

# Maintaining Integrity and Quality Leadership in Law Enforcement Supervision

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## Abstract

Concerns regarding police integrity and supervision periodically rise to the surface in this nation. Recognizing the importance of police integrity and supervision, law enforcement executives have taken a variety of steps to address these areas within their agencies. Noting the rapid change in law enforcement as the “old guard” retires and a new generation of law enforcement officers comes in, questions arise concerning the future of police integrity and supervision. Using surveys, this research project will report the information regarding police integrity and supervision provided by police executives of Florida agencies with fewer than 75 sworn members. Additionally, this report will detail the Top Five concerns facing executives within Florida agencies with fewer than 75 sworn members.

## Introduction

Allegations of police misconduct in this nation ebb and flow like the tide. Remember the Knapp Commission of the early 1970s, or the Miami River Cops of the mid 1980s? Who in America can forget the Rodney King incident of the early 1990s and the resulting riots and mayhem? Neither can we in law enforcement forget the Rampart Division scandal in Los Angeles where over seventy officers were implicated in misconduct. In response, as the tide of police misconduct flows in and out, the law enforcement profession has sought answers to address and prevent misconduct.

Some recent answers to preventing misconduct have been purely technological. Items like GPS tracking of patrol vehicles or on-board video cameras with automatic activation and data transfer are two forms of technology that are used to insure police integrity. Yet, the more common approach to addressing misconduct has been through ongoing improvement in three vital areas: police selection and hiring, police integrity training, and police supervision and administration.

Although incidents of police misconduct continually fluctuate, societal change is occurring at mind boggling speed. This change is readily apparent when viewing the differences in the various generations forming our society, or when merely trying to communicate with a young police applicant. The differences between those who entered the law enforcement profession in 1980 and those who are entering in 2010 are staggering. This work will seek to look at future planning, police supervision, and integrity training and then consider law enforcements' current standing in light of the future.

## Literature Review

### *Future Planning*

Abraham Lincoln once said, “I will prepare and some day my chance will come.” History documents the tremendous results of the preparation of our nation’s sixteenth President. Similarly, during World War II, Winston Churchill said, “He who fails to plan is planning to fail.” In all walks of life, the significance of planning is well documented.

Yet, in our fast-paced world today, many leaders throughout government fail to plan more than a few weeks, months, years, or projects down the road. Imagine the difference in the world today if police administrators could know the future.

In his text, *Futuring: the Exploration of the Future*, Edward Cornish details a variety of issues related to future planning. Indeed, this tome is filled with tools and strategies for future planning. Of note, Cornish begins his work with an outline describing the seven lessons learned from history's great explorers, as follows:

- Prepare for what you will face in the future
- Anticipate future needs
- Use poor information when necessary
- Expect the unexpected
- Think long term as well as short term
- Dream productively
- Learn from your predecessors

Cornish indicates it is imperative that these lessons be learned as we approach a great transformational period where dramatic change will occur at ever increasing speed.

To better explain the transformational period, Cornish identifies and describes the following six supertrends:

1. Technological Progress
2. Economic Growth
3. Improving Health
4. Increasing Mobility
5. Environmental Decline
6. Increasing Deculturation (loss of traditional culture)

It is true that assumptions about the future are needed for current decision making; however, an understanding of the above listed supertrends will allow the leader to make better decisions based on a more clear view of the future (Cornish, 2004). Although not specifically written for criminal justice practitioners, the information above is applicable to all aspects of human life.

Knowing that the pace of human development is increasing exponentially, it is essential that law enforcement leaders have an understanding of their future work force. To that point, it is prudent to acknowledge that tomorrow's workforce is radically different than the workforce understood or experienced by the Baby Boom (Boomers) generation. The Boomers were reared in the 1950s and early 1960s before the 1970s focus on "self" became the dominant thought in American culture/society. The Boomers did everything in groups. Belonging was important and joining the group was the key. Duty to a cause was honorable and placing the cause before oneself was expected and the norm (Twenge, 2006). In contrast, once self became the cultural foundation, the generations became known by differing names like Generation X, Generation Y, or the Millennial Generation. "Generation Me" is another name for this group that followed the Boomers and it is also the name of a recent text by Dr. Jean Twenge, PhD. In this book, Dr. Twenge applies empirical data and anecdotal information to fully describe the members of Generation Me. In her opening chapter she sets the pace for what is to come when she cites a twenty-year-old student, "I couldn't care less how I am viewed by society. I live my life according to the morals, views, and standards that I create."

Twenge describes fully many aspects of life related to the Generation Me culture. Gaining self-gratification, making oneself happy, and having it all is the goal. Hooking up (casual sex among friends) is preferred for them because they can experience the physical gratification of sex without having to work through relationship issues. Marriage, families, divorce, and remarriage are all accepted practices as they seek happiness above all else. In contrast to the Boomers, members of Generation Me would not even consider celibate living before marriage at 21 years of age. Rather, the Generation Me members plan on having numerous “test runs” until they settle down in their mid 30s and start the family phase of living (Twenge, 2006).

Although discussions of sex are usually successful in gathering attention, a more beneficial discussion may address employing members of Generation Me. It sounds like they are a different breed...how are they managed, motivated, and supervised in the workplace? First, realize that they are not “spoiled children.” They were reared with the understanding that they were wonderful and all good things were meant for them. Nobody told them that they had to “do their time” before they would reap the benefits common to veteran agency members. They proclaim, “What? Why can’t I start as a detective? I don’t want to work road patrol.” They will not be motivated to work diligently out of a sense of duty or because working hard is seen as a virtue. They will work hard, only if they enjoy the work. Supervisory praise is the main motivator for this generation. They are flexible and used to dealing with diversity, but they will not likely connect with older people ( Boomers). Supervisors should avoid criticism—many of them never received a failing grade, many were never graded in their Pass/Fail schools. Many will excel at certain aspects of their work while ignoring other required duties because they enjoy the first duty, but don’t enjoy the later. And, micromanaging is not well received by members of Generation Me. Also, although prone to move around in the job market as they seek happiness, a solid benefits package (health care and retirement) may be beneficial in securing their long term employment (Twenge, 2006).

#### *Supervision*

In considering the future of policing in America, one would be remiss if one failed to consider the impact that police supervisors have on policing within their jurisdictions. Through the years, much study has occurred related to police supervision. In his 1977 text, *Police: street corner politicians*, Muir indicated that police supervisors “...could have a fundamental influence on officer’s development of understanding and of morality, and therefore on their behavior.” Yet, a following study by Brown indicated that “...field supervisors and administrators have relatively little influence over patrol officer’s behavior.” Further, other empirical studies have been inconclusive. However, Engel notes that the inconclusive studies centered on the quantity of police supervision—not the quality of police supervision (Engel, 2001) (Muir, 1977).

Engel notes that much of the previous research into police supervision was completed using management studies from business. Stepping away from the business management model, Engel determined to evaluate police supervision based on the following six underlying attitudinal constructs: level of activity, decision making style, how power is distributed, relations orientation, task orientation, and/or inspirational motivation (Engel, 2001). Using information gained through the National Institute of Justice study of police behavior in the Project on Policing Neighborhoods (POPEN), Engel applied the observation and structured interviews of police supervisors to identify

four distinct styles of supervision as traditional, innovative, supportive, and active and to describe them as follows: traditional--no nonsense, strict enforcement approach, takes charge; innovative--support subordinates in community relations, improving relationships, delegating decision making to subordinates; supportive--protective, not connected to management, shield officers from accountability; active--place high importance on being in the field alongside the officers, seek to control and work the incident (Engel, 2001). Engel points out that each of these four supervisory styles has advantages and disadvantages and no single style of supervision is appropriate for all agencies. Further, it is suggested that the appropriate supervisory style for each agency will depend on the specific organizational goals of that agency.

In analyzing problem solving, the relationship of officers' attitudes, behaviors, and supervisory influences was considered in a recent study by Engel and Worden. Using the material from the previously mentioned POPN study, Engel and Worden measured seven officer attitudes concerning the role of police in general and community policing. The attitudes were: orientations towards problem solving, priority for problem solving, orientations toward law enforcement, aggressive patrol, order maintenance, distrust of citizens, and perception of citizens' cooperation (Engel & Worden, 2003). According to the authors, previous research had showed that officers' behavior is weakly linked, if at all, to their occupational attitudes (Engel & Worden, 2003). The previous research was proven to be accurate in this more recent look at officer attitude. This study indicated that the officers were more influenced by their perceived understanding of their supervisors' priorities than they were by their own personal preferences or priorities. Interestingly, the study also indicated that the female officers were far better at perceiving the priorities of their supervisors than the male officers involved in the study (Engel & Worden, 2003).

As it relates to behavior, attitude, and supervision, it is clear that supervision is the key. This study leads to the understanding that officers' behavior issues may not be related to their resistance to a given directive. Rather, their behavior issues might be directly related to their lack of receiving clearly communicated expectations from their immediate supervisors. Simply, the officer did not follow through on problem solving because he did not believe that his supervisor found it to be important. Indeed, "in the absence of clearly communicated goals and directives, officers appear to substitute their own priorities for those of their supervisors" (Engel & Worden, 2003).

Implications of this study are extremely relevant. First, it is important for supervisors to clearly communicate their expectations, to inspire their subordinates, and to facilitate their efforts to accomplish the stated expectations. Further, the impact of this study on police administrators is clear. Engel and Worden (2003) conclude:

Although it would be sensible to believe that police executives would need to "win the hearts and minds of officers" in order to foster change at the street level, the present findings suggest that attitudinal changes alone will likely not influence officers' behavior. Police administrators are more likely to have an influence over officers' behavior by training and encouraging their supervisors to effectively communicate their priorities....

### *Integrity*

Nothing grabs a faster headline than the report of police corruption, brutality, or lawlessness. Because trust is at the core of public faith in law enforcement, guarding

integrity must be a priority among all members of the law enforcement community. In some instances, where public distrust abounds due to cases of police violation of constitutional rights, the Department of Justice (DOJ) may act. The Violent Crime Control and Law Enforcement Act of 1994 allows the DOJ to sue agencies with exhibited patterns and practices of conduct that violated constitutional rights. The DOJ litigation is not meant to engender a showdown in court; rather, the litigation is designed to allow the DOJ to direct remedial action to correct the improper pattern of conduct or to allow the federal takeover of the jurisdiction if remedial action is rejected or fails. This action is focused on the agency and not the individual officers (Martinelli & Schafer, 2008).

Using eleven case scenarios previously developed by Carl Klockars, et al (Klockars, et al, 2000), Martinelli and Schafer surveyed 478 sergeants and lieutenants from a large mid-western city that was the subject of a DOJ suit as described above. The surveys were administered at the start of a 16-hour integrity-based training curriculum. The survey results were similar to the original survey group, yet three of the scenarios were scored as more serious than scored by the original survey population in 2000. This difference may be attributed to the agency's recent scrutiny by federal authorities.

In addition to the eleven scenario questions in the police integrity scale, the supervisors were also asked to answer several questions related to the reform initiatives that were underway at their agency at the direction of the DOJ. The results of the additional questions were enlightening. The line supervisors were clearly frustrated that the integrity training had been directed only at the lower level members of the agency. Although they believed the line supervision level was seeking reform, an appreciable portion of the members of this agency felt integrity reform would not "take hold" in the agency because the top level management had not been included in the integrity training process. Because the middle and upper managers were left out of the training, it appeared that the line level supervisors were being targeted. This produced a common retort of "hypocrites" from the majority of the survey group (Martinelli & Schafer, 2008). From this, the study authors concluded:

Can first-line supervisors be expected to embrace long-term reform efforts if they continue to perceive the presence of ethical lapses among their supervisors and top agency leaders? Though supervisors may believe in the need for reform, will they act on those beliefs when they do not believe their own supervisors are committed to improvements?

Closely akin to a discussion on integrity is an evaluation of one's ethical orientation. In this regard, Catlin and Maupin (2002) did research into changes in ethical orientation as measured in new recruit officers compared to one-year veteran officers. Using the ethical orientation questionnaire developed by D. R. Forsythe (1980), they first looked at idealism and relativism. In that regard, the new recruits tended toward the idealism scale while one-year officers tended toward the relativism scale. Further, they identified the ethical orientation of both groups, identifying them as either: situationists, absolutists, subjectivists, or exceptionists. Of note, subjectivists are closely associated with the ethical egoism school where self-interest is the guiding principle in ethical decision making. In this study, fully one third of the one-year officers were classified as subjectivists and less than 20% were considered absolutists. In

contrast, the new recruits rated highest in the situationist category (Catlin, & Maupin, 2002).

In discussing their findings, the authors attempt to identify the cause in the apparent shift in ethical orientation among the one-year officers. Although the cause is unclear, the research did note that the ethical orientation shift did not occur in those who were college educated. The authors opined, "It is possible that those who have more education are more settled in their ethical orientation and are less influenced by the training and organizational socialization process." Whatever the cause, police trainers should be aware of the ethical challenges facing new recruit officers and administrators should assure that training and policies are designed to reinforce ethical decision making (Catlin, & Maupin, 2002).

### *Origins?*

Where do police agency leaders come from? What performance indicators and leadership styles are desirable for police leaders? To answer these questions, Krimmel and Lindenmuth (2001) surveyed 400 municipal managers in Pennsylvania and received responses from 205. The municipal managers rated their chiefs on 45 differing leadership attributes and performance indicators. Additionally, the managers provided descriptive data on their respective chief that detailed: time in chief's position, total police experience, hired from within or outside hire, FBI National Academy (FBINA) graduate, college education, and other typical demographic information. The results of the survey were fairly straightforward. As reported by the authors:

...police chiefs managing police departments, ...possessing some college credits, graduating from the FBINA, and being promoted from within the police department had a significantly higher rating from the township managers as those chiefs who were rated as being less sad, upset, or having specific performance problems. Moreover, police chiefs possessing no college credits were significantly more likely to be rated as sad or a poor leader (Krimmel and Lindenmuth, 2001).

From this report, it is clear that the better performance and leadership ratings belong to those police executives who are educated, groomed for leadership, and promoted from within their agency.

Regarding the origins of police leadership, Captain Larry Plummer (1995) of the Mountain View, California Police Department penned an article for the FBI Law Enforcement Bulletin wherein he stressed the extreme importance of finding honest leadership. In his treatise, Plummer notes that community leaders often overlook the essential core values and principles in a leader and focus on secondary characteristics such as community orientation, command presence, or progressive ideologies. It is essential that hiring decisions be based on the whole man approach and not on a single issue approach. Plummer asserts that many principles work together to build integrity and integrity supplies the foundation on which an individual builds other, secondary characteristics and qualities that form the framework of honest leadership. Conversely, he notes, leaders lacking integrity tend to drift with the flow seeking cookie cutter solutions to appease or to please. He identifies these individuals as hollow leaders and indicates that they eventually are responsible for mismanagement, the escalation of crises, and unacceptable behaviors, responses, and relationships throughout the organization (Plummer, 1995).

## Method

The purpose of this research is to determine the current practice related to the hiring needs, training, leadership development, and supervision of police officers in small to mid-sized police jurisdictions in Florida. With the dramatic technological and societal changes that are currently underway, and with the maturing of the overall work force, it is relevant to see if law enforcement personnel practices are keeping pace—or being left behind. Is Florida law enforcement prepared for the members of Generation Me to enter public service? If not, what is being done to prepare agencies for the future? Also, what new or innovative steps are being taken by these agencies regarding staffing, integrity training, and supervisor development? Are smaller agencies able to address these issues with adequate manpower in times of dwindling budgets and financial hardship?

The research employed a survey of Florida police agencies under 75 sworn members. To achieve a sampling from across the state, eight police agencies with fewer than 75 sworn members were selected from each of the seven regions of the state (as defined by FDLE and employed by the Regional Domestic Security Task Force system). The survey (see Appendix A) was directed to the office of the Chief of Police of these agencies (see Appendix A-2) and it focused on the following areas of interest:

- Officer training practices
- Integrity training
- Supervisory training
- Mentoring programs
- Leadership development and selection
- Issues of current and future importance

Additionally, the survey solicited specific agency information regarding the size of the sworn work force and the number of sworn members within ten years of retirement eligibility. Further, the demographic information (including the education and law enforcement experience) for those responding was collected during the survey process.

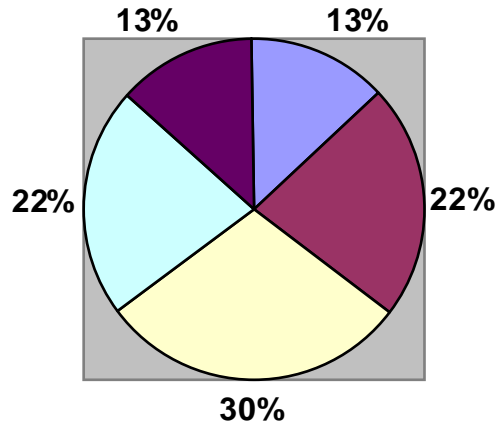
## Results

The surveys were distributed to the 56 police chiefs by way of an email attachment using agency addresses provided by FDLE. The respondents were offered a variety of options for returning the completed survey. Twenty three completed surveys were received, as follows:

- Six by Facsimile
- Two by US Mail
- Fifteen by return email

This represents a 41% response rate.

## Agency Size

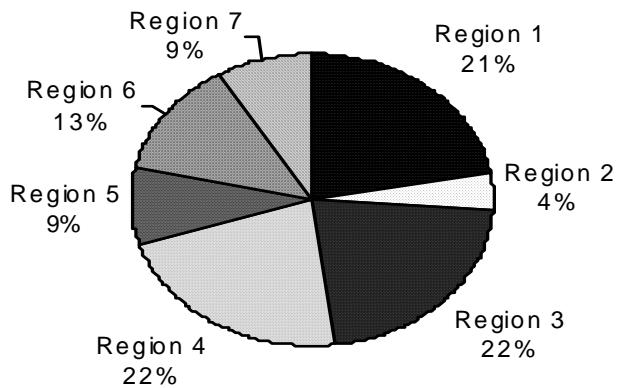


As previously noted, the survey was meant to sample findings from Florida agencies with fewer than 75 sworn members. Please note the following chart:

- 3 agencies with <14 sworn
- 5 agencies w/ 15-29 sworn
- 7 agencies w/ 30-44 sworn
- 5 agencies w/ 45-59 sworn
- 3 agencies w/ 60-75 sworn

This first pie chart indicates the size of the agencies that responded to the survey. The averaged size of the agencies that responded to the survey is 37 sworn members. For specific data related to agency size, please refer to Appendix B.

The next pie chart displays the survey sampling by geographic regions.

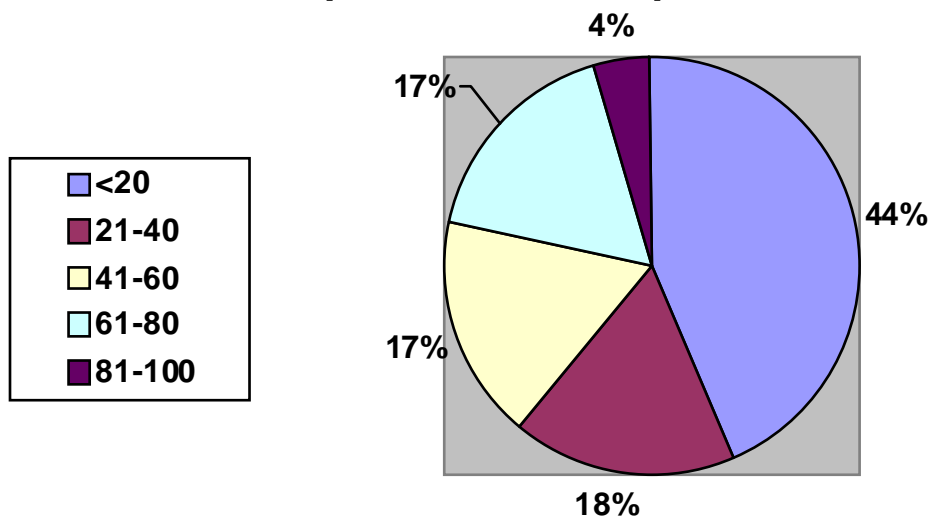




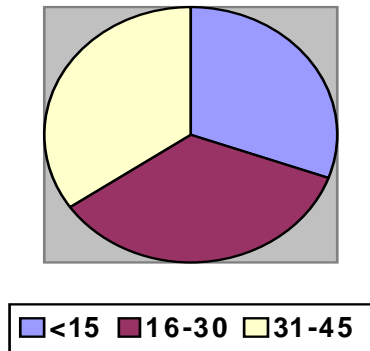
Region 1	5 responses
Region 2	1 response
Region 3	5 responses
Region 4	5 responses
Region 5	2 responses
Region 6	3 responses
Region 7	2 responses

The respondents were surveyed in reference to the percentage of training that their agency accomplishes via computer based training. All agencies indicated a computer based training component. The percentages varied greatly from 100% computer based training, to less than 10% computer based training. The average of the responding agencies was 36% of training accomplished via computer based training. The following chart illustrates the percentage of training each agency does via computer. It is broken down incrementally, into five pieces representing 20%, 40%, 60%, 80%, and 100% of training accomplished via computer. From this chart, one will note that 44% of the responding agencies complete less than 20% of their training via computer system. For specific data related to computer training, please refer to Appendix B.

### Percentage of Agency Training Accomplished via Computer



One area that was surveyed related to the number of agency members reaching retirement age within the next ten years. In the extreme, the chief of one 35-member agency indicated that 46% of their sworn membership was reaching retirement age during the next decade. However, when averaging the responses, it was determined that, on average, 26% of the sworn workforce from responding agencies would need to be replaced in the next decade unless the officers worked beyond their initial retirement age. The following pie chart illustrates the breakdown of pending officer retirements by percentages (in 15% increments). For specific data related to retirement, refer to Appendix B.



The survey asked the agency heads to evaluate their agencies in a number of areas related to future change. The raters employed a Likert Scale where the score of **5 = Strongly Agree** and where the score of **1 = Strongly Disagree**. They responded as follows. My Agency:

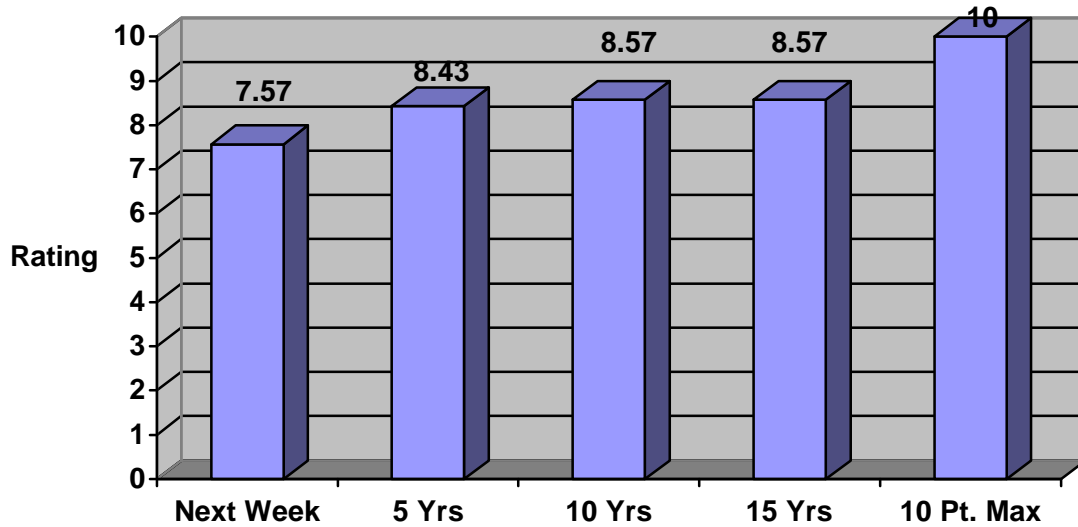
	Average Score:
• embraces change.	3.9
• views change as a challenge.	3.4
• resists change.	2.1
• is progressive in its approach to law enforcement services.	4.4
• has a specific plan for future leadership.	3.7
• has a plan to develop future leaders from within.	4.0
• has a lateral transfer program to bring in experienced officers	2.3

For additional specific information, please see Appendix C.

In reference to future view, the survey respondents were asked to “rate your

Future Issue:	1	2	3	4	5	Total
	1	2	3	4	5	Total

view of where your agency’s standing will be” in a specified time period. The respondents were instructed to use a 10 point scale wherein a score of **10 = Great**, and a score of **1 = Extremely Bad**. The high score of ten appeared at least once in all four time periods. The low score, two, appeared in the 15 year rating period. The graph below represents the average “Future Standing” of the responding agencies.



See Appendix D for additional information.

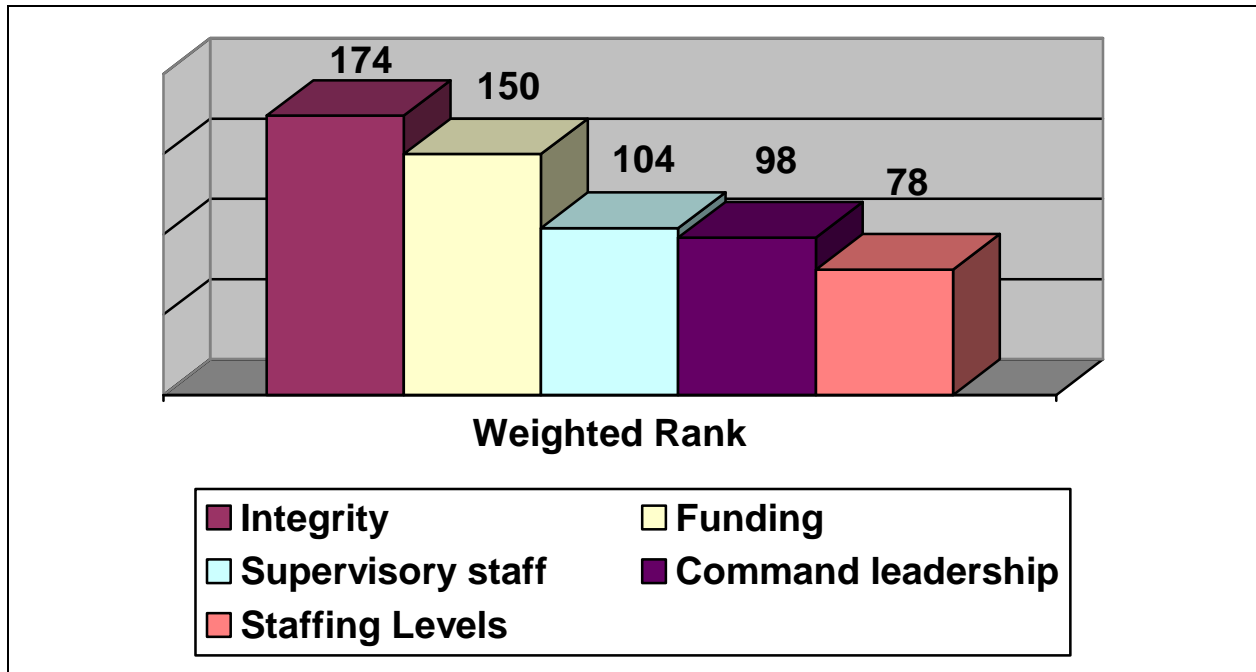
In order to determine areas of future importance to the small and medium sized law enforcement agencies, the respondents were given a list of seven items of possible future concern and asked to create a prioritized list. They were instructed: **Number the top five only, where 1 is the highest priority.** Further, to avoid limiting the areas of possible future concern, they were permitted to write in any area(s) of concern not included in the survey tool. One chief executive chose to do that.

The table below displays the prioritized rating of areas of future concern.

Integrity	12	4	3	1		20
Funding	6	7	3	3	2	21
Supervisory staff	1	3	6	5	7	22
Command leadership	3	4	2	4	4	17
Staffing Levels		2	5	6	4	17
Accreditation		2	3	3	1	9
Recruiting	1	1	1	1	4	8
Community Partnerships (write-in)					1	1

HIGH ← Priority → LOW

Of note, **Supervisory staff** was selected most often by the respondents. However, only one respondent rated Supervisory Staff as a top issue. In order to determine which items were deemed most important, they were weighted and their weighted scores were ranked as noted in the chart below.



For specific information related to the weighting process, please view Appendix E.

Other information obtained via the survey includes:

- Six agencies (27%) require at least a two-year degree for promotion to Sergeant.
  - Ten agencies (48%) have a Supervisory Development Program.
  - Five agencies (22%) have a Mentoring Program.
  - Seven agencies (30%) have an Integrity Development Program.
- For additional information in this regard, please review Appendix B.

#### Discussion

The research revealed interesting results in a number of related areas which shall be addressed as follows: top-five future concerns, integrity training, computer-based training, supervisory training, and agency future view.

When queried about their future concerns, the respondents hit on “supervisory staff” more often than any other answer. In fact, 22 of the 23 respondents included supervisory staff in their top five areas of future concern. Obviously, having good supervisors was of importance to the respondents. However, when the responses were ranked according to their level of importance, supervisory staff only ranked third overall. It was significantly behind future “funding” and “integrity” as areas of primary concern to the respondents.

Of interest, one Chief wrote in “community partnerships” as an area of primary future importance. When considering funding and staffing, this Chief is likely onto something important. Indeed, instilling solid community partnerships will likely play a positive role in an agency and may help offset or mitigate funding related issues. As the dollars become scarce, staffing and service cuts will likely occur. Whether through partnerships along the lines of common interest, or through volunteer service organizations, community may be a future key toward advancing the goals of law enforcement. This community concept should be explored further.

Also of note, integrity was the top selection among the respondents with over half of the respondents selecting integrity as their top issue of future concern. Interestingly, integrity is an area of future concern where the agencies have great leeway to make a positive impact. Yet, despite the high ranking for concern, only 32% of the responding agencies employ some sort of Integrity Development program.

As it relates to computer-based training, the research indicated that, on average, 36% of the respondent agency training occurred via the computer. Generally, advances in technology are applauded. However, when studying generational differences, it is important to note that the ‘computerization’ of the new generation (Generation Me, according to Dr. Twenge) is blamed for the apparent deficit seen in the personal communications skills of our younger officers. Further, it has been suggested that face-to-face scenario based training is needed to overcome the reported lack of people skills seen in young police recruits.

As noted in the literature review, research indicates that the best police executives are educated, groomed for leadership, and promoted from within their agencies. In contrast, the research indicated that only 27% of the responding agencies require at least a two-year degree for promotion to sergeant and only 23% have a mentoring program in place. This appears to be contrary to the literature findings. Additionally, less than half (only 45%) of the responding agencies have a supervisory development program in place. If the findings in the literature review (Krimmel and Lindenmuth, 2001) are true, the educational standards, mentoring programs, and supervisory development program numbers, as noted above, need to be elevated. Failure to raise these numbers may result in a future leadership vacuum. Not that agencies will not have leaders—they will. However, without the above mentioned leadership development tools, the future leaders may be of a lesser quality and level of overall competence.

Regarding their view of the future, the respondents appear to be overwhelmingly optimistic as they rated the future standing of their agency, “next week,” and in five-year increments thereafter. According to the results, only three out of twenty three respondents, a meager 13.04%, rated “next week” at five or less on a ten point scale. Further, for the five, ten, and fifteen year ratings, only 8.69% rated their view of their agency’s standing below a five on a ten point scale. Nearly 70% of those responding rated their view of their agency’s future standing at nine or above on a ten point scale when looking out fifteen years into the future. The origin of this optimism is unclear from the research.

## Recommendations

Based on the overwhelming concerns related to integrity, the following actions should be considered. First, create an atmosphere of ethical behavior. Inculcate the agency members with a never-ending expectation of ethical behavior. An example of this is seen at our nation's first military academy, West Point. There, Cadets live, eat, and breathe integrity. They follow an honor code: "A Cadet will not lie, cheat, or steal—or tolerate those who do." This code is reinforced daily and enforced rigidly through an honor program and peer review process. Indeed, the Cadets pass a marble "Honor Code" monument on their way to class each day. They pass the Honors Court on their way to their barracks. And, even the official Cadet Prayer reinforces ethics and integrity training: "...Make us to choose the harder right instead of the easier wrong, and never to be content with a half truth when the whole can be won.... Help us maintain the honor of the Corps untarnished and unsullied...." (See Appendix F for more detail.)

In law enforcement, this atmosphere of ethical behavior must be fostered at all levels of the agency. At the Florida Department of Law Enforcement, integrity is one of the four core agency values. It is publicly presented by the Commissioner when welcoming new members to the agency. It is included on agency publications and it even appears on the departmental letterhead. The core values, Service, Integrity, Respect, and Quality, are posted in every FDLE facility throughout the state and are reinforced at every level of the agency.

Second, to reinforce ethical behavior, develop scenario based ethics training. Keeping in mind the previous discussion on computerized training, scenario based training where officers are confronted with ethical dilemmas and forced to make decisions will reinforce integrity and improve the personal interaction abilities that are often lacking among younger officers. Whether by role playing, or by debate in a peer forum, this type of ethics training will be of benefit to the overall development of an attitude of ethical behavior within the agency.

Regarding supervisory development, the first step will be the creation of a supervisory plan. Identify the characteristics of a good leader/supervisor. Then, determine a path to develop those characteristics within your supervisory staff. This path should include: advanced education, career training, and executive mentoring. Be innovative—include any other activity or experience that will aid in the bettering of the individual and the overall development of future law enforcement leaders. Such innovative approaches may include exchange programs with other agencies, attendance at corporate leadership retreats, or participation in leadership fellows programs. Be inquisitive. Ask, "how may we better develop the talent before us?"

Finally, this research has led to some unanswered questions that should be addressed in future research. First, a variety of questions arise related to the use of volunteers and community partnerships. How much assistance can be expected by well-formed partnerships? What level of funding cuts can be "covered" through the use of community partnerships and/or well-trained volunteers? Could it be that developing volunteers will be the band aid required to carry agencies through difficult budget times?

Next, why were the responding police executives so overwhelmingly optimistic regarding their agency's future standing? What is the cause of their extreme optimism? If factually based, how can this optimism be imparted to the line supervisors and officers?

This research project is titled: **Maintaining Integrity and Quality Leadership in Law Enforcement Supervision.** Please note—integrity, quality, and/or leadership do not occur by happenstance. These items are gained through thoughtful planning, training, and personnel development. If we are to maintain integrity and quality leadership in future generations of law enforcement supervision, we will need a well-devised plan, and, we will need to work that plan.

Scott Grant has worked in Law Enforcement in Florida since early 1984. For the past 14 years, he has been with FDLE. During his career, Scott's responsibilities have varied, and have included: General Investigations, Protective Operations, Statewide Fraud Investigations, Internal Affairs Investigations, and a variety of supervisory duties. Scott has served the citizens of Florida under a variety of titles, including: Officer, Sergeant, Detective, Special Agent, and Supervisory Inspector. Presently, Scott serves as a Lieutenant with the FDLE Capitol Police and is responsible for the Special Operations Team whose primary function centers on Training and Investigations. Scott holds a bachelor's degree in Public Administration from Eckerd College, and a Master's degree in Criminal Justice from the University of Alabama.

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**APPENDIX A**

***Leadership Development Questionnaire***

1. Size of your sworn workforce? \_\_\_\_\_
2. Percent of sworn workforce within ten years of retirement eligibility? \_\_\_\_\_
3. What percent of agency training is computer based or done online? \_\_\_\_\_
4. Does your agency have a college requirement for promotion to sergeant? Yes No  
If Yes, what is the requirement? \_\_\_\_\_
5. My agency has a supervisory development program. Yes No
6. My agency has a mentoring program. Yes No
7. My agency has an integrity training program. Yes No

**Please circle the appropriate response:** strongly agree 5 4 3 2 1 strongly disagree

1. My agency embraces change. 5 4 3 2 1
2. My agency views change as a challenge. 5 4 3 2 1
3. My agency resists change. 5 4 3 2 1
4. My agency is progressive in its approach to law enforcement services. 5 4 3 2 1
5. My agency has a specific plan for future leadership. 5 4 3 2 1
6. My agency has a plan to develop future leaders from within. 5 4 3 2 1
7. My agency has a lateral transfer program to bring in experienced officers from outside agencies at commensurate rank. 5 4 3 2 1

Future Issues: Please rate the following items as to their future importance to your agency.  
**Number the top five only, where 1 is the highest priority.**

Integrity _____	Supervisory Staff _____
Funding _____	Recruiting _____
Staffing Levels _____	Command Leadership _____
Accreditation _____	Other _____

Future View: On a ten scale, where 1 is “Extremely Bad,” and where 10 is “Great,” please rate your view of where your agency’s standing will be:

1. next week 1 2 3 4 5 6 7 8 9 10
2. in five years 1 2 3 4 5 6 7 8 9 10
3. in 10 years 1 2 3 4 5 6 7 8 9 10
4. in 15 years 1 2 3 4 5 6 7 8 9 10

Respondent Info:

Age \_\_\_\_\_ Race \_\_\_\_\_ Gender \_\_\_\_\_ LE experience (yrs) \_\_\_\_\_  
College (degree(s) or hours) \_\_\_\_\_ Current Position \_\_\_\_\_

Please send me a copy of the completed study.

**All surveys must be completed and returned no later than April 9<sup>th</sup>.**

*APPENDIX A-2*

**BOLD Text** indicates responding agencies.

Region One

**Crestview PD**  
**Fort Walton Beach PD**  
**Gulf Breeze PD**  
Lynn Haven PD  
**Marianna PD**  
Milton PD  
Niceville PD  
**Valparaiso PD**

Region Two

Chattahoochee PD  
Havana PD  
Lake City PD  
Live Oak PD  
Madison PD  
**Perry PD**  
Quincy PD  
White Springs PD

Region Three

**Alachua PD**  
Chiefland PD  
**Fernandina Beach PD**  
**Flagler Beach PD**  
**Green Cove Springs PD**  
**Palatka PD**  
Starke PD  
St. Augustine PD

Region Four

Auburndale PD  
**Belleair PD**  
**Lake Wales PD**  
**Plant City PD**  
**St. Pete Beach PD**  
Tarpon Springs PD  
**Temple Terrace PD**

Wauchula PD

Region Five

**Casselberry PD**

**Deland PD**

Maitland PD

Mount Dora PD

Satellite Beach PD

Tavares PD

Volusia County Beach Patrol

Winter Springs PD

Region Six

Arcadia PD

Avon Park PD

Clewiston PD

Holmes Beach PD

**Punta Gorda PD**

Sanibel PD

**Sebring PD**

**Venice PD**

Region Seven

Florida City PD

**Juno Beach PD**

**Lantana PD**

Lighthouse Point PD

Palm Beach PD

Surfside PD

Sweetwater PD

Virginia Gardens PD

**APPENDIX B**

# Sworn officers	% within 10 years	computer training %	College Required	Supervisory development	Mentoring program	Integrity training
31	24	100	AA	Y	Y	
39	25	20	AS	Y		Y
27	40	10			Y	
70	32	65		Y		Y
23	11	70				
10	30	75				
56	10	10		Y		
64	41	10	AA	Y		Y
55	31	80				
14	29	50				
35	29	35				
46	15	10				
36	45	40		Y		Y
49	37	2				
30	7	2				
73	12	8	AA	Y		
20	13	50	BA	Y	Y	Y
53	37	10	AA		Y	
10	20	25		Y	Y	Y
30	15	50		Y		
17	20	50				Y
18	22	10				
35	46	35		Y		
37 avg	26% avg	36% avg	26% Yes	48% Yes	22% Yes	30% Yes

**APPENDIX C**

Strongly Agree   ←→   Strongly Disagree

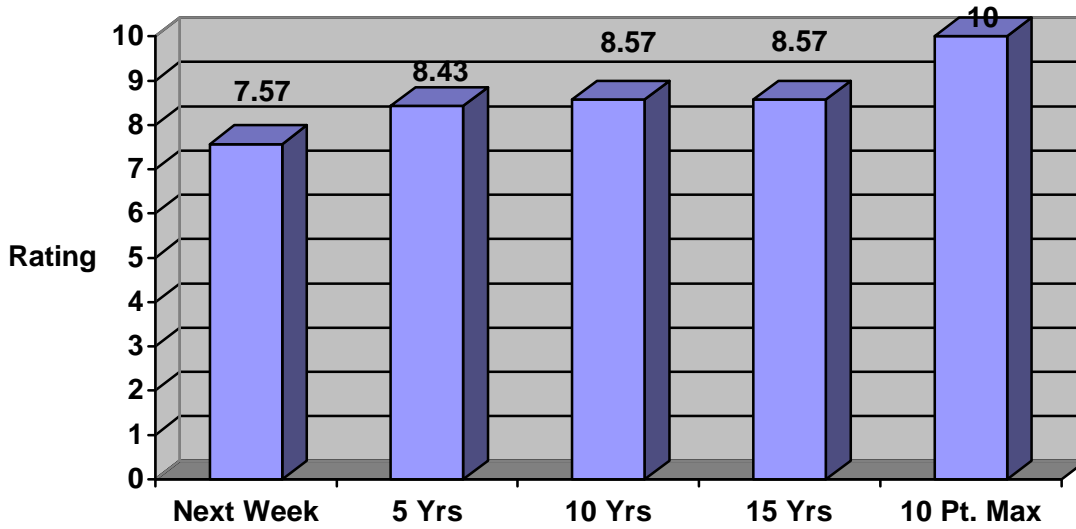
My Agency:	5	4	3	2	1	average
Embraces change	5	11	6	1	-	3.87
Views change as challenge	3	9	7	4	-	3.47
Resists change	-	2	4	11	6	2.08
Is progressive in its approach to law enforcement	12	8	3	-	-	4.39
Specific plan for future leadership	3	10	9	1	-	3.65
Plan to develop leaders from within	6	11	5	1	-	3.96
Lateral transfer program in place	3	2	3	5	10	2.26

This table details the respondents opinion of their agency in respect of seven items of future concern. Atop the table is a likert scale. The numbers below the scale are the number of responses offered in respect of the specific agencies. For example, twelve of the respondents felt strongly that, ***“My agency is progressive in its approach to law enforcement.”***

Additionally, the right hand column totals the responses and shows the average response offered by all 23 respondents.

**APPENDIX D**

Predicted Agency Standing	Score	Next Week	Five Years	Ten Years	Fifteen Years
		--Respondent ratings per time period--			
Great!	10	1	6	9	8
	9	7	8	6	8
	8	8	3	3	3
	7	1	2	3	2
	6	3	2		
	5	1	1	1	1
	4	1	1		
	3	1		1	
	2				1
Extremely Bad!	1				
Average Score		7.57	8.43	8.57	8.57



**APPENDIX E**

	HIGH	← Priority →				LOW		
Score	1	2	3	4	5	Item Total	Weighted Rank	
Weight (X item count)	10	8	6	4	2			
Integrity	12 120	4 32	3 18	1 4		20	174	
Funding	6 60	7 56	3 18	3 12	2 4	21	150	
Supervisory staff	1 10	3 24	6 36	5 20	7 14	22	104	
Command leadership	3 30	4 32	2 12	4 16	4 8	17	98	
Staffing Levels		2 16	5 30	6 24	4 8	17	78	
Accreditation		2 16	3 18	3 12	1 2	9	48	
Recruiting	1 10	1 8	1 6	1 4	4 8	8	36	
Other-- Community Partnerships					1 2	1	2	

12  
←

indicates weighted score. For example, one item at priority 4 would receive two weighted scoring points. Three items at priority 4 have a total weighted score of 12.

The Weighted Rank simply totals the weighted scores for each particular item. In the table above, **Supervisory Staff** received the most selections by the respondents--21. Yet, the highest ranked item of future concern, **Integrity**, was selected by two fewer respondents. Yet, 11 of the 22 respondents noted Integrity as their top priority—only one respondent listed Supervisory Staff as the top priority. Hence, when priority weighting is considered, the respondents clearly rank Integrity as the highest future priority that they will face.

\*one respondent did not include a ranking for Integrity, but they did offer the following notation: *(This is something we screen at time of employment)*.

## *APPENDIX F*

### **US Air Force Academy Honor Code:**

"We Will Not Lie, Steal Or Cheat, Nor Tolerate Among Us Anyone Who Does"

### **US Military Academy Honor Code:**

"A cadet will not lie, cheat, steal, or tolerate those who do."

### **US Naval Academy Honor Concept:**

"Midshipmen are persons of integrity: They stand for that which is right.

They tell the truth and ensure that the full truth is known. They do not lie.

They embrace fairness in all actions. They ensure that work submitted as their own is their own, and that assistance received from any source is authorized and properly documented. They do not cheat.

They respect the property of others and ensure that others are able to benefit from the use of their own property. They do not steal."

### **US Military Academy Cadet Prayer**

O God, our Father, Thou Searcher of human hearts, help us to draw near to Thee in sincerity and truth. May our religion be filled with gladness and may our worship of Thee be natural.

Strengthen and increase our admiration for honest dealing and clean thinking, and suffer not our hatred of hypocrisy and pretence ever to diminish. Encourage us in our endeavor to live above the common level of life. Make us to choose the harder right instead of the easier wrong, and never to be content with a half truth when the whole can be won. Endow us with courage that is born of loyalty to all that is noble and worthy, that scorns to compromise with vice and injustice and knows no fear when truth and right are in jeopardy. Guard us against flippancy and irreverence in the sacred things of life. Grant us new ties of friendship and new opportunities of service. Kindle our hearts in fellowship with those of a cheerful countenance, and soften our hearts with sympathy for those who sorrow and suffer. Help us to maintain the honor of the Corps untarnished and unsullied and to show forth in our lives the ideals of West Point in doing our duty to Thee and to our Country. All of which we ask in the name of the Great Friend and Master of all. - Amen