

142626

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Mike Masterson

Wisconsin Police Department

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

"You Don't Plant Seed Corn on a Parking Lot Pavement"¹

by: Mike Masterson, Captain
Madison, Wisconsin Police Department

The title of this paper was selected after reading Edmonton, Alberta Police Superintendent Chris Braiden's recent article, "Who Washes a Rented Car?" (Blue Line Magazine, Feb. 1992). My Canadian colleague's essay inspired us to think about gaining the commitment of our most important resource, **our people**, in our evolution (or return) to a community policing model. His theory espouses the need to win the hearts and minds of the people who work with us in our goal to keep the peace and deliver high quality services. He rightfully maintains we accomplish this by giving ownership to the people doing the work. No one washes a rented car or paints a rented house. When it becomes our own, however, we begin to take better care of it. We assume a proprietary interest regardless of its condition. I'll propose a corollary thesis that suggests an immediate need to make dramatic and unprecedented changes in how we organize our workplace. What does it mean? To create an environment that treats employees with respect, listens to them, and empowers them to work together with their leaders to improve the quality of services.

The answer rests not only with the community, but more importantly within the leadership of our police organizations. Recalling the past "innovative" programs in American government, and learning from the mistakes of those who have experimented before us, we realized that only by first changing the inside of our organizations (preparing the soil) would we be able to effectively implement outside strategies such as community/problem oriented policing (planting the seed). "The emphasis on managers seeking input from employees parallels the emphasis in community policing on officers seeking input from citizens...if managers do not use input from employees for decision making, officers can never be expected to think in terms of using input from citizens for making decisions about the work to be done."²

Thus, as the title of this paper suggests, if we are to try new ideas, we need to first develop a supportive leadership style, otherwise it is analogous to planting a seed with tremendous potential in an unprepared surface expecting it to sprout. Growth will be short lived but eventually community policing will not survive. This is a striking rethinking of the top down, coercive strategies that have been used in the past to initiate organizational change. Our vision, "**Closer to the People We Serve- Quality From the Inside-Out**", purposely demonstrates our commitment to this sequential order.

The Madison, Wisconsin Police Department is not alone in recognizing the necessity of first changing the internal culture. Rosenbluth Travel, a \$1.5 billion dollar business puts its employees first, believing that a well trained staff ensures satisfied, well served customers.³ Disney Company has a similar statement of management philosophy - "We believe the quality of the treatment our

¹ Tom Mosgaller, Quality Improvement Administrator, City of Madison, Wisconsin.

² Mary Ann Wycoff and Wesley G. Skogan, "Quality Policing in Madison: An Evaluation of its Implementation and Impact", (Draft Final Executive Summary), February 1992, p.4.

³ Hal Rosenbluth and Diane McFerrin Peters, *The Customer Comes Second*, New York, NY: William Morris, 1992.

guests (customers) expect will improve when we improve the treatment the members of the cast (employees) receive". Another industry leader, Federal Express, proudly proclaims "We believe that if we place our people first, they, in turn, will deliver the impeccable service demanded by our customers. Profit will follow". Although they are expressed in slightly different ways, they hold the same important message for us. That is, if we are to maximize the potential of our nation's police, we must begin to improve the quality of work life for those inside our organizations. Quality policing will never happen until our entire workforce is trained and empowered to make front line decisions consistent with the department's mission and goals.

Looking Back - Lessons Learned

We have different ways of doing business today and we are seeing a new type of work force accompanied by new values and expectations. The classical quasi-military structure may no longer be the best way to lead our nations police. First of all, we don't have small work units composed of young adults with limited education, working in limited areas under close supervision. Today, we are seeing people enter our workplaces with a diversity of life experiences, (teaching, law and nursing backgrounds), many of whom have advanced education. More importantly, the present centralized hierarchical bureaucracy encourages continued separation and isolation from the people we serve both as police leaders and officers. The message is clear, we must abandoned the authoritarian organizational model that has over the years become institutionalized in both business and government. It places our employees in an atmosphere of disrespect, mistrust and intimidation. It's not easy work. It cannot be accomplished by simply issuing orders.

We have learned how people become non-productive when persons in authority use power to force compliance. Coercion replaces communication, creates tension and results in petty rivalry, competitiveness and withdrawal.⁴ When our employees begin to withhold information, the forum moves from being a dialogue to becoming a monologue.

The best examples of a "by the book" power leader have been portrayed in the movies by characters like Major Frank Burns (M.A.S.H.), the ship's Captain (Mister Roberts) and the meddling Captain Mauser (Police Academy). We all recognize this type of person in our own organizations. The sad part is their methods distract employees from real work since they divert energy and time to aberrant behavior in manipulating those orders. You know the type, the more they exercise tighter control through memos saying "thou shalt not", the more recalcitrant employees become in undermining those orders. (Two wrongs never make a right). Coercive force has accompanying costs as it creates tension, stress, irritation and frustration. We know telling and ordering makes people angry. Don't we have enough stress in our work lives without us, the bosses, unnecessarily creating more?

Most of us can vividly recall past situations where we have been on the receiving end of coercive power. Perhaps this style of leadership continues to thrive because we learned it in a hand-me-down manner, absorbing our skills by assimilation. Just as battered children become battering parents, is it possible coerced employees become coercing leaders? The present day hierarchy is more rule-laden and control-oriented than ever, resulting in submissive obedience. When you tell someone to do something, they perform your exact instructions, nothing more or less. The asking of questions isn't viewed as a legitimate use of inquiry but as threatening to undermine their orders. Is there validity to the old adage, people want to know how much you care before they care how much you know?

⁴ Dr. Thomas Gordon, Leadership Effectiveness Training, New York, NY: Bantam Books, 1978, pp.155 - 159.

Is it any wonder why the words "government bureaucracy" have become synonymous with complacency and inefficiency?

Coercive power is repressive. It stifles creativity and robs our workers of gaining ownership, then commitment, then dedication and ultimately excellence in what we do. Here's one perspective on the costs associated with using coercive power: "The negative effect of this style of leadership has had on our profession is incalculable. We can count, perhaps, all the outstanding men and women who have once served with us and left because of our repressive management practices. But, we cannot project the effect of those highly competent individuals who would have joined the police if the organization was more open and oriented to excellence and quality of service. If we had more strongly believed in the dignity and worth of our employees, encouraged their self-improvement, creativity and growth, there is no telling where we would be today as a profession".⁵

Nevertheless, we have all witnessed the consequences of our recent work. It is seen through our indifference, intolerance and arrogance, manifesting itself through expressions like "we're the police; you're not". We have vividly seen its most dramatic results captured all across our countries in sensationalized videotapes of questionable force that have outraged the very people from whom we derive our authority and depend upon for support. We all know, however, this is not an accurate reflection of our service and recognize the need to work twice as hard to dispel this tarnished image.

Developing a Nurturing Work Environment

Except for major technological gains, little has changed within our profession in over three decades since the Kerner Commission concluded the police were seeing their communities through the windshields of squad cars and hearing about some of THEIR problems over the police radio. Last year, the Christopher Commission echoed the very same theme, offering 132 recommendations for improvement in both the department and community. Perhaps the most profound revelation of this introspection was the recognition that the quasi-military style of policing contributed to the abuse of force and strained its relationship with the people they serve, particularly its minority members. How many more Commission's will it take before we understand the message?

Police leaders don't hold all the answers. We depend on listening to the very people who do the front line work. Why? It's these people who directly involved with our customers. They see and hear their problems on a daily basis, and often times have the possible solutions. Problems should not be solved nor decisions made on the time-honored tradition of who has the most authority, but rather on the basis of the creative resources of all members who have data relevant to the problem.⁶

Police leaders can no longer rely on the formal power of their position/rank. It's not handing down a decision - "I'm the boss, it's my way or the highway". In the new model of leadership, it often times means not being conscious of the rank one holds. A contemporary police leader understands we derive our authority not from the shiny collar jewelry or our denominative titles, but from the trust, respect and confidence our employees choose to invest in us.

⁵ David C. Couper and Sabine Lobitz, "Quality Leadership: The First Step Towards Quality Policing", The Police Chief Magazine, April, 1987.

⁶ Dr. Thomas Gordon, Leadership Effectiveness Training, page 262.

The best known method we have found to effectively prepare the inside of our organization is to listen to the people who work with us and for those we serve (outside) is by using the Quality Improvement Method. Sometimes called Total Quality Management, or as we prefer to call it, *Quality Leadership*, the philosophy relies on strong use of systems improvement, working together in teams, developing respect and trust in the workplace, and a focus on employees and citizens as "customers".

We began to learn more about the concept of TQM in 1991 when the General Accounting Office examined the 20 highest scores of companies applying for the Malcolm Baldrige National Quality Award. They summarized TQM as:

- a relatively new approach to the art of management
- seeks to improve product quality
- seeks to increase customer satisfaction
- restructures traditional management practices
- is unique to each organization

The Management Practices Report found these similarities in the top applicants:

- customer driven quality
- strong quality leadership
- continuous improvement
- action based on facts, data and analysis
- employee participation

Although Dr. Deming rightfully receives the credit for introducing quality in the United States (1980, *If Japan Can, Why Can't We*), his teachings are only a part of what constitutes TQM. While Deming has made significant contributions in the area of statistical process control, others have contributed in quality control (Juran, Imai and Ishikawa); service (Albrecht); leadership (DePree, Hickman, Kouzes and Posner, Gordon); teamwork and planning (Scholtes); and treating people (Covey, Peters and Austin).

For the first time we are beginning to understand TQM. "TQM means that the organization's culture is defined by, and supports the constant attainment of customer satisfaction through an integrated system of tools, techniques and training. This involves the continuous improvement of organizational processes, resulting in high quality products and services."⁷

- In 1987, the Madison Police Department developed 12 basic tenets we call *Quality Leadership*. They are primarily influenced by the fundamental teachings, in varying degrees, of the individuals mentioned above. It has become an exceptional, if not radical, leadership philosophy to serve our citizens and employees for today, tomorrow and beyond.

⁷ Marshall Sashkin and Kenneth Kiser, *Total Quality Management*, Ducochon Press, 1991.

Principles of Quality Leadership

SYSTEMS

1. Improve systems and examine processes before blaming people. (See Chart A).
2. Have a customer orientation and focus toward employees and citizens.
3. Believe that the best way to improve the quality of work or service is to ask and listen to employees who are doing the work.
4. Be committed to the problem solving process; use it and let data, not emotions, drive decisions.

LEADERSHIP

5. Be a facilitator and coach. Develop an open atmosphere that encourages providing and accepting feedback.
6. Encourage creativity through risk-taking and be tolerant of honest mistakes.
7. Avoid "top-down", power-oriented decision making whenever possible. (See Chart B).
8. Manage on the behavior of 95% of employees and not on the 5% who cause problems. Deal with the 5% promptly and fairly

TEAMS

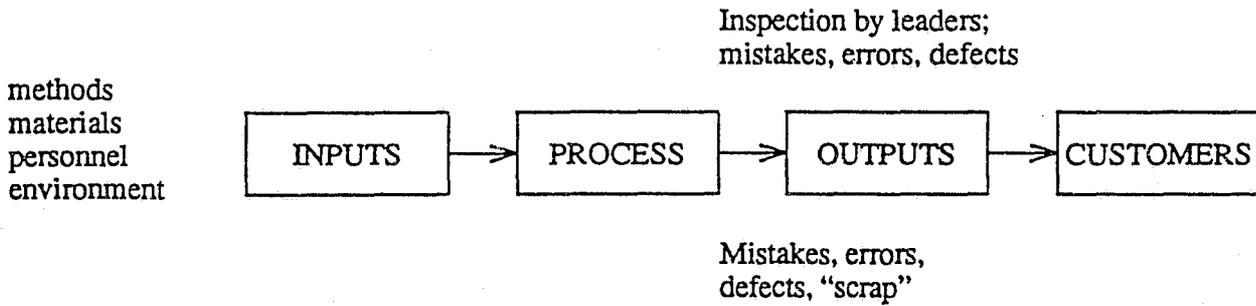
9. Believe in, foster and support teamwork.
10. With teamwork, develop with employees agreed-upon goals and a plan to achieve them.
11. Seek employees input before you make key decisions.
12. Strive to develop mutual respect and trust among employees; Drive Out Fear.

We have spent most of our careers telling others inside and outside the organization and very little listening to them. It's tough to readily give up a traditional and comfortable role as "inspector". Unfortunately, many of us who manage authoritarian organizations do not listen well. We need to refocus our attention to becoming active listeners. All of us need practice. Our present management system needs an infusion of leadership. We became good managers but neglected being good leaders. "Management is efficiency in climbing the ladder of success; leadership determines whether the ladder is against the right wall...Efficient management without effective leadership is 'like straightening deck chairs on the Titanic'".⁸

⁸ Stephen R. Covey, The Seven Habits of Highly Effective People.

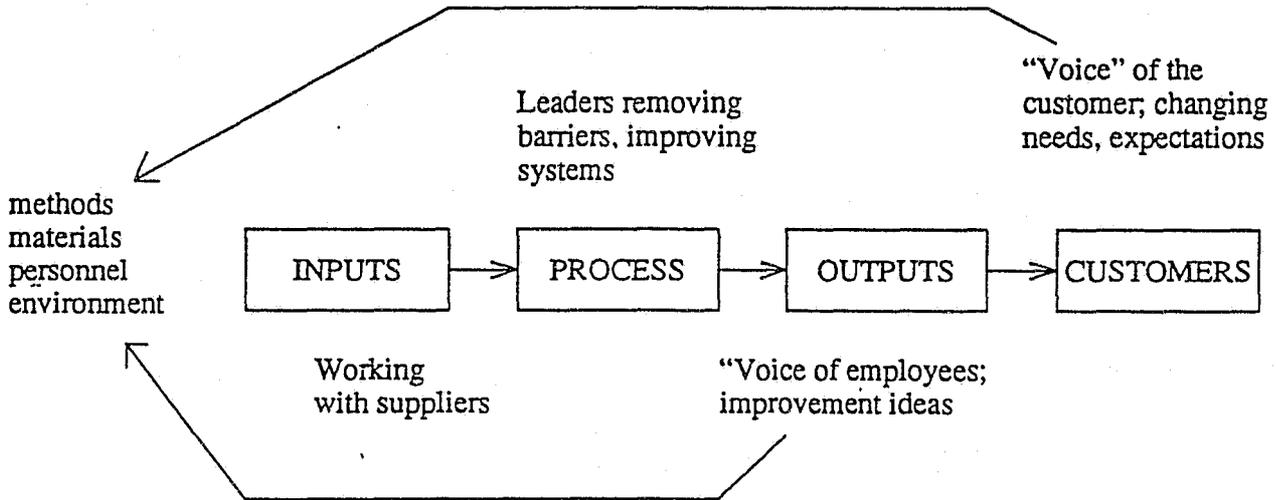
OLD SYSTEM OF INSPECTION

(Quality by Inspection)



NEW SYSTEM OF CONTINUOUS IMPROVEMENT

(Quality by Continuous Improvement)



WALK THE TALK; STARTING INSIDE

Instead of concentrating on philosophy and conceivably fill hundreds of pages, let me share some of the ways our organization's leaders have listened and turned rhetoric into reality. (For those interested in learning more about **Quality Improvement Methods for Police Agencies**, the Madison Police Department publishes "The Quality Leadership Workbook", for \$20 postage paid (U.S. currency). It is a collection of the latest articles on Total Quality Management (Deming, Kaizen, etc); the experiences we had with the Quality Improvement processes; and how quality relates to problem and community oriented policing. Our success has been attained not through coercive power but rather by including all members who want a voice and are willing to participate. Here are some of our small, but meaningful "stories" of internal change.

1. Keeping Warm - Insulated Boots
2. Squad Cars
3. Attendance Policy
4. Loud Party Calls/Noise Complaints
5. Battleships and Tugboats
6. Developing Leaders From Within - A New Promotional Process
7. Performance Evaluations

Storytelling can be potentially embarrassing particularly if you believe you already live in (or run) a perfect organization. Leaders are not infallible, let's admit it, we all make mistakes. Most of our systems are not perfect either, even in world renowned businesses and police departments.

Keeping Warm

Madison is located in the North Central Region of the United States, south of Lake Superior and west of Lake Michigan. We have an annual snow accumulation of nearly 40" and it gets very cold. Wind chill temperatures below zero are fairly common, particularly in the months of January and February. Despite these severe conditions, only recently were officers allowed to purchase insulated boots from their clothing allowance.

The prevailing wisdom of the past held that insulated boots could be worn off duty, thus would wear out twice as fast. To circumvent the policy, Officers would take the purchase order to the clothing vendor and pay extra to obtain insulated boots. Shortly after the breach was discovered by administrative personnel, a rule was made requiring all articles of clothing to be delivered to the station, where they would be inspected to ensure compliance with the approved clothing list. Once officers picked them up at the station, they returned to the store and exchanged the boots, plus a small amount of their own money, for a warmer pair.

The Madison Police Department now authorizes insulated boots to be purchased by all employees.

Cars - An Officer's Mobile Office

When the 1980's oil embargo forced the world to limit its fuel consumption because of escalating prices, our department decided to make a small contribution to the cause by downsizing a portion of our fleet. A key decision was made without employee input, to replace larger marked squads with more fuel efficient subcompact cars. Of course, the smaller cars proved to be inadequate in meeting the daily rigorous demands of our service. No one took into account those frequent times when officers had to squeeze motorists into the small confine of the back seat to complete accident reports;

The 95/5 Rule

Several years ago, we had one employee who repeatedly came to work late. In our business, we depend on officers, especially those working the "streets" and directly serving our customers to report to work as scheduled. Like most other organizations, to address one employee's habitual tardiness, we created a policy for everyone. Our former policy read:

Members of the Department shall be punctual in reporting for duty at the time designated by their Supervisors. Habitual failure to report promptly at the time directed will be deemed neglect of duty.

Shortly after the policy became effective, a highly respected veteran officer showed up late for work one day. He failed to adjust his clock to account for Daylight Savings Time, so a reprimand was placed in his personnel file essentially saying he was not dependable. Those countless days he faithfully appeared for work throughout his career of 28 years, often times chronically early, apparently not counting. Although it was a single indiscretion, it didn't influence the outcome. What disturbed the officer the most was the letter in his personnel file.

The Management Team was doing what it thought was best - the consistent application of policy regardless of extenuating circumstances. The workforce challenged our department leadership to practice what they preached. We ultimately approved a new policy that everyone - Union and Management could accept. After all, the new policy reflects an adult solution and emphasizes both consistency and FAIRNESS.

New Attendance Policy 2-1817

1. *Your Job is Important to You and the Department.*
2. *We expect you to report to work every day, on time, as scheduled.*
3. *We recognize there are times when you will need time off during working hours to conduct personal business that cannot be arranged during off-hours. When such a need arises, we expect the time off to be arranged as far in advance as possible with your supervisor.*
4. *We recognize that we are all susceptible to illness, injury and unforeseen emergencies. When they occur, we expect you to contact your supervisor as soon as possible so he or she can make other arrangements to have the work performed.*
5. *If you are having "on time" problems, your Supervisor will be expected to verbally warn you after the second time you are late to work in any twelve month period.*

The message is clear. Motivate the vast majority of your officers who give their best and don't spend time and energy creating rules for the 5%. Facing an impending labor shortage between now and the year 2010, we'll be competing with each other to attract (or retain) the best people for our departments. If you were a prospective candidate for a job, would you prefer to work for an organization that was rule-driven and punishment oriented, or one which is value-guided and tolerant of honest mistakes?

Our organization recognizes the formulation of policies and procedures as a continuous process. Department employees are encouraged to forward improvement suggestions directly to the Chief's office. Our policy manual by the way, is a three ring binder to facilitate frequent modifications. Those which are spiral bound may be indicative of an organization that's not receptive to continuous improvement by seeking the best known ways to organize the workplace and deliver quality services.

WHAT ARE THE BEST WAYS

Not too long ago, every call our officers handled required a written report. Everything. It didn't matter if you were dispatched to a barking dog complaint but found silence, you still had to do a report. Officers basically regurgitated information onto paper what was already contained in the memories of our computer. A supervisor had to review and countersign the report, then a secretary checked it off as completed and made copies for distribution. Few people ever bothered to read those reports. The whole process consisted of rework and close inspection.

Then one day, a relatively new officer, knowledgeable of quality improvement concepts, examined the system of how we handled noise complaints. Using basic statistical tools like a process flow diagram and recognizing the capabilities of computer aided dispatch he recommended using a system of two alphabetical letters to designate the nature of a call. UC represented Unfounded Call, FC- Founded Call, CI- Citation Issued, etc. If we failed to resolve a complaint through voluntary compliance, an address could be placed on "noise probation". This proved to be an effective way to treat repeat offenders, not to mention reducing over 20,000 pieces of unnecessary paper annually in our reporting system.

Here's a description of how the Quality Improvement Process was applied to handling noise complaints:

- A. Name of process: Responding to a founded Noise Complaint (assumed in the evening).
- B. Major steps: (See Chart D). The operator of the process is the officer who responds.
- C. Suppliers: Dispatchers
- D. Customers: Citizen making complaint (primary customer) and violator (secondary customer).
- E. One product or service that comes from the process: Noise is stopped.
- F. Quality characteristics of the product or service:
 - 1. Noise is quickly stopped.
 - 2. Noise stays stopped for remainder of night.
 - 3. No need to return on other evenings.
 - 4. Courteous interaction with complainant.
 - 5. Courteous interaction with violator
- G. Operational definition of 1 quality characteristic of E: The elapsed time from the initial call to the stopping of the noise is 15 minutes. (To get such a definition, you need to check with your citizens).
- H. One product or service that our process needs to start: Information from dispatch.
- I. Quality characteristics of process input listed in H:
 - 1. Complete information about complaint.
 - 2. Accurate information about the complaint.
 - 3. Precise information about the complaint.

J. Operational definition of 1 quality characteristic of I: Complete information about the complaint means the officer responding will have:

- the time of first call received
- the location of the violator
- name of the complainant for contact
- address of the complainant for contact
- type of noise (party, dog, stereo, argument)
- historical data

Battleships and Tugboats

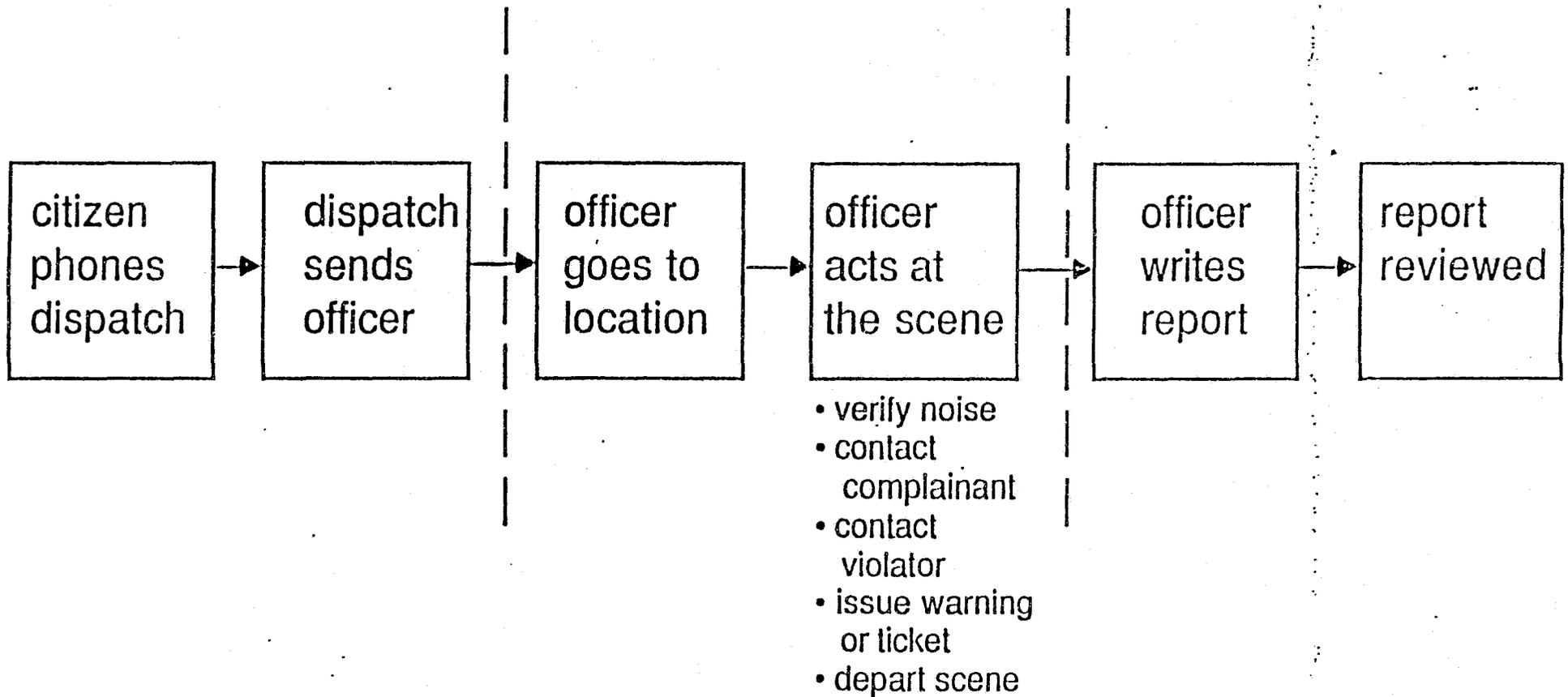
A recurring complaint by many Detectives was the way the annual Investigative Team assignments were made in our department. If you were popular with the captain, chances are you received a preferred day position or assignment to the drug or person crimes unit. For others, it meant working nights in a lower profile assignment. The difference was equivalent to being battleships and tugboats, in both prestige and compensation.

In 1990, a Detective Project Team recommended a two-part annual assignment process. First, detectives are afforded an opportunity to choose either the day or night shift by seniority. They told us it was more important to them (collectively) to have their choice of hours than it was to pick the assignment section.

Once the shift selection is completed, detectives fill out an assignment preference work sheet. Not only do they list jobs they're interested in, they also tell us where they would least like to work. Having gathered this information, the Detective Captain meets with other Investigative and District Team Lieutenants (since we have replaced the traditional vertical hierarchy with cross-functional leadership responsibilities) to make the final assignments.

In making last year's forty-seven assignments, only two detectives received an assignment that was neither their least nor most preferred choice. It was particularly noteworthy, we believe, that 92% (43 of 47) detectives received their first choice, and the remaining two detectives were given their second preference. When a detective retired several months later we repeated the process with 46 of 47 detectives receiving their first choice. Through involvement like this, we gain the commitment of dedicated people and that equals ownership. There's a certain contradiction inherent in empowering others. Delegating authority doesn't mean losing power. To the contrary, leaders gain more power - by sharing it. It's a paradox that is difficult to explain, easier to understand through experience.

Responding to a Founded Noise Complaint



Desired Outcome: Noise stopped within 15" of citizen's call

TRAINING LEADERS BEFORE THEY PRACTICE

Back in 1986, a small group of employees (Experimental Police District Project Team) went to our entire workforce of over 400 men and women asking them how we could improve the current supervisory system that would enable them to deliver a better service. To our surprise, the majority listed the promotional system as their greatest concern. Here's what they told us:

1. Improve the promotional process.
2. Get employee input before decisions are made.
3. Better supervisory training and cross-training.
4. Have consistency and fairness in enforcing policies and procedures.
5. We need working supervisors who handle calls.
6. Officers should evaluate supervisors.
7. We want daily, personal contact from our supervisors.
8. We have a top-heavy management system.
9. We need to develop effective, two way communication.
10. Develop a consistent departmental direction, philosophy and management style and stick with it.

At the time, Chief Couper had tremendous flexibility in making promotions. The process consisted of taking a standard test on technical skills, answering questions of an interview board composed of Department managers, then making a panel of ten. The Chief had to take from the panel, but could conceivably take #10, replace that position with another, and another. It's worth repeating that his power in making promotions was enormous.

Our Chief is a rare character. He started his career in policing as a tough-minded authoritarian, "the classical boss", but has since become an egalitarian with a Zen like philosophy. He actually shares power with others. He gives definition to empowerment by not only delegating responsibility, but also authority. He's also held the top executive's job in Madison for the last twenty years.

Recognizing the internal dissatisfaction with the promotional system, he assembled another employee project team to identify the best way we could prepare and select our future leaders.

After a comprehensive review of both private and public sector promotional processes and listening to the needs of the "followers" (after all, the very essence of leadership is that you have someone to lead), the team, led by a Sergeant, recommended an eight step process for all promotions (except to Captain). Here's a brief synopsis of what's involved:

1. Time of service eligibility requirement for each position. (Time in rank varies according to the position sought.)
2. Submit a resume.
3. Past/current supervisor submits input based on employee's performance during last twelve months.
4. Attend a two week leadership academy. The first week is an orientation to quality (theory and people skills) followed by another week of technical skills. Those successfully completing the academy are "certified" for five years. (It is particularly noteworthy to mention that in the last three years we have trained 90 members of our department).

5. Participate in an interview process. The five member promotional board, designated by the Personnel and Training Team Captain, consists of a representative from each of the following areas:
 - A. The rank above
 - B. The rank below
 - C. The same rank
 - D. Another employee from #B or #C.
 - E. A community resident (must be familiar with the values and philosophy driving Quality Leadership).

For instance, if an officer appeared at an interview panel for the position of Sergeant, they would find a Lieutenant, a Sergeant, a Police Officer, a civilian and perhaps another sergeant. By design, the panel must reflect our diversity and include representatives of gender and color.

6. The promotional panel is formed by determining the number of anticipated vacancies, plus three. (So, if we expected 5 Sgts. to retire next year our panel would have 8 members).
7. If a vacancy occurs during the term of the panel, the Chief is obligated to appoint an existing member from that panel. He can't procrastinate until the next panel is formed in the hope of choosing someone else).
8. The promotion becomes permanent after the candidate successfully completes a twelve month probationary period.

The Madison Professional Police Officers Association (MPPOA) representing 275 officers holding the ranks of Sergeant, Detective, Uniformed Special Investigator and Police Officer, approved the promotional process two years ago as a stipulated agreement to its contract.

A unique aspect of our improved labor relations was an invitation to the union President to serve as a member of our department management team. Since 1989, he has participated in most decisions as a voting member, excusing himself only in situations that would present a potential conflict of interest, i.e. promotions and discipline. It's much easier to include him in preliminary discussions than to deal with the aftermath of organized dissent because we think we have the power and they don't. By the way, working with the union instead of against them resulted in the grand total of three grievances filed in 1991. They were issued solely to protect time requirements in the event the union chose to exercise an appeal.

PERFORMANCE EVALUATIONS - OUR BIGGEST DEMORALIZER

Performance evaluations probably originated as a result of production quotas so managers could keep records on workers and decide how much to pay them based on their output. They have become little more than an annual bother, a ritual in which administrators in the front office nag supervisors to get their forms in.⁹ An evaluation process for a manufacturing process was transferred to the service industry despite the fact "our widgets" breathe, talk and have emotions.

We agreed they were largely an exercise in futility and eliminated them about four years ago. Peter Scholtes, author of the Team Handbook (Joiner Associates), outlined his case against performance evaluations in four ways.¹⁰ His arguments are :

1. Anyone's work, regardless of rank or position, is inextricably linked to many systems and processes. ("Let's remember that systems tend to influence behavior. The systems perspective cautions us to look beyond individual mistakes to enable us to comprehend important problems inherent in the system").¹¹
2. Most work is collectively produced by a group of people. (Measures such as "clearance, arrest and conviction rates are useful in determining individual officer productivity, but only if one assumes that a single officer was the only investigator who contributed substantially to the outcome of the investigation. These types of measures place a premium on acting independently and not sharing information (emphasis added) with other officers".¹²
3. Performance evaluation presumes consistent, stable systems.
4. They require an objective, consistent and fair process.

These arguments rarely ensure standardization, as different supervisors apply personal criteria in a highly subjective review. Three stories immediately come to mind.

Rubio, a veteran big city officer carried his last five performance reviews in his shirt pocket. His scores ranged from 91.2 to 93.6. Wow! It was amazing a rating could be made that precise to narrow his work down to tenths of a point. My friend wasn't happy however, for he improved his daily work but ended up with a new supervisor each year. Of course, everyone compared scores to make matters worse. It remains unclear to us just how we would rank people. Would it be numerically from 1 to 312, or dividing them in half, each becoming either above or below average? Then what? It's just a good thing this rating system wasn't tied to a merit pay plan.

⁹ Karl Albrecht, *At America's Service*, (Homewood, IL: Dow Jones-Irwin, 1988) p. 95.

¹⁰ Peter R. Scholtes, "A New View of Performance Evaluation", a paper presented at the Hunter Conference on Quality, Madison, WI, November, 1987 pp.4-7.

¹¹ Peter M. Senge, *The Fifth Discipline: The Art and Practice of The Learning Organization*, (New York, NY: Doubleday, 1990, pp. 42 - 43.

¹² John E. Eck, *Solving Crimes: The Investigation of Burglary and Robbery*, Washington, D.C., Police Executive Research Forum, 1983.

In one progressive Florida city however, it is linked to what you earn. One of my colleagues told me his department had completed their employee performance evaluations (with employees notified of their ranking) only to be informed by the City Manager that the results did not fall in a normal bell-curve distribution so they had to be changed. Imagine that! How would anyone, officer or leader, react to that scenario? What would you say if a teacher gave your child high grades, but the principal told the teacher to "re-do-it", we have too many high achievers?

We recently learned about the Chicago Police Department's practice of rewarding officers for arrests as a performance incentive. Officers acquire points for making certain types of arrests with points dependent on the severity of the violation.

Points Per Arrest

35	Homicide
25	Gang recruitment, intimidation
25	Gun recovered from vehicle
25	Gun recovered from gang member
20	Gun recovered from building
20	Possession of a stolen car
15	Graffiti
15	Major crimes (armed robbery, sex. assault, burglary)
15	Illegal possession of firearm
15	Gun recovered from other location
10	Minor crimes (battery, theft, criminal damage)
5	Illegal use of weapons
5	Felony narcotics
5	Mob action
5	Underage alcohol violation
5	Trespassing
3	Disorderly conduct
5	Misdemeanor drug violation
1	Gambling
1	Curfew/truants
1	Traffic citation

Source: Chicago Sun-Times
Jack Jordan

The author discovered that accumulating points was the driving force in determining police activity. Instead of taking guns away from gang members, the unit would visit truck stops and target interstate truck drivers who are known to illegally carry small caliber handguns for personal protection. Noticeably absent is any recognition for preventing crime, working with the community, and delivering routine quality services. Superintendent Matt Rodriguez realizes the need to abolish the out-dated system and said, "the department would begin developing a new evaluation system that measures quality of police activity, encourages prevention measures and rewards efforts to work with the community to identify and solve problems."¹³ The stories could continue, but I think you get the idea.

Everything we know about motivating those who work with us suggests our methods of rating people are fundamentally wrong. We compound that error by procrastinating for a year under the guise of calling it an annual performance appraisal.

To date in our department, we have not seen a ground swell of support calling for their return. What our employees have told us, however, is the need to develop a system for providing direction, feedback and recognition. We've taken small steps in each category. For example, to give immediate recognition for quality service, exemplary teamwork or an outstanding investigation, a compliment can be handwritten on a Quality Card (see attached), read in briefing, then given to the employee. It sure beats the time consuming process of requesting a commendation. A leader's job is to provide constant performance feedback to his/her employees with no "surprises".

Quality Card

"When you make a habit of looking
for the GOOD in people
rather than seeking out the BAD,
you find that
quality performances tend to multiply.
People don't get better
by having their faults pointed out;
they improve by having their good points
noted and appreciated."¹⁴

¹³ Matt Rodriguez, Chicago Sun-Times, "Point system rewards cops for arrests", Deborah Nelson, April 7, 1992, pg.1.

¹⁴ Fred Pryor, Pryor Report, "Human Behavior-Recognize the Good in People", May, 1992, page 3.

Commendations are an outdated way to provide feedback and recognition. They are generally reserved for the "home runs", which in our case is the serious felony collar or involvement in a high risk tactical situation. Too often we overlook the meaningful "moments of truth" (Carlson) that are seemingly routine, but leave our customers with a higher than expected satisfaction with the service. They are the base ("hits") on which we will be judged over time.

In the new paradigm, would you recognize a group of officers who decrease the 85th percentile speed by 2 mph over a six month period using a visual speed display board and involving neighborhood residents more than an officer who writes a large amount of tickets but doesn't lessen the problem? Does the public care more about slower moving vehicles in their neighborhood or revenue generated for the city coffer? Do you consider an officer who makes a large amount of "collars" particularly for Disorderly Conduct to be better than his/her counterpart who successfully mediates disputes using conflict intervention techniques, yet has a smaller number of arrests and less disorderly behavior in his/her beat? Don't be tempted to examine individuals first. The real danger in believing that airline pilots were to blame for on-time performance, for instance, could have resulted in management summarily firing all of their best pilots.

Instead of being concerned about performing our jobs by what we think are the right ways, let's focus on the people we serve - our citizens. They expect us to be doing the right things that make their lives safer and improve the community's quality of life.

Let's start measuring what really matters...the systems and processes that drive the "moments of truth" our customers judge us on. Improve the quality of the process and you'll ultimately improve the quality of service. First examine your current systems to identify the subprocesses that add cost or work without increasing quality. Then give employees greater process ownership to develop the best way (efficiency and effectiveness) to deliver those services, consistent with the needs of your external customers. Remember, "if we approach the design and management of our organizations from the perspective of citizen satisfaction, the rest will take care of itself".¹⁵

How to Begin Improvement

Don't assume a complex mathematical formula is needed to initiate quality improvement. Basically, the only prerequisite is a willingness to listen. A powerful group exercise to solicit employee input comes through a story that goes like this:

"Many years ago on a scarcely populated ocean island, a wild pig wandered into a grass hut and accidentally tipped over a candle, igniting the structure in flames. After the fire had burned itself out and islanders began clearing away the ash and debris, one of them discovered, by chance, the aromatic delicacy of roast pig. To this day, when a celebration is held requiring the delicacy of roast pig, a perfectly good hut containing a pig is sacrificed to accomplish this task".¹⁶

The moral of the story is: when you do not understand how a system or process works, you have to burn an entire house down every time you want a roast pig dinner. How many roast pigs (systems that have existed down through the years) do you have which are done the same old way despite the belief by most they can be done better? The answer is, plenty.

¹⁵ Thomas Koby and Virginia Lucy, "Two Promising Concepts in Trouble", Law Enforcement News, February 14, 1992.

¹⁶ Rosabeth Moss-Kanter, Change Masters, (New York:NY, Simon and Schuster, 1983), pp. 301-303.

PUTTING QUALITY BEHIND THE BADGE

We must immediately begin to replace the closely held maxim "if it ain't broke, don't fix it", with the philosophy of continuous improvement. What worked twenty years ago may no longer be our best known way. Many of our inherited management practices in government are based on just-in-case and just-because. While we need to be ever vigilant in assuring the fundamental rights of our people, we can begin to examine the systems/processes we have in place to determine if they can be improved. We don't drive the same types of cars, use the same radios, or carry the same firearms as we did when we started our careers. Neither do we have the same methods of using them. Take for instance our shooting techniques. Not long ago we were trained in precision "bull's-eye" shooting. Today, most of us have been retrained to instinctively "double-tap" at center mass.

Convincing my leader colleagues of the necessity to make similar changes in how we lead our people has been extremely difficult. The following personal experience illustrates the closely protected of the "blue brass" and involves my dad. As a young boy, and as far back as I can remember, I grew up as the son of a Police Chief. My dad faithfully served his small New Jersey community for 31 years in policing, twenty-two as it's top executive. I saw the rewards the profession had to offer and admired his work, his values and caring attitudes. I was convinced, as was an older brother (who recently retired from the New Jersey State Police) of the altruistic value of a public service career and chose to follow his footsteps into the profession.

During one return visit in 1987 to acquaint my children with their grandparents, I had the opportunity to begin explaining to my dad (retired and in his 70's), many of the changes occurring in the Madison Police Department. I mentioned the aggressive efforts we had undertaken in developing a new leadership paradigm embodying concepts like empowerment, participative management and treating citizens as customers. I had barely ended the revelation that forty members of our Experimental Police District were allowed to choose their leaders, (Captain and Lieutenant), when he uttered words which are still ringing in my ears. "It sounds like you're turning the zoo over to the monkeys". His response was understandable.

It wasn't the first time I had encountered this attitude. Contrary to first impressions, Quality Leadership is NOT permissive management, multi-voting or majority rules. Max Depree, Chairman of Herman-Miller, Inc. summed it up best when he said, "participative management is not democratic. Having a say differs from having a vote".¹⁷

Most family reunions since then have been void of discussions on contemporary leadership issues and are devoted almost exclusively to family matters. I still remain, however, as proud of my day as I'm sure he is of me. His career, and other like him, entirely in what researchers Kelling and Moore call the Reform Era in the evolution of American Policing strategies¹⁸ has enabled us to move forward. It was a necessity in our professional growth.

¹⁷ Max Dupree, Leadership is An Art, (New York, NY: Dell Publishing, 1989) page 25.

¹⁸ Mark H. Moore and George L. Kelling, "From the Thin Blue Line to Linebacker: The Changing Organizational Strategy of Police", Draft Paper.

To overcome the uncomfortableness of, and resistance to change, we discovered we had to involve all employees in the decision making process. We must be patient. It can be difficult to introduce into government, but it can work. The attractiveness and comfort of the existing organizational structure, the bureaucracy, can be overwhelming. In discussing this phenomenon, Bill Gore of Goretex "fame" said,

"The order and simplicity of an authoritarian organization is an almost irresistible temptation. Yet it is counter to the principles of individual freedom and smothers the creative growth of man".¹⁹

In short, it is inviting yet wrong. The irresistible temptation of order attracts many of us to policing. We believe this is the normal "order of things", that we must do it this way because we have always done it like this and therefore it is the right way. But everything we really know about people tells us that the values and assumptions of our authoritarian organizations are wrong. "Often we can't embrace a new paradigm until we let go of the old one. Likewise, until we drop unwarranted assumptions about people, we can't expect to bring about lasting improvements in our organizations: We can't magnify our human resources using manipulative management techniques any more than we can repair Humpty Dumpty with more horses and more men".²⁰

Hope on the Horizon

There are two publications, among many, which have recognized the need to adopt new models of service and leadership. First and foremost is Police Administration by the International City Management Association, considered by many to be the definitive source for police management.²¹ You'll find topics like empowerment, core values, vision and mission statements. It was only a few years ago an organization was viewed with skepticism for developing vision and mission statements. It was questionable what all of "that stuff" had to do with the policing mission. It was more practical and expedient to look at the past and count things we had grown accustomed to tallying like calls for service, UCR reports, arrests and tickets issued. It has become more complex than to "protect and serve". Some enlightened leaders are just beginning to realize the importance of creating a vision. It defines our journey and where we'd like to be headed. Think about it. Focusing entirely on the past would be like trying to drive a squad car by looking into the rear view mirror instead of concentrating on the road ahead. (Couper, 1992). It's no different for the organizations journey.

The other publication, Preventing Law Enforcement Stress: The Organizations Role, Richard M. Ayres, (Bureau of Justice Assistance, 1990), identifies management practices contributing to workplace stress. It legitimizes many of the changes I've described as precursors to building quality organizations that will support C.O.P./P.O.P. It starts with a basic attitude of caring about people. Ayres suggests, "law enforcement leaders wanting to reduce psychological stress caused by poor supervision and apathetic attitudes toward employees must be committed to making the workplace- a 'worthplace' where people

¹⁹ Bill Gore

²⁰ Stephen R. Covey, Principle-Centered Leadership, (New York, NY: Simon and Schuster, 1991) page 69.

²¹ International City Management Association, "Local Government Police Management", William A. Geller, Editor, Third Edition, 1991.

care about people and where both organizational and employee needs are emphasized".²² He identifies seven strategies in building a healthy work environment which, ironically enough, reflect the principles of Quality Leadership.

The Police Foundation is preparing to release a summary of its three year examination of quality policing in Madison. Researchers monitored the **Experimental Police District**, a field laboratory covering approximately one sixth of the city, looking at officer and resident attitudes both in the pilot project and in the remainder of the city. Researchers concluded the cultural change process (QL) was largely successful, as illustrated by the following:

- A participatory management style was instituted;
- Employee attitudes toward work and the organization improved;
- Residents came to believe that crime had become less of a problem; and
- Residents also believed that police were working together to resolve issues of importance to the neighborhood.²³

In police jargon, I believe there is more than a preponderance of evidence, but less than beyond a reasonable doubt, we need as a burden of proof to support the immediate and universal adoption of this theory. It has to be more than just empirical data and crime statistics. "Historically, leaders have overemphasized statistics as a measure of individual performance, resulting in officers producing what we expect, whether it's traffic citations, criminal arrests or parking tickets. The end result has usually been to increase statistical performance measures without solving the problem or improving effectiveness".²⁴ The managers in us have taken the easiest, most visible course in reducing our work to numbers. The outcomes of a community policing model must balance **hard numbers** with **soft feelings**. Citizen satisfaction and quality of life must be considered as important as Uniform Crime Report Statistics, which incidentally, account for no more than 25% of what policing is really about.

Since 1987, the Madison Police Department has used an incident based survey to obtain attitudinal information on the quality of our service from the people who use it, including arrested persons. We are in the third review of refining another survey instrument to help us learn more about the needs of another important customer - those who live in the many and varied neighborhoods of our community we call Madison. "**Customer Windows**" are replacing "**Broken Windows**" enabling us to see inside those areas to learn not only how we are doing but if we are delivering the services the neighborhood really needs. This tool will become increasingly important if we are to direct our scarce resources in a way that meets the needs of the people we serve. (see Neighborhood Profile Chart).

²² Richard M. Ayres, Preventing Law Enforcement Stress: The Organization's Role, (Washington, DC: Bureau of Justice Assistance, 1990), Module Four Overhead.

²³ 1992 Annual Report of the Police Foundation, Washington, DC. pp. 12-13.

²⁴ ICMA, Local Government Police Management, p. 147.



Madison Police Department

City-County Building
211 S. Carroll Street
Madison, Wisconsin 53703-3303

David C. Couper, Chief of Police



CUSTOMER SURVEY

The Madison Police Department would like to do a better job of serving you and others. Since you recently had contact with us, we are asking for your help. Please take a few moments to fill out both sides of this questionnaire regarding your last contact with us. Your feedback will be of great assistance to us in our effort to make continuous improvements in the quality of our services.

1. Based on your most recent contact, please rate the following areas:

	<u>EXCELLENT</u>	<u>GOOD</u>	<u>FAIR</u>	<u>POOR</u>	<u>VERY POOR</u>
Concern	<input type="checkbox"/>				
Helpfulness	<input type="checkbox"/>				
Knowledge	<input type="checkbox"/>				
Fairness	<input type="checkbox"/>				
Solving the Problem	<input type="checkbox"/>				
Putting you at ease	<input type="checkbox"/>				
Professional Conduct	<input type="checkbox"/>				
Response Time	<input type="checkbox"/>				
Quality of Service	<input type="checkbox"/>				
Other: _____	<input type="checkbox"/>				
Other: _____	<input type="checkbox"/>				

2. What was the nature of your most recent contact?

- | | |
|---|---|
| <input type="checkbox"/> I called the Department to report an incident. | <input type="checkbox"/> I was arrested. |
| <input type="checkbox"/> I was the victim of a crime. | <input type="checkbox"/> I was issued a citation. |
| <input type="checkbox"/> I was a witness to a crime or incident. | <input type="checkbox"/> I was contacted about a problem or disturbance. |
| <input type="checkbox"/> I was involved in a motor vehicle accident. | <input type="checkbox"/> I was involved in another way with the Department. |
| <input type="checkbox"/> I requested information from the Department. | (please specify) _____. |

3. How many contacts have you had with the Madison Police in the past year?

ONE

TWO

THREE OR MORE

4. Please identify three main police-related problems in your neighborhood:

1. _____

2. _____

3. _____

5. How can we improve the quality of our service in the future?

(Attach additional pages if necessary).

6. Would you like follow-up on your contact?

YES

NO

If "YES," your telephone number or address please: _____

7. Please check those that apply to you:

I am: male female

My race is: Asian black Hispanic Native American White

other _____

My age is: under 17 yrs. 18-20 21-24 25-39 40+

I earn: under \$5,000 \$5-19,000 \$20-34,000 \$35,000 or more

I live in: City of Madison Other _____

Thank you for taking time to fill out this questionnaire. Please return it in the enclosed, postage-paid envelope as soon as possible!

**Customer Window
Neighborhood Profile**

NEED

	Hi Need Lo Satis		Hi Need Hi Satis	
5	10			1
			5	
4	23	3	9	21
3	15	2	6	
			20	
2	18	22		
1				
	2	3	4	5
	Lo Need Lo Satis	Satisfaction		Hi Satis Lo Need

Services

1. Crimes against person (in progress)
2. Crimes against property (in progress)
3. Crimes against persons after the offender has fled
4. Property crimes after the offender has fled
5. On-street assaults and robberies
6. Family-related crime -- spouse and child abuse
7. Traffic accidents with personal injuries
8. Response to traffic accidents with no injuries
9. Drunk driving enforcement
10. Speeding and red light violation enforcement
11. Other moving traffic violation enforcement
12. Parking meters
13. Vehicle blocking access (driveways, etc).
14. Rush hour parking enforcement
15. Other parking enforcement
16. Home burglaries
17. Home vandalism
18. Business burglaries
19. Business vandalism, damage to property
20. Hit and run traffic accidents (no injuries)
21. White collar crimes (forgery, embezzlement, etc.)
22. Shoplifting in retail stores
23. Caring for the homeless (bringing them to shelters)

We are not alone. Surveys in the Reno, Nevada Police Department serve as "report cards" from residents about their performance, image, extent of fear, concerns about crime and quality of contact with department members.²⁵ In the Peppermill Pop Project, for instance, residents, business owners and property managers were asked to identify the number one crime problem; if it could be solved or reduced; and what they could do to improve the neighborhood. In a citizen attitude/opinion survey regarding traffic citations, quality assurance was examined in these areas:

- officer professionalism
- officer courtesy
- defendant satisfaction
- were defendant's questions answered
- did defendant understand ticket
- was the citation explained

Not surprisingly, 163 out of 203 "customers" receiving a traffic ticket said they were satisfied with the contact. By the way, this finding is consistent with returns from MPD "customers" who have been arrested. A negative contact does not automatically result in a perception of poor service.

²⁵ Richard Kirkland and Ron Glensor, Community Oriented Policing and Problem Solving, Department Report, 1992.

Building Quality Cities and Police Departments Too

I'm reminded of the necessity for change by recalling the old Chinese proverb "Dig the well before you are thirsty". An impressive list of cities like Phoenix, AZ; Madison, WI; Ft. Collins, CO; Minneapolis, MN; Ft. Lauderdale, FL; and Austin, TX are busy digging their wells by adopting quality in local government. Despite each already having an outstanding reputation as a place to live, work and visit, they recognize the need to prepare for the future. Minneapolis, for instance, cites five reasons underlying the need to change what the city does and how it does it. They understand:

- The needs and expectations of citizens are rising faster than our resources;
- We need a better alternative than either reducing services or raising taxes;
- The knowledge, skill and creativity of our work force is an under utilized and, often, frustrating resource;
- The social, economic and political environments in which we operate our changing rapidly;
- If we don't change, we'll be left behind and we'll lose control of our future.²⁶

Even the Federal Bureau of Investigation has used TQM concepts in its Information Management System to improve systems serving their law enforcement customers.

Despite these notable gains, most police agencies have been slow to convert to the Quality Philosophy. I am cautiously optimistic, however, that our ranks will soon swell through the joint efforts of the International Association of Chiefs of Police and Motorola in creating the **Webber Seavey Award for Quality Policing**. It's an important first step.

Our Future is Our People

Changing the internal culture is slow, hard work. "Changing the management culture, which has thrived on an authoritarian/military model for so long, may prove more difficult than converting cops to the community policing philosophy".²⁷ There are no quick fixes, short cuts or faking it. It's by no means as simple as what is implied in this article. Based on our experience (and supported by similar findings in the private sector), the change process must start out consecutive, then become concurrent. Some task necessarily have to proceed others. This is one of them. **Quality must start inside - out.** "You can't expect an organization to improve when it's people don't improve".²⁸ A complete transformation will take an average of three to seven years. This does not mean we focus exclusively on the inside while ignoring the outside. If we do, the process will be criticized as self-serving and public suspicion will once again be cast upon police practices. While we improve the inside, we must simultaneously insure we do not totally neglect our external customers.

²⁶ A Draft Proposal To Continuously Improve The Performance of Minneapolis City Government, Prepared by a City-Wide Labor/Management Committee, 1992.

²⁷ Angelo L. Pisani, "Dissecting Community Policing", Law Enforcement News, May 31, 1992, page 8.

²⁸ Stephen R. Covey, Principle-Centered Leadership, p. 259.

For those just starting up, the first six months will require a 95% commitment to preparing the inside of the organization through training and learning about the concepts and tools. Afterwards, start working with the people who live and work in your community. Please keep in mind the significance of integrating the **Quality Leadership philosophy (TQM)** with the problem solving method. They are inextricably related. It's more than just making people feel good. Patients with a painful toothache don't want to wait in a dentist's office for several hours, despite receiving a pleasant, friendly service, only to be told by the doctor, "we're sorry, we can't solve your hurt". I suspect our customers share that sentiment too.

These are rapidly changing times; globally, locally and professionally. It's also a challenging time to be a police leader. I hope my colleagues, wherever they may serve, recognize the imperativeness of tapping our greatest resource - the latent talent and creativity of the people doing the work.²⁹ They are our "coalition of support for change" and will work with us to help expedite change provided we do things for and not to them. The people we are privileged to lead should see us more as stewards than masters. With their patience, support and participation, I'm convinced our success will flourish. If leaders are aggressively attentive to developing an egalitarian work environment and improving systems, we will continuously improve the quality of our services. Quality Leadership is a perception determined by your internal customers - your employees. Their satisfaction and enthusiasm are attitudes which come from intangible sources like trust, empowerment, teamwork, a sense of belonging and your willingness as a leader to improve systems.

Gandhi, one of the world's greatest leaders once said in a simple philosophical statement, "take care of the means and the end will take care of itself". I interpret this to say that the means to achieve our goals, in this case, our employees, must be taken care of and they, in turn, will deliver the quality of services our citizens expect and deserve.

Our goal is to become a quality-driven, community-oriented police department defined by the people we serve, our employees and citizens. **Quality Leadership** has become our means to successfully implement community policing - **THE END.**

²⁹ Herman Goldstein, Problem Oriented Policing, (New York, NY: McGraw Hill, 1990) pp. 27-29.

ABOUT THE AUTHOR

During his sixteen years of service with the Madison Police Department, Mike has held numerous positions on the Primary Services, Investigative and Special Operations Teams. Over the last eight years, he has been learning, applying and sharing the Principles of Quality Leadership, Quality Improvement Methods and Community Oriented Policing within the Department and with other organizations across the United States and Canada. As a team leader, he has led the planning and implementation of several major quality initiatives, most notably, the Experimental Police District. He currently serves as Captain of the Detective Team.

About the Department

The Madison, Wisconsin Police Department is an organization of nearly 400 dedicated men and women (315 sworn) who provide high quality, community services to a diverse city of 200,000 residents living in a 62 square mile area. Madison is the state's Capital and home to over 40,000 University of Wisconsin students.