving into this level. It is a level based on critical reflection on theories, the analysis of those theories, the discipline that proposes those theories, and the relationships between that discipline and any others. Not satisfied to stop there, 5<sup>th</sup> level consciousness demands that leaders analyze, critically reflect, and test what their individual position is on the subject, why they arrived at that position, what other positions are, and how can they integrate their position with the others. The message is that a strategic leader needs to consider and understand many viewpoints and styles when leading an organization and how all of these styles can and must work together.

Similarly, since strategic leadership literature and practice are built upon work done previously, it is instructive to review the literature from the military, especially since they are possibly the first to make the distinction between tactical and strategic leadership.

### *Military*

The former U.S. Army General who became the 34<sup>th</sup> President of the United States, Dwight David Eisenhower (1890 – 1969), is credited with saying that leaders should "not lead by hitting people over the head—that is assault, not leadership."(n.d.) Generals, the Chief Executive Officers of the military, need to manage assets, not only from an organizational or

fiscal standpoint, but they need to have a strategy for what it takes to wage war. A large part of waging war is leading people. From one military perspective, one of the first paragraphs in the United States Marine Corps' (USMC, 1986) leadership manual, entitled, *Leadership Readings and Discussions*, posits:

An individual's responsibility for leadership is not dependent upon authority. Marines are expected to exert proper influence upon their comrades by setting examples of obedience, courage, zeal, sobriety, neatness, and attention to duty. (p. 1-A-2)

A later paragraph reads,

Effective personal relations in an organization can be satisfactory only when there is complete understanding and respect between individuals. Commanders must strive for forceful and competent leadership throughout the entire organization. [They should] inform the troops of plans of action and reasons therefore, whenever it is possible and practicable to do so. [Commanders will] endeavor to remove on all occasions those causes which make for misunderstanding or dissatisfaction. [They must] assure that all members of the command are acquainted with procedures for registering complaints, together with the action taken thereon. [Commanders must] build a feeling of confidence which will ensure the free approach by subordinates for advice and assistance not only in military matters, but for personal problems as well. (p. 1-A-2)

The manual refers to a change in relations between officers and enlisted personnel after the "World War." The text calls it a "comradeship and brotherhood" (p. 1-A-2). It continues, The relationship between officers and enlisted men should in no sense be that of superior and inferior, nor that of master and servant, but rather that of teacher and scholar. In fact, it should partake of the nature of the relation between father and son, to the extent that officers, especially commanding officers, are responsible for the physical, mental, and moral welfare, as well as the discipline and military training of the young [people] under their command who are serving the nation in the Marine Corps. (p. 1-A-3)

The manual exhorts the officers to pay close attention to the "comfort, health, military training and discipline of the [Marines]," but also to "promote athletics," help Marines "keep up their

studies,” and to “make every effort by means of historical, educational and patriotic address to cultivate in their hearts a deep abiding love of, the Corps and country” (p. 1-A-4).

General John A. LeJeune, a famous USMC General, is quoted as saying, “Military leadership is the sum of those qualities on intellect, human understanding and moral character that enable a person to inspire and to control a group of people successfully” (p. 1-B-1). The manual defines command as, “The authority a person in the military lawfully exercises over subordinates by virtue of his rank and assignment or position” (p. 1-B-1). It defines management as, “The process of planning, organizing, coordinating, directing, and controlling resources such as [people], material, time and money to accomplish the organization’s mission” (p. 1-B-1). Finally, it defines leadership as, “...the process of influencing [people] in such a manner as to accomplish the mission” (p. 1-B-1).

The manual addresses the concept of values that control the way a commander’s Marines receive, comprehend, and obey orders they are given. The values identified are personal values, for example, “honesty, responsibility, loyalty, moral courage, and friendliness...” (p. 2-A-2); social values, including, “social responsibility, loving interpersonal relationships, social consciousness, equality, justice, liberty, freedom, and pride in our country...” (p. 2-A-2); economic values, such as “equal employment, stable economy, balancing of supply and demand of productive goods, money, private property, pride of ownership, and taxes” (2-A-3); political values, including “loyalty to country, concern for national welfare, democracy, and the ‘American Way,’ public service, voting, elections, and civic responsibility...” (2-A-3); and religious values, such as “reverence for life, human dignity, and freedom to worship” (p. 2-B-3). Obviously, these are more strategic than tactical considerations.

Some of the required characteristics of Marines are discipline, selflessness, honor, and integrity. They are also bound by a code of ethics, with a heavy emphasis on duty and responsibility. This all-encompassing style of leadership, without the USMC calling it such, appears to be a type of strategic systems/contingency view.

Another source of study on leadership from the military is from a document [http://www.carlisle.army.mil/students/registrar/pdf/AY07\\_Resident\\_Curriculum\\_Catalogue.pdf](http://www.carlisle.army.mil/students/registrar/pdf/AY07_Resident_Curriculum_Catalogue.pdf) from the U.S. Army War College (USAWC, 2007) whose philosophy is to teach their graduates to:

- Distinguish the uniqueness of strategic level leadership and apply competencies required by strategic leaders.
- Use strategic thought processes to evaluate the national security challenges and opportunities facing the United States in the 21st Century...
- Synthesize critical elements, enablers, and processes that define the strategic environment in peace and war...(p. 5)

The USAWC...core curriculum offers a foundation of knowledge upon which later electives, exercises, and seminars build and emphasize the application of critical thinking skills to course content. The intent is to focus on how and why one thinks, rather than on what one thinks. Complex, difficult issues that are not given to school solutions are discussed. USAWC does not seek to achieve consensus, but encourages debate and exploration of opposing positions during seminar discussions.

The central academic focus is on strategic leadership and national security. Graduates are expected to understand the linkages between strategy and the other elements of power at the national level and the planning and conduct of warfare at the theater level. To this end, the USAWC:

- Challenges students to study the dynamics of the global strategic environment and introduces them to the critical thinking tools needed by strategic leaders. How to think will remain far more important than what to think as students understand the systems and processes used to manage change in the international strategic environment. (p. 6)

The subject matter includes ethics, history, and strategic vision. A sample of the USAWC academic program include courses entitled Fundamentals of Strategic Thinking (p. 22)...Theory of War and Strategy (p. 23)...Strategic Leadership, National Security Policy and Strategy (p. 24)...Implementing National Military Strategy (p. 25)...Joint Processes and Land Power Development, Strategy Research Project (p. 26)...Strategic Decision Making Exercise, and The National Security Seminar. (p. 27)

Under “Department of Command, Leadership and Management” (p. 28), courses are offered including:

- Executive Overview of Research, Development, and Acquisition Management
- Defense Resource Management
- Joint Issues and Processes
- Human Resources Management for Strategic Leaders
- Medical Services - A Force Multiplier for Strategic Leaders
- Military Assistance to Civil Authorities
- Managing Organizational Change
- Strategic Planning and Management
- The Strategic Environment and World Religions
- Creative Thinking
- Critical Thinking
- Military and the Media
- Health & Fitness Challenges of Future Military Ops
- Organizational Behavior
- Readings on Strategic Leadership
- Systems Leadership: Organizational Theory & Change
- Ethics and Warfare
- Emerging Technologies for Strategic Leaders
- Research and Development for Transformation
- Omar Bradley Chair of Strategic Leadership (p. 28)

The USAWC (2007) offers many other courses and the approach is an overwhelmingly strategic systems/contingency view.

A quote by U.S Army and Confederate Army General Robert E. Lee emphasizes the need of lifelong learning for strategic leaders. “The education of a man or woman is never complete till they die. There is always before them much to learn and more to do. Our hardest lesson is self knowledge” (Kaltman, 2000, p. xiv). Self knowledge and lifelong learning are key aspects of strategic leadership.

Interestingly, there are some similar analogies of parent to child, used by the military and religion when discussing how a leader relates to followers. The following review of religious literature shows these similarities and some differences.

### *Religion*

From the realm of a Biblical perspective, according to Charles R. Swindoll, a church pastor who wrote *Leadership: Influence That Inspires* (1985), there are several positive characteristics of good leadership. First, sensitivity to the needs of the people you are leading is required. Words seldom associated with competent leaders who accomplish great things are gentleness and tenderness. However, those leaders who exhibit these characteristics show their people that they care about them personally and are attuned to the things important to the individuals. He quotes the following reference from the Bible, “But we proved to be gentle among you, as a nursing mother tenderly cares for her own children” (1 Thessalonians 2:7). All of the scripture that is quoted above and in the following paragraphs, is taken from the New American Standard Bible (1978) version of Paul’s letters to the Church at Thessalonica.

Secondly, the leader must have affection for the people being led. To those who are disciplined and determined, speaking of love and warmth might also be a surprise. This characteristic denotes a fond affection and should be considered invaluable in an atmosphere of hostile competition and emotional trauma. This attribute fosters open communication, including downward communication, lateral communication, and upward communication. Again he draws a reference from the Bible, “Having thus a fond affection for you, we were well-pleased to impart to you not only the gospel of God, but also our own lives, because you had become very dear to us” (1 Thessalonians 2:8). Both of the first two aspects are related and also directly relate to the third.

Authenticity of life is closely tied to the first two aspects because leaders who have sensitivity to needs and affection for people must somehow demonstrate those traits. Not only do these kinds of leaders issue directives, they open up themselves with truth through the authentic reality of their own lives. These leaders practice what they preach, without pompous air, not distant, demanding despots who are aloof, living in a world of secrecy. This aspect of being approachable and accessible engenders personal and organizational trust. Again Swindoll (1985) quotes from the Bible, “Nor did we eat anyone’s bread without paying for it, but with labor and hardship we kept working night and day so that we might not be a burden to any of you; not



because we do not have the right to this, but in order to offer ourselves as a model for you, that you might follow our example” (1 Thessalonians 2:9-10).

Finally, a good leader needs to be enthusiastic in affirmation through exhorting, encouraging, and imploring. Again he quotes from the same reference, “You are witnesses, and so is God, how devoutly and uprightly and blamelessly we behaved toward you believers; just as you know how we were exhorting and encouraging and imploring each one of you as a father would his own children, so that you may walk in a manner worthy of the God who calls you into His own kingdom and glory (1 Thessalonians 2:10-12).” In other words, he needs to be a cheerleader. This can also be compared to a father sitting in the bleachers, yelling encouragements until hoarse. It would not occur to the father to say, ‘Take my child out of the game!’ after a poorly executed play. Rather, he would shout the more loudly in exhortation. Likewise, when a subordinate fails, the leader must give him the opportunity to fail, dust him off and send him back into the game. This kind of treatment encourages a continual flow of ideas coming from employees. These four aspects are relationship oriented and development centered, and are therefore, strategic in nature.

Swindoll (1985) says that just as there are at least four positive characteristics, conversely, there are four aspects to omit for effective leadership. First, is deception, and from the Bible, “For our exhortation does not come from error or impurity or by way of deceit” (1 Thessalonians 2:3). A leader must not be double-tongued, employ a hidden agenda, or have improper motives. A few years ago, Elton Trueblood, as cited in MacDonald (1981) said,

It is hard to think of any job in which the moral element is lacking. The skill of the dentist is wholly irrelevant if he is unprincipled and irresponsible. There is little, in that case, to keep him from extracting teeth unnecessarily, because the patient is usually in a helpless situation. It is easy to see the harm that can be done by an unprincipled lawyer. Indeed, such a man is far more dangerous if he is skilled than if he is not skilled. (p. 93)

Swindoll (1985) continues that there are many leaders with power and brains, with riches and popularity, but a leader who exhibits the attributes of integrity, skill, and sincerity are too rare.

The next negative characteristic to avoid is flattery. “But just as we have been approved by God to be entrusted with the gospel, so we speak, not as pleasing men but God, who examines our hearts. For we never came with flattering speech, as you know...(1 Thessalonians 2:4-5a).”

There is a fine line between a leader who must please people and a leader who gets along well with people. However, once the line is crossed, not only do the employees not respect the leader, the leader loses self-respect because of fence-sitting and hedging the truth to attempt keeping peace at any cost. In effect, the leader is relegated to a follower who wants to be called a leader. In order to stay away from this ill, leaders must know and respect who they are before trying to get other people to like them. A telltale sign of this insecurity is flattery in place of decisiveness. Swindoll asks two questions in this regard: “Do you know yourself?... And, do you like yourself?” (pp. 37-39) He submits that if these two pieces are not in place, you probably can not build any meaningful leadership accomplishments in your life. Unless you are at peace with yourself, you will not be able to conquer the need to flatter.

Another negative aspect is greed, “For we never came with flattering speech, as you know, nor with a pretext for greed—God is witness—(1 Thessalonians 2:5).” Swindoll (1985) says that when a leader is a people-pleaser, anyone can see it, it is public knowledge; but greed can be hidden from people, because no one knows the leader’s motive. He calls greed a motivational cancer, because greed does not stop at healthy and necessary competition.

Martin (1974) says,

Greed has three facets: love of things, love of fame and love of pleasure; and these can be attacked directly with frugality, anonymity, and moderation. Reduction of greed will be translated into stepped-up vitality, diminished self-centeredness, and a clearer awareness of our real identity. For a permanent commitment to working with the tools of the spiritual life provides a disciplined basis for liberation from greed’s tentacles. (paragraph 21)

The last negative consideration, according to Swindoll (1985), is authoritarianism. He renders this example from the Bible, “For we never came with flattering speech, as you know, nor with a pretext for greed—God is witness—nor did we seek glory from men, either from you or others, even though as apostles of Christ we might have asserted our authority (1 Thessalonians 2:5-6).” Here Swindoll writes that Paul, as an Apostle, was the highest titled person in the Church, but instead of playing the role of the high and mighty, he restrained himself. Leaders often fall into the habit of throwing their weight around and taking advantage of

their position. Swindoll likens this kind of leader to one who plays games. Another pastor, Gordon MacDonald (1981), put it this way,

The gamesman is not an alien within the Christian community. One can see traces of gamesmanship entangling itself in vast areas of Christian activity. It is an insidious influence that leads Christians to measure the work of God in terms of numbers, square footage, and popular acceptance...

Today the theme that overrides any other is that of me first in blessing; me first in the feel-good experience of certain spiritual gifts; me first in the terms of material comfort and rewards...The bottom line of the contemporary gospel—the one that does not produce servants—seems to be ‘grab the crown; avoid the cross!’ (p. 103)

Swindoll’s (1985) view of leadership appears to be trait centered, but his broad perspective seems to be a strategic systems/contingency point of view. It is what can be called the ultimate long-term perspective, leadership for guiding his followers to eternity.

College Professor and author Ken Blanchard, Bill Hybels, Pastor of Willow Creek Community Church, and Phil Hodges (1999) from the Center for FaithWalk Leadership, co-authored *Leadership by the Book* subtitled, *Tools to Transform Your Workplace*. Their Chapter 6 is entitled “Effective Leadership Starts on the Inside,” and proposes that if one loses “track of the internal heart aspect of leadership...[that you could become] increasingly frustrated with what is happening [in your role as leader]” (p. 39). The authors say that many leaders focus on the outward aspects, like leader behavior and methods when they need to understand that “real change in behavior eventually requires a transformation of the heart” (p. 39). To be effective leaders is about “character change...becoming different people, not just in our acting differently” (p. 40). For example we should not just try “to act honestly because it’s the right thing to do...[but] to be honest people at the core of our being” (p. 41). In the chapter entitled “Leadership Begins with a Clear Vision,” the writers separate leadership into two aspects, “a visionary part and an implementation part” (p. 120). “[T]he visionary role—[is] doing the right thing—and the implementation role—doing things right—as leadership roles...[V]ision is...a picture of the future that produces passion in the leader, and it’s this passion that people want to follow” (p. 121). Their definition of clear vision includes four aspects: “(a) purpose, the

fundamental reasons your organization exists, (b) values that determine behavior while working on the purpose, (c) image is the picture of things running as planned and (d) goals that focus followers energy to work on the purpose” (p. 122). The essence of this work is a focus on traits, but it is leaders’ changes from the heart, their true being, not just behavioral, that is a strategic view.

Certainly, no study of the literature would be complete without looking at how our elected and appointed leaders in government view tactical or strategic leadership. The following section looks at a government perspective.

### *Government, Politics*

John W. Gardner, was appointed Secretary of Health, Education and Welfare (HEW) by U. S. President Lyndon Johnson’s in 1965. Gardner made a career in working on Government issues, both in and out of Government service, first at a post teaching psychology at Connecticut College for Women. He then began Government employment in analyzing enemy propaganda broadcast to Latin America. World War II attracted him to the Marine Corps and the Office of Strategic Services, the intelligence arm of the American War effort. After the war he went with the Carnegie Corporation, then the HEW Cabinet position and, on to the Urban Coalition. Later he worked on the Commission on White House Fellowship, at Common Cause, and finally Positive Coaching Alliance.

As an author he wrote *On Leadership: Can We Be Equal and Excellent Too?* (1990) proposing that the world is in a state of threat levels. War, terrorism, globalism, AIDS, illicit drugs, environmental concerns, nuclear incidents and economics all ebb and flow in spectacular media coverage. The list could be extended by anyone moderately informed. He says that to discover solutions to the issues, incidents and crises is difficult, if not impossible. To muster the required resources, to direct the energy needed, and to maintain the commitment for the long-term solutions, can only be done through leadership. Gardner ponders,

Suppose that we can no longer summon our forces to such effort. Suppose that we have lost the capacity to motivate ourselves for arduous exertions in behalf of the group. A discussion of leadership cannot avoid such questions ....Effective leaders heighten motivation and confidence, but when these qualities have been greatly diminished, leaders have a hard time leading...Shared values are the bedrock on which leaders build the edifice of group achievement. No examination of leadership would be complete

without attention to the decay and possible regeneration of the value framework. (pp. xii, xiii)

Gardner says that “leadership is dispersed throughout all segments of society—government, business, organized labor, the professions, the minority communities, the universities, social agencies, and so on” (p. xiii). This is a strategic view of leadership that uses a systems/contingency view in leading. He also writes “that today’s world is characterized by vast and interdependent organized systems” (p. 81). Gardner proposes that in developing this kind of leadership, “[t]he first step is not action; the first step is understanding. The first question is how to think about leadership” (p. xiv). Gardner apparently does not agree with the trait theorists, but believes that “[m]ost of what leaders have that enables them to lead is learned” (p. xv). He writes of what he calls “leadership in this country today” (p. 2). He says that because leadership is a “two-way interchange” that “the word *follower* suggest[s] too much passivity and dependence,” but “*constituent*” (p. 2) is the word he uses frequently. He cautions against confusing leadership with power. “A military dictator has power. The thug who sticks a gun in your ribs has power. Leadership is something else.” (pp. 2-3) He also says not to “confuse leadership with official authority, which is simply legitimized power. Meter maids have it; the person who audits your tax returns has it...Confusion between leadership and official authority has a deadly effect on large organizations” (p. 3).

Gardner (1990) makes a distinction between managers and leader/managers. A strong argument can be made that his distinction of leader/manager is the same as a strategic leader. He says leader/managers are different from managers in at least six ways:

1. They think longer term—beyond the day’s crises, beyond the quarterly report, beyond the horizon.
2. In thinking about the unit they are heading, they grasp its relationship to larger realities—the larger organization of which they are a part, conditions external to the organization, global trends.
3. They reach and influence constituents beyond their jurisdictions, beyond boundaries... In an organization, leaders extend their reach across bureaucratic boundaries—often a distinct advantage in a world too complex and tumultuous to be handled ‘through channels.’ Leaders’ capacity to rise above jurisdictions may enable

- them to bind together the fragmented constituencies that must work together to solve a problem.
4. They put heavy emphasis on the intangibles of vision, values, and motivation and understand intuitively the nonrational and unconscious elements in leader-constituent interaction.
  5. They have the political skill to cope with the conflicting requirements of multiple constituencies.
  6. They think in terms of renewal...[they] seek the revisions of process and structure required by ever-changing reality. (p. 4)

He adds that when looking at “a mature view of leaders we must accept complexity and context” (p. 5). Gardner’s idea of setting is similar to what Hersey and Blanchard (1993) call Situational factors and Readiness factors. That is, “the...style of leadership that will be effective depends [up]on, among other things, the age level of the individuals to be led; their educational background and competence; the size, homogeneity and cohesiveness of the group; its motivation and morale; its rate of turnover; and so on” (Gardner, 1990, p. 7). The relationships between leaders and followers is also situational, whether “in a time of quiescence or crisis, in prosperity or recession, on a steep growth curve or stagnating” (p. 23).

He further writes of “institutionalizing leadership.” He says, that issues are too technical and the pace of change too swift to expect that a leader, no matter how gifted, will be able to solve personally the major problems facing the system over which he or she presides...They must create or strengthen systems that will survive them. (p. 10)

He writes that when he uses the word leader, he is also talking about a “leadership team,” (p. 10) a staff who are chosen for their competencies in areas where the leader needs help.

Followers who are passively awaiting orders have lost much of their capacity to help. It is a loss we cannot afford. It is in the very nature of large-scale organization that its only hope of vitality is the willingness of a great many people...to take the initiative in performing leaderlike acts, in identifying problems at their levels and solving them. (p. 78)

Gardner (1990) says that a leader must exercise political judgment, achieve workable unity in a pluralistic society, establish trust and serve as a symbol for what the agency is about. The leader

must enable and empower by, “sharing information,...sharing power,...building ...confidence,...removing barriers,...seeking, finding, and husbanding...resources, ...resolving conflicts,...and providing organizational arrangements appropriate to group effort” (p. 22).

Gardner (1990) addresses the media aspect similarly to what is proposed in Chapter 1 of this current study, as part of the strategic leadership perspective. That is, the means of communicating “are unimaginably greater than ever before...So despite the wonders of modern communication,...the leader has to compete” (p. 87) with other distractions, both in giving and receiving information. “Result: overload” (p. 87). Another aspect of media is in dealing with journalists. He writes that “many top executives go through their whole careers without ever understanding journalists as human beings” (p. 103). He admonishes that “[a] leader had better understand them, had better understand legislators, had better understand all groups that may help or hinder the leader’s work” (p. 103).

Gardner (1990) also writes about the importance of networking, “the process of creating or maintaining a pattern of informal linkages among individuals or institutions” (p. 102). Likewise, building community among constituents of all types “is not just another of the innumerable requirements of contemporary leadership. It is one of the highest and most essential skills a leader can command” (p. 118).

Gardner posits that “organizations and societies” age and decay.

Fragmentation, the loss of shared values, and the difficulty of reconciling antagonistic forces are not the only organizational problems the leader must deal with today. Leaders discover that the great systems over which they preside require continuous renewal. (p. 121)

Therefore reflective self-examination is needed for regenerative forces. This leads to the tension between continuity and change, similar to the explanation and rationale of today’s world in Chapter 1. Gardner says, “[o]ne of the tasks of a leader is to help the group achieve the sense of security and freedom from fear that enables it to risk renewal” (p. 125). Gardner’s *On Leadership* (1990) should be required reading for any aspiring strategic leader.

Harland Cleveland (1972), who served in the U. S. Government with the State Department under President Kennedy, was also a foreign-aid administrator, a magazine

publisher, a graduate school dean, an ambassador, and a university president. He writes about a systems/contingency view of leadership in his book, *The Future Executive*. He says that

organizations that get things done will no longer be hierarchical pyramids with most of the real control at the top. They will be *systems*—interlaced webs of tension in which control is loose, power diffused, and centers of decision plural. ‘Decision-making’ will become an increasingly intricate process of multilateral brokerage both inside and outside the organization which thinks it has the responsibility for making, or at least announcing, the decision. (p. 13)

He also says that leaders are and increasingly need to be:

more intellectual, more reflective, than the executives of the past; they will be “low-key” people, with soft voices and high boiling points; they will show a talent for consensus and a tolerance for ambiguity; they will have a penchant for unwarranted optimism; and they will find private joy in public responsibility. (p. 77)

Cleveland’s (1972) perspective and writings, by definitions given, are that strategic leadership is needed in today’s world.

Another contemporary author is Don Phillips whose works on leadership are popular for today’s students and continuous learners. His perspective of government and leadership was partially forged as the mayor of Fairview, Texas. Among his books is *Lincoln on Leadership* (1992) wherein Phillips uses Lincoln’s quotes to express principles of leadership, such as working with and treating honestly and compassionately the people who follow you. Lincoln was a believer in what is now called Management by Walking Around (MBWA), visiting his followers so that they had first-hand communication and relationships with him. He believed in the need for networking both personally and professionally. He operated on the principle that through relationships he could persuade and delegate rather than coerce. He believed that coercion was a dictatorial rather than a leadership role.

Phillips (1992) writes of Lincoln that he held that establishing and maintaining your reputation and character is an extension of how you treat people and how you develop and encourage them. Lincoln also believed in having a policy of honesty and integrity and never acting out of vengeance or spite. Because you are in a leadership role, you will be unjustly



criticized, but you need to know how and when you should respond. Ernest Hemingway defined courage as grace under pressure, and Phillips believes Lincoln was the epitome of courage.

Phillips (1992) writes that Lincoln also believed a leader must not be too worried about nay sayers. In fact, his philosophy was that if both sides of an issue spoke harshly about you, or if neither spoke harshly, you were probably in the right position. Phillips writes that Lincoln was a master of paradox, that he was “strikingly flexible while at the same time a model of consistency” (p. 77). In that vein, Phillips writes how Lincoln was decisive, but believed in leading while being led. He was able to do this by keeping control on major decisions and the broader policy issues, while allowing his subordinates the freedom to develop and make decisions, including mistakes, because in Lincoln’s words, “If your commanders in the field can’t be successful, neither can you or your executive staff” (p. 107).

Phillips (1992) writes how Lincoln believed that setting “goals and be[ing] results-oriented” (p. 108) are important for a leader as well as finding and developing the right chief subordinates to get the job done. However, leaders must give their followers time to get into action to see if they can perform. Conversely, to those who are not performing, a leader should gradually “ease them out” of their position “giving them ample time to turn” (p. 136) their situation around, if possible. Lincoln believed that leaders must not only embrace change, they must be a “catalyst for change” (p. 137) in their organizations.

Lastly, from Lincoln’s writings and quotations, the leader must be a good and consistent communicator, being able to influence people through conversational story telling as well as through public speaking. The message, whether delivered extemporaneously or in prepared remarks, can be assisted through humor, but it should always promote your vision and direction for the organization.

Another of Phillips’ books is *The Founding Fathers on Leadership* (1997), an excellent study about the leadership needed and used during the American Revolutionary War and the years following, during the formation of the government of the United States of America. Phillips writes that all through the late 1700’s there were no forms of government that championed or even considered the individual rights of people or were concerned with freedom. America established itself with freedom as its foundation. In order to enter and navigate in those uncharted waters it took leadership, and arguably, it took strategic leadership. Phillips (1997) says that “the crisis of the American Revolution... produced some of the greatest captains of true

leadership that civilization has ever known” (p. 7). He cites James MacGregor Burns’ (1978) definition from his book entitled *Leadership*:

Leadership is leaders acting—as well as caring, inspiring and persuading others to act—for certain shared goals that represent the values—the wants and needs, the aspirations and expectations—of themselves and the people they represent. And the genius of leadership lies in the manner in which leaders care about, visualize, and act on their own and their followers’ values and motivations. (Phillips, 1997, p. 8)

Phillips continues with his own definition of leadership.

True leadership, then is very different from many theories of modern management that are centered around a command and control hierarchy. Furthermore, compromise, consensus, and teamwork (so-called soft management techniques) vault to the forefront. Why? Because if leaders are to act for the people they represent, they must first listen, establish trust, discuss, debate, understand, and learn. Effective communication also becomes critical because it is the only way to inspire and persuade others. (p. 8)

Then he provides a description of what is arguably called strategic leadership.

[L]eaders are visionary and decisive...communicate...to a wide array of people...have an intuitive understanding of human nature that combines with the ability to care, establish trust, and build alliances...[have] exceptional skills in fashioning consensus, compromising when necessary, and valuing diversity of thought, ability, and culture...[and] successfully create and manage change. (p. 9)

The entire work is Phillips’ practical, yet insightful observations based on his study of leadership exhibited by the founding fathers of the United States. He gives a summary of strategic leadership, in describing one of the founding fathers, George Washington. "He utilized the fruits [sic] of the alliances that had been built with the French; he effectively employed diversity to his advantage; he cleverly leveraged his resources, he was flexible enough to change his plans quickly when a great opportunity unexpectedly presented itself; and he took a bold and courageous risk” (p. 191).

Another author who wrote on leadership attributes shown by historical leaders of the Civil War era was Al Kaltman (1998) who authored *Cigars, Whiskey, & Winning: Leadership*

*Lessons from General Ulysses S. Grant.* Certainly, Grant would be included whenever war strategists are discussed. Kaltman writes of Grant, that “[y]our best managers are those who know when to lead and when to follow, and know how to do both well” (p. 146). Similarly, he attributes a lesson from Grant that “[s]ome people are better leaders than followers” (p. 104). These are two aspects that strategic leaders need to understand and employ.

Rudolph W. Giuliani (2002), who demonstrated leadership during the attacks on the World Trade Centers on September 11, 2001, wrote a book entitled simply, *Leadership*. In it he writes an appropriate description encompassing tactical and strategic leadership:

...Leadership does not just happen. It can be taught, learned, developed...

There are many ways to lead. Some people, like Franklin Roosevelt, inspired with stirring speeches. Others, like Joe DiMaggio, led by example. Winston Churchill and Douglas MacArthur were both exceptionally brave and excellent speakers. Ronald Reagan led through the strength and consistency of his character—people followed him because they believed him.

Ultimately, you’ll know what techniques and approaches work best—those you hope to lead will tell you. Much of your ability to get people to do what they have to do is going to depend on what they perceive when they look at you and listen to you. They need to see someone who is stronger than they are, but human, too.

Leaders have to control their emotions under pressure...

All leaders are influenced by those they admire...But as much as it is to learn from others, much of a leader’s approach must be formed from the raw material of his or her own life.

There’s no substitute for personal experience when it comes to dealing with problems. That’s particularly true in times of crisis, when there’s less time to develop ideas and plans (pp. xxii-xiv).

Government and business have probably done the most publishing on both tactical and strategic leadership. Therefore a search of the business literature is essential for a depth and richness in the review. The following section is from a business perspective.

## *Business*

Joel DeLuca wrote a book entitled *Political Savvy* (1992), in which he describes leadership as “having an inspiring vision of the company’s future, managing culture by symbolic actions, generating commitment by practicing Management By Walking Around (MBWA), and building management teams through open communication and participative methods” (p. 6). However, his contribution is what he calls the “...less visible but equally vital sides...” of leadership, a “...leadership behind-the-scenes...” “...based on informal influence strategies...” It is what he calls “political savvy” (p. xi). All of these contribute as a definition of strategic leadership.

Blanchard and Johnson’s (1982) *The One Minute Manager* has a focus on management. They say that to get the best in “how people produce valuable results, and feel good about themselves, the organization and the other people with whom they work” (p. 8) there are three “secrets.” The first is “goal setting” (p. 34), the second is “praising” (p. 44), and the third is “reprimand” (p. 59). All three of these secrets can be accomplished in one minute events. Therefore, they conclude that the “The best minute I spend is the one I invest in people” (p. 63). They also suggest that “Everyone is a potential winner, some people are disguised as losers, don’t let their appearances fool you” (p. 71).

Toffler’s (1980) admonition to leaders in *The Third Wave* is that there are new issues and new workers that now have to be addressed in today’s world by strategic leaders. They include the following characteristics:

...men and women who accept responsibility, who understand how their work dovetails with that of others, who can handle ever larger tasks, who adapt swiftly to changed circumstances, and who are sensitively tuned in to the people around them.

...people who are less pre-programmed and faster on their feet...

Such people are complex, individualistic, proud of the ways which they differ from other people.

...They seek meaning along with financial reward. (p. 401)

In Toffler’s (1985) book, *The Adaptive Corporation*, he advises strategic leaders that:

...Without some explicit assumptions about the long-range future and strategic guidelines for dealing with them, without a vision of its own future form, even the largest and

seemingly most secure organizations face disaster in a period of revolutionary, technological and economic turbulence. (Epilogue)

In their book, *Vision, Values and Courage*, Snyder, Dowd, and Houghton (1994) posit that a business leader must focus on the customer, seek continuous improvement, and bestow employee empowerment. They also believe a “competitive weapon for businesses competing at the global level” is the concept of reduction in cycle time. They write that cycle time ties together the attributes of leadership. Those attributes are:

- Establish challenging goals and very high standards
- Recognize successes in achieving quality through incentives and other rewards
- Create a participative and cooperative culture throughout the company and between divisions
- Develop a high quality, creative, receptive, and adaptive work force by developing employees to their fullest potential (p. 22)

In *Enlightened Leadership* Ed Oakley and Doug Krug (1991) describe “enlightened...[leaders as those] who not only have the vision but who have the ability to get the members of the organization to accept ownership for that vision as their own, thus developing the commitment to carry it through to completion” (p. 19). They argue that leaders must help foster a change of mindset in order to get followers to accept the ownership of a “collective vision” (p. 23). They also make a distinction between reactive leaders versus creative leaders that appears to be close to what other authors call “autocratic” versus “democratic” (p. 223) leadership styles. They assert that an “Enlightened Leader” knows that “the true power of an organization lies within its people, and they continually quest for better understanding about what it takes to bring out the best in these people” (p. 224). This is a strategic view.

Oakley and Krug (1991) also address the systems/contingency approach. They write that “issues take the form of poor quality, declining profits, productivity drop-offs, sales downturns, and unacceptable customer service...In reality, these issues represent only the symptoms of the real, underlying problems” (p. 44). If strategic leaders do not look beyond the symptoms, and address the real problem, “the symptoms will persist or return” (p. 44).

A *Comprehensive Performance Systems* internet website, ([http://www.trainingcps.com/g\\_index.htm](http://www.trainingcps.com/g_index.htm)), retrieved on March 7, 2005, in the first paragraph proposed that

“...firms that plan strategically significantly out-perform others on nearly every relevant operational and financial measure.”

California Institute of Technology’s website on Corporate Business Strategy is entitled Integrated Strategic Planning. On March 7, 2005, under the sub heading Linking Marketing, R&D, and Production Strategies in the first two paragraphs they wrote:

The planning responsibility of senior management includes conceiving and implementing an integrated business strategy that results in profit, growth, and clear direction for the entire organization.

For those in leadership positions, the major planning challenges are to: think strategically and gain a competitive advantage in crowded markets; link the leader’s vision, the overall business plan, and the departmental strategies; decide among future market, product, and technology opportunities; and obtain multifunctional commitment to implementation. (*irc.caltech.edu*)

While there is similarity in all of the areas where research has been done, and even though there are a good number of texts on law enforcement leadership, none has focused on the meaning and value of strategic leadership for law enforcement. Additionally, there are no studies on strategic leadership for chiefs of police and the experiences that move them from tactical to strategic leadership. Below is a review of selected literature on law enforcement leadership.

#### *Law Enforcement Leadership*

Richard Holden authored *Modern Police Management* in 1994 and wrote about leadership and motivation mostly in tactical terms. He said that:

[t]he ability to get the organization from where it is to where it is supposed to be rests with the twin concepts of leadership and motivation. It might be said that leadership provides the organization’s focus and objectives, while motivation provides the organization’s will to succeed. (p. 46)

He also wrote that “[t]he ability to lead is the single most important managerial skill possessed by an administrator,” (p. 46) and that “[l]eadership assumes a willingness on the part of others to follow” (p. 47). Holden says “the primary skill necessary for effective management is the ability to interact well with people” (p. 54). Additionally, a leader needs “vision, sales

ability,...tenacity” (p. 57)...[,] be skilled in building a support network both within the organization and among various societal and political groups...[and] [f]inally,...infinite patience” (p. 58). This is a strategic view. He writes that there is an art of leading and makes the following assertion:

...Over the past 50 years there has been a substantial growth in the area of management training. Business schools continue to prosper; police management training is a growing phenomenon around the world.

Despite this trend it must be acknowledged that although administrative skills are often enhanced by these programs, leadership skills appear to remain relatively constant over time. (p. 53)

Holden (1994) touches on a very pertinent question regarding a key aspect of any kind of leadership, especially strategic leadership.

...how does one teach commitment to ethical behavior to a person who did not acquire this from parents and childhood friends? Honesty and integrity are crucial to effective management, but these traits are also learned early in life. (p. 53)

Later, he addresses lifelong learning when he writes:

[a] primary reason that poor managers cannot learn to be good managers may be their unwillingness to acknowledge that there is anything about management they need to learn. (p. 54)

Holden’s (1994) writings that come close to describing the difference between tactical and strategic leadership and the systems/contingency approach are as follows:

...the CEO is in a position to view the needs of the overall agency from the perspective of neutrality. CEOs must have a clear understanding of the various strengths and weaknesses of an organization’s many parts so that they can understand the capabilities of the agency as a whole. Additionally, the CEO must know what the organization is attempting to accomplish. Below the chief, all units view the world from within the limitations of their specialties. All other viewpoints within the organization are therefore limited. (p. 57)

William (Bill) Bratton wrote *The Turnaround* in 1998, about the strategies and leadership it took to change the New York Police Department (NYPD). He wanted to change it from an agency that “never focused on crime” (p. 216) where “[n]o one is held accountable...” (p. 217), that “was a fearful, centralized bureaucracy with little focus on goals...” (p. 219), into a complete turnaround. He was Commissioner for a short 27 months, but he accomplished his goal by reducing serious crime in New York City by 33%, including the fact that the murder rate was cut in half. He was successful through his strategic leadership approach. He and his team created Compstat, which is a combining of computer statistics on crime and demographic analysis, while holding his management team accountable. His strategies included:

- Accurate and Timely Intelligence
- Rapid Deployment
- Effective Tactics
- Relentless Follow-up and Assessment. (p. 224)

He and his leadership team used this approach against guns, youth violence, drugs, domestic violence, and quality of life issues. They called it “a battle plan that would win the war on crime in New York City” (p. 273), and they used it with a systems/contingency approach, planning, and execution. They needed to not only focus on crime, they were forced to consider court caseloads, jail population, budget, politics, time, public support, fear, sufficient personnel, education, marketing, corruption, brutality, racism, social mores, cultures, respect, attitudes, and on and on. Even after Bratton left the organization, the NYPD was successful in strategic leadership as they continued to reduce crime and improve the living conditions in New York City.

Roy Roberg and Jack Kuykendall (1990) wrote *Police Organization and Management* “to attempt an analytical-integration approach” (p. 101) for law enforcement education. One chapter of their text, “Development of Management Theory,” gave an evolution of current management concepts. They included a section on the systems and contingency theories and wrote that “[s]ystems theory relates the parts of any system to the whole, and emphasizes the interaction of a system with its surrounding environment...Contingency theory...is more pragmatic in its approach, attempting to define relationships between relevant organizational variables...” (p. 101).



A summary from an FBI “Development of Contemporary Management” handout on the systems/contingency approach, based on Roberg and Kuykendall (1990), elaborated about a systems/contingency concept:

The systems approach views the organization as an integrated system of interacting components. The output of the system is greater than the sum of the individual parts...

An organization takes in resources from its environment (inputs), processes these inputs, transforms the inputs into other products or services, (output), and distributes the outputs to individuals, groups, or organizations within the community in which the organization operates (FBI internal document).

Roberg and Kuykendall (1990) also write about strategic planning in their chapter “Planning, Change and Innovation.” They propose that:

*Strategic plans* are designed to meet the long-range, overall goals of the organization; *operational plans* are designed to meet the specific tasks required to implement the strategic plans. Strategic plans focus on *external* environmental factors that affect how the goals and objectives of the organization will be defined and achieved. Thus, important environmental factors that the police should consider in developing strategic planning include personal, family, and business demands; crime problems; and community attitudes, especially regarding the provision of social services and how order-maintenance activities are handled (Roberg and Kirchhoff, 1985, pp. 133-153). Criteria used to measure these factors may include population trends and geographic dispersion, number of businesses and geographic dispersion, retail sales trends, employment trends, crime analysis (e.g., Uniformed [sic] Crime Reports, victimization surveys), and citizen attitudes as measured through surveys and interviews... Strategic planning is important to police managers because it allows them to prepare for and deal with the changing environmental conditions in which their organizations operate. (pp. 375-376)

It appears as though they were on the right track, but they did not make a connection between systems/contingency approach and strategic leadership in combination.

In the June 2004 edition of *The Police Chief*, Kim Charrier, Strategic Manager, Phoenix Police Department, states in her article, *The Role of the Strategic Manager*:

Successful police executives are driving organizational change through strategic management—an ongoing process that seeks opportunities to enhance operational efficiencies by identifying internal issues and external influences that hinder organizational sustainability...

Executives know that community policing, external and internal environments, political influences, homeland security, and new technologies are molding the profession into a more engaging system. Today, policing has evolved into a highly complex structure that requires dynamic leadership paradigms and an organization that is adaptable to a fast-paced world.

...strategic management takes into account systems-thinking approaches while tapping into human emotions that drive organizational change. (p. 60)

For the chiefs to “transform vision into actual practice,” they must use strategic leadership “as an instrument to navigate the human side of change, while using strategic planning as the tool to drive new operation functions” (Charrier, 2004, p. 61).

### Summary

As stated before, many authors have addressed leadership, both tactical and strategic, and given definitions that can be studied and applied. However, there is no known study on law enforcement leaders regarding the dimensions and value of strategic leadership, nor a study on what it takes for law enforcement leaders to move from tactical to strategic leadership. There is a scarcity in guidance for law enforcement leaders because this literature is missing. This study is designed to help inform law enforcement leaders, based on the experiences of the Major Cities Chiefs, of the value of strategic leadership and how they transitioned from tactical to strategic leadership.

There are some observations that can be made about this literature review. Obviously, there are many manifestations of leadership, some that apply in almost every instance, such as ethical leadership, and some that only apply in unique situations, like community policing. A common thread that runs through all of the different aspects of leadership, in general, is an identification of the leaders with their followers, being able to “walk a mile in my shoes” type of empathy that might endear or at least command respect from members of the group. It does not rely solely on position power, rather on personal power. From the military perspective, it is

setting “examples of obedience, courage, zeal, sobriety, neatness, and attention to duty” (USMC, 1986, p. 1-A-2). Understanding, respect, and communication are emphasized by business, religion, and the military. An idea that was common in the military and the religious viewpoint was that of a parent and child relationship. In fact, the religious literature focused almost entirely on the relationship aspect.

Whether from a business, a military, a governmental, or a religious viewpoint, it is apparent from the entire foregoing discussion, that leaders must invest themselves not only in the expertise of their work, but in the people they lead. All of the leadership viewpoints cited included trust as a major factor. The leader must develop trust through respect, fairness, support, predictability, competency, and above all, communication. These aspects were either implied or stated in each arena researched. The process is not a one-shot deal, but is a continuous and perpetual undertaking. Strategic leadership is comprised of at least a combination of tactical competencies, a systems/contingency approach, continuous lifelong learning, human development, relationships, and trust.

Anecdotally, key leaders in the law enforcement community have said that they perceived a different view on what kind of leadership it takes to run a police agency as the chief compared to the type of leadership lower in the hierarchy. They also said it would have been helpful to have studies available regarding strategic leadership in order to better prepare them for the chief’s position. There is a need for research in order to ascertain the meaning and value of strategic leadership and the experience in moving from tactical to strategic leading. This study is intended to fill some of that gap in general leadership literature, but especially for law enforcement executives.

## CHAPTER 3

### RESEARCH METHODS AND PROCEDURES

#### Introduction

In this chapter the scope of this study will be specified, including what was expected from the collection of survey and interview data from the Major Cities Chiefs (MCC), and a description of research methods and procedures employed in this study. The chapter begins with the purpose of the study, followed by the design, the research concerns, and the questions that guided the study. The population of the study is then introduced, and a history of their organization provided. The chapter ends with the Survey/Questionnaire Instrument Procedure, Structure, and the Data Collection and Analysis used.

#### Purpose

The intention and expectation of this study was to explore and determine the meaning and value of strategic leadership for chiefs of police in contemporary times. The work also addressed their perspectives on how, why, or if leaders need to move from tactical leadership to strategic leadership and what it takes to make that move. Use of both a survey and interviews elicited answers based on the experience of the chiefs who are members of the MCC. Questions were constructed not only to determine their perspectives on what strategic leadership is, but their belief as to its value in today's world, the causes that contribute to that belief, and what they perceived as processes and obstacles to move from tactical to strategic leadership. From this collection of data—and the review of literature—findings, analysis, and conclusions were drawn about strategic leadership for law enforcement executives that are presented in Chapter 5.

#### Design

The survey or questionnaire, augmented with selected interviews, was chosen for this research for a number of reasons. First, the survey is a meaningful research tool to obtain the characteristics and perspectives of the selected population: the members of the MCC. The MCC organization, further described below in the "Participants" section, is not a large association. Salant and Dillman (1994) write that "[s]ometimes the benefits of sampling are minimal, and it makes more sense to survey everyone in a particular population"(p. xiv). Since the MCC membership is comprised of 63 chiefs of police, an interview with every one of them was not

possible, and so a mailed questionnaire was chosen to obtain their data. However, it was decided that additional rich information was available which could be obtained only through interview. The interview data pertained to what the chiefs do as strategic leaders, the value of strategic leadership to them; how they perceived that they moved from tactical to strategic leadership, and why some might not be able to make that transition. Additionally, some chiefs used this opportunity to provide advice that they wished they had received before facing some of the issues of being chief. Therefore, the follow-up interview of a peer-selected subset of the MCC was merited. The process for the peer selection utilized the mailed questionnaire wherein questions asked the chiefs to give their perspective on who were the top five members of the MCC who best exhibited strategic leadership. Ten of the chiefs receiving the most votes were interviewed. The protocols, procedures, and data analysis are further explained at the end of this chapter.

### Two Research Concerns and Eight Questions Guiding the Study

#### *Concerns*

- (1) The meaning and value of strategic leadership for law enforcement officials in today's world
- (2) The developmental process in transitioning from tactical to strategic leader

#### *Questions*

From the perspective of the respondents:

- (1) What is strategic leadership?
- (2) Does the chief believe that he/she is a strategic leader?
- (3) Were there specific times or events that caused them to become more of a strategic leader?
- (4) What is the definition of today's world and how is their leadership affected by it?
- (5) How important is strategic leadership?
- (6) How does one transition from tactical to strategic leadership?
- (7) Should all law enforcement leaders strive toward strategic leadership?
- (8) What are the influences that helped form their strategic leadership?

The research concerns and guiding questions are presented above, the questions from the research questionnaire are found in Appendix I, and the face-to-face questions are in Appendix III. However, it would be helpful to see all sets of questions, the sources of data for this study, together in one place. These sources of data for all questions guiding the inquiry are found below in Table 1.1, where the research concerns and guiding questions are presented side by side with the survey questions, and with the face-to-face questions. They do not match number for number, because they are designed to obtain variations and richness from different ways of asking similar questions. This method of collecting data helped this study to capture the perspectives of the participants like different facets of the same gemstone.

#### Sources of Data

Table 1.1 depicts the research concerns, guiding questions, survey question and face-to-face questions that provided the sources of data for this study. The research concerns and guiding questions in the first two columns are placed side by side with the survey questions and the face-to-face questions to show how the sets of questions were crafted to obtain responses that address the concerns and questions that guided the study. As the table shows, the first research concern is matched to guiding questions 1, 2, 4, 5, and 7. Additionally, they match survey questions 1, 2, 3, 6, 9, and 11, and the face-to-face questions 1, 2, 6, 7, 8, 10, and 11. Similarly, research concern 2 is answered through guiding questions 3, 6, and 8, survey questions 4, 5, 7, and 10, and face-to-face questions 3, 4, 5, and 9.

Table 1.1

*Sources of Data for all Questions Guiding the Inquiry*

<b>Research Concerns</b>	<b>Guiding Questions</b>	<b>Survey/Questionnaire Questions</b>	<b>Face-to-Face Questions</b>
1. The meaning and value of strategic leadership for law enforcement officials in today's world	1. What is strategic leadership? 2. Does the chief believe that he/she is a strategic leader? 4. What is the definition of today's world and how is their leadership affected by it? 5. How important is strategic leadership? 7. Should all law enforcement leaders strive toward strategic leadership?	1. Do you agree or disagree with the [given] definition of Strategic Leadership. 2. Please fully explain why you agree or disagree with the above definition of Strategic Leadership. Please identify any particular concepts with which you strongly agree or disagree. 3. Rate <i>YOURSELF</i> as a strategic leader. 6. Rank the value of strategic leadership in today's world. 9. In your opinion, should all law enforcement leaders try to become strategic leaders? 11. Please write the names of members of the MCC who you believe are in the top 5 as strategic leaders in the MCC.	1. From your experience and knowledge, what does it mean to be a strategic leader for law enforcement executives in today's world? 2. What is the value of strategic leadership for law enforcement in today's world? 6. What is the value of chiefs being strategic leaders for their agency? 7. Are strategic leaders of benefit to all of law enforcement? How? 8. Should all law enforcement leaders aspire to be strategic leaders? Why? 10. Are there any negative aspects of strategic leadership? Explain. 11. What knowledge, skills, abilities or even specialized talent is needed for strategic leadership?

(table continued)

Table 1.1 (Continued)

Research Concerns	Guiding Questions	Survey/Questionnaire Questions	Face-to-Face Questions
2. The developmental process in transitioning from tactical to strategic leader	3. Were there specific times or events that caused them to become more of a strategic leader? 6. How does one transition from tactical to strategic leadership? 8. What are the influences that helped form their strategic leadership?	4. There was a specific time period or there were specific incident(s) during which I grew in strategic leadership 5. Many leaders argue that today's organization and environment is different from their predecessors. In order to define the term "today's world," identify aspects and considerations that define today's world in which you are required to lead. 7. Please briefly identify events that facilitated your transition from tactical to strategic leadership. 8. Please briefly identify obstacles you had to overcome, or, barriers that did not allow you to transition from tactical to strategic leadership. 10. Identify the influences that helped form your style of leadership.	3. What does it take to transition from tactical to strategic leadership? 4. Was there a time when you realized you were growing in strategic leadership? Explain. 5. Were there some things that you learned, some perhaps painful, some not, that you wished had been communicated to you in order for you to be able to operate in a strategic leadership mode? Explain. 9. What if anything prohibits tactical leaders from becoming strategic leaders?



## Participants/Population for the Study

### *The Major Cities Chiefs (MCC) as a Population*

The MCC population was selected because of their relatively small population of chiefs who are in policing, and who are most looked to for considerable knowledge and expertise in law enforcement leadership. They are the chiefs of the largest agencies in the United States and Canada. These chiefs have, in many cases, been selected from outside of their current organization with the help of professional law enforcement associations or executive search firms, and the selection process either from within or outside is highly competitive. Some of the chiefs have described their hiring procedure as a rigorous process. Additionally, these current MCC members have been leading their agencies during a time of change, such as a change in organizational and cultural leadership styles from autocratic to democratic leading. These leaders have been in charge during a time of change in mission, a change from just law enforcement and investigations missions, to adding antiterrorism and homeland protection as a major focus. From the perspective that there have been no more major terrorist attacks since September 11, 2001, an argument can be made that these chiefs have demonstrated that they understand how to deal with ambiguity and that they are able to strategically change the focus of their agencies.

The MCC agencies have threshold requirements for admission to the association. The guidelines are one thousand sworn police officers and serving a metropolitan statistical area of one million in population. Some of the agencies do not meet that threshold now regarding the number of officers, because they do not employ enough officers either historically or from downsizing, or from the population guideline, an urban population decline. However, these police departments are still some of the largest in North America and those agencies that are already in the MCC are grandfathered into the association. Therefore, because of the sheer size of the MCC departments, they have to deal with more constituencies, including several employee labor groups. The MCC agencies are also examined more closely by the media and government (federal and state) agencies, due to the number and diversity of people living in the largest cities in the U. S. and Canada that they are sworn to protect and serve. For these reasons it is arguable that the MCC agencies ought to be some of the most progressive agencies in policies and procedures.

Law enforcement leaders are in a particularly critical profession, especially in today's foreign and domestic terrorism environment. As stated above, this study, through the MCC, looked at whether successful law enforcement leaders perceive that they have moved from tactical leadership to a strategic frame of leading and thinking. The MCC was also chosen because it is an association with a networking, executive training, research, information sharing, and an adult learning focus (see MCC Historical Background, below). Since there is a scarcity of published studies on strategic leadership in law enforcement, the valuable information obtained in this study from these respected leaders' experiences adds to the available literature on strategic leadership in law enforcement. In Chapter 5 it will be reported whether law enforcement strategic leadership is consistent or where it is inconsistent with current literature. Where there is any difference between law enforcement experience in this study and the literature reviewed in Chapter 2, an explanation will be given. Through the results and conclusions of this research, the MCC also took part in augmenting the research and body of knowledge regarding strategic leadership.

This collected information on strategic leadership in law enforcement does not come from a void. In order to have a context and a better understanding of the chiefs' data, it is important to consider the history of the MCC.

#### *History of the Major Cities Chiefs*

An examination and analysis about common experiences and backgrounds of the participants would be an important factor in drawing conclusions during any study (See demographic information in Chapter 4 and Chapter 5). This examination should include any common institutions to which the participants belong because the associations and memberships would be helpful in understanding as many influences on the participants as possible. A short history of the MCC will be offered because it is significant to chronicle the beginning and development of institutions with an interest in networking, executive training, research and information sharing based on adult learning, and it is "beneficial to look at the historical setting and the impetus to their founding" (Merriam & Simpson, 1995, p. 75). "Forms of adult education are, in reality, social innovations through which an individual, organization, or government seeks to accomplish certain purposes" (Stubblefield & Keane, 1994, p. 309).

Crime is a national concern, affecting every community in every region of the United States and Canada. Crime, however, takes its heaviest toll on the largest urban

communities. In the United States, major cities account for just under [sic] 20 percent of the nation's population, but more than one-quarter of reported index crimes and more than 37 percent of all reported violent offenses. Recognizing the unique public safety challenges of cities, a small group of chiefs of police from some of these jurisdictions began meeting on a regular basis in the late 1960's. Their purpose was to discuss mutual problems and to exchange ideas for addressing those problems. From these early and largely informal discussions came the idea for a more structured organization of large city police executives. Thus, the Major Cities Chiefs was created. Over the years, the organization has grown both in size of its membership and the breadth of its programs. Today, the MCC includes the chief law enforcement executives of fifty [seven] of the largest urban areas in the United States and the six largest cities in Canada. Members of the MCC serve approximately one-fifth of the United States and Canadian populations. While the purpose of the MCC remains much the same as it has always been—to discuss mutual crime problems affecting cities and to exchange new crime-fighting strategies—the MCC's involvement in executive training, research, and criminal justice policy development continues to grow (MCC information handout provided by E. L. Willoughby, 1999 updated 2004).

## Data Collection

### *Survey/Questionnaire Instrument*

#### *Structure of Survey/Questionnaire Instrument*

Part One of the questionnaire (see Appendix I for a copy) consisted of 11 questions regarding the perspectives and experiences about strategic leadership. These substantive questions were constructed to obtain ratings of given terms and yes/no questions to obtain quantitative data from the participants with space provided for them to add explanations to their answers. These questions were designed to obtain data from the participants to answer the research concerns and guiding questions directing the study. Part Two of the questionnaire consisted of six demographic questions with the last question seeking special knowledge, skills, and abilities. This question also overlapped other questions and was used to obtain data for guiding question Q8, regarding influences on their strategic leadership.

## Procedure

The initial survey was mailed to the 63 chiefs who are members of the MCC. The mailing was preceded by an email to each of them alerting them what the survey was and that it was in the mail. According to Don Dillman (2000) there should be multiple contacts with the survey respondents in order to solicit the highest percentage of participation. Therefore, the process included an email, then the survey mailing, a follow-up email, and a final phone call, if needed. The survey was targeted to include all 63 chiefs because of the relatively small number of the population and the benefit of experience from these chiefs of large police departments. The questionnaire was developed from models provided by Dillman (2000) and Salant and Dillman (1994) to ensure clear and complete directions, appropriate sequence of questions, and properly worded questions. To ensure that the instruments functioned as designed, as agreed upon by my committee, a review of the survey instrument with three former chiefs, who were also former members of the MCC, was conducted in order to see if they understood the instruments, if there was any ambiguity, if the time needed to complete the survey was too lengthy, and whether the survey properly focused on obtaining the needed data. The review of the survey instrument was also used to reduce errors of understanding and relevance. In this instance the review of the survey instrument participants provided refining and additional information that was used in amending the questionnaire to its final draft. Specifically, the given definition was refined and a duplicated term was corrected. After the survey instrument was amended, the above described procedure was followed to send the survey to the 63 chiefs from the MCC.

### *Data Collection (Survey)*

From the population of 63 Major Cities Chiefs, 42 surveys were returned via mail (hard copy), email (electronically), or facsimile (electronically) by the participants within approximately a two month period. All of the data were compiled for analysis, and the findings and conclusions are further described in Chapters 4 and 5. While the survey instruments were being collected, they were assigned numbers to protect the anonymity of the participants. One of the questions on the questionnaire asked the participants to name the chiefs that were the strategic leaders of the MCC. From this question a tally of votes was kept for the chiefs receiving nomination as the most strategic leaders within the MCC. After the votes were analyzed, interviews were conducted with the peer-selected sample of the 10 chiefs perceived by their

peers to be strategic leaders of the MCC. (This process is further described in the Introduction of the Face-to-Face section in Chapter 4.)

#### *Face-to Face Interviews*

Following identification of 10 chiefs considered strategic leaders in the MCC, interviews were conducted using a list of 11 questions. These questions, based on the research concerns and guiding questions, were crafted to collect richer information through face-to-face encounter. These interview data were labeled Chief A, Chief B,... in order to maintain the anonymity of the participating chiefs. In addition, some of the information and the names of the cities were disguised for the same reason.

#### *Structure of Interview Questions*

The 11 face-to-face interview questions sought similar information as the survey, but more in depth, with additional data from explanation, based on the interviewees' experiences. These second phase questions are open-ended and were used to interview those chiefs who were voted as strategic leaders, identified by their contemporary members of the MCC. To augment the data collected by survey, these identified chiefs were asked to give further explanations, including what they do as strategic leaders, what their stumbling blocks to strategic leadership were, and what they wished someone had told them before they became chiefs about the difference in tactical and strategic leadership. Again these interview data were kept anonymous by using Chief A, Chief B,..., and by "sanitizing" their answers for cities and other identifying remarks.

#### *Interview Procedure*

The face-to-face interviews were scheduled and completed at the chiefs' offices and at the MCC meetings using the above mentioned 11 questions. Each interview was scheduled for an hour and half, but several took longer. The chiefs were asked the questions found in Appendix III, and during the interviews they were asked to elaborate and give examples for their answers. All of the chiefs who participated in the interview procedure were very attentive and interested in the study. Except for the pressure of time constraints, the interviews were relaxed and the participants were excited about contributing to the study.

## Combined Data Compilation and Analysis

Ideally, it would have been meaningful for the interviews to follow up on answers given on the survey; however, since anonymity was preserved in collecting the survey data, a one to one match was not possible.

Therefore, two bodies of data were compiled. Through content analysis, a working definition of strategic leadership, descriptions and the value of strategic leadership in today's world, perspectives, and influences on the importance of strategic leadership, and how experience was gained were compiled and distilled from the questionnaires and interviews. Finally, the data were compared to the literature review with consensus and contradictions presented. The data and information were used in the analyses, and are further described in Chapter 4. Not only are the results beneficial for this work, they can be used for further studies to compare and contrast against the informed perspectives of other discrete arenas in academic, business, religion, government, or any others. From an Adult Learning perspective, the results of this study can be used to inform aspiring law enforcement leaders about the MCC definition and their experience in strategic leadership.

The data collected in this study were based on the informed perspectives and knowledge of the MCC regarding given definitions of tactical leadership and strategic leadership. As stressed in Chapter 5, this work did not address or collect data on leadership styles, the definitions of other concepts including systems approach, systematic approach, or systemic approach. These and many other important concepts are ripe for further study.

The mailed questionnaire (Appendix I), the cover letter (Appendix II), and the face-to-face questions (Appendix III) are included in the Appendices section of this work.

## CHAPTER 4

### ANALYSES AND FINDINGS

Chapter 4 presents the results from this study, and findings are reported as responses to each of the guiding questions for both the mailed questionnaire and the face-to-face interviews from the members of the Major Cities Chiefs, the chiefs of police of the largest cities in the United States and Canada. The questionnaire results and interpretation are reported first, followed by a section presenting the face-to-face interview responses. Integration of the data from strategic leadership components that the chiefs of police identified in both their surveys and from the face-to-face interviews is presented in comparison with the literature reviewed in Chapter 2 on adult education, and strategic and tactical leadership. This presentation enables the determination of similarities or differences between the literature and the MCC population. The comparisons are presented at the end of every guiding question in the “Findings from Mailed Surveys” and in the “Findings” sections of the “Face-to-Face” responses below.

#### *Questionnaire Analysis*

This survey instrument description is provided in Chapter 3, but a recap is helpful now as context to the findings. A questionnaire was mailed to the MCC population requesting their participation in research regarding the meaning, value, and transition from tactical leadership to strategic leadership among law enforcement executives. The recipients were asked to answer the questions and return their responses to the researcher either by way of a provided addressed and stamped envelope, via fax, or through email. Part One of the questionnaire consisted of 11 questions eliciting from the participants their perspectives and experiences about strategic leadership. Part Two consisted of six demographic questions (See Appendix I for a copy of the questionnaire). The population of participants was the members of the Major Cities Chiefs, the chiefs of police of the largest cities in the United States and Canada. A total of 42 of the 63 members of the population participated and provided their responses on the questionnaire, yielding a response rate of 67%.

In order to focus the scope and substance of this study, the eight guiding questions from Chapter 3 were crafted to capture the chiefs’ data regarding their experience in strategic leadership. These eight questions are more general or open ended than the 17 more specific survey questions (see Appendix I) in order to quantify data as much as possible, while the 11

face-to-face questions (see Appendix III) are a combination of specific and more general questions in order to obtain additional depth and richness from the data. The findings below are presented as responses for each guiding question and are based on the related questions first from the questionnaire and then from the interviews. In other words, there is a section on questionnaire responses, and then a separate section presents results from the face-to-face interviews. In the face-to-face interview section, the participants' responses are followed by findings based on analysis of their responses and from the literature.

### *Demographic Analysis*

The names of the participants in both questionnaires and interviews have been replaced by alpha character or numeric pseudonyms (Chiefs 1, 2, 3...for questionnaire data and Chiefs A, B, C...for interview data) to ensure anonymity of participants to the reader. Additionally, specific identifying information regarding their organizations or cities has been omitted. Demographic profiles of the participants (gender, age, education levels, and length of time as chief ) were examined and described as follows: As indicated in Table 2.1, from the participants who responded to this question, 2 are female (5%) and 38 (95%) are male. Two individuals did not respond to this question. Ages ranged from 46 years to 73 years, with a mean of 56, based on the 34 respondents to this question, and the education levels ranged from high school to Ph.D. The average (Mean) level of education is 3.48 years of college or 15.48 years of education. The most frequent level of education (for 20 out of 40) among the participants was a Master's degree. While not appearing on the table, the most common types of undergraduate degrees were in Arts (14) and Sciences (14), and for graduate degrees Arts (6) and Sciences (5). The last row of the table presents the amount of time expressed in terms of months the respondents have been the chief of police. The least amount of time as chief of police is four months, and the greatest amount of time as chief of police is 180 months or 15 years (Range). The average time (Mean) in position as the chief of police for these respondents is 47.39 months or almost 4 years. Four of the respondents have served as chief for 36 months (Median), while 16 chiefs, half of the remaining, have served less than 36 months, and 16 chiefs have served more than 36 months. Twenty-four months, represented by 8 out of the 36 respondents, is the greatest single number of months as chief of police (Mode).



### *Univariate Analysis*

The univariate findings of the current study describe the distribution of the responses on the questionnaire (Babbie & Halley, 1998). The data from the survey are presented in prose and in some instances tabular form in order to facilitate the intended communication. Responses from the face-to-face interviews, as stated above, are presented separately (see Table 2.1 for demographic data of participants).

#### *Findings from Mailed Surveys*

##### *Q1 What is strategic leadership?*

A definition of strategic leadership was given in the questionnaire and is provided here for reference.

Strategic Leadership (SL) is the leadership used to implement a coherent sense of organizational nature and direction. SL is integrating learning through the informed decision-making of systems/contingency thinking that views the multifunctional organization and its environment, including community and constituency, as a complex organism of interrelating, interdependent parts. SL involves critical reflection on one's experiences, and epitomizes resiliency by developing others and managing through them, in order to cope with rapid and increasing change in a globalized environment.

The participants were asked if they agreed with the definition, and why or why not. All participants responded to this question. One disagreed with the definition (2.4%), one neither agreed nor disagreed (2.4%), and 40 agreed with the given definition (95.2%). The participant who disagreed said that the "definition was too long and confusing," and explained that he "always thought of strategic leadership as setting the long-term course or direction for people in an organization to follow. It considers current and future challenges that must be overcome along the way." The participant who neither agreed nor disagreed explained that "[t]he definition does not take into account that strategic leadership is very much an art. It is about developing a vision, articulating that vision and getting the commitment of those of influence in the organization to move towards achieving a series of goals. Leaders who practice strategic leadership ensure that the day to day decisions taken are aligned with the strategic direction of the organization and regularly reinforce the vision."

Table 2.1

*Demographic Data of Participants:  
Gender, Education, Age, and Time as Chief*

Demographics	Number of Participants n=42	Percent 100%			
<b>Gender</b>					
Females	2	5%			
Males	<u>38</u>	<u>95%</u>			
Sub Total	40	100%			
No Response	<u>2</u>				
Total	42				
<b>Highest Education Reached</b>					
			<u>Range</u>	<u>Mean</u>	<u>S.D.</u>
High School	4	10%			
Associate's Degree	1	2.5%			
Bachelor's Degree	11	27.5%	12 yrs-20yrs of school or	15.48 yrs of school, or	
Master's Degree	20	50%	0yrs-8+yrs of college	3.48 years of college	1.062
Ph.D/Ed.D.	<u>4</u>	<u>10%</u>			
Subtotal	40	100%			
No Response	<u>2</u>				
Total	42				
<b>Age</b>					
Participants	34	100%	46-73 yrs	56 yrs	5.690
No Response	<u>8</u>				
Total	42				
<b>Time as Chief</b>					
	42	100%	4-180 months or 1/3yr-15yrs	47.39 months or nearly 4 years	34.555

The comments of those who agreed with the definition of strategic leadership were generally amplification or putting it in their own words. While of those who agreed with the definition one respondent said “[t]he definition is too complex” and one said “[i]t is overly complicated and verbose,” there were eight instances where the participants said they “strongly agree” with the definition. Other comments were that the definition was “very good,” “necessary,” “accurate,” “clearly lays (sic) out,” “strong element,” and “key.”

The definition provided to the participants was a synthesis of various definitions given in the literature review. The literature, the given definition, and the responses of the participants are all substantially in agreement. Even where a respondent said there was disagreement, it was either a simplification or an amplification of an aspect. For most participants, who said they agreed or not, it was putting the definition in their own words and experience.

*Q2 Does the chief believe that he/she is a strategic leader?*

In the questionnaire the participants were asked to rate themselves as strategic leaders. On a scale of 1 to 10, 1 meaning least like a strategic leader, 10 meaning most like a strategic leader, the participants chose values ranging from 5 (2 participants) up to 10 (4 participants). The average (Mean) of the self-ratings is 8.15 and the value chosen most often (Mode) is 8 (chosen by 20). Half of the respondents chose 8 or less and half chose 8 and above (Median), while 80.9% chose 8, 9, or 10 (see Table 3.1).

Table 3.1

*Self-Rating as a Strategic Leader*

*On a scale of 1 (low) to 10 (high)*

<b>Scale</b>	<b>Frequency</b>	<b>Percent</b>
5	2	4.8
6	1	2.4
7	4	9.5
8	20	47.6
9	10	23.8
10	4	9.5
<b>Missing</b>	1	2.4
<b>Total</b>	42	100
<b>Mean</b>	8.15	
<b>S.D.</b>	1.131	

These responses are based on self-assessment by respondents. The literature review for this work found no study that predicts how leaders would rate themselves. The participants, however, are confident and competent leaders, and they would be expected to have a high regard for their strategic leadership capabilities.

*Q3 Were there specific times or events that caused them to become more of a strategic leader?*

On the questionnaire the participants were asked to answer whether there was a specific time period or specific incidents when they grew in strategic leadership (41 out of 42 responded to the question). Eight answered no (19%) and 33 answered yes (78.6%). The analysis of the data provided that the participants' responses fit into or may be grouped into 5 rows of categories, including (a) Courses, (b) Assignments/ Promotions/ Roles, (c) Actions, (d) Incidents, and (e) Support. With regard to whether a chief answered "Yes" or "No," interestingly the rationale of the participants with responses of yes were similar to the rationale given by the no respondents (see the bottom of each row in Table 4.1). While the yes and no answers are a contradiction, my interpretation of the opposite responses is that their answers and explanations were given from different perspectives, as follows: One perspective is the intended, that yes or no there was a time when their leadership was only tactical and that they did or did not develop in strategic leadership. Most of the respondents answered from this perspective. However, some respondents answered from the perspective that there was no transition from tactical to strategic leadership because they had to be both tactical and strategic leaders even though there were times or events

precipitating their growth into strategic leadership. Perhaps a better explanation in the question would have eliminated different perspectives for the responses.

Each row in Table 4.1 represents data from the participants' answers to the survey question whether there was a specific time period or specific incidents when they grew in strategic leadership. The "Yes" responses are at the top of the rows and the "No" replies are at the bottom for each category. The arrangement of data uses the researcher's arbitrarily assigned numbers, 1, 2, 3...to track the answers of the same participant in the various rows. This allows the presentation of terms used by those respondents to describe events causing growth in strategic leadership as their responses relate to the five categories enumerated above. [Note: These assigned numbers relate to the chief's questionnaire responses, and they should not be confused with the arbitrarily assigned letters, A, B, C..., given to the face-to-face interviews].

Table 4.1

*Specific Times/Incidents Precipitating Growth in Strategic Leadership Grouped by Five Categories that Emerged from the Data (numbers in parentheses refer to identification code assigned to each respondent)*

<b>Courses</b>	<b>Responses of Yes</b> 2)Reinforced through seminars; 12)Course at the FBI Academy in change management; 24)Training, preparation; 33)During graduate studies in Organizational Development/Human Resource Development
<b>Courses</b>	<b>Response of No</b> 39)No. Product of formal education.
<b>Assignments/ Promotions/ Roles</b>	<b>Responses of Yes</b> 2)Assuming progressively more responsible positions; 3)Advancement within organization: Decision responsibilities for org; 4)When promoted addressing more complex issues; 5)Assuming command rank, SL is chief’s primary role; 6)Assignment working with business leaders; 7)Advances in rank, duties and responsibilities forced evolution; 10) As young supervisor put into location to lead with no clear objectives or plans, expected to bring civil stability to area in chaos; 11)As chief no one to blame for failure, buck always stops with chief; 12)With each challenging assignment learned to be more global in thinking; 13)Promoted, mindset changed; 18)Taking on role of chief, ultimately responsible for decisions of organization; 19)Advancing through ranks, transitioned, especially as environment (political, community, other agencies) was impacted by my decisions; 20)Middle management positions, learned importance of being flexible and able to blend leadership styles to meet needs of a specific situation; 21)As training officer, training probationary officers who were difficult, leading squad of “salty” officers, and mentoring; 25)As deputy chief, forced to SL because chief was “disconnected”; 26)As chief operations officer stemming growth of violent crime in a city with a multitude of fundamental social problems; 28)At appointed command level, when it became clear, haste makes waste; 31)With each promotion, more responsibility, established new role, more strategic; 32)Past and current experiences as chief;
<b>Assignments/ Promotions/ Roles</b>	<b>Responses of No</b> 38)No. Assignments, but not specific event; 39)No. Product of entire career, rank of Captain and above provided more opportunity.

(table continued)

Table 4.1 (continued)

<b>Actions</b>	<b>Responses of Yes</b>
	<ul style="list-style-type: none"> <li>2)Reading;</li> <li>3)Addressing multiple issues;</li> <li>5)Assessment and influence for change;</li> <li>6)Critical transformation in thought process about policing and its place in society;</li> <li>8)Transforming PD into learning organization, starting process of changing culture of PD;</li> <li>12)Implementing change, solving problems, identify stakeholders and leaders to help accomplish change;</li> <li>13)Engaged community as part of solution;</li> <li>15)Systems analysis including literature, research, and best practices in other jurisdictions, consultation with community, formed working group, result, comprehensive dynamic strategy involving entire organization, successful;</li> <li>17)Reaction and handling defined SL and executive philosophy for organization;</li> <li>21)Set goal to become 1<sup>st</sup> African-American Captain and encouraged others to do the same, fostering police/community partnerships, focusing on quality of life concerns;</li> <li>24)Practicing, anticipation, appropriate timing;</li> <li>27)Had capitalized on opportunities to assist;</li> <li>30)When assumed position of chief, reflected on state of organization and implemented a strategic direction for upper level staff.</li> </ul>
<b>Incidents</b>	<b>Responses of Yes</b>
	<ul style="list-style-type: none"> <li>2)Learning through experience;</li> <li>3)Hastened by budget reductions, decrease in personnel, increased community expectations, organization's response to traumatic incidents;</li> <li>9)Major labor dispute a defining moment and shifting to strategic planning;</li> <li>15)Gun and gang violence, media criticism;</li> <li>16)Significant immigration in mid 70s of Vietnamese caused enormous problems beyond policing, but PD had to take the lead with short and long-range solutions, caused them to think about the future, SL mandatory;</li> <li>17)Lost 3 officers, also several very public high level discipline cases;</li> <li>22)Over 10 yrs were specific incidents when I always had a commitment to what was right, but also had to deal with competing interest;</li> <li>23)Crises and nature of work continually work against SL;</li> <li>24)Events;</li> <li>26)During weather catastrophe the operating environment changed dramatically;</li> <li>27)When under fire publicly, stakeholders came to defense due to the time taken to build trust and show integrity;</li> <li>34)As a young command officer, our agency never got anything done</li> </ul>
<b>Incidents</b>	<b>Responses of No</b>
	<ul style="list-style-type: none"> <li>35)No. Over a long period of time exposure to responsibilities, political and civic entities;</li> <li>36) No. Evolving process, over time, variety of experiences, lessons learned</li> <li>37) No. Over an extended period and continues, each community shaped the way I see things and approaches I take to provide leadership and value to the organization and community</li> <li>38) No. Honed during years, but not specific event.</li> </ul>

(table continued)

Table 4 (continued)

<b>Support</b>	<b>Responses of Yes</b>
	1)Group of like thinkers; 2)Debates with colleagues; 14)During the 90s more community-centered organization, use of accountability system, information sharing, ownership for officers, commanders and their patrol areas; 29)Mentored over the years by SLs.

Again, the above categories emerged from the data. Whether the chiefs answered “Yes” or “No” as to whether there was a specific time period or specific incidents when they grew in strategic leadership, their responses were grouped into the five categories that for them facilitated growth in strategic leadership. Those categories are “Courses” they took, “Promotions, Assignments & Roles” they experienced, “Actions” they initiated, “Incidents” they handled, and “Support” they experienced. These categories are in resonance with the literature reviewed, such as, in *The Art and Discipline of Strategic Leadership*, where Freedman and Tregoe (2003) write about education, “strategic visions for top team,” “extensive training in planning, decision making, project management,” and that the process “takes time” (p. 7). Another example is Bennis and Townsend (1995) who wrote that “leaders today have to be more flexible than ever in their roles” (p. 1).

*Q4 What is the definition of today’s world and how is their leadership affected by it?*

In the questionnaire the respondents were asked to identify aspects and considerations that define today’s world in which they are required to lead. Table 5.1, beginning with the highest rated aspects, descending to the lowest rated factors that define today’s world, details issues that the participants rated as affecting their leadership. They rated their answers on a scale (value) of 1, meaning least influence, to 5, meaning most influence. The range of ratings for the terms provided in the questionnaire was from 2.88 for “Tradition” to 4.73 for “Personal Integrity.” The participants were also asked to write in any factors from their experiences that were appropriate. The range of ratings for the write-ins (Others) was from a 3.00 (Newspapers) to several with a 5.00 (Accountability, Flexibility, Transparent, Creative, and Leadership Culture). The write-in factors were not chosen enough to be statistically significant and are not reported below. These high rankings were expected since they were write-ins and are of importance to the responding chief. None of the write-ins for today’s world factors were rated by



Table 5.1

*Ratings of Factors in Today's World that Affect the  
Participants' Leadership in Descending Order of Importance*

<b>Descriptor</b>	<b>Value</b>	<b>Frequency</b>	<b>Percent</b>	<b>Mean</b>	<b>S.D.</b>
Personal Integrity	3	3	7.1	4.73	.593
	4	5	11.9		
	5	33	78.6		
Communication	3	3	7.1	4.46	.636
	4	16	38.1		
	5	22	52.4		
Budget	3	6	14.3	4.37	.733
	4	14	33.3		
	5	21	50		
Values/Beliefs	2	1	2.4	4.29	.750
	3	4	9.5		
	4	18	42.9		
Resources	5	18	42.9	4.29	.680
	3	5	11.9		
	4	19	45.2		
Change	5	17	40.5	4.24	.734
	3	7	16.7		
	4	17	40.5		
Police/Race Relations	5	17	40.5	4.17	.892
	2	3	7.1		
	3	4	9.5		
Instantaneous Media	4	17	40.5	4.15	.963
	5	17	40.5		
	1	1	2.4		
	2	1	2.4		
	3	7	16.7		
Continuous Lifelong Learning	4	14	33.3	4.15	.823
	5	18	42.9		
	2	1	2.4		
	3	8	19		
	4	16	38.1		
Economic	5	16	38.1	4.07	.877
	2	2	4.8		
	3	8	19		
	4	16	38.1		
	5	15	35.7		
Multiculturalism	2	1	2.4	4.05	.815
	3	9	21.4		
	4	17	40.5		
	5	13	31		

(table continued)

Table 5.1 (continued)

<b>Descriptor</b>	<b>Value</b>	<b>Frequency</b>	<b>Percent</b>	<b>Mean</b>	<b>S.D.</b>
Diversity	2	2	4.8	3.98	.821
	3	8	19.5		
	4	20	47.6		
	5	11	26.2		
Political	1	1	2.4	3.93	.905
	2	2	4.9		
	3	6	14.3		
	4	22	52.4		
	5	10	23.8		
Business Plan	2	1	2.4	3.90	.735
	3	10	23.8		
	4	22	52.4		
	5	8	19		
Labor Relations	2	2	4.8	3.90	.800
	3	9	21.4		
	4	21	50		
	5	9	21.4		
	2	3	7.1		
3	11	26.2			
4	15	35.7			
5	12	28.6			
Motivation	2	1	2.4	3.88	.748
	3	11	26.2		
	4	21	50		
	5	8	19		
	3	14	33.3		
4	20	47.6			
5	6	14.3			
Critical Reflection	2	3	7.1	3.76	.830
	3	11	26.2		
	4	20	47.6		
	5	7	16.7		
	1	1	2.4		
2	3	7.1			
3	16	38.1			
4	12	28.6			
5	8	19.0			
Invasion of Privacy	2	6	14.3	3.34	.794
	3	17	40.5		
	4	16	38.1		
	5	2	4.8		

(table continued)

Table 5.1 (continued)

<b>Descriptor</b>	<b>Value</b>	<b>Frequency</b>	<b>Percent</b>	<b>Mean</b>	<b>S.D.</b>
Stability	1	2	4.8	3.24	.969
	2	5	11.9		
	3	19	45.2		
	4	11	26.2		
	5	4	9.5		
Transportation	1	2	4.8	3.03	.800
	2	4	9.5		
	3	27	64.3		
	4	5	11.9		
	5	2	4.8		
Tradition	1	3	7.1	2.88	.980
	2	10	23.8		
	3	20	47.6		
	4	5	11.9		
	5	3	7.1		

[Note: Based upon rating value of 1 (least important) to 5 (most important)]

any of the other participants because there was no practical means to present the write-ins after the surveys were returned to the researcher.

Since the terms rated in the questionnaire were selected from the literature review, and these terms are rated high, there is consistency and agreement between the literature and the participants' responses.

Clearly, "Personal Integrity" is the most important factor for these chiefs, followed by "Communication." These are two attributes that are obviously of paramount importance to the participants for effective leadership and are also in agreement with literature, including Kouzes and Posner (1995).

Without additional and different quantitative analyses not contemplated in this study, no apparent observations present themselves until the lowest rated factor "Tradition" is considered. A negative connotation appeared to be associated with the term tradition, based on some of the participants' experiential baggage that caused this ranking. When this term was included, it was meant in the positive sense, as in honoring tradition. However, from some of the comments on the questionnaire, it was taken in a negative sense. Rather than honoring tradition, the connotation used by some of the participants was tradition as a resistance to change and innovation, employing a "That's the way we always did it!" sentiment.

*Q5 How important is strategic leadership?*

As portrayed in Table 6.1, the participants were asked in the questionnaire to rank the value of strategic leadership on a scale of 1, meaning not important, to 10, meaning very important. A total of 41 out of 42 participants responded to this question, resulting with the least ranking 7 chosen by only 1 participant (2.4%), and with 10 as the highest ranking with 9 participants (21.4%) choosing this value. Eight was the most frequent response chosen by 16 participants (38.1%), and the average of the responses was 8.78.

Table 6.1

*Importance of Strategic Leadership*

<b>Value</b>	<b>Frequency</b>	<b>Percent</b>
7	1	2.4
8	16	38.1
9	15	35.7
10	9	21.4
<b>Missing</b>	1	2.4
<b>Total</b>	42	100
<b>Mean</b>	8.78	
<b>S.D.</b>	.822	

The mean and the distribution of responses indicated in this table suggest a high importance of strategic leadership for the participants, and the standard deviation points to a general agreement in this assessment by the chiefs. Additionally, the participants' assessment is consistent with the literature regarding the importance of strategic leadership.

*Q6 How does one transition from tactical to strategic leadership?*

The participants were asked to provide events that facilitated their transition to strategic leadership and obstacles they overcame. Table 7.1 provides a list of terms reported by respondents on their questionnaires with a tally of the number of respondents using the term in the frequency column. The terms have been grouped according to synonymy and usage in the participants' responses. Noted at the bottom of the Facilitators row in the table is the response by

four participants that there was no transition, that they used both Tactical Leadership and Strategic Leadership. At the bottom of the Obstacles row is the response by three participants that there were no obstacles. The terms are placed in descending order of times cited (Frequency).

As shown in Table 7.1, promotions/rank/assignments/responsibility was chosen most (20 times) for facilitators, followed by needs of the organization (16 times). Needs of the community, attending education or training events, and incidents/issues were chosen by a similar number of participants as positive influences.

In the obstacles category nonsupportive superiors/ peers/ organization/ community was chosen most (16 times) followed by daily demands/crises (8 times). Political interests and constant tactical situation/experience were the next highest choices. This list not only provides insight into what it takes to move from tactical to strategic leadership, it affirms and emphasizes that there is a perceived transition for the majority of participants.

Three participants said there were no obstacles. But if nothing other than expediency of making a quicker decision, there is a strong argument that there are obstacles to the transition into strategic leadership.

*Q7 Should all law enforcement leaders strive toward strategic leadership?*

The participants were asked on the questionnaire if all law enforcement leaders should try to become strategic leaders. In reply, 5 of 41 respondents (11.9%) said no, while 36 of 41 (85.7%) said yes.

Those who agreed said that through all leaders aspiring to strategic leadership, the “organization would be pushed,” with “continuous critical analysis.” From their perspectives, unless leaders strive for strategic leadership, they are ineffective because of the “dynamic environmental demands.” One of the responses was “if you’re not a strategic leader, you’re not really a leader,” exhibiting “effective performance and change,” and your decisions will not survive. They indicated that strategic leadership allows “flexibility and alternatives,” uses the “big-picture perspective,” and “enriches the organization.” Additionally strategic leadership “gives focus, aids in predicting and foreseeing the future in this complex world.”

Table 7.1

*Transition to Strategic Leadership: Perceived Facilitators and Obstacles*

<b>Facilitators</b>	<b>Frequency</b>
Promotions/Rank/Assignments/Responsibility	20
Needs of organization	16
Needs of community	6
Attending MCC/NEI/National Chiefs Association, Command College, training, education, seminars	6
Incidents/Issues	5
Politics	2
Mentors/former chiefs	2
Literature review	1
Solutions not found in Policy Manual	1
Time in rank/Experience	1
Hiring strategic manager attached to chief's office	1
Exposure to private business world	1
Strategic retreats with management	1
No transition, do both	4
<b>Obstacles</b>	
Nonsupportive superiors/peers/organization/community	16
Daily demands/crises	8
Political interests	6
Constant tactical situation/experience	5
Budget/resources	3
Improper training/wrong courses	3
Difficulty of SL/maintain status quo	2
Health	1
No obstacles	3

Those who answered “no” said that there was a need for both tactical and strategic leadership. One said that first-line supervisors must remain focused on tactical aspects of leadership, but not to the point of failure to acknowledge that there is strategic leadership.

*Q8 What are the influences that helped form their strategic leadership?*

Participants were asked to identify the influences that helped them form their leadership. Table 8.1 displays the ratings of the terms on a scale of 1, meaning least descriptive, to 5, meaning most descriptive. The range of the averages (Means) of the influences is 2.95 to 4.38. The lowest rating resulted for the influences of “Followers” and “Public Figure” (2.95) and the highest rating resulted for the influence of “Self” (4.38). The participants were given the opportunity to write-in influences that are described as Others in the table. These other influences ranged from 3.00 for “Newspaper” and “Various Colleagues”, to 5.00 for “Command College.” Table 8.1 presents the influences in the order that was given on the questionnaire and shows the frequencies and percent of the participants’ choices. Table 9.1 follows with the influences placed in rank order.

From my perspective, as a long-time professional in the law enforcement field, the participants who are also in the law enforcement profession, being part of the human race, are influenced by the same things that influence people or leaders from any arena in life. It is not surprising that the chiefs would rate themselves as the most influential aspect of the formation of their strategic leadership because they are all intelligent, hard-charging people. Nor is it surprising to me that they rated the “School of Hard Knocks” because of their self-sufficiency and belief in learning from their experiences. People and organizations were influential as well, and are also based on their experiences.

The sources of the list presented for rating to the participants that addresses influences include information from the literature, my colleagues, and my committee. There are no known studies that can be used for comparison, but from my interpretation of those works reviewed, my sources, and the above results, they are no contradictions on what influences helped the participants form strategic leadership.

The survey questionnaire provided the abundant data presented above. The face-to-face interview data that follow were also plentiful and added richness and depth to the findings and conclusions.

Table 8.1

*Influences that Formed Strategic Leadership*

<b>Descriptor</b>	<b>Mentor</b>					<b>College Course</b>					<b>Supervisor</b>					<b>Follower</b>				
<b>Value</b>	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Frequency</b>	2	6	6	15	11	2	10	13	10	6	0	8	14	12	6	6	8	13	10	6
<b>Percent</b>	4.8	14.3	14.3	35.7	26.2	4.8	23.8	31	23.8	14.3	0	19	33.3	28.6	14.3	14.3	19	31	23.8	14.3
<b>Mean</b>	3.68					3.20					3.40					2.95				
<b>S.D.</b>	1.185					1.123					.982					1.203				

<b>Descriptor</b>	<b>Peer</b>					<b>Self</b>					<b>Author</b>					<b>School of Hard Knocks</b>				
<b>Value</b>	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Frequency</b>	1	5	11	19	5	0	1	3	15	20	3	10	13	10	5	0	3	8	14	15
<b>Percent</b>	2.4	11.9	26.2	45.2	11.9	0	2.4	7.1	35.7	47.6	4.8	23.8	31	23.8	11.9	0	7.1	19	33.3	35.7
<b>Mean</b>	3.54					4.38					3.15					4.03				
<b>S.D.</b>	.951					.747					1.099					.947				

*Range: (1=least influential to 5=most influential)*

(table continued)



Table 8.1 (Continued)

<b>Descriptor</b>	<b>NEI</b>					<b>FBI Academy</b>					<b>MCC Meetings</b>					<b>Public Figure</b>				
<b>Value</b>	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Frequency</b>	4	4	11	13	5	5	2	14	7	3	1	3	11	17	8	6	8	10	10	4
<b>Percent</b>	9.5	9.5	26.2	31	11.9	11.9	4.8	33.3	16.7	7.1	2.4	7.1	26.2	40.5	19	14.3	19	23.8	23.8	9.5
<b>Mean</b>	3.30					3.03					3.70					2.95				
<b>S.D.</b>	1.175					1.169					.966					1.251				

<b>Descriptor</b>	<b>Others – Wife/Parents/Family</b>					<b>Others – Southern Police Institute (SPI)</b>					<b>Others – Time In Position</b>					<b>Others – Newspaper</b>				
<b>Value</b>	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Frequency</b>	0	0	0	2	4	0	0	0	1	1	0	0	0	1	0	0	0	1	0	0
<b>Percent</b>	0	0	0	4.8	9.5	0	0	0	2.4	2.4	0	0	0	2.4	0	0	0	2.4	0	0

(table continued)

Table 8.1 (Continued)

<b>Descriptor</b>	<b>Others – Books for Promotional Exam</b>					<b>Others – Command College</b>					<b>Others – Various Colleagues</b>				
	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Value</b>	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
<b>Frequency</b>	0	0	0	1	0	0	0	0	0	1	0	0	1	0	0
<b>Percent</b>	0	0	0	2.4	0	0	0	0	0	2.4	0	0	2.4	0	0

Table 9.1

*Ranked Influences that Formed Strategic Leadership*

<b>Descriptor</b>	<b>Mean</b>	<b>S.D.</b>
Self	4.38	.747
School of Hard Knocks	4.03	.947
MCC Meetings	3.70	.966
Mentor	3.68	1.185
Peer	3.54	.951
Supervisor	3.40	.982
NEI	3.30	1.175
College Course	3.20	1.123
Author	3.15	1.099
FBI Academy	3.03	1.169
Follower	2.95	1.203
Public Figure	2.95	1.251

*Face-to-Face Analysis*

To begin this section, it is helpful to view the background of the participants. Table 10.1 depicts the demographics of the 10 chiefs who were peer-selected for the face-to-face interviews.

Introduction

Since there are 63 chiefs of police who comprise the membership of the MCC, an interview with every one of them was not possible, and so a mailed questionnaire was chosen to obtain their data. However, it was decided that additional rich information was available, and these data were better obtained through interview. These interview data pertain to what the chiefs do as strategic leaders, the value of strategic leadership to them, how they perceived that they

Table 10.1

*Demographic of the 10 Chiefs That Were Peer Selected for The Face-to-Face Interviews*

Demographics	Frequency (n=10)			
<b>Gender</b>				
Male	10			
Female	0			
<b>Education</b>				
Associate’s Degree	1			
Bachelor’s Degree	3			
Master’s Degree	6			
Ph.D./Ed.D	0			
<b>Total</b>	10			
		<b><u>Range</u></b>	<b><u>Mean</u></b>	<b><u>S.D.</u></b>
<b>Age</b>	10	52-62 yrs	57.1 yrs	3.31
<b>Time as Chief</b>	10	2-10 yrs	6.8	2.44

moved from tactical to strategic leadership, and why some might not be able to make that transition. Additionally, some chiefs used this opportunity to provide advice that they wished they had received before facing some of the issues of being chief. As previously noted, a peer-selected sample was chosen to gather these data. The process for the peer selection utilized the mailed questionnaire wherein one question asked the chiefs to give their perspective on who were the top five members of the MCC who best exhibited strategic leadership. Ten of the available chiefs receiving the most votes were interviewed.

From the MCC peer selection where the top 10 leaders were identified, the following was found: Including ties, there were 14 chiefs receiving votes as the top 10 strategic leaders in the MCC. Since 6 of the 14 who were voted as the top ten strategic leaders were not available for face-to-face interviews, 8 chiefs receiving votes as the top ten strategic leaders and 2 chiefs tied for eleventh place were selected for face-to-face interviews.

Rather than creating a one-to-one integration of how the participants answered the survey augmented by their interview results, possibly considered an “ideal” scenario for research, after consideration, it was determined that this was not feasible due to confidentiality and anonymity issues, even though providing their name on the survey was optional. Instead, as explained in

Chapter 3 and reported in this chapter, the interviews were compared with the cumulative results of all participants and these additional data were used to add richness and depth. Additionally, the comparison showed no disagreement between the survey conclusions and those from the face-to-face interviews, rather there was amplification of responses and an opportunity to add examples of what the chiefs actually do as strategic leaders. As another consideration, due to the time constraints of the chiefs, the cost prohibitive nature of travel to 10 cities, the fact that a telephonic interview was not an attractive alternative, and because a face-to-face is the preferred method in gathering the needed data, it was decided that the interviews would be conducted at one of the MCC meetings. However, time is at a premium during these meetings too. Therefore, the researcher's availability to chiefs at the MCC meeting was limited, and each interview was restricted to no more than one and a half hours. The consequence is recognition of a somewhat staccato nature to some of the responses during the interviews and the resulting write-ups, but the data that were gleaned provided meaningful insights into the meaning, value, and experience of strategic leadership in today's world and also provide direction for future research.

### Analysis

As with the analysis of the questionnaires, the guiding question will begin each segment of this Face-to-Face section, followed by the participants' responses and then findings for each Guiding question. Included in the presentation are excerpts from the responses of the interviews with participants. In capturing the responses of the participants, I made handwritten notes during the interviews, but the conversations were not recorded. I tried to use their words in every case, but do not propose that these are verbatim. When I translated my notes to a typed document, I added words or phrases to communicate what I believe chiefs told me. Many times I asked the question again, or rephrased the question, and even read back to the participants to make sure I was correctly capturing their perspectives, thoughts, and experiences. [Note: These assigned letters, A, B, C..., relate to the chiefs' face-to-face interviews and they should not be confused with the arbitrarily assigned numbers, 1, 2, 3..., given to the questionnaire responses on Table 4.1.]

These face-to-face interview responses add richly to the information and rationale available from their answers to the guiding questions, because it tells individual stories from their experience and perspective. Additionally, the replies pertain to what the chiefs do as strategic leaders and the value of strategic leadership to them.

*Q1 What is strategic leadership?*

[Note: During the face-to-face interview, the chiefs were told that the study had used the definition of strategic leadership from the literature. They were then asked to make their responses as experiential as they felt comfortable in providing. In describing what strategic leadership is, many of the chiefs provided answers related to what they do as strategic leaders. Some are expressed in very general terms, while others added concrete examples.]

Chief A said a strategic leader has to have very broad perspectives, not the narrowness of just the police department, and even broader than just criminal justice. Strategic leadership gives you the tools to operate in this complex society that is fast moving, and changing. However, this is difficult because our communities always demand bright lines, clear rules, and clarity that are directly opposite to what we live in, the ambiguous world.

Chief B said that visionaries, strategic leaders, build a “bench of people” [Note: This is an athletic term for having replacements for key positions] in their agency. They not only have a vision, they have the ability to sell the idea to the police department, the community, and city hall. Attributes of strategic leaders being sought are capabilities in multitasking, staying current in technology, monitoring an awareness of public sentiment, and continuous ongoing training. Another aspect of strategic leadership is setting a standard for excellence in law enforcement. Part of strategic leadership is [an] understanding [of] all this, and being politically astute. If you do not have that skill, you will not last. A strategic leader wants to set the best policies and procedures, by taking a systems view. Strategic leadership means to slow down and think through these types of things. Strategic leadership issues and decisions affect the police department not only today, but for the next generation. Strategic leadership is looking at a much larger picture, and where law enforcement fits into all other aspects. Some of those aspects include community input and collaborative participation. Being a strategic leader takes real courage. There is a safe way to go as a chief, a gate keeper, but if you are to make a real change, it may not be popular, especially in the short run and you will take some heat.

Chief C said that strategic leaders are placed in a global environment and expected to accomplish impossible feats. A strategic leader is always saying little but doing much, picking targets, and then picking subleaders. Strategic leaders know their people have the talent to be able to plan both short-range and long-range. The value of strategic leadership is in getting the agency to do things. Leaders have to be active, and motivators. They have a mental picture that

keeps the department going in [the right] direction. In law enforcement too many things can distract. Strategic leaders must keep active, moving forward, focused. If leaders keep it simple and clear, it will give [followers] a path, a definition.

Chief D said being a strategic leader means focusing resources and energy on things that make the biggest difference, like building capacity for safety for businesses and in the community: Forging, focusing on, and maintaining those relationships with business and community. If leaders think as strategic leaders, they will get a greater return on their resources.

Chief E said that the best analogy of strategic leadership is that it is most of all like playing chess. It makes the chief look two or three moves ahead. The value of strategic leadership is that the agency is dealing with an issue even before it comes to your plate. It is all about preparation and planning well ahead of events rather than waiting for them to get there.

Chief F said that in order to be a strategic leader and an effective leader you need to take time to think, take time to integrate future challenges, in order for your agency to be a successful organization. A strategic leader needs to ponder on whatever are the concerns of the public, the organization, and do not forget the political perspective. The strategic leaders are looking at what they need to do to be prepared when those issues hit the department. As a strategic leader one has to take time to reflect. It is the key to strategic leadership. A true strategic leader will value the fact that people depend on us. However, we can not afford to continuously fail. That is how he approaches all issues in the realms of social, political, financial, and in integrity; he can not afford to fail. Chief F has seen operations fail because the leader did not strategically lead. The agency broke down in discipline, in ethics, or in operations. Strategic leaders use the expectations of their organization and their community as drivers to success. He has higher expectations of his people, and he thinks more of their capabilities than they do. Organizations will continue to push if you raise the bar. Strategic leaders will recognize and reward folks who do meet expectations, but encourage them to be better tomorrow than today. Conversely, when dealing with failures, “if you’re going to fall, fall forward.” In other words, he does not mind if people do not reach goals if they are using all the resources available. And if they do not move the organization 100%, moving it 70% and doing better tomorrow than today is what he calls falling forward.

Chief G believes that first, strategic leadership means having the big-picture view of all that impacts the chief and the organization, from internal, to political, to community, and

includes budgetary limitations: Keeping all those in mind, then being able to formulate plans (not detailed), and being able to engage your staff in how those above things will impact the organization is the teaching portion of strategic leadership. Strategic leadership also looks at what the chief and the organization need to do to prepare for those changes, a three-to-five year look, which is the realistic window to look at these changes. Chief G said that the world has changed dramatically since 9/11, with more changes, more burdens, and more expectations both from the community and from government. As strategic leaders, chiefs must do their best at forecasting what is coming at police departments over the three-to-five year period, so that they are prepared and positioned to handle or cope with those things.

Chief H said that a strategic leader looks far out into the future to see what the coming challenges are. Strategic leaders know where they and their agencies are; they can make adjustments in the organization to meet the future challenges. Strategic leadership is all about trends, issues, seeking to stay on top of issues, and “don’t wait for it to hit you in the face.” He described strategic leadership as a leader, positioning the department to move on, to meet challenges, anticipating challenges. It is all about the department, developing subordinates, implementing policies and procedures that reflect best practices, based on the new court decisions.

Chief I said that a strategic leader needs to understand the environment, to make the agency’s approach client based. In other words, who is affected directly and indirectly and that equates to a process or systems thinking focus. Strategic is big-picture, while Tactical gives the leader the ability to be totally focused on an issue. Strategic leadership is a thinking process, and causes the strategic leader to wrestle within his/her organization. A strategic leader needs to be able to explain a decision and how it fits within the strategic plans. To educate the organization’s leaders, it is helpful to talk in that terminology, because strategic leadership means that competency is being developed within the organization. His duty as a strategic leader is all about succession planning, and how everything connects. If an issue is not in the department’s business plan, the leader needs to ask why they are working on it. Strategic leadership is also about setting strategic priorities and strategic options. Strategic leadership involves partnerships forged because jurisdictions’ lines today are dissolved. [Jurisdictions, partners, and communities] are truly a global community. [Chief I and his leadership team] took a very detailed look at the police department and their environment, including the demographics and immigration. They are



trying to plan ahead of everyone else. A strategic leader knows that strategic needs should be a priority because things that do not seem related will often come together. [He and his agency] have also been doing their counterterrorism planning with a National Capital Strategic Plan. They have mapped out what needs to be done, [with regard to] both potential and actual threats.

Chief J said that strategic leaders have to have a vision for where law enforcement fits in society. The tendency in a police department is to be a closed society, for its own protection. The mentality used to be, if they make a mistake, they will be crucified. In that case the police department sees itself as an island. Strategic leadership has to see the police department as part of society. It is important as strategic leaders to see themselves in more of a global way, not just issuing tickets and the enforcement of laws. The value is if leaders have the global perspective for policing and safety, then their operations coordinate with business and economic plans of the city. It means establishing relationships and partnerships in and with organizations.

#### *Findings Q1 What is strategic leadership?*

The definition that was constructed for this study did not change and did not become more concise. Therefore, using the definition of strategic leadership from the questionnaire as the basis and adding terms and phrases used by the participants in the face-to-face interviews (*in parentheses and italics*), this research suggests the following definition:

Strategic Leadership (SL) is the leadership used to implement a coherent sense of organizational nature and direction (*vision; setting a standard for excellence; active, moving forward; policies and procedures that reflect best practices; where law enforcement fits in complex society; understand the environment; client-based approach; big-picture; courage; trends, issues...challenges; explain; setting strategic priorities and strategic options*). SL is integrating learning (*continuous ongoing training; education; learning; politically astute; how everything connects; focusing energy on things that make the biggest difference; teaching*) through the informed decision-making of systems thinking (*multitasking; process or systems thinking focus; systems view; dealing with an issue before it comes to your plate; expectations*) that views the multifunctional organization and its environment, including community and constituency (*community input and collaborative participation; relationships; partnerships; demographics and immigration*), as a complex organism of interrelating, interdependent parts. SL involves critical reflection (*slow down and think through; take time to think...to integrate future challenges; to reflect*) on one's experiences, and epitomizes resiliency (*adjustments...to*

*meet future challenges; seeking to stay on top of issues)* by developing others and managing through them (*build a bench of people; developing subordinates; educate; succession planning; recognize and reward; encourage; engage your staff*), in order to cope with rapid and increasing change (*fast moving and changing; today...next generation; make real change; ambiguous world*) in a globalized environment (*global environment; global community; global way*).

*Q2 Does the chief believe that he/she is a strategic leader?*

[Note: Before the face-to-face interviews, it was determined from the survey instrument that all of the participants answered that they were strategic leaders. Therefore, in the interviews, the participants were not asked this closed-end question. Responses addressing this guiding question were taken from the face-to-face questions, “What does it take to transition to strategic leadership?” “Was there a time when you realized you were growing in strategic leadership?” “Were there some things that you learned, some perhaps painful, some not, that you wished had been communicated to you in order for you to be able to operate in strategic leadership mode?” and “What knowledge, skills, abilities, or even specialized talent is needed for strategic leadership?” Therefore, in the chosen excerpts related to Q2, the participants’ replies were stated as an assumption that they were strategic leaders. As was noted before, it adds to the illumination and depth of the data that their answers were formulated with regard to what they did in becoming strategic leaders.]

Chief A thought he was prepared well for strategic leadership because he had a progressive chief and mentors.

Chief B became part of an inner circle when he was promoted to Lieutenant of Internal Affairs, and he got to see strategic thinking. It was onward and upward for him.

Chief C said that if you are forced into strange environments with many problems, it is either sink or swim...and that he grew into being chief and thinking strategically.

Chief D said that different assignments and promotions caused him to think not so much about tactics or offenders, but the strategic way for the greatest impact.

Chief E said that one of his biggest struggles as a strategic leader is that he does not have enough time for blue sky thinking.

Chief F said that as a strategic leader he makes sure he never stops his learning process.

Chief G said that he could not pinpoint a specific moment when he realized that he was becoming a strategic leader...[but] he would say that it started in earnest when he was appointed deputy chief.

Chief H said that the value of strategic leadership is developing values, developing the people under him to take the department where it had not been before.

Chief I said that his duty as a strategic leader is all about succession planning, and how everything connects.

Chief J said that it is important as strategic leaders to see ourselves in more of a global way, not just issuing tickets and enforcement of laws.

*Findings Q2 Does the chief believe that he/she is a strategic leader?*

All of the participants spoke of themselves as being strategic leaders through examples of what they do as a strategic leader. Again their answers amplified the definition above in Q1 and added to the richness of data the chiefs provided. First, these chiefs who were interviewed were chosen by their peers as strategic leaders. Second, based on observations of the MCC staff of the chiefs' personal and professional conduct, it is arguable that they are strategic leaders, considering their interaction with me and each other at the MCC meetings. Their concerns and the issues that they deal with daily and their willingness to share about their departments in the MCC Roundtable discussions are evidence of their strategic leadership.

Two common themes that emerged from these interviews included these chiefs' promotions and developing their followers. This evidence of strategic leadership was mentioned by several.

*Q3 Were there specific times or events that caused them to become more of a strategic leader?*

Chief A said that undergraduate and graduate work caused him to change, and he quoted Chief Ben Ward (former NYPD Commissioner) who said, "College puts questions where there were answers and doubt where there was certainty."

Chief B related that his change began when he was a cop in his city, in 1974. There was no community oversight, the police department was independent of community, and they did what they wanted. There were no community relations, and as a result, the police department was out of control. However, his chief who was a strategic leader, while not well supported in his [police department] at the time, believed that to be successful, the police department must work

with their community. Another issue of strategic leadership this chief taught him is diversity on the police department, and the fact that it is not a natural occurrence. Because of the changes in the police department his chief was making regarding diversity, he got a vote of no-confidence. During these issues his chief handled, Chief B learned from him. He did things Chief B did not appreciate then, but now, after 20 years as a leader, he sees that his chief had the long-term in mind, an incremental vision and plan. His chief was an example of a leader in the trenches with courage. The police department was angry with his chief, but his chief stuck to it. His chief changed the police department by selecting the right people to be Lieutenants and Captains. It took time to build the team to go where they wanted the police department to go. Chief B was a Sergeant and did not fully appreciate what his chief was doing, but when he was promoted to Lieutenant of Internal Affairs he was then in the inner circle. Then he got to see his chief's thinking, and he was living the change. It was onward and upward for him from there. Chief B still stops once in a while and looks back to reinforce those values. He slows it down and reflects.

Chief C said that strategic leadership does not happen by chance, because whenever you are thrown into conflict or confrontation, the tendency is for you go to tactical leadership. It also depends on what you are confronted with, the stronger the threat, the more tactical you react. It is survival, but to be successful, tactics have to point toward a strategic goal. You need to always keep in mind as a strategic leader that during the times or events you have options; you must keep doors open, do not burn bridges, and maintain flexibility.

Chief D said that the transition from tactical leadership to strategic leadership is connected to your job responsibilities. First-line supervisors have some opportunities to begin the transition, but in most cases they are in a responding mode, which is more tactical. Strategic leadership is developed more as you are promoted and move up with broader responsibility. Strategic leadership is a preventative and longer term choice. Strategic leadership is the appropriate choice as you increase in authority. He said that everyone learns from mistakes, and for him, it is a continual process of learning. Strategic leaders have a willingness to take calculated risks.

Chief E said he thinks lifelong learning, and higher levels of learning are crucial events to strategic leaders. He evaluated himself, and from his perspective he lacked in critical analysis and being a visionary. To alleviate this perceived need, he started to go to places of learning,

attended courses, seminars, and visited business leaders so that he could self develop. He realized that he was not ready to be chief when he was appointed and did something about it. Therefore, he sends his subordinates to learning courses for their development. He said that during a labor dispute he called his executive team together and he realized that he was growing in strategic leadership because he could strategically explain to them the short-term objectives and the long-term objectives.

Chief F said that other than college, he learned from self reading [sic] and the observation of successful and not-so-successful people. If you are a continuous learner, the organization is too. He intends to never establish a comfort zone. When you are comfortable, you make mistakes. If you ask the question, “can I do better,” it makes you better. Studying the past is a way of helping your people in the organization to understand the change process. Tactical leaders are essential in a police department and they are recognized, and so you want to promote them. However, if they do not understand the political perspective, or the organizational processes and the unintended consequences, they are prone to fail. When he needs to promote officers to high levels in the organization, he personally tests them for those higher levels, and he gives them a scenario-based problem. He tests to see how global the person is, are all stakeholders considered, and most of all, can they put it all together? Another question he asks himself and his organization is, will our activities add value? When he promotes, he wants to consider their organizational values. Do those aspirants add to our organization, are they relationship builders, are they problem solvers? He said he grew much in strategic leadership during his time as assistant chief. The city was moving into Total Quality Management and he was chosen to represent the police department. The assignment made him realize that the world was a larger place and problem solving was bigger than his police department.

Chief G said transition from tactical to strategic leadership obviously takes a concerted effort from you and your organizational team. For him, tactical decisions are easier and seem to come more naturally because of his experience in special operations. It takes a continuing effort for him to think about a long-term view, looking at the big-picture rather than the “kill and eat it” mentality. He thinks it comes more naturally for some than for others. What it takes to transition from tactical to strategic leadership is the leader’s experience, not necessarily the breadth of experience, but strategic leadership experience. He thinks operations or Special Weapons and Tactics (SWAT) people have a harder time transitioning to strategic leadership than those who

were investigators and others. (Observational note: SWAT and Operations assignments are very much reactive and mostly tactical. There is a specific goal, people to lead, and resources to use, and when SWAT is called in, there are usually exigent circumstances. Therefore, SWAT and Operational leaders are continually practicing and using tactical leadership skills. If SWAT or Operations are the only or longest term leadership positions, these leaders do not have as much opportunity to learn and practice strategic leadership.)

Chief H said that tactical and strategic leadership depend on where you are in your organization. As a tactical leader you might not understand the ripple effect you can have on your department when you make decisions. Strategic leadership also depends upon scope. As chief, get yourself a small group of people to talk through what are the top three things the department needs to focus on. An example is the crime solving process. Strategic leadership is looking at the system from the initiation of the call for service to finished prosecution. It starts with the dispatchers who need to get adequate information, to the crime scene protection, to crime scene processing, providing well-written reports, detailing the detectives, and on and on. The police department also needs technology, facilities, equipment, and training. Strategic leadership is all about building groups around that type of thinking and planning. He was the project manager for community policing in his police department, and it made him look at what other departments were doing. He learned strategic leadership from observing their methods.

Chief I said he realized he was transitioning from tactical leadership to strategic leadership when he was obtaining a university education while working at the police department. His assignment was as a detective in criminal operations. He said that he was very focused on his work, but he was taking the courses at university too. He said that he started thinking and putting things in context. His thinking was not in linear terms, but he began to be more open to understanding everything that will be affected. He added that thereafter, for about the last 15 years he has thought of law enforcement as being a business. He said that for him, it helped to put issues into context. He described it as a strategic focus. But there were also good examples of how not to do it well, and that was learning from negative examples of those in command positions. One negative example was the agency clique system; those who drank and played cards together were chosen for higher rank positions. Another negative example was including something in the budget with a rationale that was not well done, not big-picture, made for wrong reasons, and not considering the business plan of the agency.

Chief J said that his transition from tactical to strategic leadership was forced by some of his leaders who saw potential capabilities in him. He went to Southern Police Institute (SPI) where he received exposure to something other than being a policeman. As he rose in rank, he realized that he had to operate more like in a business. In a Special Events assignment, he worked more with organizations outside of the police department than inside it. The outside organizations had different mind-sets from the negative he saw in the police department, that of “we can’t do that,” to the other organizations asking “how we can do that?” He related that he started understanding the role of policing, not just in the enforcement of laws, but as a positive image projection. Strategic leaders believe in long-range planning of city and region; otherwise they will not be effective.

*Findings Q3 Were there specific times or events that caused them to become more of a strategic leader?*

The above discussion communicates and describes what times or events were instrumental in making each of the respondents more of a strategic leader. Below is merely a recap of the terms or phrases to answer succinctly that there were actions that triggered strategic leadership:

Education, courses, seminars, associates, assignments, promotions, observation, considerations, relationships, long-term view, responsibilities, incidents, political perspective, experience, decisions, scope, system thinking, planning, context, nonlinear thinking, business thinking, and negative examples, such as cliques, doing things for the wrong reasons, and “can’t do” mind-set.

In response to Q3, the chiefs seem to have explained how they perceived that they moved from tactical to strategic leadership, and in some negative examples, why they thought some might not be able to make that transition. The terms that the chiefs used are consistent with literature on leadership, such as affecting “attitudes, behavior, and values of others” (Vecchio, 1995, as cited in Amin, 1998); long-term objectives, vision, transformational influence, change in values, attitudes empowering strategies (Conger & Kanungo, 1998); individual needs, abilities and aspirations; listen attentively; further their development; advise; and coach (Avolio & Bass, 1998); and emphasizing theory, concepts, systems, decision-making process, analytical, synthesizing, evaluative, understanding the demands of leadership at the strategic level (The US

Army War College, 2007). However, many participants cited assignments and promotions that indicate it is not necessarily a short-term or an easy process to become strategic leaders.

*Q4 What is the definition of today's world and how is their leadership affected by it?*

[Note: The replies presented below are excerpts from the interviews and given in response to the face-to-face question "From your experience and knowledge, what does it mean to be a strategic leader for law enforcement executives in today's world?" Therefore, some responses from the participants do not directly answer the above Q4 question, but their answers provide additional richness and examples of what the chiefs do as strategic leaders.]

Chief A said that it is a complex society, fast moving and changing, difficult, with communities demanding bright lines and clear rules in an ambiguous world.

Chief B said that policies concerning the use of deadly force, pursuit, and the use of Tasers (electrical shock, incapacitating, less-than-lethal device) are sensitive, even volatile. As a strategic leader, you want to use the best policies and procedures by taking a systems view.

Chief C said that too many things can distract you and you must keep active, moving forward, and focused.

Chief D said to get a greater return on your resources, you must think as a strategic leader.

Chief E said that events on a daily basis affect you. Strategic leadership means dealing with issues before they happen, through preparation and planning well ahead of the event, rather than waiting for them happen.

Chief F said that people depend on law enforcement, and they can not afford to fail. Breakdowns in discipline and ethics cause you to fail. Strategic leaders must use the expectations of the community and the organization as drivers to success.

Chief G said that 9/11 changed the world dramatically, and with these changes, there are more burdens, more expectations from the community and from government. Strategic leaders have to do their best at forecasting so that they are prepared and positioned to handle or cope with these changes.

Chief H said that new court decisions affect you continually. A strategic leader needs to position the department to move on, to meet and anticipate challenges. They do that by developing subordinates and implementing policies and procedures that reflect best practices.



Chief I said that an example of a critical situation, such as an acute need for recruitment, occurred when seemingly unrelated events came together. These events make you take a detailed look at your police department and the environment, such as demographics, including immigration.

Chief J said that safety for businesses and the community causes you to have more of a global perspective. Your police department operations must coordinate with the business and economic plans of the city. It means establishing relationships and partnerships in and with organizations.

*Findings Q4 What is the definition of today's world and how is their leadership affected by it?*

The chiefs reported that current events or issues involving continual change, terrorism, integrity, politics, court decisions, critical events, resources, business, community, economic, and globalization are descriptions of today's world that influence the chief to become more of a strategic leader. A common theme almost throughout every chief's response is the continual looking into the future, anticipating and dealing with things before they even occur.

From my experience, the above perspective is driven by the current trend in law enforcement of intelligence-led policing. This means constant scanning and gathering intelligence from the chiefs' city, region, nation, and even internationally, and studying demographics and business trends in order to predict what and where they will have to expend their resources. Because this perspective is so speculative, I believe it could also set up the strategic leader for failure. From the gathering of intelligence, the analysis, and the decisions made on the intelligence, there are too many opportunities for errors. Errors such as the department spending money to mitigate an occurrence and it never happens, or as will happen most often, something happens that you did not predict happening and you did not anticipate and prepare for the event. A good example occurred September 11, 2001, the World Trade Center attack.

*Q5 How important is strategic leadership?*

[Note: The below responses are excerpts from the face-to-face question, "What is the value of strategic leadership for law enforcement in today's world?"]

Chief A said that strategic leadership gives you the tools to operate in this complex society that is fast moving and changing. The better strategic leader the chief is, the less

vulnerable to criticism and the stronger the agency. This also helps keeping the agency off the front pages.

Chief B said that a key concept of strategic leadership is to remember you have to sell to three entities to stay a chief. You have to keep three groups happy: the police department, city hall, and the community.

Chief C said the value of strategic leadership is the service to your community; you can not succeed without being a strategic leader.

Chief D said that the importance of strategic leadership is how you get the most out of what resources are available to you.

Chief E said that the importance of strategic leadership is pushing your agency to the leading edge of policing. Strategic leadership produces better organizations, and means being proactive and preventative, not merely reactive.

Chief F said that the importance of strategic leadership is a successful organization and a successful city. As a strategic leader, you have created an environment of safety and success for schools, security for businesses, and confidence from the community.

Chief G said that being a strategic leader helps to better position your agency, to be able to stay in front of future issues. It also helps you to be proactive rather than being caught off guard by predictable issues.

Chief H said that strategic leaders are an asset because they keep the conversation going forward.

Chief I said that strategic leadership is extremely important. People put a lot of stock in the police chief, perhaps equal with the mayor. Therefore, if you do not act and think strategically, you are not doing your job and meeting the expectations of your community.

Chief J said that strategic leadership changes your focus and makes you look at the global perspective. It causes the chief and the police department to decide where we need to be in 5 years, in 20 years, or 30 years.

#### *Findings Q5 How important is strategic leadership?*

The participants said that strategic leadership is important to them because it gives them the tools they need to operate in a complex, fast-changing world. They asserted that strategic leadership allows one to be able to sell to one's community, city hall, and organization. Further, strategic leadership helps one serve the community and get the most out of one's resources. This

leadership is more proactive, it helps the chiefs meet expectations, and gives them a global and future perspective.

*Q6 How does one transition from tactical to strategic leadership?*

Chief A said that it was the time he spent in high ranks and then when he became chief. He had great mentors and his movement within and between organizations helped him transition.

Chief B said that being part of the inner circle of leadership at his department, seeing his chief, a strategic leader, work through difficult issues, having the courage to stick with the right decisions and maintaining integrity taught him how to transition.

Chief C said that it is survival, but when you have conflict and have a tendency to resort to tactical leadership, to be successful, the tactics have to point toward strategic goals. You need to always keep in mind as a strategic leader that you have options and you must keep doors open, do not burn bridges, and maintain flexibility.

Chief D said the transition from tactical to strategic leadership is more connected to your job responsibilities. First-line supervisors have some opportunities to begin the transition, but in most cases they are in a responding mode, which is more tactical. Strategic leadership is developed more as you are promoted and move up with broader responsibility. Strategic leadership is the appropriate leadership as one increases in authority.

Chief E said he thinks lifelong learning, and higher levels of learning are crucial to strategic leadership. Attending courses, seminars, and visiting business leaders in order to develop.

Chief F said to never establish a comfort zone, understand the political perspective, the organizational processes, and the unintended consequences of decisions. Learn to be a global person, making sure all stakeholders are considered, and most of all, be able to put it all together. Make sure all activities add value to the organization, become relationship builders, and problem solvers.

Chief G said the transition takes effort from you and your organizational team in a continuing effort to think about a long-term view. Looking at the big-picture rather than the “kill and eat it” mentality, and from your experience, not necessarily the breadth of experience, but strategic leadership experience.

Chief H said that the transition depends upon your position in the organization. The transition to strategic leadership depends upon scope. As a tactical leader you might not understand the ripple effect you can have on your department when you make decisions.

Chief I said the transition is when you start thinking and putting things in context, not in linear terms, but being open to understanding everything that will be affected. He added that thinking of law enforcement as being a business, putting issues into context, helps in the transition.

Chief J said his transition from tactical to strategic leadership was forced by some of his leaders who saw potential capabilities in him. His continuing education gave him an exposure to something other than being a policeman. As he rose in rank, he realized that he had to operate more like a business. He also worked more with organizations with a different mindset than the police department. He related that he started understanding the role of policing, not just in the enforcement of laws, but as a positive image projection.

*Findings Q6 How does one transition from tactical to strategic leadership?*

The following summarizes how the participants said that they transitioned from tactical to strategic leadership. The chiefs said that assignments, mentors, working through difficult issues, having the courage to stick with the right decisions and maintaining integrity, survival, conflict, options, job responsibilities, promotions, authority, lifelong learning, political perspective, the organizational processes and the unintended consequences of decisions, effort, big-picture, experience, scope, context, and mind-set all affect the transition to strategic leadership. Therefore the transition is multivariate and not confined to any single action.

From my perspective this gives more clarification of how the chiefs perceived that they moved from tactical to strategic leadership. The terms are consistent with the literature on development too. Gardner (1990) says that they “reach and influence constituents beyond their jurisdictions, beyond boundaries... in a world too complex and tumultuous to be handled ‘through channels... fragmented constituencies that must work together to solve a problem...heavy emphasis on the intangibles of vision, values, and motivation and... leader-constituent interaction...have the political skill to cope with the conflicting requirements of multiple constituencies... think in terms of renewal...[they] seek the revisions of process and structure required by ever-changing reality” (p. 4). These details can be used as an opportunity to alert and provide advice to those aspiring chiefs before facing some of the issues of being chief.

*Q7 Should all law enforcement leaders strive toward strategic leadership?*

Chief A said that all CEOs must aspire to be strategic leaders. It is easier to be a tactical leader, but in the complex organizations of society, strategic leadership is crucial.

Chief B does not believe all leaders need to aspire to be strategic leaders. He said that the departments do need a small cadre of strategic leaders who are identified and nurtured, but only a handful. He said many just do not have the capability. In fact, he said it would be wasting time to try to make them strategic leaders. Only some have the wisdom and foresight.

Chief C said that in this day and age, all leaders should aspire to be strategic leaders; there is no other way. Younger leaders have to learn to be strategic leaders or not survive.

Chief D believes that all law enforcement leaders should aspire to be strategic leaders; they do not have a choice. If [leaders] want to be effective, they can not be unless they are strategic, and if they are not [strategic], they do not add value. If [the chief] does not provide goals and vision, people in responsible positions [in the police department] are not sure if they can [develop to] be strategic leaders.

Chief E said chiefs absolutely need to aspire to strategic leadership. If the chief can not become a strategic leader when promoted to chief, it is bad news for the organization. Sadly, most of those who can not move from tactical to strategic leadership go into retirement. Otherwise, if chiefs are tactical leaders, they stay in a reactive mode of leading, and not the needed proactive style. They are not futurists.

Chief F said that it depends on the situation. He thinks that all leaders at certain times need to be strategic leaders, especially when their organization is [accustomed to being lead strategically]. However, a negative aspect is that a strategic leader can move too fast for the organization. If leaders get too far ahead of their middle managers, [those managers] will kill you. So chiefs have to have a mixture of tactical and strategic leadership, and know how and when to use both.

Chief G said that regardless of the size of the department, from 10 up to 40,000 officers, strategic leadership is a benefit to all of law enforcement. He thinks that senior leaders of the police department should be strategic leaders, but he is not sure every Sergeant should be. He said that senior leaders should all strive toward strategic leadership. He also said that law enforcement wants officers to be problem solvers, [which is] a strategic leadership ability. He

continued that those who are inclined to do more than solve the immediate problem, and start thinking about prevention, these officers are starting on the strategic leadership path.

Chief H said that whether all law enforcement leaders should aspire to strategic leadership is a tough question. He said that leaders can not aspire to something when they do not even know what they do not know. Those who can not transition from tactical to strategic leadership put themselves above the organization, and they become firefighters, putting out fires rather than shaping where their organizations are going.

Chief I said that those at the Watch Commander level, or staff sergeants, should begin being strategic leaders. His organization teaches the 3 c's: communication, coordination, and cooperation to these leaders. These comprise the basic philosophy when dealing within their organization or with their partners on the outside. It is the beginning level they need to understand strategic leadership. However, not all of these folks can carry this out.

Chief J said that for all law enforcement leaders to aspire to strategic leadership is not necessary, because you need some great tactical leaders. He believes the police department needs both proficient tactical leaders and strategic leaders, but organizations need people thinking strategically. He thinks every leader does strategic leadership in some capacity. The upper echelon has to become strategic leaders, which makes it more crucial for good tactical leadership. Chief I said that strategic leaders emerge from this group.

*Findings Q7 Should all law enforcement leaders strive toward strategic leadership?*

In answering the question should all leaders strive toward strategic leadership, four respondents said an unequivocal yes. Six respondents said that higher rank leaders need to aspire to strategic leadership, but tactical leadership is needed for the lower rank leaders. Some said it is essential to be a strategic leader, others said that both tactical and strategic are needed, but that it is crucial to have strategic leaders in the upper echelon. From my interaction with the chiefs, I would predict that if there were an opportunity for dialogue between the participants, the consensus would be that all leaders should strive toward strategic leadership, knowing and recognizing the critical role of tactical leadership. This would be a meaningful question for future research. The literature on strategic leadership resonates with that assessment. As retrieved on March 7, 2005, the California Institute of Technology Integrated Strategic Planning website proposed that "For those in leadership positions, the major planning challenges are to: think strategically and gain a competitive advantage in crowded markets" (<http://www.irc>).

caltech.edu/courses/Corporate\_Business\_Strategic\_Planning.htm). Another source, Snyder, Dowd, and Houghton (1994) say that you must “Develop a high quality, creative, receptive, and adaptive work force by developing employees to their fullest potential” (p. 22).

*Q8 What are the influences that helped form their strategic leadership?*

[Note: The excerpts below are in response to face-to-face questions including “What does it take to transition from tactical to strategic leadership?” “Are there any negative aspects of strategic leadership? Explain,” and “What knowledge, skills, abilities or even specialized talent is needed for strategic leadership?”]

Chief A said a negative aspect of strategic leadership is that you try to balance between being clear and unequivocal for your people, yet you are the police chief of the community, not just the police department. Therefore, some decisions will not please anyone. The knowledge, skills, and abilities necessary for strategic leadership include continuing advanced education. The day you leave law enforcement you should still consider yourself a student of the profession. He admonishes to read everything, read widely. Things needed to be a strategic leader are knowledge of yourself (sic), being brutally honest about your strengths and weaknesses, and being willing tell people about them. A strategic leader also has a clear recognition of what the chief’s job is. What Chief A would like to do is to take more time for reflection.

Chief B said that strategic leadership is demanding and stressful, and it takes its toll. It is not short-term, it is long-term, and you have work at it constantly. To develop strategic leadership you need to choose jobs wisely with specific strategic leadership goals in mind. [Note: Chief B is referring to aspiring leaders taking positions inside the department that would enhance and develop them in strategic leadership. For example, if the leader’s only experience has been in Operations, that leader should seek to work in Administration.] It does not happen by chance. Strategic leaders need to become good speakers and continually speak in public. Most importantly, they need to establish and keep personal and professional integrity. The best predictor[s] of [who might become] strategic leader[s] [are] those seeking varied experience, those risk takers for change, and those who are able to defend their position in the face of opposition. To be a strategic leader you must never lose sight of where you want to go and who you are. It is a calling; it is what you do. Some say the chief’s legacy is measured in crimes statistics, in increasing the police department budget. He said the legac[ies are] the promotions chiefs leave behind, those who become the leaders of tomorrow. Chiefs must give them authority

to be successful, and help them put their mistakes behind them. If the chiefs make a mistake, [they must] learn from it, and put it behind them. Then [they should] share their knowledge, including their mistakes.

Chief C said that chiefs know being a strategic leader has negatives because unpredictable things happen, and even though you try to prevent them, the predictable events occur, so you need to stick to your vision and strategies, and keep moving forward. There are times when there is a possibility that you may lose your job. Strategic leadership does not maintain or guarantee job security. One former chief told him, “Have your bags packed; some day you’re going to have to walk.” He said that he lives by that. To be a strategic leader you must be able to listen to your people, be able to relate person to person, you need to know their feelings and emotions. Strategic leaders have organizational skills and knowledge of the organization and community. They are good managers, and leaders. They have “guts” (courage), and they need to take care of themselves mentally for their emotional well being. Strategic leaders must maintain self-control.

Chief D said that there are not really any negative consequences of strategic leadership. There are folks who view strategic thinking from a negative way and how it affects them. They think policing is taking a report over the telephone. The community views that as a decline in service. A strategic leader needs to be an educator/teacher. It is one of the most important roles, helping to educate, to inform, to help people understand what the police department is doing. It is important from a political perspective, too, to educate town hall. Also strategic leaders are always developing a strategic media plan. Strategic leaders can not rely on news media to educate the community. They have to think more broadly, more comprehensively, and without the filter of the media, even though it takes longer, and it is harder. Ultimately it is harder, especially if your term as chief is short. Strategic leaders need system input skills. They need to develop the ability to understand data and to turn it into information, into something to guide decisions. As a strategic leader you need to use the resources that help you. Strategic leaders have a willingness to take calculated risks; chiefs can not be strategic leaders if they are not [risk takers].

Chief E said that there are some negative aspects of strategic leadership. Sometimes his staff asks “Why doesn’t the chief do this or that?” In tactical leaders’ eyes, the course of action is easy to see. Sometimes they lose confidence in their leaders because they do not understand



the strategic decision. Because strategic leaders consider downstream, unintended consequences, some believe that it makes one look like a political animal, especially with the internal stakeholders. The required knowledge, skills, and abilities for a strategic leader include being a visionary and a futuristic thinker. Strategic leaders have to know where their police department is going and where their occupation is going. One of his biggest struggles as a strategic leader is that he does not have enough time for blue sky thinking.

Chief F said that strategic leadership is a negative for those who do not understand, because strategic leadership in certain situations means that your thinking is out in front of everyone else. This can be frustrating to everyone, and the strategic leader needs to step back and weigh all factors for the change process. The strategic leader will figure out how to educate and move the organization forward. The attributes for a strategic leader include the necessity to be a learning person, being willing to listen, being a proponent of sharing knowledge, striving for improving skills and most of all, willingness [to] and being an organizational proponent for sharing credit. People need equal access to the stage and the spotlight. As strategic leaders, chiefs have got to work on those skills every day. Chiefs must care more about the team than themselves. He learned from a USMC Colonel, "If you show them that you care, they'll do anything you want."

Chief G said that a negative aspect of strategic leadership is that opportunities to be wrong are great when you forecast and prepare because you can not get them all right. Therefore, it makes people reluctant to make those decisions. Additionally, strategic leadership takes more time, deeper thought, and more courage/fortitude because of the chance for being wrong. The requirements for strategic leadership are knowledge, a broad perspective, and being aware of the environments, not only of your community, but in other law enforcement organizations in your area. To improve your strategic leadership abilities, he believes you need to go to conferences, take classes, and participate in seminars. Additionally, he thinks you need to be open, be like a sponge and absorb from other leaders and their organizations' experiences, their mistakes and their successes. A strategic leader needs a skilled perspective, being able to make decisions that chiefs know are not a guarantee to be right, but being able to sell the staff on why they think the direction is the best way to go. Strategic leaders have to have a little bit of many different talents and to be relatively bright. However, it is not necessary to be the brightest. To help in this area, chiefs must identify bright people and put them on the leadership staff to make the chief and the

organization successful. Lastly, a strategic leader needs to be somewhat of an innovator and must have tenacity.

Chief H does not believe there are any negative aspects of strategic leadership. Knowledge, skills, and abilities needed for strategic leadership include having a sense for people, being aware of the impacting issues, being a person who listens, and someone who can see what is going on. It is a person who can look at things and say “That’s not a problem today, but I need to address it now to keep it from being a problem next year.”

Chief I said that a negative of strategic leadership is that it is time consuming, and one has to ask many questions. Sometimes being a strategic leader means they will leave people thinking leaders are micromanaging, and that the leaders do not trust them to get the job done. Chief I believes that the abilities for strategic leaders include listening skills, and a huge range of communication skills including nonverbal. It is important how people see what chiefs are saying. Strategic leadership is also reinforced by example. Leadership is not about telling how to do the job, but motivating people to get the job done. Chief I said that what strategic leaders do is to have the ability to understand political landscape. Strategic leaders demonstrate that they are effective in a range of relationships and have to earn respect inside and outside of the organization. Strategic leaders build partnerships and relationships across a variety of competencies. Strategic leaders have personal integrity, and if they do not, they will not get the job or they will not stay. An ethical framework is a requirement to establish and identify within the chief’s organization, and it is critical to strategic leadership. Decisions have to be defensible, based on the values and the beliefs of the organization, while remaining consistent within the ethical framework. Strategic leadership considers what it is the chiefs do, what they stand for, what and how they communicate, and what they believe in. He added that once the chiefs are there, they do not necessarily think about what it is that they do to be a strategic leader.

Chief J said that the negative aspects of strategic leadership are that it is hard, personally taxing, demanding, and tiring. Strategic leadership creates a huge personal toll due to events that occur to both the police department and from personal attacks. He said that he could find himself as an isolationist. There are personal costs that are negatives, but he must balance to maintain strategic leadership. What chiefs need for strategic leadership, humility is the key. It is just a matter of time before chiefs make a mistake. They need to know that, so they need to admit it, and not get lofty. Chief J said that success for him is the success of his police department. A

strategic leader has personal relation skills. He must keep in mind when making discipline or reward decisions, that it is business versus personal. Chiefs need an even temperament, and put the police department and the city over personal considerations. Maintaining a calm demeanor and keeping their cool in public are essential. Their calmness helps evoke confidence from their cops and their community. A strategic leader has above-average intelligence, is in a state of constant learning, and has the willingness to continue learning. He has a strong will, determination, and tenacity.

*Findings Q8 What are the influences that helped form their strategic leadership?*

Terms and phrases used by the respondents to describe the influences that help the participants form their strategic leadership included: Making decisions that please no one; seeking continual education; having honesty about their strengths and weaknesses; scheduled time for reflection; realization that strategic leadership is demanding and stressful, and it takes its toll; understanding and thinking long-term; knowing that they have to work at it constantly; to be strategic in their career planning, taking jobs chosen with specific strategic leaderships goals in mind; embracing public speaking; living integrity; gaining experience; learning through risk taking; handling opposition; being willing and able to learn from mistakes, to put them behind them and share their knowledge with their followers; willingness to work on the skills to listen and relate so that they know their followers' feelings and emotions; exercising courage; train for self-control; enthusiasm in the role of educator/teacher; working on the ability to understand data and to turn it into information--into something to guide decisions; allow their minds to dare being visionary and futuristic thinkers; encouraging blue sky thinking; proactively sharing credit; in quest for innovation; maintaining tenacity; seeking foresight on impacting issues; developing communication skills including nonverbal reinforced by example; fostering partnerships and relationships across a variety of competencies; establishing an ethical framework; sustaining humility; maintaining a concentrated effort for the ability to admit mistakes; striving for an even temperament, a calm demeanor and keeping one's cool in public are essential.

From my perspective, there is no more to add other than the above terms are excellent influences to seek, practice, and reflect upon. These findings are also consistent with the literature. Holden (1994) found that desired attributes included an "ability to interact well with people" (p. 54), "vision, sales ability, tenacity, ability to build a support network both within and outside the organization, and finally, infinite patience" (pp. 57-58). Roberg and Kuykendall

(1990) add “personal, family, and business demands; crime problems; and community attitudes, especially regarding the provision of social services” (pp. 375-376) as influences that help form strategic leadership. An awareness of the influences and either a decision to embrace or resist those influences are part of developing strategic leadership.

*What is next?*

The following chapter presents a discussion of these findings on data from the questionnaires, the interviews, and relating to literature, regarding their meanings and implications to the learning of strategic leadership. Conclusions regarding the meaning, value, and transition into strategic leadership will also be presented. Recommendations for further research and some insights are also discussed in the final chapter.

## CHAPTER 5

### DISCUSSIONS, CONCLUSIONS, AND RECOMMENDATIONS

Where Chapter 4 presented the findings of the research, Chapter 5 presents an explanation and interpretation of the findings, incorporating and synthesizing the results from both the survey and face-to-face interviews. The manner of presentation will differ slightly from the format of Chapter 4, with the guiding questions followed by Conclusions and a Rationale. After all of the questions, conclusions and rationale, the Summary of Conclusions is presented in order to encapsulate answers to the guiding questions of the study in a table. Opening the chapter is a vignette that offers insight into a day in the life of a chief of police, followed by a review of the study and its limitations. A conclusions section is offered for each guiding question followed by a rationale section with data in support of the conclusions. Thereafter follow Insights and an Adult Learning Human Resource Development discussion, with a final section on Recommendations and Implications.

To begin this concluding chapter, a vignette from a day in the life of the chief of police in a major city in North America will be used to give context and for illustrative purposes. The facts in the vignette are not specific to any police department; rather they form a composite from various agencies taken from contemporary headlines, and are also based on the real life scenarios of the chiefs in this study. While every day in a police chief's career might not entail the severity and variety of issues, some days are actually worse. The purpose of the vignette is to point toward the data and pull the reader into the realities of the chief of police's world in order to illuminate, interpret, and certainly provide more insights from the chief's perspective. My intent is to provide the reader with a deeper understanding, born from the data, complemented by the literature, and also based on interpretation from my professional experience. I will attempt to preserve multiple realities among the chiefs, to bring the reader into the chief's experiential world. The intention is to show the complexity of situations and to help the reader get a feel for the chief's job, including critical incidents and decisions that require strategic leadership.

#### *Chief's Vignette*

It is 3 a.m. Tuesday and the phone rings telling me of another death. It is already two weeks and four deaths into a sniper's killing spree of seemingly unrelated people in neighboring jurisdictions. This indiscriminate shooting of people with an assault rifle and the success in

fleeing the scene without leaving any investigative clues is adversely affecting not only the region, but the nation and even the world. Residents and relatives, wherever they are currently living, have an interest in not only what is going on, but the safety and well being of their families or friends. The telephones of the police department have been jammed with calls and we have had to bring in additional personnel to handle the volume. I just got home at midnight from meeting and interacting with the heads of the surrounding police agencies, the Federal Law Enforcement Agencies, prosecutors from the various jurisdictions, profilers, and various other strap hangers from who knows where. Another major consideration, dealing with the media, is like trying to feed a voracious pack of wild animals without wearing protective gear or erecting barriers to keep them at bay. What the reporters do not seem to understand is that it is difficult to handle one major critical issue at a time, but with their involvement and demands, notwithstanding their looking over our shoulders as we try to conduct our investigation, the media creates and requires the handling of another major incident. Additionally, what no one seems to realize is that the department still has the regular business of policing to conduct. The sniper incident is certainly the highest priority, but there are other high priority issues that need to be addressed. In fact, I have been losing sleep over the upcoming deadly force and shooting policy we are changing and a related disciplinary hearing on two of my officers that is scheduled next week. Added to those issues, the budget hearings are ongoing and the city attorney's office is opposing our request for a communications system to replace the antiquated and insufficient radio system we currently have in our cars. Of course the consent decree has not made things easier. The Civil Rights Division of the U.S. Department of Justice found that there was no "articulable incident" and there is no legal action brought that our officers did anything wrong, but there were a series of complaints from our community on racial profiling. Therefore, we have to prove to observers over a five-year period that we are not discriminating against minority populations. Oh yeah, there is a terrorist arrest planned today in one of the sensitive communities. I have been making sure all interested parties are briefed and then allowed to conduct demonstrations, and that is an additional drain on personnel and resources too.

I suspect that today will be just like yesterday, with my officers and other people asking to see me over discipline or personal issues. In fact, the labor contract is also due this month, which means we will be in negotiations for a couple of weeks. I also have an appointment on my

calendar this morning to meet with the religious leaders of one of our communities and I can not put them off again without suffering a rift in our relationship.

I just received another report today that youth violence is still climbing and our intelligence unit has just identified three new youth gangs. The drive-by-shootings are continuing at about one per week and I have put together a task force of police officers, other agencies, and community leaders in order to address this hot issue. Auto thefts are also on the rise again, and I will have to assign that matter to a task force already in operation.

My personnel director told me yesterday that the recruiting and retention problems we are encountering are not getting any better. Both for sworn and professional support, with our standards for drug use and other required qualifications, there is a limited pool of applicants, and those candidates are competitively sought by private industry who can always offer more money. We are also in dire need to recruit officers who reflect the makeup of our communities. Maybe worst of all, there is a retirement program that our most senior officers have opted into, that is financially attractive to them. This program mandates that they will have to retire in the next six months. These officers account for approximately 10 percent of our workforce. On top of it all, there is a major dinner engagement tonight for my daughter's graduation from law school and my presence is important.

It is a good thing I have always been able to see the big-picture perspective and I have spent my entire time as chief developing my people so that I can delegate the handling of a number of incidents and doing some of the ground work on issues in order to give me time to study their reports and recommendations, because I still have to make the decisions. I have also been politically astute with the various constituencies and have thus far maintained good relationships. Tactical leadership is important in handling the various incidents, but I can not run my agency dealing mostly with incidents; I have to lead strategically and concentrate on dealing with issues.

This vignette has provided a brief portal into the lived world of the respondents in this study to craft a lens through which one might better understand the findings, conclusions, insights garnered, and recommendations for the future.

## Review and Limitations of the Study

### *Review*

Eight questions guided this study to determine from a population of knowledgeable law enforcement chiefs their perspectives and experience about strategic leadership. The purpose of the study was to explore the meaning and value of strategic leadership for chiefs of police in today's world. The work also addressed their perspectives as to how, why, or if leaders needed to move from tactical leadership to strategic leadership, and their thinking as to what it takes to make that move.

Chapter 2 reviewed adult education, strategic and tactical leadership literature for comparison with strategic leadership components that the chiefs of police identified to ascertain similarities or differences between the literature and the MCC population. These comparisons are presented in the "Conclusions" offering for each guiding question. Chapter 3 explained the research method and strategy used to collect and analyze the data via a survey instrument and interviews of 10 peer-selected chiefs. Chapter 4 described the findings and analysis in prose and tabular format. This final chapter presents a discussion of what was learned about the findings and offers, along with the conclusions, recommendations for further study. The meaning of the findings is based on the comparison of responses, the literature, and insights from my professional experience, together enabling interpretation of the data. The comparison of responses from the surveys and interviews will be presented as consensus, differences, and whether resonance exists between the data and the literature.

As mentioned previously, the chiefs chosen for interview were peer-selected using the survey to nominate them, which means they came with recommendation from their fellow members of the Major Cities Chiefs. The face-to-face interview was selected to augment the surveys because the personal interactions with the participants were meaningful and useful, since the participants were afforded the opportunity to talk and communicate in ways that a survey could not. I am glad to have conducted these interviews because I learned some things that I would not have known with just the surveys results. Those additional insights will be pointed out in the following discussion.

The data collected in this study were based on the informed perspectives and experiences of the MCC regarding given definitions of tactical leadership and strategic leadership. It did not address or collect data on leadership styles, the definitions of other concepts including systems



approach, systematic approach, or systemic approach. These and many other important concepts are the subjects of other research and/or generate an array of questions for future research and are ripe for further study. Some of these questions will be offered in the Recommendations section at the end of this chapter.

### *Limitations*

It is important to note that the MCC are a unique but limited population that will be discussed further under insights. This uniqueness is not an issue with regard to the stability of this study's findings, but the findings may not be representative of leadership in law enforcement. It is recognized that there are dimensions to leadership that may not be captured by members of the MCC. As such, additional research examining other leaders in law enforcement may reveal whether these findings are pervasive throughout the population of those who have leadership positions in law enforcement. My research professor, Dr. Jarvis, advised that Dr. Schafer, Assistant Professor, South Illinois University at Carbondale, who served as a Futurist in Residence at the FBI Academy in 2006, in a study referred to below, explains the kind of research that may achieve this end.

A study is currently underway at the FBI focusing upon both strategic and tactical leadership dimensions utilizing a sample of mid-level managers attending the National Academy training program. This emerging study will complement the findings in this study and perhaps address the issue of different viewpoints among individuals who are not the chief officers of their agencies. (via personal communication April 12, 2007)

Another consideration under limitations is regarding times or events that caused growth in strategic leadership. Some respondents answered on the survey that there were no times or events that moved them from tactical to strategic leadership. Their written explanation said that they used both tactical and strategic leadership. Additionally, concerning the subject of transition to strategic leadership, four respondents on the survey said that they do both. Finally, in this chapter I mention an intended definition of tradition in the positive sense rather than a negative connotation that a few participants assumed. These three instances could be construed as weaknesses of the questions on the instrument. However, the disparity in answers does not alter the findings or the conclusions in any manner. In the first two instances, the data show that the participants believed that they grew/transitioned from only tactical leadership into strategic

leadership. In the latter instance regarding the connotation of tradition, again any misunderstanding did not materially alter the findings and conclusions. Rather, the various perspectives regarding tradition adds to the richness of the conclusions.

A different issue to address in limitations is the review of the survey instrument using three former chiefs who were members of the MCC. It could be argued that using only three participants in the review of survey instrument might contribute to the miscommunication as discussed above, since they did not discover the potential problem. Again the materiality of the dissension does not rise to the threshold of a major issue. Additionally, the three chiefs who participated in the review of the survey instrument were contacted before their participation and each indicated a strong interest in the study. They communicated to me that while they could have completed the questionnaire in two hours or less, it took them longer because they really reflected on the questions to more fully answer from their perspective. Furthermore, two of the three were in the leadership positions with the MCC when they were members. I submit that they contributed more time than most of the other participants were able to give. Finally, the three former members represent a 4½ % representative sample of the entire Major Cities Chiefs population. This size sample for a review of the survey instrument was agreed upon by the committee to be sufficient for purposes of a trial run and for revising the survey instrument.

On another issue regarding the degree of participation in the study, and the value and statistical reliability of the data, the numbers of participants in the study might be considered low and a possible weakness that adversely affects the statistical margin for error. While more participants would make the study more robust, there was much rich data collected and included in this work. Furthermore, the data, while experientially diverse in specific events, had a general agreement in principle across the responses of the participants. There were 42 out of 67 members of the MCC who participated, or a 63% response rate. One could argue that only those who felt good about their leadership participated and thereby skewed the results. However, the data do not support this argument as several of the chiefs indicated a need to grow in strategic leadership and a tendency to fall back to tactical leadership on occasion. This number of participants was lower than anticipated and possible reasons of availability of time and other reasons are discussed further below and also in the “Insights” section under “Chiefs” at the end of this chapter.

Finally, the chiefs who received votes as the top ten strategic leaders were not all available for the face-to-face interviews. While this may appear to be a weakness of the study,

when considering the relatively small population, 63 chiefs, the number of votes for the top strategic leaders was widely distributed across the nominees. There were several ties and the chiefs that were interviewed received in most cases one or two votes less than those who were not available for interview. While those receiving less votes would not have been interviewed if their peers had been available, they clearly are some of the top voted leaders.

As mentioned in the Preface to this study, I have enjoyed a personal relationship with these current chiefs and I have worked with the MCC association since 1995. In fact, a few of the participants in this study have been serving in the capacity of chief for the entire time of my involvement. With close scrutiny by my committee, I do not believe my affiliation with them biased either their responses, nor did my subjectivity overly influence my note taking during the face-to-face interviews. In fact, I believe it facilitated a deeper look at individuals of the MCC. I offer that trust was already established and eased the process of obtaining data via a somewhat time consuming, thought-provoking questionnaire, and during the face-to-face interviews. These means of data gathering became another demand against available options for these leaders who are many times overworked with too many burdens claiming their precious time. Because they submitted to my imposition on their resources of time and energy, I am very grateful.

## Conclusions

*Q1 What is strategic leadership?*

**Conclusions.** The major conclusion is that they are in agreement with the given definition (below) which is consistent with the literature regarding the meaning of strategic leadership.

**Rationale.** Using literature and the responses from both the questionnaire and face-to-face interviews of the Major Cities Chiefs and from my professional experience, the following is an explanation of strategic leadership comprised from a combination of the definition provided to the chiefs on the questionnaire and amplified by the participants' responses about the meaning of strategic leadership.

**Meaning of Strategic Leadership.** Strategic Leadership implements a coherent sense of organizational nature and direction that are infused in the police department by providing a vision, setting standards for excellence, by being active and moving forward with policies and procedures that reflect best practices. Best practices include educating the organization about where law enforcement fits in the complex society, and helping officers to understand their

environment through a client based approach. It is leading law enforcement from the big-picture perspective, with courage, and based on the study of trends, current issues and challenges while explaining and setting strategic priorities and strategic options. Strategic leadership is integrating continuous learning through training and education to be politically astute and learning how seemingly unrelated trends connect. It is using and teaching leverage that focuses energy on the strategies that make the biggest or the most critical difference. It employs the informed decision-making of systems thinking that includes multitasking, managing expectations and dealing with issues before they become incidents. Strategic leadership views the multifunctional organization and its environment as a complex organism of interrelating, interdependent parts, paying close attention to demographics and immigration, seeking community input and collaborative participation, and building partnerships and relationships with its constituency. Strategic leadership involves critical reflection on one's experiences, a slowing down and thinking through in order to integrate learning and experience into future challenges. Strategic leadership epitomizes resiliency, especially by developing others and managing through them while monitoring their growth in order to stay on top of issues. That means building a bench of people (a team sports analogy of preparing people in reserve but getting them ready to be put in the game) through succession planning, by recognizing and rewarding them, and encouraging and engaging staff, in order to cope with rapid and increasing change in a globalized environment.

From the questionnaire, all 42 participants responded to this question of agreement with the provided definition of strategic leadership, 40 agreed with the given definition (95%), while only one disagreed with the definition (2.4%), and one said he neither agreed nor disagreed (2.4%). While the one participant said that he disagreed because the given definition was too long and confusing, that particular chief's definition (see Chapter 4) used similar language to the one given, albeit shorter and simpler, yet using only terms of long-term course and challenges, not very comprehensive. The participant who neither agreed nor disagreed offered rationale as well, but his definition is more amplification than a dissenting definition (also see Chapter 4).

The literature uses comparable terminology and the related concepts as those expressed by the participants in this study with no differences noted. One logical explanation for this similarity is because the definition on the questionnaire was a distillation of definitions and explanations from the literature review and virtually all of the chiefs agreed to the definition.

Additionally, many of the chiefs have read at least some of the cited literature in their efforts in continuous learning.

Finally, the definition and the participants' responses coincide very nicely with the work of two educators, Malcolm Knowles, a pioneer in Adult Learning, and Benjamin Bloom. There is a distinct fit with Malcolm Knowles' concept of Andragogy and the experiences named by the participants. The following comparison will start with Knowles' concepts juxtaposed with the chiefs' experiences that correspond, appearing in italics within parentheses. Learner's Need to Know (*the chiefs' need to lead their organization strategically*); Self-Concept (*the chiefs' self-reflection and self-control*); Experience (*the chiefs' learning through promotions, responsibilities and roles*); Readiness to Learn (*the chiefs' seeking continuous lifelong learning*); Orientation to Learning (*the chiefs' recognizing their learning needs and act to fulfill those needs*); and Motivation to Learn (*the chiefs' motivation to be successful public servants for peace and security*) (Knowles, 1973, 1978, 1984, 1990). The definition also follows Bloom's Taxonomy that includes three domains, Cognitive, Affective and Psychomotor. Under the Cognitive Domain are what trainers often call Knowledge, Skills and Attitude, but used by Bloom and others in building the pyramid of Knowledge, Comprehension, Application, Analysis, Synthesis, Evaluation, and Creativity (Bloom, 1956). The comparison using Bloom's concepts will be followed in italics and parentheses of the chiefs' experiences. Knowledge (*the chiefs learn from their successes and failures*); Comprehension (*based on the chiefs' prior learning, they are able to transfer that knowledge to a new context*); Application (*the chiefs use their learning in new situations, including problem solving*); Analysis (*the chiefs are able to look at the organization and its environment as a system of interrelated parts*); Synthesis (*the chiefs see the big picture as well as the parts*); Evaluation (*critical reflection, holding judgment in abeyance, "reasoning"*); and Creativity (*the chiefs' accepting change, continual improvement, new ideas, more than one right answer*).

*Q2 Does the chief believe that he/she is a strategic leader?*

**Conclusions.** The chiefs believe that they are and have to be strategic leaders in order to be successful, to improve their organizations and their communities, and to enable law enforcement to prevent crime, not just react to it. On the other hand, tactical leadership is appropriate for tactical exigent circumstances, or as one of the chiefs said, with a strategic goal in mind. While the chiefs believe that they have to be Strategic Leaders, since they are human,

sometimes because of their experiences and habits, or due to a low level of physical, mental, or emotional energy, they opt for a tactical decision for expediency or other reasons. Additionally, as many stated, they are still growing in strategic leadership.

**Rationale.** In response to this guiding question, all of the participants indicated that they believed that they are strategic leaders. Their self-rating was an average rating of 8.15 out of 10 (where “1” would mean least like a strategic leader, and “10” most). Five would therefore consider themselves in the mid point on the strategic leader spectrum. While 2 rated themselves as 5, and 1 as a 6, the rest of the 39 participants who answered this question rated themselves from 7 to 10. Twenty of the participants chose 8 as a self-rating, and the next highest choice for self-rating was 9, that was selected by 10 participants. (see Table 3.1 in Chapter 4).

Additionally, the participants were asked if there were specific times or events when they grew in strategic leadership (Q3 below). All 39 of the participants responding to this question, whether or not they answered that there were specific times or events, replied that there were transitions or development for them into strategic leadership. Those results as well lead to a conclusion that they consider themselves strategic leaders.

Importance of strategic leadership is the subject of Q5 (below), where their average rating out of a range from 1 (not important) to 10 (very important) was 8.78. This finding also suggests that the participants believe that they are strategic leaders based on their ratings of the importance of strategic leadership.

Additionally, in the face-to-face interviews, all 10 of the chiefs spoke of themselves as being strategic leaders as though it was assumed. Furthermore, several said that it was important that chiefs be strategic leaders for their individual survival and for the success of their organizations. The measure of success they cited in being a strategic leader was prevention of crime and terrorism, not just responding to calls for service.

Finally, for the rationale of conclusions on whether the chiefs think of themselves as strategic leaders, Q3 focused on times and events that caused them to become more of a strategic leader. While discussed more fully below, suffice it to say that 39 of the participants’ responses indicated a transition. Although somewhat of a circular argument, the findings of this study suggest that in order to become more of a strategic leader, one was already a strategic leader.

*Q3 Were there specific times or events that caused them to become more of a strategic leader?*

**Conclusions.** The chiefs indeed believe that there were specific instances or events, and there were definite times that they grew in strategic leadership. A common theme that was apparent in both the responses on the questionnaire and in the face-to-face interviews was the necessity of gaining strategic leadership experience, or the need to develop strategic leadership when promoted to higher levels, ranks, and responsibilities and, as mentioned by several, when placed in positions other than just operational or tactical. While there is nothing noted in the literature review contrary to this finding, there were no references in the literature regarding promotions, rank, responsibility, and roles with an emphasis commensurate to the responses of these executives from law enforcement. The andragogical definition of experience, meaning “As a person matures he accumulates a growing reservoir of experience that becomes an increasing resource for learning” (Knowles & Associates, 1984, p. 12) comes close, and is worthy to note, but it is not necessarily the same.

Therefore, a significant conclusion for Q3 of this study is that the participants place an emphasis on gaining strategic leadership through different assignments, roles, and promotions. This is an area where further study would be helpful since except for “experience” cited above, learning strategic leadership through promotions is not similarly emphasized in the literature that was reviewed.

**Rationale.** As presented above on both the questionnaire and during the face-to-face interviews, the participants were asked to provide times and specific incidents when they realized they were growing in strategic leadership. Even though 8 of the respondents said there was no specific transition, all 39 who responded to this part of the question (whether yes or no) cited their transition through courses, assignments, promotions, roles, actions, incidents, or support (see Table 7.1 in Chapter 4). From the questionnaires, 8 of the 42 respondents (19%) answered there were no times or events recalled, whereas 33 answered yes (78.6%) and provided instances of transition. For those responding in the affirmative, the following is a selection of their terms used to describe events causing growth in strategic leadership: Education; Courses; Seminars; Associates; Assignments; Promotions; Observation; Considerations; Relationships; Long-term view; Responsibilities; Incidents; Political perspective; Experience; Decisions; Scope; System; Thinking; Non-linear thinking; Planning; Context; Business thinking; Negative examples; and Mindset.

In the face-to-face interviews, all 10 participants cited instances of growing in strategic leadership, and the following is a selection of incidents, events, or times they spoke of growth in strategic leadership: Graduate studies in Organizational Development or Human Resource Development; Assumption of Command Rank; Role as Chief of Police; Assignment to different communities; The unacceptable position of the organization going nowhere; Advancement; An opportunity to influence for change; A commitment to what is right, but dealing with competing interests; Operating in an environment of change; Decision responsibilities for the organization; Networking, including within the organization and the environment; Delegation; Development of relationships with stakeholders before the need for them; Losing Officers; Public and High level discipline cases.

Once again these descriptions of chiefs' experiences of growth in strategic leadership coincide with the various characteristics of Andragogy, cited in the literature, including Learner's Need to Know, Self-Concept, Experience, Readiness to Learn, Orientation to Learning, and Motivation to Learn (Knowles, 1973, 1978, 1984, 1990). Additionally, the participants' terms correspond with Bloom's Taxonomy terms including Knowledge, Comprehension, Analysis, Synthesis, Evaluation, and Creativity (Bloom, 1956).

*Q4 What is the definition of today's world and how is their leadership affected by it?*

**Conclusions.** From the chiefs, the terms used in the survey instrument (Appendix I) and provided during the face-to-face interviews, and listed below, best describe today's world in which they are leaders. As I would expect through my analysis and reflection, those terms chosen or rated high by the chiefs are the contemporary issues that constantly impact them on a daily basis. These terms are also consistent with the literature reviewed, in the works of Toffler (1980, 1985), Bennis and Townsend (1995), Freedman and Tregoe (2003), and others when compared with aspects that the chiefs said strategic leaders need to address, and if they are to be successful strategic leaders, they will need to master them to some extent.

Clearly, "Personal Integrity" is the most important factor for these chiefs, followed by "Communication." These are two attributes that are obviously of paramount importance to the participants for effective leadership. Thereafter, no apparent observations present themselves until the lowest rated factor "Tradition" is considered. It appears that some of the chiefs may have associated a negative connotation with tradition, perhaps based on some experiential baggage, and that caused a lower ranking. When I included this term, it was meant in the positive



sense, as in honoring tradition, rather than resisting change, as in “That’s the way we always did it.” However, from some of the comments on the questionnaire, it was taken in the negative sense. While the participant’s interpretation was not the intended definition for tradition, this misunderstanding brings up an issue, and this discussion would be incomplete if I did not highlight two important points. First, communication will always break down no matter how careful the leaders are. With this in mind, they must continually and consistently communicate to their followers. Second, and perhaps more importantly, for a Strategic Leader, it is difficult to strike the “correct” balance between holding on to “good” tradition, while implementing “good” change, and communication is essential in the effort.

**Rationale.** In the questionnaire, the participants were asked to rate various terms regarding the milieu in which they operate as chiefs and how those issues affect their leadership. The rating scale was 1 to 5, with 1 meaning least influence, 5 meaning most influence.

There were eleven terms that were rated on an average of over 4 by the participants as follows: Values/Beliefs; Instantaneous media; Continuous lifelong learning; Communication; Economic; Police/Race relations; Multiculturalism; Change; Budget; Resources; and Personal integrity. From the face-to-face interviews the following is a selection of terms cited by the participants: Continual change, Terrorism, Integrity, Politics, Court decisions, Critical events, Resources, Business, Community, Economic, and Globalization. These are descriptions of today’s world and, according to these chiefs, are the milieu that makes their leadership more difficult than in the past.

*Q5 How important is strategic leadership?*

**Conclusions.** From all aspects considered, the chiefs believe that strategic leadership is important. This conclusion also agrees with the literature review including Gardner (1990), Hersey and Blanchard (1993), and others regarding complexity, continuous change, getting buy-in, service, return on investments/resources, continuous improvement, global perspective, future and strategic perspective.

**Rationale.** The participants were asked in the questionnaire to rank the value of strategic leadership on a scale of 1 to 10, 1 meaning not important, and 10 meaning very important. On the question of the importance of strategic leadership in today’s world, the least ranking and chosen by only one participant, was a seven. The most frequent response (16 out of 42 or 38.1%)

was 8. The next most frequent response (15 out of 42 or 35.7%) was 9, and the average of the responses was 8.78 (see Table 9.1, Chapter 4).

In the face-to-face interviews the chiefs were asked about the value of strategic leadership in today's world, the value for their agency, and the benefit to all of law enforcement. From the interviews the participants said that strategic leadership is important to them because it gives them the tools they need to operate in a complex, fast changing world. It allows them to be able to sell their ideas and programs to their community, to city hall and to their organization. It helps them serve the community and get the most out of their resources. Strategic leadership pushes them to be a better and more successful organization. It makes them more proactive and helps them meet expectations while providing a global and future perspective.

*Q6 How does one transition from tactical to strategic leadership?*

**Conclusions.** The conclusions with regard to how one transitions from tactical to strategic leadership can be grouped into five categories. Those categories include in order of the participants' ranking: Promotions/Rank/Assignments/Responsibility, Needs of the Organization, Needs of the Community, Education or Training, and Incidents/Issues.

**Rationale.** As similarly concluded in Q3, from both the questionnaire and face-to-face interviews, the participants said that Facilitators that catalyze movement into strategic leadership included Promotions, Rank, Developmental Assignments, Responsibility, and Needs of the Organization, Mentors, Incidents/Issues, Having the courage to stick with the right decisions and maintaining integrity, Survival, Conflict, Options, Authority, Lifelong learning, Political perspective, Unintended consequences of decisions, Effort, Big-picture, Experience, Scope, Context, Mindset, Needs of the Community, and Attending courses and training facilitated their transition to strategic leadership.

Conversely, Obstacles to strategic leadership focused on non support, including Non-Supportive Superiors, Peers, Organization, Community, Daily Demands or Crises, Politics, Constant Tactical Situations or Tactical Experiences, Budget and Resources, Improper Training or Wrong Courses, Difficulty of Strategic Leadership or Maintaining the Status Quo, and finally one said the Health of the chief.

Although it is arguable that all of the leadership writings point to the learning and growth processes, the literature review did not specifically reveal a treatment on the transitioning phase from tactical to strategic leadership. However, as cited before, Bloom's Experience level of

learning is similar. Additionally, Lewin's Model of Change: unfreezing, moving, and refreezing, appears to have some application. There appears to be no disagreement between what the chiefs opined and the relevant literature.

This guiding question is similar to Q3 and the responses are in some aspects, somewhat redundant. However, the perspective that differentiates Q3 from Q6 is that the former is a focus on phases or events where the participants realized they were transitioning to strategic leadership. On the other hand, Q6 was based upon two questions on the questionnaire. The first asked for events that facilitated the transition to strategic leadership, the second asked about obstacles and barriers to the transition. Both of these questions sought to elicit what the chiefs did or what they overcame in order to transition. Even with some similarity and overlap in responses, it adds richness to the data and gives depth to both guiding questions.

*Q7 Should all law enforcement leaders strive toward strategic leadership?*

**Conclusions.** The majority of perspectives in both the questionnaire and in the face-to-face interviews was that strategic leadership is something that all should understand and to which they should aspire in appropriate situations. However, depending on their role in specific instances and assignments, tactical leadership is essential for the success of the organization. It is not a dichotomy; rather, strategic leaders are better leaders if they apply tactical leadership in appropriate circumstances. With the caveat of being a tactical leader when appropriate, the main conclusion is that all law enforcement leaders should aspire to strategic leadership. While the chiefs said that all should aspire to strategic leadership, they also recognized that there are those who can not or will not make the transition. Both those who can not and those who will not may be restricted, or perhaps constricted, by the above obstacles and, as one chief said, from laziness.

**Rationale.** The participants were asked in the questionnaire for their opinion if all law enforcement leaders should try to become strategic leaders. They were also asked to explain why or why not. In the face-to-face interviews the chiefs were asked the same question.

Responses from the questionnaire showed 5 of 41 respondents (11.9%) said no, all leaders should not strive toward strategic leadership while 36 of 41 (85.7%) said yes. For those answering "yes," their rationale was that with all leaders aspiring to strategic leadership, the organization would be pushed with continuous critical analysis. From their perspectives, unless leaders strive for strategic leadership, they are ineffective because of the organization's dynamic environmental demands. One of the participant's responses was "if you're not a strategic leader,

you're not really a leader, and your decisions will not survive." They said strategic leadership allows flexibility and alternatives, uses the big-picture perspective, and enriches the organization. Additionally strategic leadership gives focus, it aids in predicting and foreseeing the future in this complex world.

Those that answered "no" said that first-line supervisors must remain focused on tactical aspects of leadership, but not to the point of failure to acknowledge that there is strategic leadership.

In answer to this question during the face-to-face interviews, four respondents said an unequivocal yes; all leaders should aspire to be a strategic leader. Six respondents said that higher rank leaders need to aspire to strategic leadership, but tactical leadership is needed for the lower rank leaders.

These thoughts can compare similarly to the literature review on Hersey and Blanchard's (1993) Situational Leadership Model, where the leader uses different leadership roles depending on the differing needs of a follower's maturity and confidence level, and for each specific situation.

The results resonate with my professional experience: There are some contingencies in leading relative to tactical aspects of policing, but that every leader, even those at the first-line level, should learn about and begin to practice strategic leadership as soon as possible. For some leaders it is intuitive, for others it will take training and perhaps mentoring. Being able to answer the question "why should we be doing this, and who/what does it affect?" is a good thing. Being able to anticipate the downstream effects, foreseeing future issues, and developing your followers are value-added for either tactical or strategic leading.

Then there are those who can not or will not learn strategic leadership. The participants opined that those who can not become strategic leaders could be older and set in their ways, or perhaps too closed minded. Others said that the unsuccessful could have been prevented by the department's or community's environment. Perhaps they were not empowered, they were unappreciated and discouraged, or the politics of their situations prohibited them, maybe fear, or even the lack of people skills. Personal obstacles could have been their own ego, or perhaps they were not willing to take calculated risks. Still others believed that those who failed had never critically reflected on their lives and experiences. Another participant said that some people do not want to become strategic leaders, or they do not want to operate outside their comfort level,

or their energy level. Therefore, laziness would keep some good workers from being strategic leaders.

*Q8 What are the influences that helped form their strategic leadership?*

**Conclusions.** Major influences, including self, the school of hard knocks, people, associations and schools helped the chiefs develop in strategic leadership.

**Rationale.** The influences that helped the participants form their strategic leadership included those above, but others specifically mentioned that influenced to a lesser extent included the National Executive Institute, the FBI Academy, Southern Police Institute, and college courses. Supervisors, authors, followers, wife, parents, family, and public figures were also named as affecting their strategic leadership. (For the complete ranking of influences see Tables 8 and 9, Chapter 4.)

During the face-to-face interviews the participants used terms and phrases to describe the influences that helped form their strategic leadership such as: decisions that please no one; education; honesty on your strengths and weaknesses; reflection; jobs chosen with specific strategic leaderships goals in mind; public speaking; integrity; experience; risk taking; opposition; learning from mistakes, putting them behind you and sharing your knowledge; listening and relating so that you know your followers feelings and emotions; courage; self control; role of educator/teacher; ability to understand data and to turn it into information, into something to guide decisions; being a visionary and a futuristic thinker; blue sky thinking; sharing credit; innovation; tenacity; foresight on impacting issues; communication skills including non-verbal reinforced by example; partnerships and relationships across a variety of competencies; ethical framework; humility; ability to admit mistakes; even temperament, a calm demeanor, and keeping your cool in public are essential.

The following are some considerations drawn from the participants' responses from both the survey instrument and interviews, and from some of my observations regarding the influences that affect the chiefs' strategic leadership. The responses from the questionnaire reflect a broad spectrum of influences, and an interesting notation is that only two terms, namely, follower and public figure, that are rated by the participants resulted in a mean of below 3.00 out of a possible 5.0. This finding strongly suggests that all of the terms presented on the questionnaire were important influences on these participants' strategic leadership.

In the face-to-face interviews the participants were asked if there were things that people taught them or communicated to them that influenced their becoming strategic leaders, or things that they wished had been taught. Most of these terms are consistent with those chosen from the questionnaire in that they many times refer to “self” as the chief influence while in various roles and situations. While not a subject of the literature search, the conclusion that self is highly influential is in agreement with the participants’ responses because the literature is addressed to those who aspire to be leaders. This observation is especially true in those authors who described leaders from their traits and what they did.

A summary of conclusions to the guiding questions are below in Table 11.1.

### *Insights*

#### *Personal*

This study suggested to me that strategic leadership escapes a finite definition. I believe that questions regarding the meaning, value and transition of strategic leadership from the experience of the Major Cities Chiefs were answered, and the literature was corroborated and validated. What is new is that the findings and conclusions were data driven, but they are augmented by the chiefs’ and my insights. Law enforcement’s perspective on strategic leadership was advanced and refined and gives the general population a different angle on the subject matter. The study of strategic leadership is still in process and in an effort to afford a scholarly balance, it is recognized as a limitation of this research, that this foundational study is a preliminary work. It should be equally emphasized that there are vital contributions in offering the voices of learning from experience of the law enforcement executives when there were few guidelines and with the anticipation that future leaders can and will benefit from the accumulated wisdom. Despite these findings, I suggest that it is inappropriate to offer a finite definition of strategic leadership at this time.

Table 11.1

*Summary of Conclusions*

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**Conclusions**

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**Conclusions to Q1** “What is strategic leadership?” The participants are in agreement with the given definition which is consistent with the literature. Strategic Leadership (SL) is the leadership used to implement a coherent sense of organizational nature and direction. SL is integrating learning through the informed decision-making of systems/contingency thinking that views the multifunctional organization and its environment, including community and constituency, as a complex organism of interrelating, interdependent parts. SL involves critical reflection on one’s experiences, and epitomizes resiliency by developing others and managing through them, in order to cope with rapid and increasing change in a globalized environment.

**Conclusions to Q2** “Are they strategic leaders?” The participants believe that they are strategic leaders and that they have to be strategic leaders in order to be successful, to improve their organizations and their communities, and to enable law enforcement to prevent crime, not just react to it.

**Conclusions to Q3** “Were there specific times or events when they grew in strategic leadership?” There were specific instances, events, and there were definite times that they grew in strategic leadership. A common theme was the necessity of gaining strategic leadership experience, or the need to develop strategic leadership when promoted to higher levels, ranks, and responsibilities and when placed in positions other than just operational or tactical.

**Conclusions to Q4** “What are the factors in today’s world that make it more difficult to lead?” The aspects include leaders not maintaining Personal Integrity and Communication, Budget, Values/Beliefs, Resources, Change, Police/Race relations, Instantaneous media, Continuous lifelong learning, Economic, Multiculturalism, Terrorism, Politics, Court decisions, Critical events, Business, Community, Economic, and Globalization. These are descriptions of today’s world and are the milieu that makes their leadership more difficult than in the past.

**Conclusions to Q5** “Is strategic leadership important?” The chiefs believe that strategic leadership is important regarding complexity, continuous change, getting buy-in, service, return on investments/resources, continuous improvement, global perspective, future and strategic perspective.

**Conclusions to Q6** “How does one transitions from tactical to strategic leadership?” The catalyzing factors for transition are grouped in five categories, including, Promotions/Rank/Assignments/Responsibility, Needs of the Organization, Needs of the Community, Education or Training, and Incidents/Issues.

**Conclusions to Q7** “Should all law enforcement leaders aspire to strategic leadership?” All should aspire to strategic leadership in appropriate situations. However, depending upon their role in specific instances and assignments, tactical leadership is essential for the success of the organization. It is not a dichotomy; rather, strategic leaders are better leaders if they are tactical leaders in appropriate circumstances.

**Conclusions to Q8** “Were there influences that helped create their strategic leadership?” There were major influences including self, the school of hard knocks, people, associations and schools that helped the chiefs develop in strategic leadership.

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Along the same line of thinking, further statistical analysis of the data in Table 5.1 and Table 9.1 are needed. These analyses, based on this study regarding the experiences of these chiefs, can then be compared with pending studies of other populations. The combination of these data has the potential to add to the body of knowledge both in law enforcement and the general population. A more finite definition may be produced and it could lead to greater insight into what aspirants must do to become better strategic leaders.

As a result of my doing this research, my perspective regarding strategic leadership did not change significantly from the inception of this work until the end. I began this study searching for a model to facilitate learning about strategic leadership as a basis for training and education. While the model is not a part of this study, the data, analysis, and conclusions will form a basis for future work on a strategic leadership model. I also wanted to determine the level of strategic leadership in law enforcement. While somewhat successful in both, there are probably more questions generated than answered by this inquiry and my hope is that this work will be an impetus to further research into a strategic leadership model and facilitate development of strategic leadership in law enforcement. Some recommendations for further research, such as comparing the stages of the chiefs' development with Levinson (1978, 1998) (see below in recommendations), were catalyzed by my insights about the process that are different from solely data driven information. My intent was to present data mined to pull the reader into several realities, from the perspective of literature, that of the chiefs, and my own viewpoint. My committee Chair suggested that based on my learning and the extent of my professional experience in the law enforcement field, I am a qualified interpreter of the collected data. The rationale was that my professional experience enables, through my additional interpretation, to provide the reader with a deeper understanding born from the data and complemented by the literature. I have made an attempt to preserve multiple realities, sometimes different and potentially contradictory among the chiefs, the literature, or my experience. The objective was to bring the reader into the chiefs' experiential world, and to illuminate the complexities of their situations. The vignette was used to help the reader get a feel for the chiefs' job and for their lives by providing a scenario of a day in the life of chiefs of police and the decisions from their perspectives that require strategic leadership.



## *Chiefs*

It is important to emphasize that the unique but limited MCC population is an elite group into which I had personal access. Because of time and resource constraints, other researchers who do not have a personal relationship with the participants would probably not be able to intervene into the busy schedules of the chiefs. This access with the chiefs also makes my involvement add a uniqueness appropriate for this study. While this population is small, for future research, choosing a mid level population like the FBI National Academy with thousands in population should produce more blended and stable results because of higher numbers.

The chiefs who were able to participate, especially those who took part in the face-to-face interviews, were genuinely interested in the study. They were contemplative as they answered questions regarding their experiences. It was also evident that they had thought about the concept of strategic leadership and had reflected on their understanding, from both their educational and on the job experiences. The 10 chiefs who were interviewed were chosen by the process described previously, and so they came recommended by their peers. The face-to-face interviews were meaningful and useful because the chiefs were able to talk in ways no survey can. This approach provided information that augmented the survey data, giving more depth and illumination. Without the interviews some information would not have been available through the means of survey only. I believe that by doing both survey and interview for this study, even without specifically augmenting individual participant's survey data with their interview, added greatly to the depth and richness of tapping into the chiefs' experiences and perspectives on strategic leadership.

Some of the additional data provided from interviews include the varied, but specific, experiences and promotions/advancement in the agency that were repeated in both surveys and interviews as key to development of strategic leadership. This was an interesting finding that may be very apparent to some, but not so much to others. What this finding indicates, is something that is stated and restated in various manners: there is no short cut to learning strategic leadership. There are paths that can be studied and followed, but experience and continuous learning are keys to gaining strategic leadership.

The definition and essence of strategic leadership initially made me believe that I would enjoy nearly 100% participation from the population. However, because of the long hours, because of various incidents and issues impacting on the individual chiefs, as presented in the

Chief's Vignette, I found that it is not realistic to expect everyone to drop everything they are doing, take a couple hours to think, reflect, and then answer some questions that delved into their individual professional development. A total of 42 of the 63 chiefs participated in the questionnaire, sometimes after repeated requests for them to send in the completed surveys. When stacked against life and death situations, both actual and situations of political life and death, also alluded to in the vignette, the obvious priority would not include participation in this research. After all, as has been stated in the foregoing, there is a need for tactical leadership when the bullets, literally or figuratively, are flying. I suspect that fatigue, mental and emotional, caused some of the chiefs to say to themselves, that as important as this might be to them, their agencies, and law enforcement in general, considering their other conflicting priorities, they could not set aside the time and effort to participate. The above is not meant as a criticism or regret, but a plain statement of the facts of life. The participants, and even those who were not involved, have all been superbly influential in this study. I am continually influenced by all members of the MCC during the three meetings per year, not only from their professionalism as strategic leaders in law enforcement, but also from their friendship and personal relationships with me.

### *Adult Learning and Human Resource Development*

#### *General Population*

With the above conclusions in the study on the meaning, value, and influences on developing strategic leadership in Law Enforcement, what does it mean to the general population? Understanding how law enforcement leaders perceive the meaning, value, and transition into strategic leadership is important for the study of adult learning and for the practical implications and applications to human resource development both for law enforcement and the more global population. As other studies have shown, and as the results of this study indicate, the development of strategic leadership can be systematically studied. The findings also indicate that people in leadership have a degree of awareness of the actions and the pathways that they have taken in the development of strategic leadership. By continuing to pursue this inquiry, adult learning and human resource development professionals and researchers can better teach and facilitate leaders to become better strategic leaders, including addressing strategic leadership in career development. Additionally, the obstacles that prohibit or delay the development of

strategic leadership, if addressed, can possibly be avoided or mitigated. It is beyond the capabilities of one scholar in one field of study to perfect the understanding, learning, and knowing of strategic leadership development, but through a unified effort, the perspectives of leaders can forge a clearer and more practical approach to how people can develop strategic leadership. This would be of benefit to a variety of disciplines.

Some of the Adult Learning Principles pioneered by Malcolm Knowles (Knowles, 1973, 1978, 1984, 1990) include adults being *autonomous* and *self-directed*. The data shows that the participants of this study exhibit a great deal of autonomy and self-directedness and place a great deal of emphasis on *experience* and *knowledge* through assuming *responsibility* for their own and their followers development. They also connected life-long learning to their experiences relevant to strategic leadership. Obviously, from the data collected from both the survey instrument and the face-to-face interviews, these participants are very *goal-oriented*, whether choosing educational courses, being promoted, being assigned roles, or assuming responsibilities. As evidenced in their responses, most of the chiefs have such a high level of experiences and learning that they can see the *relevancy* of different disciplines and application or translation from other arenas of learning, such as business, military or religious. While the participants are very *practical*, they also talk of blue sky thinking and creativeness being assets for strategic leadership. Finally, I believe the participants perceived that they were being *respected* by being asked to be a part of this study in order to add to the body of knowledge for both strategic leadership in law enforcement and for the general population of leaders. Therefore, the results of study resonated with the literature and the participants truly typified adult learners.

In another area, the findings and conclusions in this study indicate something that is stated in other studies and has been an adage of long standing. The indication from the adage and exemplified in this study is that there is no short cut, no instant gratification in learning how to lead, whether tactical or strategic. However, what is helpful and adds to the body of knowledge of Adult Learning and Human Resource Development is that the experiences of the participants regarding the meaning and value of strategic leadership can be studied, followed, and learned, based on the results and conclusions of this research.

As stated above, a common theme throughout many of the participants' responses was the belief in continuous lifelong learning through formal courses, seminars and associations. Several named the FBI National Academy, the FBI National Executive Institute, the Southern Police

Institute, and college courses as key to their development in strategic leadership. The message for Adult Learning and Human Resource Development is to make education and training a foundational part of developing employees for leadership positions. Specifically, organizations should include courses in Adult Learning, Organizational Development, and Human Resource Development. Another foundational concept from the participants' data is for a leader to learn and practice critical reflection and the manner of thinking stimulated from this process. Adult Learning and Human Resource Development courses need to continually emphasize Mezirow's (1990) concept of critical reflection for students who may some day become leaders.

Another idea that is substantially intuitive after more than a surface consideration, but when one is "climbing the ladder" to leadership positions, it might not seem as evident is having a vocational strategy. Planning career moves with strategic leadership in mind was cited by many of the chiefs in both the survey instrument responses and in the face-to-face interview data collected. A majority of the participants said that assignments, roles, and promotions were a key to their development in strategic leadership. Not just any assignment, role, or promotion, they emphasized, but far more extensive and catalyzing faster development were those assignments that took the participants out of the culture of the police department, into other cultures including assignments in the business community. Other paths for learning and for profitable experience were those that involved a new way of operating the agency, such as one from the latter part of the 20<sup>th</sup> century mentioned by a chief, the Total Quality Management Process, which served as his breakthrough to strategic leadership via assignments. Finally, going through growth in leadership assignments within the police department are essential, but not necessarily the operational, or tactical jobs, such as Special Weapons and Tactics, or even investigative. Rather, those experiences in personnel, or human resources were more developmental for learning a more global, perhaps a systems view of leading. Of course promotions into positions of higher authority, decision-making, complexity of issues, and responsibility had a developmental effect, because as the participants were promoted, they learned that their decisions had the "ripple effect" on the entire organization. The possible ripple made them look at the bigger picture and anticipate unintended consequences.

Then there are actions that the participants took in their development that were "make or break" decisions in their careers. These actions usually included being a "change agent" in the police department (PD) for such issues as a "critical transformation in thought process about

policing and its place in society,” or “transforming the PD into a learning organization.” “Implementing a strategic direction for the leadership team” was another action cited by one of the participants. Therefore, being innovative, knowing how to effect change, and accomplishing a transformation are actions that “made” the participants into strategic leaders. Adult Learning and Human Resource Development courses should continue teaching the change process.

Finally, surviving “traumatic incidents,” such as losing officers, major violent events involving national or international media coverage, labor disputes, or even a vote of no confidence by the rank and file, are incidents that forged strategic leadership through the crucible of professional and personal attacks from within and outside of the police department. While aspiring strategic leaders do not have the opportunity to choose these events, surviving and learning from them are what were cited by the participants in their transition to strategic leadership. One particular way of surviving was in networking with their peers across North America, and being able to have a mentor or trusted advisor who had experienced similar issues. This type of support and support from like-minded colleagues within their organizations also helped them to more than survive, perhaps thrive throughout these tests. Additionally, choosing a risk-taking leadership role and not shying away from seminal strategic leadership events is imperative.

### *Strategic Leadership in Law Enforcement*

So if strategic leadership is important and highly valued, and since the participants said that they have already demonstrated strategic leadership, how did they find their way? How did the participants prepare themselves? First, the chiefs said they pursued formal learning. What specific types and the amount of education are not conclusive from this study, but the majority of the chiefs obtained a master’s level degree from universities. Even one participant who did not have a college degree before becoming chief, afterward sought out courses that would educate and broaden his horizons. Secondly, many of the participants listed reflection as an important part of their development. Next, job events or assignments were used as preparatory to attaining the position of chief of police. Perhaps a fourth category to look at is making a choice. At least two participants said that their superiors forced them into strategic leadership. One was forced to go to a school, another was forced to take a sink or swim position; others were assigned to positions other than the “fun” jobs in operations or specialties, and still others were assigned organizational change positions. All of the participants had to choose how they would respond

and deal with assignments for which they had not sought. Next, how did the participants deal with leadership problems? Did they maintain their personal integrity? Were they able to communicate well? Were they successful or not? Whether successful or not, did they learn and gain experience for their next incident or issue and for teaching their followers? Were they willing to reflect, to identify and admit to their mistakes? Did they in fact lead their followers?

Then there is delegation. Were they do-it-yourself, bottleneck type of leaders, or did they develop subordinates through teaching and mentoring them? Then did they build trust relationships, and lead their organizations through assigning their followers with jobs of high level responsibility?

The age old question is whether leaders are born or made. The answer to that question, I submit, is both. Additionally, the bottom line answer to the Adult Learning and Human Resource Development question of whether strategic leadership is trainable or situational is also both. How do we cultivate leaders? While trait theories have some credence, people who are “fairly bright” can succeed if they apply themselves to education, reflection, non-operational assignments, dealing with issues rather than incidents, handling difficulties, networking, choosing to develop themselves and their followers, and being able to learn to see the big-picture, systems view of the organization and the environment made up of communities and constituencies.

#### Recommendations and Implications for Further Research

The effort of obtaining and analyzing findings was successful in accomplishing the purpose of this study, which was to explore the meaning and value of strategic leadership for chiefs of police in contemporary times. The work also addressed how, why, and if leaders need to move from tactical leadership to strategic leadership and what it takes to make that move, from their perspectives. No glaring conflicts were found between the literature search and the findings of this study. However, there are data from this research that have no basis of comparison with the literature. These include assignments, roles, time in position, various institutions of learning, and family influences. Comparable studies are recommended in order to add to the body of literature addressing these exceptions in relationship with strategic leadership in law enforcement, and for the general populations of leaders as well.

The participants in this study identified five categories of terms that described their transition to strategic leadership. These included (a) promotions, rank, assignments, and responsibility; (b) needs of the organization; (c) needs of the community; (d) education or

training; and (e) incidents and issues. This is where future research on the MCC, other law enforcement executives, and on the general population might focus.

An interesting study that was not contemplated nor addressed here would be how the chiefs' perspectives on topics such as humility, wisdom, foresight, etc., reflect or relate to their definitions of strategic leadership, and to the way they navigate their jobs. Another study might consider the profiles of chiefs, including age, years in position, types of organization, or other demographic information, to see if the data presented patterns, not necessarily to generalize, but to offer some particular insights for future research in strategic leadership. A different study would be further research between assignments and career choices, the intentionality of choosing positions with specific goals in mind, such as strategic leadership.

Finally, a study comparing the experiences and perspectives of these chiefs of police to works of literature on the phases people go through during their lives would be a great follow-up work. Comparing their lives with studies such as *The Seasons Of A Man's Life* (Levinson, 1978), *The Seasons of a Woman's Life* (Levinson & Levinson, 1996), *Older and Wiser* (Restak, 1997), and others would be beneficial and informative for Adult Learning and Human Resource Development as well as for the general population.

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5. Many leaders argue that today’s organization and environment is different from their predecessors. In order to define the term “**today’s world**,” on a scale of 1 to 5, 1 meaning least influence, 5 meaning most influence, please circle the number to rate each of the terms that identify aspects and considerations that define **today’s world** in which you are required to lead.

	Least influence			Most influence	
Diversity	1	2	3	4	5
Values/Beliefs	1	2	3	4	5
Globalization	1	2	3	4	5
Instantaneous media	1	2	3	4	5
Systems thinking	1	2	3	4	5
Critical reflection	1	2	3	4	5
Continuous lifelong learning	1	2	3	4	5
Transportation	1	2	3	4	5
Communication	1	2	3	4	5
Economic	1	2	3	4	5
Terrorism	1	2	3	4	5
Police/Race Relations	1	2	3	4	5
Multiculturalism	1	2	3	4	5
Change	1	2	3	4	5
Stability	1	2	3	4	5
Tradition	1	2	3	4	5
Motivation	1	2	3	4	5
Budget	1	2	3	4	5
Business plan	1	2	3	4	5
Resources	1	2	3	4	5
Political	1	2	3	4	5
Personal Integrity	1	2	3	4	5
Invasion of Privacy	1	2	3	4	5
Labor Relations	1	2	3	4	5
Others _____	1	2	3	4	5
_____	1	2	3	4	5
_____	1	2	3	4	5
_____	1	2	3	4	5

Please explain briefly how three of the above aspects of today’s world affect how you lead.

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6. On a scale of 1 to 10, 1 meaning not important, 10 meaning very important, please circle the number to rank the value of **strategic leadership** in today's world.

Not important  
1   2   3   4   5   6   7   8   9   10  
Very important

7. Please briefly identify events that facilitated your transition from **tactical** to **strategic leadership**.

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8. Please briefly identify obstacles you had to overcome, or, barriers that did not allow you to transition from **tactical** to **strategic leadership**.

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9. In your opinion, should all law enforcement leaders try to become **strategic leaders**?  
Yes (\_\_\_\_)      No (\_\_\_\_)

Why or why not?

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10. On a scale of 1 to 5, 1 meaning least descriptive, 5 meaning most descriptive, circle the number to rate each of the terms that identify the influences that helped form your strategic leadership.

	Least			Most	
Mentor	1	2	3	4	5
College course	1	2	3	4	5
Supervisor	1	2	3	4	5
Follower	1	2	3	4	5
Peer	1	2	3	4	5
Self	1	2	3	4	5
Author (book, magazine, news article)	1	2	3	4	5
School of hard knocks (on the street)	1	2	3	4	5
NEI	1	2	3	4	5
FBI Academy	1	2	3	4	5
MCC meetings	1	2	3	4	5
Public figure	1	2	3	4	5
Others _____	1	2	3	4	5
_____	1	2	3	4	5
_____	1	2	3	4	5

11. Please write the names of members of the MCC who you believe are in the top 5 as **strategic leaders** in the MCC?

- a. \_\_\_\_\_
- b. \_\_\_\_\_
- c. \_\_\_\_\_
- d. \_\_\_\_\_
- e. \_\_\_\_\_
- Others? \_\_\_\_\_

**Part II. Demographic information:**

1. What year were you born? \_\_\_\_\_
2. Are you male or female? \_\_\_\_\_
3. Please circle your education level?
  - A. high school education
  - B. Associate's degree
  - C. Bachelor's degree
  - D. Masters degree
  - E. Ph.D./Ed.D.
4. Please circle your answer: If you have a Bachelor's degree, is it in:
  - A. arts    B. sciences    C. technical    D. other (please specify \_\_\_\_\_)



## APPENDIX B

### COVER LETTER ACCOMPANYING SURVEY QUESTIONNAIRE

January 18, 2006

Dear Chief

I am Bud McKinney, your Administrator of the Major Cities Chiefs (MCC) Human Resources Committee (HRC). I am currently gathering data on strategic leadership of executives in law enforcement. While there have been strategic leadership studies involving other arenas of executives, there is no known study with law enforcement executives. In order to add to the literature on strategic leadership, specifically for law enforcement, Chief Harold Hurtt, MCC President, Darryl Stephens, MCC Vice President, support this research effort, and I ask that you voluntarily participate in this research survey. The results, without identifying any participant, will be provided to you and included as a portion of my dissertation submitted to the Faculty of the Virginia Polytechnic Institute and State University in partial fulfillment of the requirements for the degree of Doctor of Philosophy in Human Development, focused in Adult Learning and Human Resources Development.

The enclosed survey has been mailed to the sixty-three chiefs who are members of the MCC, the mailing preceded by a telephone call to each of you alerting you of what the survey is and that the survey was in the mail. This process will include the phone call, this survey mailing, a follow-up post card, and a final phone call, to facilitate your responses. After you complete the questionnaire, please place it in the addressed and postage paid envelope and mail it to me before or by **February 1, 2006**, to facilitate the subsequent face-to-face interviews.

The survey is targeted to include all sixty-three chiefs because of the relatively small number of the population and the benefit of experience from you as chiefs of large police departments. This process will be followed by interviews of a peer-selected sample of the MCC. To help reduce errors of understanding and relevance the questionnaire was validated and refined through a review of the survey instrument with the participation of three former MCC chiefs.

Thank you in advance for your participation and I look forward to providing you the results.

Warm regards,

Hugh M. (Bud) McKinney  
MCC HRC Administrator

## APPENDIX C

### FACE-TO-FACE INTERVIEW QUESTIONS

#### **Face-to-Face Interview**

From your experience and knowledge:

1. What does it mean to be a strategic leader for law enforcement executives in today's world?
2. What is the value of strategic leadership for law enforcement in today's world?
3. What does it take to transition from tactical to strategic leadership?
4. Was there a time when you realized you were growing in strategic leadership? Explain.
5. Were there some things that you learned, some perhaps painful, some not, that you wished had been communicated to you in order for you to be able to operate in a strategic leadership mode? Explain.
6. What is the value of chiefs being strategic leaders for their agency?
7. Are strategic leaders of benefit to all of law enforcement? How?
8. Should all law enforcement leaders aspire to be strategic leaders? Why?
9. What if anything prohibits tactical leaders from becoming strategic leaders?
10. Are there any negative aspects of strategic leadership? Explain.
11. What knowledge, skills, abilities, or even specialized talent is needed for strategic leadership?

APPENDIX D

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Title: Table: Conger and Kanungo's Differences between Managership versus Leadership  
By: Conger, J. A., & Kanungo, R. N.  
Appeared in: *Charismatic Leadership in Organizations*, 1998  
Page number: 9

*EP*

I hereby request your permission to include the above-referenced material in my dissertation prepared by me entitled "The Meaning, Value, And Experience Of Strategic Leadership For Law Enforcement Executives In Today's World," to be published electronically with Virginia Polytechnic Institute and State University in partial fulfillment of the requirements for the degree of Doctor Of Philosophy in Human Development (Adult Learning and Human Resources Development). The material will only be included in the dissertation.

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Sincerely,

  
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## VITAE

Hugh M. McKinney received his undergraduate degree from Old Dominion University, a Master of Public Administration degree from Virginia Commonwealth University, a Certificate of Achievement for 18 hours of graduate work in Adult Learning and Instruction in Education, Training and Development from the University of Virginia, and a Master of Science degree from Virginia Tech.

Mr. McKinney served in the U.S. Marine Corps Reserve for six years, while after active duty he worked in the private sector for eight years, and was then appointed an FBI Agent in 1976. He retired from the FBI after twenty four years of service in 2000. In his last position in the Bureau he was an adjunct instructor for the University of Virginia while assigned at the FBI Academy, teaching graduate and undergraduate courses in leadership and management for law enforcement to police officers at the FBI National Academy.

Mr. McKinney has supervised, written and edited on the Human Resources Committee and other contemporary issues projects with works published and circulated by the FBI for the National Executive Institute and the Major Cities Chiefs including:

*The Americans With Disabilities Act, Impact on Law Enforcement Employment; 1995;*  
*Youth Violence: Present and Future Law Enforcement Concerns; 1995;*  
*Major Incident Protocol, Reference Guide; 1996;*  
*Critical Issues in First Line Supervision: What Law Enforcement Executives Need to Know; 1997;*  
*Disclosure of Personnel Information; 1997;*  
*Misconduct to Corruption, Avoiding the Impending Crisis; 1998;*  
*Domestic Violence Within Police Agencies; 1998;*  
*The Chief and the Union: Building a Better Relationship; 1998;*  
*Labor-Management Issues in Law Enforcement: Essential Strategies to Deal with Potential Conflict and Hostility that Hamper Police Service to Our Communities; 1999;*  
*Achieving Diversity Through Marketing; 2000;*  
*Meeting Law Enforcement's Responsibilities, Solving the Serious Issues of Today; 2001;*  
*Filling Vacancies; 2002;*  
*Limited Duty; 2003;*  
*Succession Planning; 2004;*  
*Law Enforcement Communications Centers 2005;*  
*and Emergency Planning—A Human Resources Perspective; 2006.*



After retirement from the FBI, Mr. McKinney returned to the private sector where he worked for GTE and Verizon as a consultant in Regulatory Compliance and External Affairs for two years and in Strategic Security for The Coca-Cola Company for three years. He currently works as a consultant for international corporations and law firms in strategic leadership, risk management, Foreign Corrupt Practices Act matters, and strategic security.