An Assessment of the Chief Executive Seminar

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Abstract

This paper provides an assessment of the Florida Criminal Justice Executive Institute's Chief Executive Seminar. Thirty-four chiefs and sheriffs who had participated in one of the first four seminars were mailed a two-part survey to evaluate the seminar's effectiveness and applications. Twenty-nine responded, for a total of 85.3%. The study concluded that the Seminar was excellent, relevant, and useful and will greatly assist the attendees in shaping the future of their respective organizations.

Introduction

With constantly changing conditions in both the law enforcement field and in society in general, there is a need for leadership that can predict and respond to future conditions.

Recognizing the need to provide quality training for criminal justice executives in Florida, the Florida Legislature created the Florida Criminal Justice Executive Institute in 1990 to be established within the Florida Department of Law Enforcement and affiliated with the State University System (Sewell & Helms, 1990). Among the Executive Institute's programs is the Chief Executive Seminar, a three-month program that provides criminal justice leaders with an environment to network and to further define the purpose, values and goals of the criminal justice system.

This research evaluates how well the Florida Criminal Justice Executive Institute's Chief Executive Seminar is advancing criminal justice professionalism. To do this, a survey instrument was created and distributed and the results compiled for analysis. The information generated from this survey indicates it is an excellent seminar and the information can guide plans for future Chief Executive Seminars.

Following the discussion of the survey and its results, Appendix A provides an overview of each of the seminar's three-day sessions, with a detailed examination of the concepts presented during the sessions.

<u>An Overview of the Chief Executive Seminar</u>

Session I presents a conceptual road map for studying and managing the future. It reveals that the future is the domain of leaders and discusses the seven "megaskills," conceptual and action skills considered imperative for leaders to possess. Though the future cannot be predicted, a look at broad structural changes makes forecasting possible. Thus, the major problems and limitations of forecasting are reviewed. This session focuses on demographic changes at the global and local levels, while identifying and analyzing emerging trends and issues important to the future of Florida Criminal Justice. This analysis is conducted to develop alternative future scenarios for a model community and Criminal Justice agency.

Session II uses the knowledge learned previously to focus on understanding and dealing with organizational realities. It includes a discussion of leadership, culture, ethics, technology, the future, and negotiations. The session helps participants to

understand trends of human resource management and enables them to address such issues as managing a diverse workforce, organizational culture and ethnic/racial/cultural sensitivities. Issues arising from private and public applications of customer service, marketing, and public relations are discussed to prepare participants for the impact of these advances on the community and in Criminal Justice.

Session III provides an overview of leadership behaviors. A conceptual framework is presented for identifying, developing, creating and implementing a vision and an empowering environment in an organization. During this session, the concept and benefits of strategic management are introduced as they relate to estimating the long-term impact of present decisions; planning the role of the organization in the future; and developing strategies by which an organization may influence its future or adapt itself to the expected future. An overview of the components of the successful management of change are identified and discussed.

The Chief Executive Seminar Survey

The Chief Executive Seminar survey was conducted to evaluate the impact on participants and the effectiveness of the seminar. A two-part survey instrument was mailed the first week of March, 1993, to 34 Chiefs of Police and Sheriffs in Florida who completed one of the first four Chief Executive Seminars. A total of 29 persons, 85.3%, participated in the survey, each evaluating the effectiveness of the seminar. Although a specific response time was not requested, 86% of those responding answered within the first 30 days. After following up via telephone and fax, the remaining 14% were received within the next 30 days. Part A of the survey focused on the curriculum, handouts and publications, policy changes, leadership style, and networking with others. Part B focused on the curriculum objectives, expectations, and criminal justice issues, along with an area for comments.

Realizing the increasing demands for time placed on chief executives and the number of survey instruments that are historically distributed to them with minimal returns, this survey instrument was designed with overall yes or no answers to facilitate maximum response. However, allowance was left for open-ended comments, thereby mitigating the possible restriction of data with a yes/no rating scale.

Results

Respondents unanimously agreed that the materials presented were not only relevant and useful, but also helped them to develop a futures perspective on the issues affecting the criminal justice system. The program enabled them to recognize the relevance of futures studies and provided most with an overview of past and current methods to utilize in these studies. They gained an awareness of emerging trends and issues which will not only influence the shape of the future of criminal justice and the rest of Florida.

Understanding trends of human resource management enabled most participants to develop greater organizational effectiveness by addressing such issues as managing a diverse workforce, ethnic/racial/cultural sensitivities, and organizational culture. By keeping abreast of issues arising from private and public applications of customer service, marketing, and public relations they are able to prepare for the impact on the community and in Criminal Justice. Fewer than half of the participants had made any

organizational changes based on the Seminar. However, many reported making policy changes based on the course of instruction. Sixty percent were satisfied with their leadership style and reported making no changes after completing the Seminar. It is believed that most participants, prior to attending the Chief Executive Seminar, had a vision of a possible and desirable future state of their organization and had developed strategies to influence the direction of the organization and securing committed action toward achievement of their vision. Almost all felt the Seminar facilitated networking.

The publications received from the Seminar have been read and used by all the participants and have been used for reference by many of them. Most have also made this material available to their personnel. However, relatively few participants of the Chief Executive Seminar reported having published any articles themselves. A possible explanation for this negative response could be the time constraints or other demands being placed upon the chief executive and the abundance of articles published monthly from personnel within all levels of law enforcement.

All participants thought that the objectives of the Chief Executive Seminar were met and most agreed that the Seminar met their expectations. The Seminar was also considered very helpful by most in relation to their positions as executives. The respondents requested two things:

■ greater emphasis on the issues and problems which affect the criminal justice system in Florida: victimization of the elderly, increase of violent crime by juveniles and prison gridlock; and

■ more information on national programs impacting major crime problems, such as the National Drug Program and the nationwide issue of excessive force.

Virtually all of the comments received echoed one sentiment: "excellent program." Many felt that this should be a required program for all chiefs and law enforcement executives and have recommended the Seminar to their colleagues. The Seminar was compared to training received at the FBI National Academy by one participant. A number of individuals expressed an interest in attending again in several years. An opinion was also expressed that if a joint strategy was conceived between Law Enforcement and the State Attorney's, Courts, and prison systems, we would be strong enough as a group to bring about changes in the current system.

<u>Summary</u>

This survey represents the Florida Criminal Justice Executive Institute's continuing commitment to providing high quality service to the current and future criminal justice leaders of Florida. The information generated from this survey will serve as a guide in planning for future Chief Executive Seminars. It is also used in determining areas where corrective action may be necessary. The goal of the Florida Criminal Justice Executive Institute, Chief Executive Seminar, is to advance criminal justice professionalism by providing an environment for criminal justice leaders to network and further define their purpose, values and goals. A major emphasis is on facilitating excellence in leadership and fostering the ability to influence and manage change. Internal changes may require

new structures as police managers attempt to adapt to a considerably reduced hierarchy and increased demands for discretion by the organization's members. Externally, police organizations must change tactics to deal with a society marked by rapidly changing demographics. Adapting and dealing with crisis and conflict will be critical for law enforcement. It will also require confronting the issue of how a society can maintain a democracy and its individual rights and yet deal with societal needs.

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Appendix A

Outline of the Chief Executive Seminar Curriculum

SESSION I - DEFINING THE FUTURE

<u>Futures research methods and leadership</u>. Bennis, a leading organizational theorist, and Nanus (1985), a noted futurist, collaborated to explore the qualities of "transformative leadership," a process of converting followers into leaders and leaders into agents of change. Effective leadership can move organizations from current to future states, create visions of potential opportunities for organizations, instill within employees commitment to change, and instill new cultures and strategies in organizations that mobilize and focus energy and resources. Klay (1988) states that strategic decisions are the most important decisions, providing fundamental direction for the organizations as a whole, relating it to a changing external environment and providing basic guidance to organizational members. An "activities circles" model shows strategic management should include portions of six circles of activity with leadership at the center. Leadership integrates circles of activity in traditional planning, futures research, visioning, organizational development, management by objectives, and management information systems activities.

The activity circles, in turn, are related to four broad purposes: (a) the anticipation of a changing future; (b) the formulation of appropriate fundamental direction; (c) the securing of sufficient commitment toward the achievement of organizational direction; and (d) the implementation of appropriate control mechanisms to assure that the organization is responding effectively.

The domain of leaders is the future (Kouzes and Posner, 1987). Through case analyses and survey questionnaires, five practices emerged that enabled leaders to get extraordinary things done. When they were at their personal best, the leaders challenged the process, inspired a shared vision, enabled others to act, modeled the way, and encouraged the heart. To accomplish these objectives, leaders should search for opportunities, experiment and take risks, envision the future, enlist others in the visioning, foster collaboration, strengthen others, set the example, plan small wins, recognize individual contributions, and celebrate accomplishments. Leadership has to do with imagining ideal scenarios and enlisting the support of others in the common purpose of bringing the ideal scenarios into reality.

A formal environmental scanning system can be designed to identify emerging issues, events or trends that present threats or opportunities to the organization (Morrison, 1985). Such a scanning program requires a committee/group/task force to collect information systematically from a variety of sources. The group may also evaluate the implications of the information for consideration by the Chief Executive Officer. Evaluations of issues, trends, and events includes judgement about the probability of occurrence and the nature of possible ramifications for the organization.

Seven families of competencies, which Nanus (1989) calls "megaskills," are needed to exercise effective leadership in the new age. Numerous forces, including a technology explosion, global interdependency, and continuous restructuring, spell the end of certainty in management. Nanus reports that the "death of certainty is the birth of leadership." Future creative leadership is a combination of personal leadership, which

uses mentors and role models; and visionary leadership, which involves redesigning and steering the organization through time. These seven megaskills include four conceptual skills: (a) farsightedness; (b) anticipatory learning; (c) mastery of interdependence; and (d) high integrity. The seven megaskills also include three action skills: (a) organizational design; (b) initiative; and (c) mastery of change. Leadership is undertaking a sacred trust.

Explorations of trends, conditions and alternative futures for society. Bell (1987) says we cannot predict the future, but we can look at broad structural change. One global structural change seems to be the historic decline of Euro-centered civilization and a shift to Asia as the focal point of activity. Basic production is leaving the West. Capital will be increasingly internationalized and few countries will control their own currency. The third technological revolution -- joining computers and telecommunications -- will be aided by natural language communications and expert systems; markets cease to be places, but instead become networks. The United States will be more vulnerable to the shocks and influences of world society. In the United States, a new class system is emerging, consisting of: (a) an upper middle class of professionals and managers (25%); (b) a middle class of technical and skilled workers (35%); (c) a service class of waiters, barbers, guards, and other similar occupations (25%); (d) an underclass which is chronically unemployed (about 15%). This emerging class structure will reflect current racial and ethnic divisions. The higher-education end of the spectrum is likely to be a seller's market. The best and brightest will go to organizations designed and operated in ways that are motivating, satisfying, and responsive to the population's needs. The less educated will struggle to find jobs with ever-increasing skill levels while competing with an influx of nontraditional workers for the remaining low-skilled, entry-level jobs.

Naisbitt and Aburdene (1990) have identified 10 megatrends for the 1990s. They are: (a) a global economic boom; (b) a renaissance in the arts; (c) a triumph of free markets in the former communist nations, and their greater integration with western Europe; (d) emergence of global lifestyles that reflect an intermingling of cultures as well as a new emphasis on cultural nationalism in places like Quebec and the Baltic states; (e) privatization of the welfare state with British trends typifying a shift from public housing to home ownership, from welfare to workfare, from state industries to employee ownership and privatized companies; (f) The rise of the Pacific Rim, including California and Japan; (g) the emergence of a critical mass of women in leadership positions; (h) the "Age of Biology;" (i) an increased religious fervor in conjunction with the arrival of the millennium (which is the 1,000-year period when Christ and his saints will reign supreme on earth in peace and joy. It marks the beginning of a golden age in human history. But it can come only after Christ's Second Coming and apocalyptic victory over his final enemy, the Antichrist.); and (j) the "Triumph of the Individual" as new technology serves to empower rather than subordinate individuals.

Studies of Florida's future(s). Previous studies on a national level have shown that during the past two decades, Florida has been one of the fastest growing states in the nation. Between 1970 and 1990, Florida's population grew by 90.5 percent compared to a 22.3 percent growth rate for the United States. Since 1970, Florida has moved from the ninth to the fourth most populous state in the nation while gaining more population

than any other state except California. Florida's population growth over the last two decades has made it the fastest growing of the 10 most populous states.

The Executive Office of the Governor (1985) report, titled "Trends and Conditions for Florida" and prepared by the staff of then-Governor Bob Graham, identifies explosive population growth as the single most powerful force shaping Florida's character. Florida is projected to reach almost 16 million in population by the year 2000 and continues as the fastest growing of the populous states.

The Speaker's Advisory Committee on the Future (1987) reported that the staggering velocity of Florida's population change has meant a growth rate of approximately 250,000 persons per year. The committee also attempted to identify Florida's principal strengths and weaknesses in coping with the growth. Leading weaknesses were identified as a relatively weak "sense of community" and a governmental structure incapable or unwilling to think ahead. Florida's weak sense of community underlies its unwillingness to levy taxes at rates that would even approach the national average. Yet, some surprising strengths exist in Florida's economy. Florida has become the nation's seventh-largest high technology employer and is rated third nationally in new manufacturing jobs, with many in high technology. Florida is the world's number-one tourist attraction and leads the world in high-tech tourism, exemplified by Disney and NASA in their development of state-of-the-art technologies. Florida's budgets should be investment oriented, with special investments in education to support competitiveness in a global economy, in infrastructure and in environmental protection. To better protect public safety, the committee recommended: (a) reevaluation of the criminal justice system in light of the costs involved; (b) redefinition of some behaviors now classified as criminal; (c) an increased emphasis on the role of information systems; (d) search for alternatives to adjudication; and (e) a search for alternative ways of dealing with emotionally disturbed and delinquent juvenile offenders.

The Florida Chamber of Commerce (1989) has identified Florida's economic development policies, which have emphasized low taxes, low wages, and relatively cheap land. Florida must change its approach if it is to be an economic leader in the 21st century and must choose a new strategic direction by adding higher skills to the workforce and quality to its products. Florida must raise taxes to make necessary investments in education and physical infrastructure. Crime is seen as affecting our future quality of life and should be addressed as an economic development issue.

Emerging issues and trends in criminal justice. Six crime warps, or displacements in crime patterns, are resulting from complex social forces:

- New criminals: (a) young, poor, uneducated males will be displaced increasingly by females and older, more economically affluent offenders, with more heinous crimes committed by teenagers.

- The march of crime: Crime will be increasingly free of geography and less neighborhood bound, seeping into suburban and rural areas and shifting to the sunbelt.

- Ring around the white collar: Street crimes will decrease in relation to

thefts via computers which will increasingly frighten the population and baffle law enforcement.

■ The politics of pleasure: Some consensual crimes like drug abuse and gambling will be legalized. Others like pornography will be more strictly regulated.

■ The ups and downs of big brother: Law enforcement efficiency and coverage will be enhanced via computers and listening/detection devices, including self-help security hardware and crimeproof building design.

■ Paying the tab for the Bill of Rights: Erosion of civil rights will occur in the process of conceding our privacy to computer files and our moral judgement to ultraconservatives. (Bennett, 1989).

Dator, Frye and Nudelman (1988) talk about immigration and fertility patterns which will make the United States increasingly diverse. Preparing criminal justice for the future requires sensitizing participants and altering institutions to address this diversity.

Tafoya (1986) says that the health of the economy will be a driving force for major structural change in Law Enforcement in the future. In addition, six trends are likely to bring about major change in law enforcement by the turn of the century: (a) societal norms and value shifts -- away from military-type structure; (b) specialization -- the public will expect specialists and question the wisdom of retaining small police forces; c) high technology -- increasing use of computers to collect, process and analyze information; (d) shared support services -- the cost of policing is staggering, therefore, shared services must be scrutinized more closely for future use; (e) accreditation; (f) education and training -- this will increasingly challenge management. Educated officers quickly become dissatisfied with rote, repetitive, and unchallenging work, especially if opportunities for self-expression, self-fulfillment, and personal growth are limited.

SESSION II - FACING ORGANIZATIONAL REALITIES

Leadership. Hersey and Blanchard's situational leadership theory provides a model based on matching a particular leadership style with the "maturity" level of the subordinate. Vecchio (1988) reviews the origin of the theory and takes issue with Hersey and Blanchard's establishment of the model's validity.

Vroom and Yago (1988) write that this normative model is based on the central theme that situational demands determine the effectiveness of autocratic or more democratic approaches to organizational problems by determining the level of subordinate participation in the decision making process.

Warren Bennis states that leadership is probably the most studied and least understood of any management subject. Bennis defines leadership as the capacity to create a compelling vision and translate it into action and sustain it (Crainer, 1988).

Visionary leadership. Visionary leadership concerns developing long-range visions of what an organization can be. Effective leaders exhibit several charismatic behaviors:

(a) focusing others attentions on key issues, (b) communicating effectively, (c) exhibiting consistent behavior, (d) displaying respect for self and others, and (e) taking calculated risks (Sashkin, 1986).

The underlying theme of the visionary leadership concept is that subscribing to and working toward a common goal allow groups to overcome pettiness and structural problems (Seybold, 1988).

Culture. Organizational culture (the complex of values, beliefs and behavior patterns that tie a specific organization to its larger national environment) (Fairchild, 1989). Feldman (1988) discusses how tendencies toward idealism, conformity and selfishness in U.S. society affect attitudes toward and capacity for innovation. Organizational culture is seen as a set of meanings created within the organization but influenced by broader social and historical process.

The socialization of employees into a new organizational culture is critical (Poupart, 1989). Organizational culture can be defined as a collection of assumptions about work ends and means shared by people within an organization. Different types of organizational cultures can be divided into assumptions about such work means and ends. These assumptions are related to: (a) division of labor, (b) information flow, (c) conflict identification and resolution, and (d) success criteria.

Organizational culture needs to be nurtured and managed (Weihrich, 1989). Culture must not be separated from what managers do. Instead, it must be concerned with all aspects of managing. Culture, as it relates to organizations, is the general pattern of behavior, shared beliefs and values that members have in common. While a clear mission and challenging goals have the potential to motivate organizational members to excellence, the means to achieve the ends should not be compromised.

Ethics. Brady (1987) discusses the ethical aspects of administrative rule making with the specific purpose of explicating the "metarules" for rule construction and enforcement. It does this by reformulating classical and recent developments in ethical theory into somewhat less abstract guidelines for use in decision making. Inwald (1985) discusses legal and ethical issues that have been raised by the increased use of psychological testing for pre-employment screening programs. Issues include the applicant's right to privacy, the validity of the psychological instrument(s) used, the definition of what constitutes an unsuitable candidate, and the existence of racial and/or sexual bias.

Technology. Today's high tech revolution is creating dramatic changes in the way we live, work and even think, and it is transforming all aspects of society in its wake (Forester, 1987). There are significant pitfalls, he cautions, but he also warns that we must continue our commitment to high technology or risk losing our place in a world economy.

Poor policy making can lead corporations to the brink of bankruptcy, as Lockheed and Chrysler have seen. Janis (1986) presents a comprehensive analysis that shows corporate, government and organizational policy makers how they can avoid making critical errors and ensure quality in making vital decisions.

Miles (1988) provides a timely guide to the prevailing schools of thought

surrounding the information revolution and its consequences. The author focuses on the nature of the technological changes we face and of the social progresses with which these changes are intertwined.

Future. Designed to meet the special requirements of future-oriented information searching, the handbook *Information and the Future* offers access to a wide range of information sources and spells out methods for quick and systematic gathering specific targeted data. This innovative reference will be useful for business, government, citizens' groups and students participating in courses on public policy, future studies, consumer affairs and related areas. (Wygant and Markley, 1988).

Governments can employ strategic planning to focus on critical concerns, identify alternative action plans and their consequences and ensure that decision making is geared toward producing a future environment of our own choosing (Olsen and Eadie, 1982).

Negotiations. Successful negotiating is a skill. As with all skills, it can be learned and improved through training and practice. Successful negotiators understand the basic skills and techniques essential to every negotiation. These include strategies and tactics, as well as determining your needs and the opposer's needs and philosophies. Crucial to negotiating with others is knowing how to develop a cooperative climate for a successful conclusion that makes everyone a winner (Nierenberg, 1986).

SESSION III - THE LEADERSHIP CHALLENGE

Managing change. Knowledge of the inner workings of change is integral to planning and execution. To better understand what occurs when an organization engages in change, it is necessary to view the entire process as a series of four major steps. These four steps are: (a) the status quo and preparation for change; (b) implementation and the period of adaption; (c) turning the corner; and (d) the new equilibrium (Gamal and McLaughlin, 1989).

Managers should be scanning their environments now to anticipate the future for their organization. Environmental scanning is a process of systematic surveillance and interpretation designed to identify events, elements and conditions of the environment that have potential relevance and impact for an organization (Schuler, 1989).

McEwen, Carmichael, Short and Steel (1988) discuss how the skills and motivation of people and the way they are deployed can be a major source of the competitive advantage. They suggest that firms must develop the competence of their employees, engage their commitment to the firm's present and future successes and assist the creation of capacity for change through a developing flexibility of thought and action. They state how effective change does not take place without positive leadership and leaderhip's willingness to allow people to become an integral part of the strategic planning process and a source of the competitive advantage.

For an organization to be successful in today's business environment, they must learn to balance the four critical elements of dramatic change. These elements are pattern breaking, experimenting, visioning, and bonding and attunement. Firms must be able to quickly and efficiently restructure itself amidst the complexity of a changing environment (Barczak, Smith and Wilemon, 1987).

Assimakopoulos (1989) has drawn a conclusion that decentralization simplifies the coordination process to a certain degree and extends the span of control, it does not simplify the management structure by the same measure. It is impossible to describe, analyze and change the structure separately from the management. By changing the structure of the organization, we change the organizational roles and status of personnel to some degree, either by promoting or demoting them and by extending or narrowing their span of control. For change to work, individuals and groups who do not know one another, or who were opponents in the past, must put differences aside and get on the same team. In the organization, managers must be the leaders that influence others and translate visions into action. Top management's involvement is crucial, and facilitators must be strongly credible (Sinetar, 1988).

Strategic management. The principal goal of strategic planning is the "creation of the corporate future." Drawing on systems thinking develops both a conceptual framework for strategic development and a comprehensive process for doing "interactive" strategic planning (Ackoff, 1981).

The concept of strategic management is concerned with setting direction for the future of the organization and implementing strategies to achieve the goals and objectives associated with that future (Bracker, 1980). The essence of strategic management is analysis followed by action, and action followed by analysis of the results earned. Also, frameworks designed to understand and apply the strategy paradigm to corporate problems and case situations are presented (Hatten and Hatten, 1988).

Strategic management is viewed in systemic terms consisting of three component processes: strategic planning, resource management, and control and evaluation. The topics of decision-making, strategic planning, financial planning and cost analysis, and information systems may be especially useful to top managers (Steiss, 1985).

Public and private managers operate in different environments that lead to distinctive constraints on strategic behaviors and options. Identified as key structural and procedural constraints on strategic management in public organizations are such features of government as separation of powers, merit-based personnel systems and democratic norms and values. As a consequence, public managers have somewhat less flexibility, operate in a setting which emphasizes both political and managerial values and wield influence rather than authority (Ring and Perry, 1985).

The following elements must be in place for a strategic planning initiative to succeed in the public sector: (a) there must be a powerful sponsor for the process; (b) during the process, a participant must keep the things on track; (c) a committed strategic planning team must be in place; (d) participants must be willing to accept some disruptions and delays; (e) there must be a willingness to be flexible about what constitutes a strategic plan; (f) participants must come to recognize junctures as a key factor; and (g) there must be a willingness among participants to consider many different evaluative criteria (Bryson and Roering, 1988).

Strategic planning can be successfully transferred to the public sector if agencies bear the following in mind: strategic planning should be seen as a multi-year process; strategic planning should be incorporated into a broader framework of improvement; and a strategic planning game plan needs to be clearly delineated (Eadie, 1983).

<u>Strategic leadership</u>. An important distinction between managers and leaders is, managers do things right while leaders do the right thing. Emphasis is on strategies leaders can use to take charge, set direction and empower organizational members for high performance (Bennis and Nanus, 1985).

Conger (1989) provides a systematic understanding of how various behavioral components, such as vision, articulation skills, empowerment, unconventionality and risk-taking, work together to set apart certain individuals as charismatic leaders He also details what charismatic leaders do to motivate subordinates and shows how this empowering leads to new levels of individual and organizational capacity (Conger, 1989).

International research shows that understanding the culture -- the prevailing norms and values -- of the organization is the key element in all types of leadership (Smith and Peterson, 1988).