

FOURTH EDITION

# MANAGING AND LEADING TODAY'S POLICE

Challenges, Best Practices,  
Case Studies



Kenneth J. Peak | Larry K. Gaines | Ronald W. Glensor



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**CHALLENGES, BEST PRACTICES, & CASE STUDIES**

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***F O U R T H   E D I T I O N***

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**CHALLENGES, BEST PRACTICES, & CASE STUDIES**

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## DEDICATIONS

*Robert Browning wrote that “[There] are...two points in the adventure of the diver: one—when a beggar, he prepares to plunge. Two—when a prince, he rises with his pearl.” (Paracelsus, Part I: “Paracelsus Aspires,” 1835); I dedicate this fourth edition to those persons who aspire to “plunge” into criminal justice leadership positions—which today are surely the most challenging and difficult roles our society has to offer.*

—K. P.

*To my wife Jean, my children Ashley, Courtney, and Cody; and to my grandchildren Braedon, Luke, Deaken, Chloe, Kai, Ashton, and Cezanne. Projects such as this have stolen valuable time from them.*

—L. K. G.

*To my wonderful and supportive family: wife Kristy, daughter Breanne and son Ronnie, their spouses Derek and Katie, and grandchildren Addison, Chloe, Claire and Heidi. And to my ever-caring parents Charles and Helga, whose passing this year we all mourn.*

—R. W. G.

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# PREFACE

## NEW TO THIS EDITION

In general, this textbook represents a nearly complete revision of the previous (third) edition, which was authored nearly eight years earlier. During these intervening years, many new strategies, technologies, challenges, and methods have come to pass that have changed the field to a major degree; these elements of policing demand that today's leaders possess the kind of knowledge that can best be obtained in a single, consolidated source such as that which this book represents.

Furthermore, the order of chapters has been substantively re-aligned (and several completely new chapters added) so as to provide what is believed to be optimal flow. We also note that dozens of new case studies, exercises, exhibits, discussion questions, and "Internet Investigations" (i.e., links to related topics or organizations) have been added.

In sum, with the obvious exceptions of long-standing theories and practices, following are other revised, new, or updated additions to this fourth edition:

- Chapter 1: An overview of police leadership and management, to include intelligence-led policing, evidence-based policing, predictive policing; police goals, mission statements, strategic plans; the Black Lives Matter movement and the problem of police shootings; police legitimacy and procedural justice, militarization of the police; body-worn cameras
- Chapter 2: Updates on organizational theories and operational units, generally
- Chapter 3: Updates on personnel management theories and leading in today's policing environment, generally
- Chapter 4: Updates on communication and media relations, generally; police and social media, the art of negotiating, coping with conflict
- Chapter 5: Contemporary challenges of human resources, including affirmative action; recruitment, hiring, and training; community policing and performance appraisals; sexual harassment; testing for promotions; risk management
- Chapter 6: Officers' rights; policy needs with legalization of recreational marijuana; dealing with complaints; Early Intervention System; liability
- Chapter 7: Police unions today; role of union and management leaders; negotiation of contracts; addressing grievances and appeals
- Chapter 8: Enhancing budgets and financial stewardship; knowing what the job entails and what the competition is doing; grants; civilianization; mobilizing stakeholders, strategically planning
- Chapter 9: Creating a culture of integrity; are police "guardians" or "soldiers"?; constitutional policing and legitimacy; procedural justice; inappropriate police behaviors;
- Chapter 10: Judicious use of policing jargon; community policing and academy preparation; implementation and preservation; challenges of measuring results; role of local police in homeland security; cybercrime and community policing; applying science to policing
- Chapter 11: Police wellness programs; transitioning from wartime soldier to peacetime officer; a safety plan and change of agency culture; need for training, policy, technology; OSHA and policing; federal and task force efforts; selected case studies
- Chapter 12: Defining and improving police productivity; use of citizen surveys, Compstat and crime analysis; specialized tactical units; criminal investigation units; traffic units
- Chapter 13: Homeland security and the terrorist threat; lone wolf terrorists; weapons of mass destruction; Department of Homeland Security; homeland security at the local level—intelligence-led policing and threat assessment, fusion centers, critical infrastructure identification, partnering with private security
- Chapter 14: Five types of core policing technologies; sensor and surveillance technology (body cameras, drones); identification technology; determining which IT tools to use based on type of task involved; employing social media; updates on uses of robots; using apps for crime-fighting, solving cold cases; some legal, moral, practical considerations; the Internet of Things

## INTRODUCTION

This is an exciting point in time to be studying (or working in) law enforcement at any jurisdictional or hierarchical level, as evidenced by the fact that, since this book's previous edition appeared, the new strategies (smart policing, intelligence-led policing, predictive policing, and so on), technologies, and methods that have come into being have changed the field to a major degree. Added to the already challenging philosophy and strategies of community- and problem-oriented policing, these even newer strategies challenge the intellect and ability of today's police officers to address crime and disorder in ways that are more stimulating and exhilarating than ever before.

Famed educator John Dewey advocated the "learning by doing" approach to education or problem-based learning. This fourth edition is written, from start to finish, with that philosophy in mind and is reflected in the book's subtitle, *Challenges, Best Practices, & Case Studies*. And, as with its three predecessors, this book benefits from the authors' more than 100 years of combined practical and academic experience. Its chapters contain a real-world, applied flavor not found in most such textbooks and reflect the changing times in which we live and the tremendous challenges facing federal, state, and local agents and officers every day. And, also like its three preceding editions, this edition continues to represent our best attempt to allow the reader, to the fullest extent possible, to vicariously experience what one must know and do when occupying a leadership position in policing by providing a highly practical, comprehensive worldview of the challenging occupation.

## TERMS USED THROUGHOUT THE BOOK

Although the terms *administration*, *management*, and *supervision* are often used synonymously, it should be noted that each is a unique concept that occasionally overlaps with the others. **Administration** is a process whereby a group of people are organized and directed toward achievement of the group's objective. The exact nature of the organization will vary among the different types and sizes of agencies, but the general principles used and the form of administration are often similar. Administration focuses on the overall organization and its mission and its relationship with other organizations and groups external to it. Administrators are often concerned with the department's direction and its policies and with ensuring that the department has the resources to fulfill its community's expectations. Police administrators generally include the chief, assistant chiefs, and high-ranking staff who support the chief in administering the department.

**Management**, which is also a part of administration, is most closely associated with the day-to-day operations of the various elements within the organization. For example, most police departments have a variety of operational units such as patrol, criminal investigation, traffic, gang enforcement, domestic violence, or community relations. Each of these units is run by someone who is most aptly described as a manager. In most cases, these managers are captains or lieutenants. These managers ensure that their units fulfill their departmental mission and work closely with other units to ensure that conflict or problems do not develop. They also attend to planning, budgeting, and human resource or personnel needs to ensure that the unit is adequately prepared to carry out its responsibilities.

Although the book's primary focus is on the two above levels of leadership, occasionally we will discuss **supervision**, which involves the direction of officers and civilians in their day-to-day activities, often on a one-to-one basis. Supervisors ensure that subordinate officers adhere to departmental policies, complete tasks correctly and on a timely basis, and interact with the public in a professional manner. Supervisors often observe their subordinates completing assignments and sometimes take charge of situations, especially when a deployment of a large number of officers is needed. They also work closely with managers to ensure that officers' activities are consistent with the unit's mission and objectives.

Captains and lieutenants (called middle managers) also supervise, but they supervise persons who are also supervisors, and are more concerned with a unit's activities rather than with an individual officer's activities. In actuality, all ranking personnel from the chief to the sergeant supervise, but this text is concerned with supervision by sergeants and mid-level managers.

Finally, the terms *police officer*, *law enforcement officer*, and *peace officer* are also generally interchangeable. The primary difference is that peace officer refers to anyone who has arrest authority and usually includes correctional officers, probation officers, parole officers, and persons with special police powers. Correctional officers have specific police powers in their correctional facility workplace, and investigators of welfare or Medicaid fraud have limited peace officer powers. In this text, we are primarily concerned with the following: local police (including municipal police officers and county deputy sheriffs); state police and highway patrol troopers; and others holding local, state, or federal law enforcement officer status. For the purpose of this text, the term *police officer* will generally be used to refer to all the positions noted.

## ORGANIZATION OF THE BOOK

This fourth edition's 14 chapters have been revised and reorganized to better provide the reader with an understanding of the key elements of police leadership from both the theoretical and applied perspectives.

Part I, "Organizations as Living Entities," generally introduces how and why police agencies are formally organized and behave in general. Chapter 1 defines an organization and its leadership roles, and why goals, mission statements and strategic planning are important therein. Chapter 2 will explain scientific management and how it applies to organizing work and several major theories as they have been found to contribute to organizational administration and management. Chapter 3 continues that theme, focusing on theories as they relate to personnel motivation, how leadership skills are developed, empowering employees, and the major roles of police executives. Chapter 4 explains the very important concept of communications as it exists within police organizations, to include formal and informal communication, barriers, jargon and codes, negotiation and conflict resolution.

Part II, "Managing Human Resources," obviously focuses on several aspects of police leadership as they relate to personnel. Chapter 5 provides an explanation of how police human resource systems operate; also discussed are the impact of affirmative action laws and requirements; police recruitment, testing, and training; an overview of how new officers are evaluated; promotional systems; specialized units; and risk management. Chapter 6 begins with an overview of the Peace Officers' Bill of Rights and several areas in which their constitutional rights are limited under the U.S. Constitution and federal court decisions; included is the spreading legalization of marijuana and policing, the nature and handling of police complaints, early intervention systems for use with problem officers, and police liability. Chapter 7 will explain how and why police unions were created, the three collective bargaining models, union contracts, and leaders' tips for navigating the waters of collective bargaining. Finally, Chapter 8 covers financial administration, to include methods of enhancing budgets, types and formats of budgets, and grants and uses of civilians.

Part III, "Managing the Work of Police," approaches the police leader's role in the workplace from several perspectives. Chapter 9 discusses police ethics and what managers and their first-line supervisors can and must do to maintain a culture of integrity; also discussed are constitutional policing, legitimacy, procedural justice, bias-based policing, and workplace harassment. Chapter 10 considers several facets of the community policing and problem-solving philosophy and strategy, including officer training and education, adapting organizational culture and roles under this strategy, and several related concepts (i.e., CompStat, smart policing, intelligence-led policing, and predictive policing). Chapter 11 considers the essential topics of police wellness and stress, to include officers' dangers, maintaining a wellness program, and employee assistance programs. Chapter 12 considers several means of evaluating police productivity, including use citizen surveys, different methods of patrol; the implications of the Kansas City patrol study; directed patrol; when saturation patrols, crackdowns, stop-and-frisk, and tactical units should be used; employing follow-up investigations; and traffic functions. Chapter 13 considers the very important topic of homeland security, including international groups that are involved in terrorism, how Americans become radicalized, weapons of mass destruction and armaments, agencies of the Department of Homeland Security, the National Infrastructure Protection Plan, critical infrastructure, fusion centers, working with private security agencies, and how the National Incident Management System operates.

Finally, Part IV, entitled "In the Police Toolkit: Essentials for the Tasks," explains how technologies serve as a support system for methods and practices discussed in most if not all of the preceding chapters. Its Chapter 14 looks at core technologies for police; how to determine which technologies to use; technologies in crime analysis, mapping, problem-solving, real-time crime centers, crime management, and fingerprinting; the debate surrounding body-worn cameras and license plate readers; and the status of selected technologies, including drones, social media, facial recognition, robots, apps for crime-fighting, and the Internet of Things.

The book concludes with an appendix that includes related wisdom of the ages—advice from Lao-Tzu, Confucius, and Machiavelli.

Also, note the following enhancements for each chapter:

- At the beginning of each chapter are "Key Terms and Concepts" and "Student Learning Outcomes" sections, affording readers an idea of the chapter's content as well as the major concepts and points to be drawn from it.
- In keeping with this book's emphasis on the applied, practical approach, each chapter includes several case studies—which we term "You Decide" exercises—that allow you to contemplate the kinds of problems that are routinely confronted by police supervisors and managers, and apply the chapter's materials to the problem at hand.
- Discussion questions and "Internet Investigations" sections are provided at the end of each chapter, to assist the reader to further understand the information contained therein and to engage in independent study of the chapter's materials via the World Wide Web.

With a fundamental knowledge of the criminal justice system and these chapter enhancements, the reader should be in a position to engage in some critical analyses—and even, it is hoped, some spirited discussions—of the issues involved and arrive at several feasible solutions to the problems presented.

## INSTRUCTOR SUPPLEMENTS

**Instructor's Manual with Test Bank.** Includes content outlines for classroom discussion, teaching suggestions, and answers to selected end-of-chapter questions from the text. This also contains a Word document version of the test bank.

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Larry K. Gaines currently is a professor and chair of the Criminal Justice Department at California State University at San Bernardino. He received his doctorate in criminal justice from Sam Houston State University. He has police experience with the Kentucky State Police and the Lexington, Kentucky, Police Department. Additionally, he served as the executive director of the Kentucky Association of Chiefs of Police for 14 years. Dr. Gaines is also a past president of the Academy of Criminal Justice Sciences. His research centers on policing and drugs. In addition to numerous articles, he has coauthored a number of books in the field: *Police Operations*; *Police Administration*; *Managing the Police Organization*; *Community Policing: A Contemporary Perspective*; *Policing Perspectives: An Anthology*; *Policing in America*; *Drugs, Crime, and Justice*; *Criminal Justice in Action*; and *Readings in White Collar Crime*. His current research agenda involves the evaluation of police tactics in terms of their effectiveness in reducing problems and fitting within the community policing paradigm. He is also researching the issue of racial profiling in a number of California cities.



Ronald W. Glensor is an assistant chief (retired) of the Reno, Nevada, Police Department (RPD). He has accumulated more than 36 years of police experience and commanded the department’s patrol, administration, and detective divisions. In addition to being actively involved in RPD’s implementation of community-oriented policing and problem-solving since 1987, he has provided such training to thousands of officers, elected officials, and community members representing jurisdictions throughout the United States as well as Canada, Australia, and the United Kingdom. He is also a judge for the Herman Goldstein International Problem Oriented Policing Awards held annually throughout the nation. Dr. Glensor was the 1997 recipient of the prestigious Gary P. Hayes Award, conferred by the Police Executive Research Forum, recognizing his contributions and leadership in the policing field. Internationally, he is a frequent featured speaker on a variety of policing issues. He served a six-month fellowship as problem-oriented policing coordinator with the Police Executive Research Forum in Washington, DC, and received an Atlantic Fellowship in public policy, studying repeat victimization at the Home Office in London. He is coauthor of *Community and Problem-Oriented Policing: Effectively Addressing Crime and Disorder* (seventh edition) and was coeditor of *Policing Communities: Understanding Crime and Solving Problems*; Dr. Glensor has also published in several journals and trade magazines, is an adjunct professor at the University of Nevada, Reno, and instructs at area police academies and criminal justice programs. He holds a doctorate in political science and a master’s of public administration from the University of Nevada, Reno.



# Organizations as Living Entities

- CHAPTER 1** ❖ Leading and Managing Today's Police: Challenges and Opportunities
- CHAPTER 2** ❖ The Dynamics of Police Organizations: Structure and Theories
- CHAPTER 3** ❖ Leadership and Motivation: What Works
- CHAPTER 4** ❖ Communication, Negotiation, and Conflict Resolution

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# Leading and Managing Today's Police: Challenges and Opportunities

## STUDENT LEARNING OUTCOMES

After reading this chapter, the student will:

- understand what an organization is and how police departments meet the criteria to be called an organization
- describe why leadership and management are key components in a police organization and why they are important
- understand how and why night watches were created and how they evolved into police departments
- know the history of the London Metropolitan Police Department and how it contributed to modern policing in the United States
- distinguish between the different phases or periods of American policing
- be able to define goals, mission statements, and strategic planning and why they are important to police organizations
- list the challenges to police departments and identify other challenges that may be facing law enforcement
- know the opportunities that police departments have and why they are opportunities

## KEY TERMS AND CONCEPTS

- Accountable
- Act for Improving the Police in and near the Metropolis
- Black Lives Matter
- Bureaucratic policing
- Catalyst for change
- Community-oriented policing and problem solving
- Community relations units
- Community relationships
- Consciously coordinated
- Evidence-based policing
- Frankpledge system
- Goals
- Henry Fielding
- Intelligence-led policing
- Law enforcement
- Leadership
- Leges Henrici
- Magna Carta
- Management
- Militarization of the police
- Mission statement
- Night watches
- Omnibus Crime and Safe Streets Act
- Order maintenance
- Organization
- Police legitimacy
- Predictive policing
- Provision of services
- Procedural justice
- Problem
- Relatively identifiable boundary
- Sir Robert Peel
- Social entity
- Strategic plan
- Value-driven



## INTRODUCTION

Leadership and management are extremely important factors in determining whether or not an organization achieves its mission and goals. Every organization must contain leaders who can manage for results, be it a private company or a police department. Police departments are organizations, and as such they are charged with accomplishing a number of tasks and goals in our society. Police departments, for most people, are the most visible government agency in our society. Many people see police officers every day, and numerous citizens come into contact with police officers daily, weekly, or at some point during their lives. They may come into contact with police officers as a suspect, traffic violator, witness, victim, or a citizen needing assistance. Police departments must effectively deal with the challenges and problems in their community.

Although there are principles that guide how the police should lead and manage, as discussed in more detail in later chapters, some police officers and departments possess these skills, while others do not possess them at the level that they are effective. Moreover, there is a mix of skill levels in most police departments with some officers who are able-bodied leaders and managers, while others are deficient. Leadership and management are activities that constantly must be improved, and this responsibility rests primarily with a department's administrators.

We compare leadership and management here to develop a better understanding of these concepts.<sup>1</sup> First, leadership envisions change and introduces it to the department, while management is responsible for implementing the change and transforming the department. Second, good leadership requires vision to determine the direction the department should move. Management, on the other hand, is about dedication, dedication to changing the department and ensuring that operational units remain true to the envisioned organizational arrangements. Third, good leaders are able to explain direction, while managers must teach subordinates how it is operationalized. Fourth, leadership requires that the leader have a firm understanding of the environment so that direction can be visualized. Managers must understand the work at hand and ensure that it gets done. Finally, leadership is forward thinking while management is the here and now. Police administrators, commanders, and even supervisors must have leadership and management skills. They must envision and apply the tenets of good police work.

Leading and managing a police department today is much more challenging as compared to the past; today's environment is much more uncertain.<sup>2</sup> There are always events that complicate police leadership and management. As an example, the United States experienced its worst recession beginning in 2008 since the Great Depression. The recession effectively slashed police budgets nationwide; police departments had to do more with much less. Today, we see globalization, immigration, and technology affecting the fiber of many communities. The 9/11 attacks on New York and Washington, DC, resulted in the creation of new federal agencies and changed the direction of many others. State and local police departments, especially in our larger cities, had to develop policies and new operational units to ferret out possible terrorists and be prepared to respond to possible attacks. The 2014 police shooting of Michael Brown by a Ferguson, Missouri, police officer resulted in riots in that city, and it raised acute awareness of the police use of deadly force throughout the nation. Many cities remain on edge as marches and riots have occurred in other cities in the aftermath of police shootings. Police departments have had to prepare for possible civil disobedience. American law enforcement from the federal level to the local level is constantly changing and evolving. This means that police leaders must constantly refocus their management priorities and their department's activities.

This chapter provides an introduction to leadership and management, which are critical components for an effective police department. This chapter examines some of the challenges and opportunities that police departments encounter. Police organizations, like all organizations, exist within an environment that presents challenges and opportunities. Before examining these challenges and opportunities, it is important to understand the dynamics of a police department. The first section of this chapter provides an overview of some of the organizational attributes that are central to effective policing.

## THE CONCEPT OF ORGANIZATIONS

In their simplest form organizations are entities consisting of two or more people who cooperate to accomplish an objective or objectives. In that sense, certainly the *concept* of organization is not new. Undoubtedly, the first organizations were primitive hunting parties. Organization and a high degree of coordination were required to bring down huge animals, as revealed in fossils from as early as 40,000 B.C. Organizations today are much more complex, often involving thousands of people. The New York City Police Department has more than 34,500 officers who must be supervised and managed.<sup>3</sup> Most organizations, however, are much smaller. The majority of police departments in the United States have 10 or fewer officers. Regardless of size, all organizations are

organized, led, and managed. As police departments grow and become larger, its leaders and supervisors must have better leadership and management skills as a result of organizational complexity. The chief of the New York City Police Department has an inherently more complex and difficult job as compared to a police chief in a small town with 10 or 15 officers.

An **organization** may be formally defined as “a consciously coordinated social entity, with a relative identifiable boundary, that functions on a relatively continuous basis to achieve a common goal or set of goals.”<sup>4</sup> The term **consciously coordinated** implies leadership and management. That is, organizations consist of many pieces that must be coordinated. For example, large and medium-sized police departments will have patrol, traffic, detective, training units, and so on. All of these units must be coordinated so that they work together ensuring that the department effectively achieves its goals and objectives. When there is inadequate coordination, a police department likely will not be effective.

This principle also applies to working with and coordinating with agencies outside the police department. There are numerous situations where police departments must work with other agencies, for example, when police officers investigate a domestic violence call that involves children. Here, social workers specializing in children's services are called to the scene. There are a variety of agencies that the police must coordinate with, including probation, parole, fire, emergency services, community action organizations, building inspection, and so on. Police departments must also coordinate with other criminal justice agencies such as prosecutors and other local, state, and federal agencies. For example, the federal Drug Enforcement Administration often works with local departments to investigate drug trafficking. There are many problems that are best addressed when there is a response from several agencies.

**Social entity** refers to the fact that organizations are composed of people who interact with one another and with people outside the organization. As noted earlier, police officers interact with all sorts of citizens whether they are suspects or people in need of assistance. Additionally, police officers, especially at the executive level, interact with city governing officials and other government agencies, be they at the local, state, or federal levels. They also interact with private and parochial entities such as corporations or community action groups. These interactions or demands have an impact on police departments in that they affect or alter the police organization's activities.

**Relatively identifiable boundary** alludes to the organization's goals and the public served. Organizational goals, to a large extent, dictate what an organization does. For example, robbery detectives investigate robberies. If these detectives engage in other activities, the department likely will not solve as many robberies as they cannot spend the necessary time investigating the robberies. Within police

### FOCUS ON: “TUCSON POLICE DEPARTMENT REORGANIZATION”

Police departments periodically alter their organizational structure. This is due to changing problems in the community, changing priorities for the department, or changes in the number of officers. Police organizational structures become stale over time, which necessitates change. Recently, the Tucson Police Department announced a reorganization plan. It was motivated by the city having a significant budget deficit. The department was authorized 992 officers, had been operating with about 900 officers, and the new reorganization placed the authorized strength at 830 officers, a significant reduction in the number of officers. The reduction would be accomplished by not filling vacant positions as opposed to layoffs. The department reduced special assignment pay, another cost savings move, by moving some officers from the street interdiction unit, gang unit, property crime surveillance unit, and domestic violence tactical unit back to patrol. Other detectives were moved

out of headquarters and began working out of the patrol districts. The traffic unit was decentralized and officers were assigned to traffic duties out of the districts. The number of officers was reduced in a number of other units.

When police departments make major changes in their structures, they must ensure that they continue to provide the same level of services or improve the level of services. Consequently, department reorganization can be risky. Also, when departments make major changes, especially when they involve personnel, police unions oppose the changes and bring public attention to the possible pitfalls. Tucson demonstrates how budgets can affect a police department's organization.

*Source:* Based on C. Duarte “Tucson Chief's Plans Include Reducing Officers, Reorganization.” [http://tucson.com/news/local/tucson-chief-s-plans-include-reducing-officers-reorganization/article\\_158e92bc-264b-583d-a77b-6ccf0d345f96.html](http://tucson.com/news/local/tucson-chief-s-plans-include-reducing-officers-reorganization/article_158e92bc-264b-583d-a77b-6ccf0d345f96.html) Accessed February 15, 2017.

departments, officers and units have boundaries. The same is true for police departments in general. Although police departments' primary responsibilities are to prevent and solve crimes and to reduce disorder, they are also expected to provide services to the public. As the number of service calls and types of services demanded by the public increase, police officers will not be able to devote as much time to their primary responsibilities. It is important for police departments to stay on task and refrain from venturing beyond their primary responsibilities.

A second police department boundary is its jurisdictional borders. Police departments are created and funded to serve specific jurisdictions. For example, the Kansas City Police Department serves the residents of Kansas City, and the department's police activities, for the most part, are limited to the city's limits. Of course, this can be problematic as criminals do not adhere to jurisdictional boundaries when they commit crimes. This results in police departments having to coordinate their activities with adjoining or nearby departments.

## POLICE LEADERSHIP AND MANAGEMENT: AN OVERVIEW

This book focuses on leadership and management in the police organization. Too often people fail to comprehend the complexity of these two activities. When this occurs, the police department is less effective. Administrators and managers, from the chief to the police officer on the street, must possess these skills to some extent. This section provides an overview of leadership and management.

### Leadership

Simply stated, **leadership** is getting things done through other people. Leaders ensure that tasks are accomplished and goals are reached. The administrators, managers, and supervisors are responsible for ensuring harmonious coordination in the police department. Supervisors are concerned with tasks and human resources. Supervisors are responsible for ensuring that subordinate officers attend to their duties in a manner that is consistent with departmental and community expectations. They see that officers do their jobs the best way possible. The term human resources refers to the fact that supervisors are responsible for people who, especially in the workplace, often have problems and difficulties. Supervisors attempt to solve these problems and difficulties through training and the provision of direction.

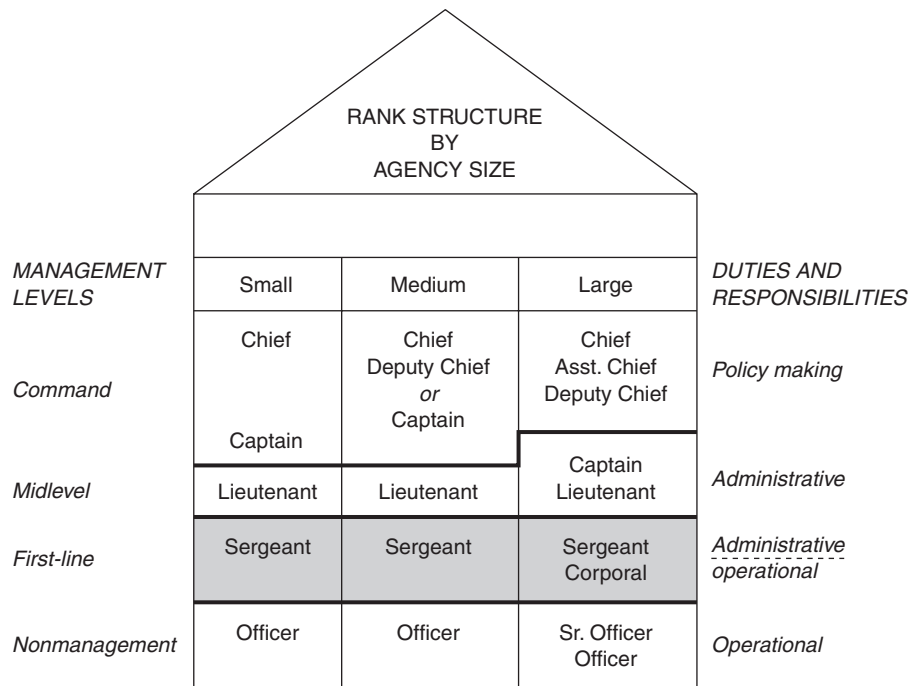
Managers generally are lieutenants and captains who are responsible for units within a police department. Examples of managers would be a captain in charge of a patrol district or precinct or a lieutenant in charge of a robbery squad. They essentially have the same responsibilities as sergeants, only at a higher level. They also are concerned with a larger picture. A sergeant may be responsible for a squad of patrol officers, while the sergeant's captain is concerned with how well police services are delivered in the sergeant's precinct. In addition to being concerned with tasks and human resources, managers must ensure that the efforts of supervisors and officers collectively fulfill the unit's departmental responsibilities. Police management is discussed more below.

Finally, administrators guide and lead the department by setting an overall direction and are at the highest levels within a police department. Administrators by working with governing officials and citizens identify priorities or goals. This contributes to the department being responsive to the community it serves. Once goals are identified, administrators lead the department toward their accomplishment. Essentially, leaders at all levels in the police department move the department forward (Figure 1-1).

### Management

Whereas leadership is getting things done through other people, **management** consists of tools by which to put leadership into action. These tools include decision making, planning, providing direction, making decisions about staffing, communicating, organizing, and budgeting. Police chiefs are the primary conduits for the public to provide input into a police department. This is generally done through a political process where citizens communicate with their council members and other elected officials. In some cases, police chiefs receive direct input from the community. Police chiefs consider this input and ultimately make decisions on how their departments should respond. This may involve the development of new programs such as special patrols in a high-crime area or directing a lieutenant in charge of a domestic violence unit to review officers' cases to ensure that they are following the law and making arrests when they are mandated by law.

Middle managers are also involved in managing; they manage their individual units to ensure that their officers' activities contribute to accomplishing the goals as set by the department's administrators. When administrators develop programs to address specific problems, the programs generally are assigned to specific units. The unit commanders then ensure that those programs are implemented. They will observe officers'



**FIGURE 1-1** Rank Structure by Agency Size

performance and consult with supervisors to monitor activities. For example, a robbery unit commander will closely monitor the number of cases that are cleared and review individual detectives' reports. A traffic unit commander will examine where accidents occur and direct traffic officers to write citations where traffic crashes are occurring in an effort to reduce the number of crashes. These middle managers are the interface between administrative policy making and the actual work in the field.

Supervisors, generally sergeants, manage their officers by monitoring their subordinate's activities on a regular basis. This is especially important for new officers or for veteran officers who have been transferred to a different unit. Supervisors manage by ensuring that subordinates perform their work correctly. This entails supervisors reviewing their officers' reports. Reports are important as they document what occurs at a call or crime scene. Supervisors are able to identify a number of problems and take corrective action as a result of reviewing reports. Supervisors back up their officers on calls or investigations, allowing the former to determine if officers are following department procedures or are making mistakes when engaging in police activities. This also allows for problems to be identified and corrected.

Finally, police officers are to some extent managers. For example, a traffic officer while investigating a traffic crash involving multiple vehicles often will have to deal with several citizens, those involved in the crash and witnesses, as well as taking a report and clearing the scene. The same can be said of detectives while investigating crimes. Detectives must effectively manage their investigations in order to solve cases. Although officers and detectives are not considered managers, they nonetheless must possess good management skills in order to effectively do their jobs.

Leadership and management are key ingredients in a police department. They are qualities that every officer must possess. When police personnel at all levels have leadership and management skills, the department functions more effectively. Police administrators must ensure that personnel have these important skills.

## POLICE LEADERSHIP AND MANAGEMENT: AN HISTORICAL PERSPECTIVE

Police history is rather revealing. John Skinner advises that history repeats itself.<sup>5</sup> Perhaps the best example is **community-oriented policing and problem solving**, which to some extent mirrors policing in the early 1900s. History provides us with an understanding of how we arrived at our current policing philosophies and arrangements. It provides us with a template by which to better understand the inter-workings of police departments, and it informs us about what the future might bring. This section provides a brief history of policing with an emphasis on leadership and management.



## Early Policing Efforts

Governments have always had to have some mechanism by which to control its citizens and outsiders who would attempt to harm citizens or overthrow the existing government. For example, in early Roman Empire times this was accomplished by the Roman army. The army's primary objective was to protect the Roman emperor and the empire. The army was not concerned with the populace, and citizens' reaction to crime was often vigilantism or revenge. Noblemen often hired bodyguards to protect them and their families. If a significant problem occurred that threatened the empire, the army was dispatched to quell any disturbances, and this generally was accomplished in a brutal manner. There was an absence of police authority and actions. This method of operation was typical for early cultures and civilizations.

Modern policing began or has its roots in England. There were several important historical events that led up to the creation of the first modern police department in London in 1829. The first policing system to evolve in England was the **frankpledge system**, which was present in medieval England. Here, the men in each village were divided into groups of 10, and then 10 of these groups were combined into a "hundred." These groups were then charged with bringing offenders to justice. Although there was an element of formality or management, it remained a vigilante system. Shire-reeves were later appointed by the king who were responsible for collecting taxes and presiding over the king's courts.<sup>6</sup> The shire-reeves were the forerunner of today's sheriffs.

In 1116, the king issued the **Leges Henrici**, which identified offenses against the crown or state. The state became involved in dealing with criminal behavior. Previously, crimes were considered offenses against persons that were handled by citizens, not government. The Leges Henrici is the foundation of our modern legal system. Today, crimes are offenses against the state or federal government as defined by statutes. In 1215, King John of England was forced to sign the **Magna Carta**. This document essentially guaranteed people certain civil and political rights. The Magna Carta served as the foundation of our Constitution. The Leges Henrici and Magna Carta are important since they are at the foundation of our legal system.

## Early Policing in England

As a result of the Industrial Revolution, cities in England became heavily populated with thousands of people coming from the countryside in search of work. This substantial increase in population and unemployment created high levels of crime, particularly in London. The people of London were essentially defenseless. The government responded by creating night watches. The early **night watches** involved citizens who patrolled the streets at night to deter and observe for crime. In order to staff these night watches, all adult male citizens had



Modern English police officers walking a beat.

Source: betty finney/Alamy Stock Photo

to periodically serve as a watchman. Many citizens paid others to serve their times as watchmen. They often hired drunks, vagabonds, and criminals to serve in their place. Consequently, the watchmen did little watching and had little effect on the crime problem. The night watch system was totally ineffective since there was a total absence of leadership and management.

Although there were several early English reformers who attempted to improve policing in London, one of the most notable was **Henry Fielding**.<sup>7</sup> Fielding was appointed as a magistrate in the Bow Street area of London. He made two important contributions to policing. First, he was an excellent writer and he wrote about crime and poverty in London in an effort to draw attention to the crime problem. Second, he employed a group of “thief takers” who investigated crimes in the area and brought criminals to justice. The thief takers were the forerunners of today’s police detectives.

A second early reformer was **Sir Robert Peel**. Peel was England’s home secretary, and was concerned with the crime problem in London and recognized that stronger actions had to be taken. In 1829, he introduced a bill in Parliament, the **Act for Improving the Police in and near the Metropolis**. This bill created the first modern police department. Initially, 1,000 officers were hired and organized into divisions. The police department was organized around 12 principles:<sup>8</sup>

1. The police must be stable, efficient, and organized along military lines.
2. The police must be under government control.
3. The absence of crime will best prove the efficiency of police.
4. The distribution of crime news is essential.
5. The deployment of police strength by both time and area is essential.
6. No quality is more indispensable to a policeman than a perfect command of temper; a quiet, determined manner has more effect than violent action.
7. Good appearance commands respect.
8. The securing and training of proper persons are at the root of efficiency.
9. Public security and training of proper persons are at the root of efficiency.
10. Police headquarters should be centrally located and easily accessible to the people.
11. Policemen should be hired on a probationary basis.
12. Police records are necessary to the best distribution of police strength.

Peel determined that the police should be organized using military principles. He believed that the military provided the best management structure. It provided a level of control by which to ensure that officers were performing in an effective manner. It is notable that these principles remain a part of modern police management.

### Early Policing in America

Large cities in America such as New York, Boston, and Philadelphia followed London’s lead and created watchman systems. Like London, American cities found the watchman systems to be ineffective; they did little to curtail crime. The watchman systems slowly evolved into police departments. In 1844, a police force was created in New York, and Boston created a police force in 1854. Additionally, states began to create state police organizations. Pennsylvania, Massachusetts, and Texas were the first states to do so.

These early police departments were inefficient and rife with corruption. The problem was they were controlled by local politicians who used the police as a force to ensure political order. The police often were told who to arrest or not to arrest; they allowed prostitution and illegal liquor sales to occur when proprietors were aligned with the dominant politicians; and they minimally addressed crime problems. Leadership and management were present only when it was advantageous to the dominant politicians. This model continued into the 1950s.

### YOU DECIDE...

As we note, Sir Robert Peel was the father of modern policing. He shaped the London Metropolitan Police Department into a fairly effective police organization at the time. Policing and social conditions before Peel were deplorable. Many of Peel’s 12 principles apply today. Thus, it appears that policing has not changed very much in some ways, but has changed drastically in other ways.

#### Questions for Discussion

1. Which of Peel’s principles are still relevant in today’s police department and why?
2. How are today’s police departments different from the London Metropolitan Police Department?
3. Which of Peel’s principles are not important in modern American police departments and why?

## Professional Policing

There were many efforts to professionalize American policing during the early twentieth century, and they crystalized in the 1950s. These reform efforts emanated from two directions: citizens and citizen groups who were concerned with the quality of policing and police reformers who aspired to have professional police organizations. The citizen reformers were often propelled by police scandals. For example, from 1894 through 1993, there were six commissions that examined police corruption in New York City alone.<sup>9</sup> The scandals often resulted in reform political candidates to be elected and brought changes to the police departments.

Reform police chiefs used a variety of methods to wrestle control from the corrupt politicians. After World War II and the Korean War, police departments were able to hire a number of veterans as officers. These veterans were accustomed to discipline and fit the professional model of policing. A strong sense of duty was at their core. Police departments began to create training units to inoculate officers from political corruption and to instill professionalism. Specialized units such as vice were created to reduce politicians' control on officers. Chiefs created additional administrators such as majors and assistant chiefs to exert more control over their police forces. This reduced the influence of local politicians since there were more administrators guiding the departments. Police departments began to establish minimum hiring standards to prevent derelict officers from being hired. These efforts had a profound impact on policing.<sup>10</sup> Essentially, police executives were beginning to manage and lead their departments.

By the 1950s, American policing could be characterized as **bureaucratic policing**. After decades of corruption, police chiefs were committed to eliminating graft and corruption. There were two general methods these police chiefs used to eliminate corruption and to instill professional effectiveness. First, chiefs attempted to exert maximum control over their officers. This was accomplished through close supervision and strict rules and regulations. In terms of close supervision, sergeants were assigned to guide officers and to ensure that they performed their duties in a prescribed manner. Close supervision was supplemented by internal affairs units. These units investigated officers to ensure compliance with departmental expectations. Police chiefs wanted to stop any inappropriate behavior as quickly as possible to avoid scandals or criticism of their departments.

Second, they attempted to isolate officers from the public. Many police chiefs believed that close relations with the public led to corruption. There were many undesirables such as gamblers, prostitutes, or thieves who would corrupt officers in order to facilitate their crimes. Police chiefs attempted to minimize the contact that officers had with citizens. Their prescribed demeanor was to be standoffish and professional; they responded to



Police officer stop circa 1950s.

Source: National Motor Museum/Heritage Image Partnership Ltd/Alamy Stock Photo



calls and crimes with minimum interaction with the public. Although this reduced opportunities for police officers to be corrupted, it ultimately presented public relations problems for officers. The reduction of corruption was more important than working with the community.

### Community Relations Policing

The 1960s was a period of great unrest in the country. The Vietnam War and the civil rights movement resulted in riots and protests in many of America's cities and on college campuses. The civil rights movement and poverty spawned riots in cities such as Los Angeles, Detroit, and Washington, DC, and resulted in substantial property damage and, in some cases, deaths. College students protested the Vietnam War by conducting marches and campus sit-ins. Police departments across the nation initially were not prepared to handle the disturbances.

Many police departments created **police-community relations units** to help deal with the disorder. These units implemented programs that were designed to foster better relations with the neighborhoods and communities. These programs included police youth athletic leagues, crime prevention programs, community meetings with citizen groups and neighborhoods, and youth programs such as taking disadvantaged juveniles on outings such as fishing, sporting events, and amusement parks. Efforts were made to develop better relations with communities. The police came to understand that working with the community could contribute to reducing crime and disorder.

The relationship between the police and the community was bifurcated. On the one hand, the police worked to develop better relations with the community. On the other hand, the police adhered to a law-and-order perspective, and in many cases crime reduction was substantially more important than better relations with the community. The law-and-order tactics often would erase successes made in developing more positive relations. The move into community relations complicated police executives' management and leadership responsibilities as they had to guide their departments in both directions.

As a result of the national disorder problem, in 1968, Congress passed the **Omnibus Crime Control and Safe Streets Act**. The Act was recognition by Congress that the police needed assistance, and it was the first time that large amounts of federal monies were given to local and state police agencies. The Act funded many of the police-community relations programs that police departments implemented. The Act also provided funding to the states to create police training programs. Prior to the Act, many police officers did not receive adequate training. The Act funded police officers' higher education in the form of tuition assistance, which resulted in the establishing of college criminal justice programs across the nation. Police departments were able to hire and train better-qualified officers, which enabled police departments to more effectively deal with crime and disorder problems.

### Community Policing

Community policing, which is discussed in more detail in Chapter 10, was the first substantive change in American policing since the professional model was implemented in the 1950s.<sup>11</sup> **Community policing** consists of two distinct qualities.<sup>12</sup> First, the police must work to improve **community relationships**. Philosophically, the police should not police the community but work with the community to prevent and solve crimes and to alleviate conditions causing crime and disorder. This partnership helps to build communities and neighborhoods and inoculate them against crime. When building communities, the police work directly with neighborhood citizens and other government and social agencies to improve the quality of life, which contributes to the reduction of crime and disorder.<sup>13</sup>

The second attribute of community policing is problem solving. Historically, police officers responded to calls for service and would intervene in situations that they observed while patrolling or investigating crimes. They responded to situations, not problems. A **problem** is an event, occurrence, or location that generates crime or disorder. For example, a nightclub could serve alcohol to inebriated patrons that results in a large number of fights and assaults. The fights and assaults are the situations requiring police intervention, but the nightclub is the problem because it generates the incidence of disorder. If the police crackdown on the nightclub, a number of fights and assaults are avoided in the future. Problem solving is where causes or instigators of crime and disorder are addressed and eliminated.

### Intelligence-Led Policing

Intelligence-led policing (ILP) became prevalent as a result of the 9/11 attacks on New York and Northern Virginia. There was a realization that local law enforcement was on the front line battling terrorism and acts of terrorism, and the police needed more tools to be more effective. ILP is a collaborative effort that encompasses community engagement and problem solving from community policing and heightened intelligence operations.<sup>14</sup> It focuses on risk management. Whereas problem solving involved identify problems and clusters of crime, ILP goes deeper. That is, police officers collect intelligence about places, people, and activities in an attempt to identify possible or impending problems. A variety of sources of information are used when collecting intelligence





Police crime prevention presentation.

Source: Halldark/Getty Images

such as informants, ownership of homes and other buildings, sales of guns and materials that could be used as explosives and so on. Information from other sources such as businesses and social agencies is collected to supplement police information. Information is collected on gangs, organized criminal groups and potential terrorists. ILP is more proactive because it attempts to identify conditions before they become problems.

Once intelligence information is collected, it must be analyzed and collated into a useable product. All information from all sources about an event, person, place, or activity is compiled and analyzed to determine if an actionable problem exists. If so, decision makers develop a strategy to counter the potential problem. Strategies are evaluated to ensure that they produce the desired results.<sup>15</sup> ILP is discussed in more detail in Chapter 10.

### Evidence-Based Policing

According to Lawrence Sherman, **evidence-based policing** is a method where decisions about practices and strategies are based on what works or is effective and efficient. Historically, police administrators made strategic decisions based on tradition and assumptions.<sup>16</sup> Whereas community policing and ILP are strategies with which to combat crime and disorder, evidence-based policing provides a framework for identifying the strategies and tactics to deploy once a problem has been identified. In other words, strategies should “work”; they should effectively and efficiently reduce crime and disorder. It is not enough to implement strategies; the strategies must be effective in reducing the problem.

As an example, Weisburd and his colleagues examined a number of cases where problem solving was used to tackle crime problems. They found that problem solving generally contributed to reducing crime.<sup>17</sup> The departments in their study used a variety of tactics to confront the problems that were encountered. When police departments tailor their responses to the problem, they often are successful in dealing with problems. There are numerous possible responses to any problem, and the tactic used to confront the problem should be based on *what works*. This means that officers should constantly monitor the situation to determine if the response or strategy produces the desired results. Evidence-based policing is discussed in more detail in Chapter 10.

### Predictive Policing

**Predictive policing** is a process where mathematical models or algorithms are combined with geospatial information to predict future crime and disorder. According to the National Institute of Justice, it is “taking data from disparate sources, analyzing them and then using results to anticipate, prevent and respond more effectively to future crime.”<sup>18</sup> Private corporations and businesses have been using “big data” for years; now police departments are using data to predict crime much like Walmart or some other business will use data to predict the kinds of products that interest their customers.

The Richmond, Virginia, Police Department used predictive policing to reduce random gunfire. Every New Year's Eve the city experienced a substantial increase in random gunfire. In 2003, the police examined the gunfire data for several years on New Year's Eve. Consequently, they were able to anticipate the time, location, and nature of the random incidents. The department assigned officers to the locations where gunfire had previously occurred. They reduced the gunfire by 47 percent and significantly increased the number of weapons seized.<sup>19</sup> In another example, the Arlington, Texas, Police Department used predictive policing to attack a burglary problem. Here, they found a direct relationship between burglaries and building code violations. Physical decay was contributing to the conditions that resulted in the burglaries. The police department began working with other city departments to improve neighborhood conditions and reduce the incidence of burglaries.<sup>20</sup>

Today, predictive policing is in its infancy, and it is expected to become more sophisticated and be adopted by more departments in the years to come. Police departments have a wealth of data with which to make predictions about crime and disorder. Predictive policing is discussed in more detail in Chapter 10.

## POLICE GOALS: WHAT DO POLICE DEPARTMENTS DO?

The previous section briefly examined the history of the police and how different periods affected police leadership and management. We can better understand police leadership and management by examining police departments' functions or activities. Organizations generally establish goals to guide their operations and activities. **Goals** are specific results or achievements toward which police departments direct their efforts.<sup>21</sup> In other words, goals delineate what needs to be accomplished. They guide behavior. All activities in a police department should be directed toward the accomplishment of a goal.

Police departments are public agencies and as such serve the public. As such, there are three general categories of police activities: law enforcement, provision of services to the community and citizens, and maintaining order in the community. **Law enforcement** consists of those activities where police officers deter crimes, investigate crimes, and arrest offenders whether for misdemeanors or felonies. The **provision of services** refers to officers engaging in activities such as looking for missing children, providing motorists assistance, and engaging in crime prevention activities. Finally, **order maintenance** is where officers intervene in fights, family disturbances, protests, and other activities to keep the peace. The mix of these activities varies from one community to another as different communities have different needs and problems.

### Mission Statements

One of the ways to clarify a department's goals is to examine its mission statements. A **mission statement** is a statement of a department's commitment to the community, and provides information about how the department will accomplish. For example, the Los Angeles Police Department's (LAPD) mission statement is

...to safeguard the lives and property of the people we serve, to reduce the incidence and fear of crime, and to enhance public safety while working with diverse communities to improve their quality of life.<sup>22</sup>

The LAPD's mission statement establishes broad goals for the department. Administrators then develop programs and tactics to achieve these goals. The mission statement also reassures the public about what the department is attempting to achieve.

### YOU DECIDE...

Today, most police departments have webpages as a way to provide citizens information about the department. These webpages generally contain the department's mission statement. Assume you are a sergeant in a 30-officer police department. A new chief has been hired by the city council. The old chief retired under pressure because many people in the community believed that he was not doing a good job. The news media had attacked him accusing the department of only being concerned with writing traffic tickets. The new chief wants to dispel this perception. The chief has decided to create a webpage for the department and wants to include a mission statement. The chief has

asked you to write a mission statement for the department paying particular attention to the community's impression that the department is only concerned with writing tickets.

### Questions for Discussion

1. Who would you talk with when deciding on what to include in the mission statement?
2. What elements would you include in the mission statement?
3. How would you address the need to better explain what the department does?

Mission statements help police executives to better manage their departments. It is a statement that is transmitted to citizens and officers about what the police department intends to accomplish in the community. It helps to ensure that everyone in the department is on the same page in terms of expectations.

### Strategic Plans

Another way to identify a police department's goals is to examine its strategic plan. A **strategic plan** is a document that details specific goals that a police department is committed to accomplish and the specific strategies the department deploys to accomplish the goals. In some cases, the department will establish benchmarks such as reducing burglaries by 10 percent as a part of the plan. The plan represents a roadmap for police activities. It often advises specific units in the department of the operational format and what they should accomplish.

For example, the Tucson, Arizona, Police Department developed a strategic plan that contained six primary goals:

1. Reduce, Solve, and Prevent Crime
2. Improve Quality of Life Issues
3. Embrace and Integrate Technology throughout the Agency
4. Strengthen Communication
5. Achieve Organizational Excellence and Provide Superior Services
6. Develop Employee Competency and Capabilities<sup>23</sup>

Notice that goals 1 and 2 (and to some extent goal 5) target direct services to the public. The remaining goals focus on improving the department's efficiency and effectiveness. In some cases, departments fail to consider strengthening their organizational and operational capabilities in their strategic plans, but these areas should not be neglected.

The Tucson Police Department's goals are general in nature. However, once goals are established, specific objectives are assigned to each goal. For example, the objectives for Tucson's goal 1—Reduce, Solve, and Prevent Crime—included the following:

1. Establish Effective Enforcement Initiatives
2. Enhance Investigative Initiatives
3. Engage the Community in Joint Problem-Solving and Crime Prevention Activities<sup>24</sup>

Finally, to complete the strategic planning process, each objective is assigned action items. Action items consist of statements that describe more precise language about what is to be accomplished. Each action item is also assigned to a specific unit or commander and given a time line for accomplishment. The action items for the objective Establish Effective Enforcement Initiatives include the following:

1. Research and implement methods to reduce violent crime
2. Conduct educational outreach campaign
3. Implement the data-driven approaches to crime and traffic safety
4. Develop and implement crime prevention strategies based on targeted operational planning and other data-driven approaches
5. Establish a unit dedicated to metal theft
6. Modernize and enhance the capability of the division crime response units; expand to two squads per division, each with 8–10 unmarked vehicles, surveillance, and recording equipment
7. Establish/renew the crime prevention unit
8. Research and develop a plan to work with victims to reduce repeat victimization
9. Establish a unit dedicated to graffiti
10. Establish a vice unit<sup>25</sup>

The action items in the Establish Effective Enforcement Initiatives objective are far reaching, addressing a number of crime problems. Several new units are established. These units will address specific crime problems. In some cases, the action items are designed to enhance the equipment needs of current operational units.

Strategic plans represent an excellent vehicle that assists in leading and managing a police organization. In terms of leadership, a strategic plan advises the organizational members about what the department is attempting to accomplish and the department's priorities. From a management perspective, it provides unit commanders with responsibilities and priorities. The plan helps to coordinate the activities within the department as it ensures that all departmental responsibilities are assigned to specific individuals or persons.

American police departments are presented with a number of challenges and opportunities that affect their efficacy. The following section examines some of these challenges and opportunities.

## CHALLENGES AND OPPORTUNITIES

We see that leadership and management are key ingredients to a successful police organization. Police departments are government agencies that exist and function within society, and as such, various elements within society affect the department and what it does. In other words, police departments do not exist in a vacuum. Police executives and their officers must face these challenges and react to them in a way that minimizes their problematic nature. On the other hand, when opportunities avail themselves, police departments should embrace them and use them to build a more effective police department.

### Challenges to American Policing

We see challenges as situations, conditions, or events that affect policing in terms of creating a problem or adverse situation. They frequently make it more difficult for a department to police its community. Some of these challenges are extremely problematic from the perspective that they make policing much more difficult. Nonetheless, police departments must consider and respond to these challenges.

### Black Lives Matter and the Problem of Police Shootings

**Black Lives Matter** is a national movement that is a reaction to the police shooting black men. It likely has its origin in the shooting of Trayvon Martin, who was killed in 2012 by George Zimmerman, who was a member of a neighborhood watch. The number of police shootings of black men has raised the specter of police racism. According to a *Washington Post* study, 24 percent of those killed by police officers are black, while blacks constitute only 13 percent of the population.<sup>26</sup> In 2015, 991 people were shot dead by the police. The increase in smart phones with video capability and body worn cameras by police has resulted in the sensationalism associated with the many police shootings that have occurred, and they occur rather frequently. Any shooting is likely to be picked up by the media and covered nationally. This national attention results in many Americans believing that all or many police officers are racists and do not refrain from shooting people. Social media adds to the problem. Information about the shooting is quickly spread throughout a community, and unfortunately in many cases, much of the information is false. For example, in September 2016, police officers in Charlotte, North Carolina, shot and killed Keith Scott, which led to violent protests in Charlotte. During the confrontation with police and its aftermath, Scott's wife maintained that Scott did not have a gun, which was broadcast repeatedly in social media. However, upon investigation, it was determined that Mr. Scott did have a gun.<sup>27</sup>



A black lives matter protest.  
Source: Todd Bannor/Alamy Stock Photo



A reaction to Black Lives Matter in police circles has been *blue lives matter*. This call is an effort to point out that dozens of police officers are murdered each year. Police work is increasingly more dangerous. Blue lives matter should not be seen as a method to lessen the problematic nature of the police shootings. Both types of shootings are separate problems that must be reduced. Police departments must take action to ensure that the number of both types of shootings is minimized. This should be a high priority for police leaders.

### Police Legitimacy and Procedural Justice

**Police legitimacy** essentially is the right for officers to use power to enforce the law. This premise is accepted by almost everyone at least to some degree. However, some people and some neighborhoods question police officers' legitimate right to exercise police powers. This largely stems from their perceptions of how they or their acquaintances have been treated in the past. This may have been where they perceive that they were treated unfairly or where they believe that the police did not provide them with an adequate level of service or protection. The police have not met their standard of acceptable behavior. When citizens view the police as illegitimate, they are less likely to abide or obey the police.<sup>28</sup> Police leaders must work to increase the perceptions of police legitimacy and acceptance in all neighborhoods.

**Procedural justice**, on the other hand, is how citizens evaluate police performance. Do they see the police treating them in a fair and just manner?<sup>29</sup> Singular encounters with the public matter; they can cumulatively and over time negatively affect people's perception of the police. Procedural justice can be enhanced when police officers listen and explain their actions to citizens, treat them in a fair manner, show them dignity and respect, and have a trustworthy motive when dealing with citizens.<sup>30</sup> In other words, when police officers give someone a citation or place them under arrest, they can do so in a professional manner. This in many cases is difficult since police officers have so many negative encounters with citizens, but officers can make an effort to treat citizens with dignity and fairness.

Jim Bueermann has identified three principles that police departments should adopt in order to enhance their legitimacy in the community.<sup>31</sup> First, a department must be **value-driven**; a department must adopt, articulate, and abide by values such as community collaboration, ethics, excellence, and respect for all community constituents. Second, a police department must be a **catalyst for change** not only within the department but also within the community. The department must solve community problems and collaborate with segments within the community to adopt progressive reforms to mediate problems. Finally, departments must train and hold officers **accountable** to ensure all officers respond to all segments of the community in highly legitimate ways. Police legitimacy and procedural justice should always be important goals for police leaders.

### Militarization of the Police

**Militarization of the police** refers to when the police use military equipment and tactics to carry out their duties, and the adoption of a military culture when policing certain problems.<sup>32</sup> This has its roots in special weapons and tactics (SWAT) teams. Initially, militarized police units were used to intervene in dangerous situations such as barricaded persons, serving drug search and arrest warrants, and so on. However, the services of these units have expanded over time in many police departments, and they now are deployed in an array of situations. It is not uncommon to see police officers masked and dressed in military garb when the news media covers a situation. Some police departments have obtained armed personnel carriers from the military and use them on city streets.

Militarization affects the culture of a police department. It often results in a mentality that is antithetical to police legitimacy. Police officers tend to take a hard-nosed approach to citizen interactions that otherwise require a level finesse. It also affects public attitudes as perceived over-reactions by the police affect citizens' perceptions of procedural justice. There are circumstances where SWAT types of operations are appropriate. They should be managed by developing policies that dictate when military types of operations can be used. When used, unit commanders should complete after action reports (AARs) that document operations. This will ensure accountability and allow for the evaluation of such operations.

## OPPORTUNITIES FOR AMERICAN POLICING

### Police Body-Worn Cameras

One result from the controversy surrounding Black Lives Matter is that many police departments are now deploying body-worn cameras. The police were opposed to them for many years, because they felt the videos would be used in disciplinary actions or otherwise in court against them. They also believed that the body-worn cameras violated their privacy and the privacy of citizens. These attitudes have changed as more citizens are

## FOCUS ON: POLICE BODY-WORN CAMERAS

Police departments across the country are issuing body-worn cameras to their officers. These cameras capture interactions between police officers and citizens that they encounter; they provide documentation to these encounters. The impact of these cameras has been studied in a number of departments. The Mesa, Arizona, Police Department equipped 50 officers with body-worn cameras and compared their activities to 50 officers who were not issued cameras. The officers equipped with the cameras had a 40 percent decrease in complaints and a 75 percent decrease in use-of-force incidents during the one-year study period.<sup>35</sup> Similarly, the

Phoenix Police Department equipped 56 officers with body-worn cameras and compared their activities with 50 officers who were not equipped with the cameras. Police officers equipped with the cameras reported that they were comfortable with the cameras as well as their interactions with citizens.<sup>36</sup> Over the years, the police have adamantly opposed the use of body cameras. Contemporary research shows that body-worn cameras are now receiving more acceptance in police circles. Moreover, it appears that body-worn cameras are a tool that improves the quality of police work, and they improve police-community relations.

videotaping police encounters with their smart phones. Now the police see body cameras as a tool to counter criticism and better document their interactions with the public. The cameras often validate police officers' actions when there is a citizen complaint.

There are a number of benefits to using body-worn cameras. They increase transparency and citizens' views of procedural justice, and along these lines, they can have a calming effect on citizens and officers during an encounter. Video has evidentiary benefits when resolving complaints and in court. They also provide training opportunities by providing real-life situations.<sup>33</sup> Research has shown that body-worn cameras have a positive impact. Barak Ariel and his colleagues found that they resulted in officers using less force during citizen encounters, and they reduced the number of complaints filed against officers.<sup>34</sup> Police leaders should implement this innovation as it has positive results not only in the department but also in the community. Body-worn cameras will be discussed in more detail in Chapter 14.

### Enhanced Technology

The technology revolution is an ongoing phenomenon that advances in leaps and bounds and there is no end in sight. Today, we are seeing driverless cars, thinking computers, a wealth of methods by which to communicate, and many other advances that assist us in our daily lives. Recent innovations in law enforcement include body cameras, facial recognition, drones, license plate readers, advances in DNA analysis, and so on. Police departments are increasingly using Facebook, Twitter, and other forms of communications to interact with the public. Crime mapping is becoming more sophisticated with some departments using geospatial information to predict crimes. In five years, there will be even more advances, and the process will continue. It is important for police leaders to evaluate and embrace new technology in the future to more effectively deal with the many and varied problems facing law enforcement.

### Police Research and Evidence-Based Policing

As noted earlier, evidence-based policing in decisions about practices and strategies are based on what works or is effective and efficient. When confronted with crime and other problems, police managers should implement strategies that most effectively deal with them. It means that the police should tailor responses to the intricacies associated with the problem. This means that two similar problems may require different responses as a result of the environment or other intervening conditions. It is not good enough to "do what we have done in the past"! It means that police leaders and managers must thoroughly analyze problems and search for new solutions.

Since the Kansas City Preventive Patrol Experiment in 1972, researchers have been examining police operations. Today, there is a substantial body of research to inform police leaders about what works when confronting police problems. For example, Cody Telep and David Weisburd recently reviewed the police literature and identified studies that showed positive effects for hot spot policing, focused deterrence strategies, problem-oriented policing, disorder policing, illegal firearms possession, DNA, and drug enforcement.<sup>37</sup> Thus, there is a wealth of programs from which police leaders can select to counter problems. Moreover, studies not only describe the strategies but also describe the conditions surrounding the problems that resulted in program implementation. These types of information can substantially assist police leaders and managers to reduce crime and disorder in their communities.

## Summary

This chapter started with an overview of organizations, which will be explored in more detail in Chapter 2. Police departments are organizations that must provide services to the public in an effective and efficient manner. Organization theory and structure play an important role in policing. As a part of this discussion, we examined the meaning of leadership and management, two key ingredients in organizations. We provided some context to police leadership and management by briefly examining policing from an historical framework. History is useful in that it provides us with information about how we arrived at our current organizational arrangements.

This chapter briefly examined the concept of police goals. Goals are important as they establish standards for performance. We demonstrated how goals often are enumerated in police department mission statements and strategic plans. Finally, we briefly discussed some of the challenges and opportunities confronting American law enforcement. It is important for police leaders to confront the challenges and take advantage of the opportunities.

The environment of policing is constantly changing, and police leaders must be forward-thinking and ensure their departments continue to move forward in an effective manner.

## Discussion Questions

1. What is leadership and how does it affect the police organization?
2. What is management and what are the levels of management in a police department?
3. Explain how English policing affected the creation of policing in the United States.
4. What are police legitimacy and procedural justice? Explain how they affect policing and why they are important.
5. What is an organization? How do police departments meet the three criteria that describe an organization?
6. Explain why evidence-based policing is important. Provide an example of evidence-based policing.
7. Why are mission statements important? What do you think is the primary mission of police departments?

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# The Dynamics of Police Organizations: Structure and Theories

## STUDENT LEARNING OUTCOMES

After reading this chapter, the student will:

- understand scientific management and how it applies to organizing work
- be able to describe POSDCORB and discuss its components
- know Max Weber's contribution to administration and management
- understand the three ways in which police tasks are organized
- be able to describe the Hawthorne experiments and their impact on management
- distinguish between theory X and theory Y
- be able to explain Maslow's hierarchy of needs and apply it to motivation
- describe how culture affects police management
- know what the informal organization is and how it can affect police departments
- know what the linking pin system is and how it would apply to police hierarchy
- know what a matrix structure is and how it could be used in police departments
- be able to compare human relations theory with traditional police management
- know how chain of command, specialization, and unity of command are applied in police departments
- understand the relationship between delegation of authority and chain of command

## KEY TERMS AND CONCEPTS

- |  |                          |
|--|--------------------------|
| • Administration                         | • Human relations theory |
| • Administrative theory                  | • Inertia                |
| • Bureaucracy                            | • Informal organization  |
| • Chain of command                       | • Linking pin system     |
| • Community policing and problem solving | • Management             |
| • Culture                                | • Matrix structure       |
| • Delegation of authority                | • Max Weber              |
| • Employee-centered management           | • Organization           |
| • Excessive layering                     | • Organizational theory  |
| • Function                               | • Policies               |
| • Functional supervision                 | • POSDCORB               |
| • Geography                              | • Procedures             |
| • Hawthorne experiments                  | • Rules and regulations  |
| • Hierarchy of authority                 | • Scientific management  |
| • Hierarchy of needs                     | • Span of control        |



- Special operations
- Specialization
- Systems theory
- Theory X
- Theory Y
- Time
- Unity of command

## INTRODUCTION

We touched on the subject of organizations in Chapter 1. Here, we explore organizations, especially police organizations, in more detail. Organizations to some extent are living entities in that they are constantly changing. Police executives often change their departments' structure to meet the changing needs of the community; they must be adaptive. They also can be considered to be living in that they have a nervous system—a chain of command where communications such as orders, policies, strategies, and decisions flow throughout the organization to control and coordinate activities. Police leaders and managers play key roles in these processes; they move the organization in the right direction.

Generally speaking, here we are referring to police administration. **Administration** refers to the cumulative processes that direct and move the department. Police chiefs, sheriffs, and their executive staffs are considered to be administrators. They make decisions about what problems to address and how the departments should respond to them. Administration often is seen as the overall management of a department. Administration basically consists of two primary elements, organization and management.<sup>1</sup>

**Organization**, as discussed in Chapter 1, refers to the structure of a department. Large police departments with hundreds of officers can structure their departments in a variety of ways. Structure is dictated by the demands made upon the police department. Structuring essentially concerns the decision about which operational units will be created in the department and the assistant chiefs or other executives will be responsible for them. For example, if a city has a gang problem, the chief may consider forming a gang unit. The decision will be predicated on (1) the extent of the gang problem, (2) the number of officers that would have to be moved from other units to staff the gang unit and the effect on the other units, and (3) the presence of more pressing policing problems that must be addressed. Organization is important since a poorly organized department may not effectively meet the community's needs.

Again, **management** concerns the processes that occur within the structure. These processes include decision making, communications, staffing, command and control, planning, and budgeting. Management refers to the activities of the leaders and managers when directing the department. There are different kinds of managers in a police department. There are ranks such as assistant chief, major, captain, lieutenant, and sergeant. These managers will be assigned to different units in the department, requiring some of them to have different duties and responsibilities. Nonetheless, all of them will be involved in the management processes.

## THE DEVELOPMENT OF ORGANIZATIONAL THEORY AND ITS APPLICATION TO POLICING

The following sections examine the development of **organizational theory**, which explains how an organization operates and provides the background for understanding leadership and management. It begins with early organizational thought and finally examines more contemporary organizational models. This section provides an historical perspective of organizational theory, which is important to understanding how organizations operate.

### Scientific Management

Frederick Taylor, whom many consider to be the “father of **scientific management**,” sought to refine management techniques by studying how workers might become more complete extensions of machines.<sup>2</sup> Taylor was primarily interested in discovering the best means for getting the most out of employees. He believed that work could be studied and procedures implemented to make work more efficient. He studied workers at Bethlehem Steel in Pennsylvania where he worked as chief engineer in 1898. Taylor maintained that management knew little about the limits of worker production and was the first to introduce time and motion studies to test his argument.

Taylor believed that by observing workers in action, wasted motions could be eliminated and production increased. He began by measuring the amount of time it took workers to shovel and carry pig iron. Taylor then standardized the work into specific tasks, improved worker selection and training, established workplace rules,

and advocated close supervision of workers by a foreman. In doing so, he made sure that workers were not overworked—tired workers were not productive.

The results were incredible; worker productivity soared. The total number of shovelers needed dropped from about 600 to 140, and worker earnings increased from \$1.15 to \$1.88 per day. The average cost of handling a long ton (2,240 pounds) dropped from \$0.072 to \$0.033. His application of scientific management reduced labor costs and benefited the employees.

Although criticized by unions for his management-oriented views, Taylor nonetheless proved that administrators must know their employees and their work. He proved that work should be designed, not haphazard. His views caught on and soon emphasis was placed on the formal administrative structure; later, such terms as *authority*, *chain of command*, *span of control*, and *division of labor* (discussed later) became part of the workplace vocabulary.

Taylor's work also spawned the idea of functional supervision, which is applicable to policing. In Taylor's time, supervisors were assigned to jobs but did not always have the technical expertise to adequately supervise their subordinates. **Functional supervision** entailed having several different supervisors on a job so that each one oversaw a particular aspect or part of the job—a part he or she had expertise in and could provide adequate supervision over. Functional supervision is important in policing. For example, a sergeant supervising criminal investigations must have expertise in investigations, while a sergeant in traffic must have expertise in accident investigation and selective enforcement techniques. Police executives attempt to make patrol work more efficient by designing patrol beats so that officers have the time to respond to all the calls that occur in each beat.

## Bureaucratic Management

Police departments without question are organizations. They have policies and procedures that restrict behavior and are guided through a process of supervision and management. Work is further controlled by dividing it across units or offices. They are very rigid in terms of how they deal with the public and the organization's members. Police agencies certainly fit the description of a bureaucracy. They are managed by being organized into a number of specialized units. Administrators, managers, and supervisors exist to ensure that these units work together toward a common goal; each unit working independently would lead to fragmentation, conflict, and competition and would subvert the entire organization's goals and purposes. Also, police agencies consist of people who interact within the organization and with external organizations, and they exist to serve the public.

The development of an organization requires careful consideration, or the agency may be unable to respond efficiently to community needs. For example, the creation of too many specialized units in a police department (e.g., street crimes, bicycle patrol, media relations, or domestic violence) may obligate too many officers to these functions and result in too few patrol officers. As a rule of thumb, at least 55 percent of all sworn personnel should be assigned to patrol.<sup>3</sup> One national study found that the percentage of police officers assigned to patrol ranged from 54 to 96 percent of the total officers in departments.<sup>4</sup> Patrol is the backbone of a police department, and there must be enough officers assigned to patrol to respond to calls, prevent crime, and mediate disorder situations.

Police administrators, through a mission statement, policies and procedures, a proper management style, and direction, attempt to ensure that the organization maintains its overall goals of crime suppression, order maintenance, and investigation, and that it works amicably with other organizations and people. As the organization becomes larger, the need becomes greater for people to cooperate to achieve organizational goals. (Formal organizational structures, which assist in this endeavor by spelling out areas of responsibility, lines of communication, and the chain of command, are discussed later.)

As noted, police organizations in the United States are also bureaucracies, as are virtually all large organizations in modern society, such as the military, universities, and corporations.<sup>5</sup> In popular terms, a **bureaucracy** has often come to be viewed in a negative light, as slow, ponderous, routine, complicated, and composed of “red tape,” which frustrates its members and clients.<sup>6</sup> This image is far from the ideal or pure bureaucracy developed by Max Weber, the German sociologist, who claimed in 1947 that a bureaucratic organization,

...from a purely technical point of view, [is] capable of attaining the highest degree of efficiency and is the most rational known means of carrying out imperative control over human beings. It is superior to any other form in precision, in stability, in the stringency of its discipline, and in its reliability, and is formally capable of application to all kinds of administrative tasks.<sup>7</sup>

The administration of most police organizations is based on the traditional, pyramidal, quasi-military organizational structure containing the elements of a bureaucracy: specialized functions, adherence to fixed rules, and a

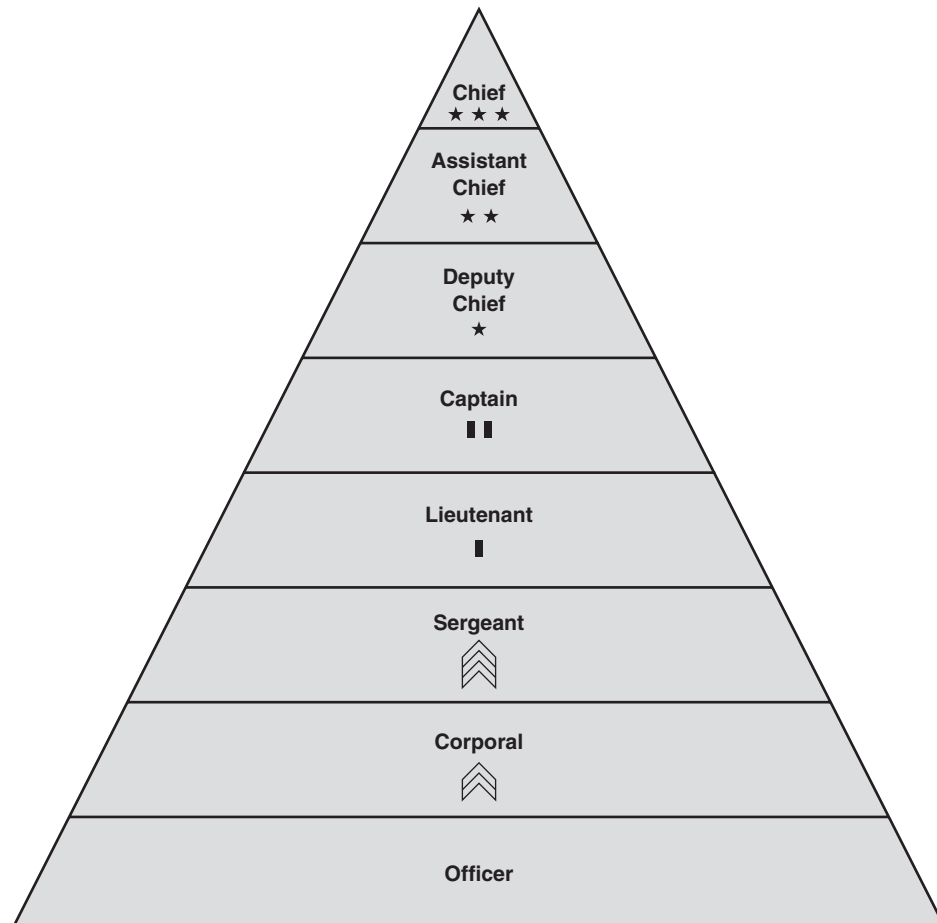
hierarchy of authority. This pyramidal organizational environment is undergoing increasing challenges, especially as a result of the implementation of community policing by departments.

A simple structure indicating the hierarchy of authority or **chain of command** is shown in Figure 2-1.

To a large extent, police agencies are similar in their structure and management process. The major differences between agencies exist between the large and the very small agencies; the former will be more complex, with much more specialization, a more complex hierarchical structure, and a greater degree of authoritarian style of command. This bureaucratic model is especially prevalent in large police organizations.<sup>8</sup>

In the 1970s, experts on police organization, such as Egon Bittner,<sup>9</sup> contended that the military-bureaucratic organization of the police was a serious handicap that created obstacles to the development of a truly professional police system. The reasons for this disillusionment include the quasi-military rank and disciplinary structures within police organizations; the lack of opportunity of management to match talent and positions; the organizational restrictions on personal freedom of expression, association, and dress; communication blockage in the tall structure; the organizational clinging to outmoded methods of operation; the lack of management flexibility; and the narrowness of job descriptions in the lower ranks of police organizations.<sup>10</sup> This criticism continues as proponents of community policing advocate that bureaucratic police departments should be decentralized so that decisions are made at lower levels of the department, allowing operational units to better meet citizen demands.<sup>11</sup>

Notwithstanding this growing disenchantment with the traditional bureaucratic structure of police organizations, this structure continues to prevail; for many administrators, it is still the best structure when rapid leadership and division of labor are required in times of crises. It also remains the most effective format to manage large organizations like the New York City Police Department or the Chicago Police Department.<sup>12</sup> A number of agencies have experimented with other approaches, and the results have been mixed. Most departments have elected to retain the classical police structure or portions of it.<sup>13</sup>



**FIGURE 2-1** Traditional Pyramidal Chain of Command

## ADMINISTRATIVE THEORY

**Administrative theory** seeks to identify generic or universal components or activities associated with administration. It is the search for those activities that allow the organization to better reach its goals. There are numerous ways by which an organization can be operated, and finding the right ones is important. The following section examines classical organizational theory. Classical organizational theory is the first cohesive set of principles used to manage organizations, and it is associated with bureaucracy in that classical organizational theory is very rigid and controlling, giving workers little discretion or latitude in how they do their jobs. Key contributors to this school are Luther Gulick, and Lyndall Urwick<sup>14</sup> and Max Weber.<sup>15</sup> Gulick and Urwick's contribution was POSDCORB, which is an acronym that identifies the management processes in an organization. Weber, on the other hand, studied successful organizations and identified the attributes that led to their successes.

### POSDCORB

As noted, Gulick and Urwick (1937) examined the role of administration and identified several key management functions. They articulated these functions using the acronym **POSDCORB** (for *planning, organizing, staffing, directing, coordinating, reporting, and budgeting*), as noted in Figure 2-2. Gulick and Urwick were most interested in how organizations might be structured and the role of managers within them. POSDCORB identified the key administrative activities that occupy the majority of a manager's time, and they remain important activities for police leaders and managers.

### Weber's Principles of Management

**Max Weber** identified the attributes of successful organizations. He studied the Catholic Church and the Prussian Army, two organizations that at the time were considered effective and efficient. As such, he identified several principles that when applied to an organization resulted in a measure of managerial effectiveness.

### Hierarchy of Authority or Chain of Command

Weber's first principle is **hierarchy of authority** or chain of command. The chain of command is a hierarchy of authority because officers at higher ranks have more authority to make decisions and issue commands as compared to those under them in the chain of command. A police chain of command is displayed in Figure 2-1. The chain of command provides consistency in an organization in that every officer reports to a superior officer and allows for coordination and communication. For example, a patrol sergeant may receive orders from a lieutenant about priorities or goals. The sergeant then will provide officers with specific orders or assignments. The lieutenant likely had been given orders or direction from the captain. The captain issues orders to all the lieutenants that allow them to cohesively address a problem.

An important question when organizing a police department concerns how many levels a department should have in its chain of command. One study found that large American police departments averaged from nine to thirteen levels of rank or hierarchy.<sup>16</sup> A common problem is **excessive layering**. This refers to when there are too many levels of rank, and when this occurs the department often becomes more bureaucratic. It results in orders and information having to flow through too many subordinate managers and leaders, and this results in the department being too slow to act in some cases. There is no formula when determining the levels of rank in a department. However, ranking personnel should have ample responsibilities, but at the same time not be overburdened with work to the point that they cannot adequately supervise their subordinates and manage their responsibilities.

**Planning**—working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set for the enterprise.

**Organizing**—establishment of the formal structure of authority through which work subdivisions are arranged, defined, and coordinated for the defined objective.

**Staffing**—the whole personnel function of bringing in and training the staff and maintaining favorable conditions at work.

**Directing**—the continuous task of making decisions, embodying them in specific and general orders and instructions, and serving as a leader of the enterprise.

**Coordinating**—the all-important duty of interrelating the various parts of the work.

**Reporting**—keeping those to whom the execution is responsible informed about what is going on, which includes keeping himself and his subordinates informed through records, research, and inspection.

**Budgeting**—all that goes with budgeting in the form of fiscal planning, accounting, and control.

FIGURE 2-2 POSDCORB

## Span of Control

Span of control is the key factor when deciding on the levels of rank in a chain of command. **Span of control** refers to the number of officers or civilian employees that a superior officer can effectively supervise. At the top of the organization the limit is small, normally three to five. This small span of control is because problems and issues addressed by chiefs and their staffs normally are complex, involving several units and large numbers of officers in the department. Complex problems require a reduction in the span of control.

Larger numbers of officers can be supervised at the lower levels of the organization depending on factors such as the capacity of the supervisor and those persons supervised, the type of work performed, the complexity of the work, the geographical area covered, the time needed to perform the tasks, and the type of persons served. Normally, a patrol sergeant will supervise six to ten officers. Sergeants can supervise a limited number of officers because the officers typically are assigned across a large geographical area, several beats. Patrol lieutenants may have four or five sergeants reporting to them. This distribution of supervisors and managers applies to most of the units in a police department.

Some advocate for larger spans of control to reduce excessive layering. It is believed that larger spans of control reduce such problems as the distortion of information as it flows through the organization; slow, ineffective decision making and action; increased functional roadblocks and “turf protection”; emphasis on controlling the bureaucracy rather than on customer service; higher costs due to the larger number of managers and management support staff; and less responsibility assumed by subordinates for the quality of their work. Some also argue that rank-and-file employees favor larger spans of control because they receive less detailed and micromanaged supervision, greater responsibility, and a higher level of trust from their supervisors.<sup>17</sup>

There potentially is a major disadvantage to having a larger span of control. A large span of control means there is less time for any one supervisor to spend with any one subordinate. This limited time is reduced even more if a supervisor has to spend more time with a few new or problem employees. Thus, when designing a department’s chain of command, careful consideration must be given to the span of control.

## Specialization

**Specialization** is another important organizational principle, and it refers to grouping similar tasks into specialized units to facilitate productivity. There are three methods by which to implement specialization: (1) function, (2) geography, and (3) time.<sup>18</sup> Police departments organize tasks or activities by **function**—patrol, traffic, criminal investigation, training, domestic violence, gangs, drugs, and so on. For example, a detective unit will be responsible for criminal investigations. In large departments there may be specialization within the detective unit. Figure 2-3 shows the criminal investigation organization in the Omaha Police Department.

As shown in the Omaha example, detectives assigned to the robbery unit investigate all the robberies, and the same is true for the detectives assigned to the other units. This specialization increases detectives’ proficiency. They come to understand the criminals who commit crimes; they know the types of evidence that likely will be at a crime scene; and they know various criminals’ *modus operandi*. Specialization by function increases the ability of officers to do their jobs. Moreover, there is enough work in Omaha to keep the detectives in these units occupied.

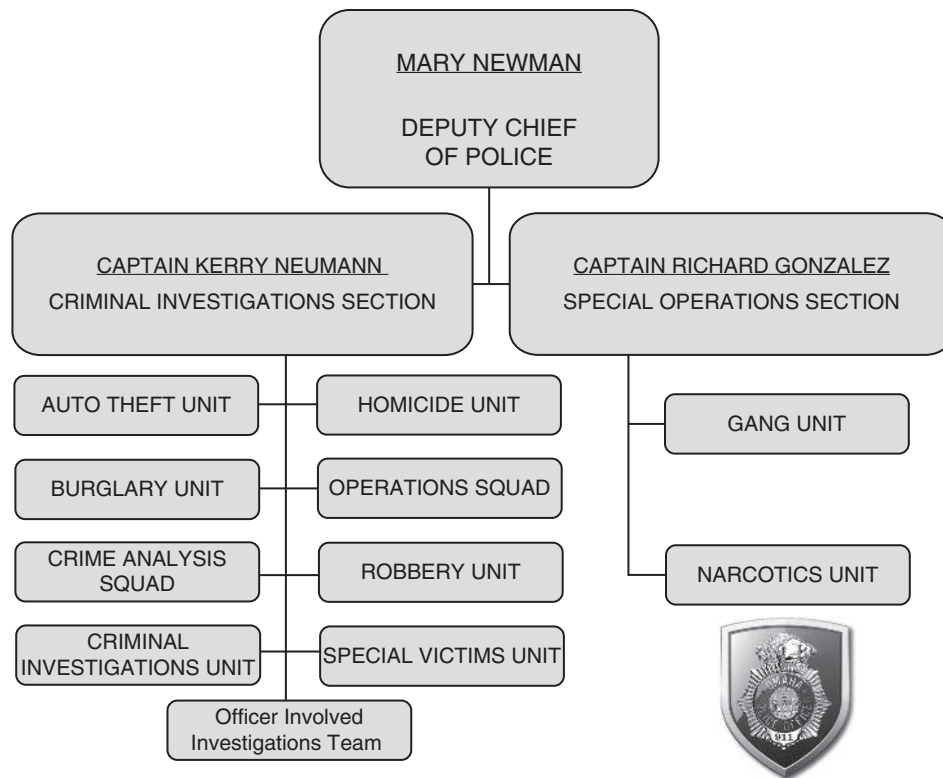
### FOCUS ON: SEATTLE POLICE DEPARTMENT REFORMS ITS BEAT STRUCTURE

Recently, the Seattle Police Department reorganized its beat structure. Many police departments reorganize their beats because crime, disorder, and calls for service patterns will change over time. This is due to population shifts, the construction of new housing and roadways, and a number of economic factors. Prior to the change, the department had 51 beats. The new beat boundaries are more consistent with the city’s neighborhoods. This allows the department to provide better information about crime in their

neighborhoods. They are also consistent with the census tracts (census tracts are geographical areas that are used by the census to gather demographic information in a community). This will allow the department to monitor population growth and demographic changes and their impact on crime.

*Source:* Based on Seattle Police Department, <http://spdblotter.seattle.gov/2015/01/27/spd-adds-supervisors-shifts-police-beats-as-part-of-reform-efforts/>





**FIGURE 2-3** Omaha Police Department Criminal Investigation Unit Organization

Source: Omaha Police Department, *Criminal Investigations Bureau*. [http://police.cityofomaha.org/images/Annual\\_Reports/2015-Annual-Report-.pdf](http://police.cityofomaha.org/images/Annual_Reports/2015-Annual-Report-.pdf). Used with permission by Omaha Police Department, Criminal Investigations Bureau.

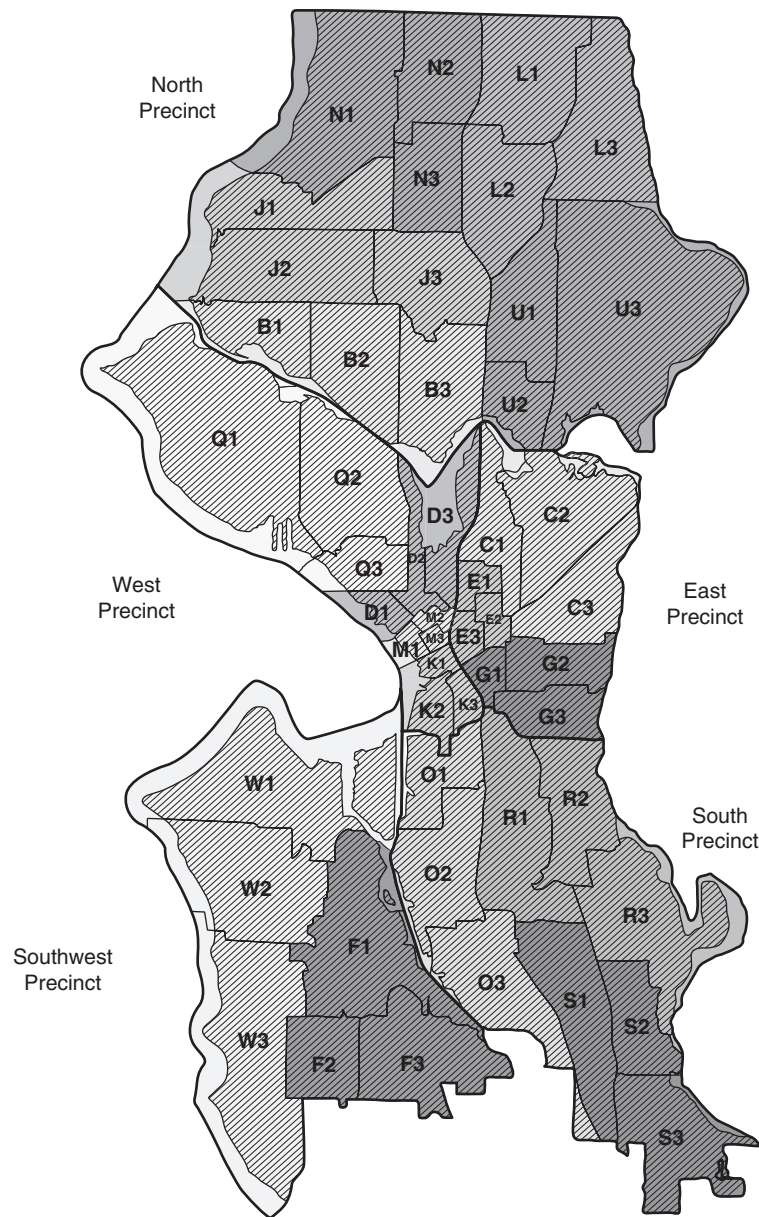
Specialization by **geography** refers to organizing tasks by different areas. For example, Figure 2-4 shows the beat structure for the Seattle Police Department. Notice that there are five precincts and each precinct is divided into several patrol beats. Seattle, like other large cities and counties, must make geographical divisions like precincts. Operating from one centralized location such as a headquarters would be ineffective given the number of officers in the department and the large geographical area policed by the department. The beats allow the department to divide work among the patrol officers. Each beat should represent the number of calls that a patrol officer can handle during a patrol shift while having enough time to patrol. In some cases, a large department will assign detectives to these precincts, especially when a department has a large number of detectives. This allows the detectives to work more closely with patrol officers who are familiar with activities that occur on their beats.

Finally, specialization by **time** refers to organizing work by shifts. Most police departments will have three or four shifts, with the fourth shift overlapping during peak periods when there are large numbers of calls for service. Each shift may be commanded by a lieutenant or captain depending on the size of the department. The lieutenant or captain is responsible for all activities during the shift. Traffic and investigative units often have multiple shifts, but in many cases they will have only two shifts (days and evenings) as early morning hours may not require the personnel. The number of shifts is driven by activity.

Specialization allows for more control in a police department. The patrol shift commanders can be held accountable for problems that occur during their shifts. This motivates them to monitor activities and make adjustments when necessary. The same is true for detective supervisors and managers. If the clearance rate for homicides declines precipitously, the chief can discuss the problem with the homicide unit commander. Specialization is an important vehicle for police executives to exert control over their departments. When there is a problem, the chief or other staff member knows who to contact to investigate the situation.

### Delegation of Authority

Delegation of authority is another management principle associated with classical organizational theory. **Delegation of authority** essentially is the assignment of tasks and responsibilities to subordinate managers and supervisors and holding them accountable for their accomplishment. Police chiefs and sheriffs delegate many operational



**FIGURE 2-4** Beat Structure for the Seattle Police Department

Source: Beat Structure for the Seattle Police Department, Seattle Police Department retrieved from [http://www.seattle.gov/police/maps/precinct\\_map.htm](http://www.seattle.gov/police/maps/precinct_map.htm)

responsibilities to their managers. For example, the commander of a traffic unit is responsible for reducing accidents and expediting the traffic flow, and in some jurisdictions, for generating revenue. If the traffic commander does not adequately attend to these responsibilities, he or she may be replaced or otherwise held accountable.

An important caveat associated with delegation of authority is that when responsibilities are delegated, the people being held accountable must have commensurate authority. They must have supervisory power to guide their subordinates toward the objective. Too often police managers are given responsibilities, but are not free of interference from their commanders. Good leadership entails that leaders trust and support their subordinate managers and supervisors.

### Unity of Command

Unity of command is another important principle. **Unity of command** refers to placing one officer in command or in control of every situation and officer, and every officer should report to one and only one superior (following the chain of command). The unity of command principle applies to administrators and managers as well.





Police officers receiving guidance from their superior.

Source: Alex Segre/Alamy Stock Photo

That is, they do not skip over a sergeant or other supervisor and give commands directly to an officer. This ensures that everyone in the chain of command is aware of priorities and actions that subordinates take.

Ambiguity over authority occurs frequently in police organizations. Detectives and patrol officers often dispute who has authority over a criminal case; officers in two different patrol beats may disagree over who has responsibility for a call for service that is located on a beat boundary. Numerous situations result in conflict because the lines of authority are sometimes unclear. As departments become larger and more complex, the extent of conflict naturally increases.

The unity of command principle also ensures that multiple and/or conflicting orders are not issued to the same police officers by several supervisors. For example, a patrol sergeant might arrive at a hostage situation and deploy personnel and give all the appropriate orders, only to have a shift lieutenant or captain come to the scene and countermand the sergeant's orders or give new orders. This type of situation would obviously be counterproductive for all persons concerned, and it would confuse officers at the scene. It is also important that all officers know and follow the chain of command at such incidents. In this example, the shift lieutenant or captain normally should consult with the sergeant before taking charge of the situation or giving any orders. This allows for consistency of leadership at the scene.

### **Policies, Procedures, and Rules and Regulations**

In policing, policies, procedures, and rules and regulations are important for defining role expectations for officers. In essence, they specify how officers should do their jobs. The department relies on these directives to guide or control officers' behavior and performance. Because police agencies are intended to be service-oriented in nature, they must work within well-defined, specific guidelines designed to ensure that all officers conform to behavior that will enhance public protection.<sup>19</sup> Police supervisors must control officer behavior, but it is hoped that officers have the initiative and dedication to perform up to departmental standards.

Police agencies normally distribute their policies, procedures, and rules and regulations in the form of General Orders. Larger agencies may have as many as a hundred General Orders, covering topics such as code of conduct, use of force, and pursuit driving. The General Order normally begins with a policy statement about the subject and then follows with detailed procedures concerning how the order will work in practice. Figure 2-5 is an example of a police agency's General Order. Notice how the General Order provides fairly specific guidelines. Such orders provide officers specific guidance about various tasks and responsibilities.

<b>POLICE DEPARTMENT GENERAL ORDER</b>		
<b>Legal Advisor:</b>	<b>Approving Deputy Chief:</b>	<b>Chief of Police:</b>
<b>General Order No: 3/254.000</b> <b>DOMESTIC VIOLENCE</b>		
<b>Date Issued:</b> November 4, 2007	<b>Last Review:</b> NOV/08	

**I. POLICY**

The Anywhere USA Police Department recognizes that domestic violence has serious consequences to the family involved and necessitates prompt and thorough investigation. The Anywhere USA Police Department will investigate all calls for service involving domestic violence, recognizing that an aggressive policy of arresting domestic violence assailants leads to the reduction of domestic violence crimes and domestic homicides.

**II. PROCEDURES**

Officers will adhere to the arrest requirements as set forth under State Law PC 170.137:

170.137 Domestic violence: When arrest required; report required; compilation of statistics.

1. Except as otherwise provided in subsection 2, whether or not a warrant has been issued, a peace officer shall, unless mitigating circumstances exist, arrest a person when he has probable cause to believe that the person to be arrested has, within the preceding 24 hours, committed a battery upon his spouse, former spouse, any other person to whom he is related by blood or marriage, a person with whom he is or was actually residing, a person with whom he has had or is having a dating relationship, a person with whom he has a child in common, the minor child of any of those persons or his minor child.
2. If the peace officer has probable cause to believe that a battery described in subsection 1 was a mutual battery, he shall attempt to determine which person was the primary physical aggressor. If the peace officer determines that one of the persons who allegedly committed a battery was the primary physical aggressor involved in the incident, the peace officer is not required to arrest any other person believed to have committed a battery during the incident. In determining whether a person is a primary physical aggressor for the purposes of this subsection, the peace officer shall consider:
  - (a) Prior domestic violence involving either person;
  - (b) The relative severity of the injuries inflicted upon the persons involved;
  - (c) The potential for future injury;
  - (d) Whether one of the alleged batteries was committed in self-defense;

**FIGURE 2-5** Example of a Police Agency's General Order

Police officers have a great deal of discretion when answering calls for service or performing investigations.<sup>20</sup> The task for the supervisor is to find the middle ground between wide discretionary authority possessed by the police and total standardization. The police role is much too ambiguous and complex to become totally standardized, but it is also much too serious and important to be left completely to the total discretion of officers. Officers will often seek a supervisor's opinion and guidance in discretionary matters. This requires that a supervisor is well informed about all policies, procedures, and rules and regulations. In some cases, the supervisor must seek clarification from his or her manager, especially in abnormal situations.

**Policies** are quite general and serve as guides to thinking, rather than action. Policies reflect the purpose and philosophy of the organization and help interpret those elements to the officers. An example of a policy might be that when answering calls at locations with a history of multiple calls, officers should attempt to identify the cause of the problems and take remedial action. A number of departments today are expanding on the idea of policies or guides and developing mission statements and value statements for officers. These mission and value statements are overarching guides that attempt to provide direction to officers as they perform their various job duties.

**Procedures** are more detailed than policies and provide the preferred methods for handling matters pertaining to investigation, patrol, booking, radio procedures, filing reports, roll call, use of force, arrest, sick leave, evidence handling, promotion, and many more job elements. Procedures describe how officers are to complete a specific task. This allows for consistency and control as officers do their jobs. For example, a department's policy on how evidence is handled ensures that all evidence is handled in the same manner, and this ensures that the evidence can be admitted in court.

**Rules and regulations** are specific guidelines that leave little or no latitude for individual discretion. Some examples are requirements that police officers not smoke in public, check the operation of their vehicle and equipment before going on patrol, not consume alcoholic beverages within a specified number of hours of going on duty, arrive in court or at roll call early, or specify the type of weapons that officers carry on or off duty. Rules and regulations are not always popular, especially if perceived as unfair or unrelated to the job. Nonetheless, it is the supervisor's responsibility to ensure that officers perform these tasks with the same degree of professional demeanor as other job duties. As Thomas Reddin, former Los Angeles police chief, stated:

Certainly we must have rules, regulations and procedures, and they should be followed. But they are no substitutes for initiative and intelligence. The more a [person] is given an opportunity to make decisions and, in the process, to learn, the more rules and regulations will be followed.<sup>21</sup>

This section described the principles of organization that are rooted in the classical model of organizations. They fairly effectively divided work into groups and allowed leaders to closely monitor and control activities. When adhered too closely they mirror a military model with lower-level personnel having little discretion or input into how work is conducted. They, to some extent, are present in all large organizations.<sup>22</sup> When excessively followed, they can negatively affect morale and productivity. This problem resulted in the creation of new models, particularly the human relations organizational model.

### The Emergence of Human Relations Theory

Dissatisfaction with classical organizational theory began to develop in the 1930s. The emergence of labor unions had begun to put pressure on management to develop more humane and effective ways of managing and supervising workers. The human relations school of management evolved as a result of this dissatisfaction as well as from the Hawthorne experiments in the early 1930s.

### Hawthorne Experiments

The **Hawthorne experiments** provided the first glimpse of **human relations theory**. The Western Electric Company conducted a number of scientific management studies at its Hawthorne facilities in Chicago from 1927 through 1932. The experiments were an attempt to determine the level of illumination (light) and pattern of employee breaks that produced the highest levels of worker productivity. The researchers segregated a group of workers in an area and made numerous and varied changes in the levels of illumination and the length and number of work breaks. It was believed that if the optimal level of illumination and number and duration of work breaks could be discovered, employees would be more productive. Productivity increased as these two variables were manipulated. Ultimately, however, no consistent pattern in the changes in production relative to the changes in lighting and work breaks emerged. Productivity increased when work breaks were increased, and it increased when work breaks were reduced. The same pattern occurred when illumination was increased and

### YOU DECIDE...

You are a lieutenant in the Pleasantville Police Department, a small suburban community outside a large metropolitan city. Three days ago one of the officers was involved in a pursuit that ended badly. The officer was involved in a crash with a vehicle that was not involved in the pursuit, and the crash resulted in the death of two civilians. Your department did not have a pursuit policy. The local newspaper as well as the media in the metro area has given the incident a massive amount of coverage. The media has pointed out that thousands of innocent people have died as a result of wayward police pursuits, and that professional police departments have policies that restrict them. Some reporters suggested that the Pleasantville Police Department should not even get involved in pursuits and should leave them to the sheriff's department. The crash and the negative news coverage have led the city council to demand that the police take action.

The chief, realizing that she must take action, asks you to develop a pursuit policy for the department. She instructs you to make sure that it is comprehensive and will better ensure the safety of motorists in the city.

#### Questions for Discussion

1. Would you prevent officers from engaging in any pursuits?
2. If you allowed pursuits, for which crimes and offenses would it be permissible for officers to engage in a pursuit?
3. What restrictions would you place on officers if they became involved in a pursuit?
4. If there are pursuits, how would you ensure that they were properly supervised?

reduced. Given the inconsistencies, the researchers could not discern why productivity was changing. Finally, the increases in productivity were attributed to worker job satisfaction from increased involvement and concern on the part of management. In essence, management's displayed concern for the workers, as evidenced in the experiment itself, resulted in higher morale and productivity.<sup>23</sup>

Prior to the Hawthorne experiments, employers were not concerned with employees or their feelings. It was assumed that employees followed management's dictates. The Hawthorne experiments spurred a significant change in the relationship between management and employees. Management realized that individual workers and the work group itself could have just as much impact on productivity as management. The experiments signaled a need for management to harness worker energy and ideas so that management and workers could mutually benefit.

### Theoretical Foundation for Human Relations Organizational Theory

The move to a human relations model of organization was also fueled by a number of theorists. Maslow's **hierarchy of needs**, discussed more thoroughly in Chapter 3, demonstrated that people were motivated by things other than money or material rewards. Maslow postulated that once material needs were met, needs such as belongingness and esteem became the principal motivators.<sup>24</sup>

Douglas McGregor (1966) was a proponent of a more humanistic and democratic approach to management. His work was based on two basic assumptions about people: **Theory X**, which views employees negatively and sees the need for structured organizations with strict hierarchal lines and close supervision; and **Theory Y**, which takes a more humanistic view toward employees, believing that they are capable of being motivated and productive. A further explanation of the assumptions about human nature and behavior that emerges from these divergent theories follows:

#### THEORY X

- The average employee dislikes work and will avoid it whenever possible.
- People are lazy, avoid responsibility, and must be controlled, directed, and coerced to perform their work.
- People are inherently self-centered and do not care about organizational needs.
- People will naturally resist change.

#### THEORY Y

- The average employee does not inherently dislike work.
- People will exercise self-control and are self-directed when motivated to achieve organizational goals.
- People are capable of learning and will not only accept but seek responsibility.
- People's capacity for imagination, ingenuity, and creativity is only partially utilized.

Theory X portrays a dismal view of employees and their motivation to work and supports the traditional model of direction and control, bureaucracy or classical theory. In contrast, Theory Y is more optimistic and leads one to believe that motivated employees will perform productively. Also, Theory Y postulates that managers assume some responsibility to create a climate that is conducive to learning and achieving organizational goals.

Although it may appear that Theory X managers are bad and Theory Y managers are good, McGregor did not support one style over the other. Administrators may need the flexibility of employing one or both theories, depending on the personnel involved and the situation. For example, a supervisor dealing with an officer resisting attempts to remediate unacceptable behavior may need to rely on a Theory X approach until the officer is corrected. On the other hand, a self-motivated and skilled officer given the task of developing a briefing training lesson plan may require limited supervision and therefore can be guided through the task by employing Theory Y.

As a general rule, the police field found bureaucratic management to be more acceptable. In the first half of the last century, police managers were strongly influenced by the reform movement that swept the nation. Corruption was rampant and the key words for resolving the problems were "efficiency" and "control." The goals of progressive chiefs were to gain control of their departments and to reduce political influence. The term human relations was viewed as vague in its meaning, and the military model with its rank and structure was viewed as almost a perfect panacea for resolving the problems of police managers.<sup>25</sup> Moreover, police departments and police chiefs were accountable to the public. One method for the chief to ensure that people and units were operating as envisioned was to enact controls, which were best facilitated by the principles of classical management.

During the 1940s and 1950s, this research led to both private and public organizations recognizing the strong effect of the working environment and informal structures on the organization. In policing, attention



was being paid to job enlargement and enrichment techniques to generate interest in the profession as a career. **Employee-centered management** approaches such as participative management began to appear in policing. By the 1970s, there was also a move away from the traditional pyramid-shaped organizational structure to a more flattened structure with fewer mid-levels of management.<sup>26</sup> This resulted in an increase in responsibilities for managers and first-line supervisors as more responsibilities were delegated downward in the department.

A good example of the application of human relations theory can be found in Rensis Likert's **linking pin system** of participative management where small work groups conduct tasks, and each group was linked together with a manager or supervisor.<sup>27</sup> Figure 2-6 shows how the linking pin system is organized.

Since the linking pin system consists primarily of small work groups, it results in more interaction between group members and supervisors and their superiors. Leadership is participative in that each group is assigned a geographical area or a set of tasks, and group members openly discuss how to best accomplish tasks and objectives. It results in the discussion of potential tactics when responding to a problem, and it results in better decision making. The supervisor stays in contact with his or her superior so that the information is discussed at the next higher level in the chain of command. The superiors also keep their supervisors abreast on discussions and activities. This ensures that information freely flows throughout the organization. Officers at the lowest levels have some input into decisions that are made at higher levels in the chain of command. A number of departments use this format when implementing community policing since community policing activities delve into problems and community building.

### The Systems Approach

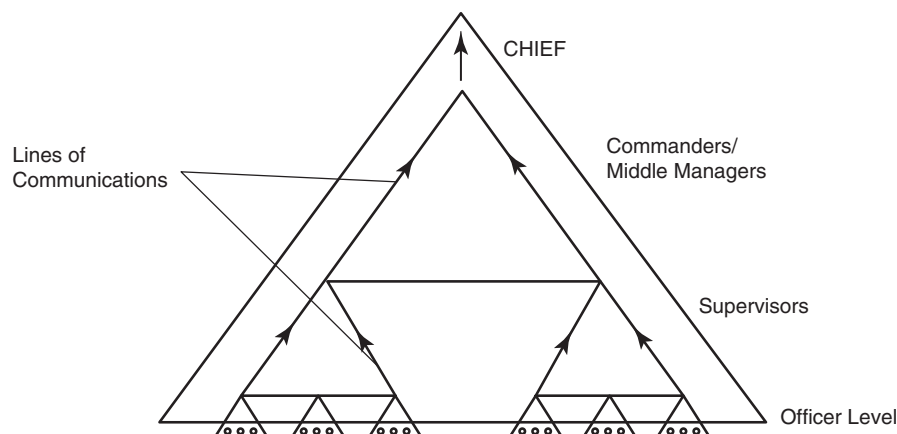
By the mid-1950s, it was apparent that classical organizational theory and the human relations approach were inadequate to ensure a productive organization.<sup>28</sup> Consequently, a new theory, systems theory, began to evolve. **Systems theory** has its roots in biology. An organization is similar to a living organism. It absorbs energy, processes the energy into some kind of output such as services, and attempts to maintain an equilibrium with its environment.

The systems approach emphasizes the interdependence and interrelationship of each and every part to the whole. "A system is composed of elements or subsystems that are related and dependent upon one another. When these subsystems are in interaction with one another, they form a unitary whole."<sup>29</sup> Each unit affects other units and the whole. For example, if patrol officers are deficient in completing the preliminary crime investigations, it will make investigators' jobs more difficult. These interrelationships are present throughout police organizations.

The main premise of the theory is that to fully understand the operation of a department, the department must be viewed as a system or as a whole. The system can be modified only through changes in its parts. A thorough knowledge of how each part functions and the interrelationships among the parts must be present before modifications can be made, because any change in one police unit can and most certainly will affect other units.<sup>30</sup>

This view opposes the way law enforcement agencies traditionally have been organized and have functioned. For example, detective units often work separate and apart from the remainder of the police department. It is not uncommon for other specialized units such as gangs, traffic, and street crimes to work in isolation as well. Functionally, what often occurs is that there are isolated subsystems with limited interrelationships. The systems approach to management attempts to deal with this problem, trying to unify the various parts of the organization into a functioning whole. If these different units communicate and work more closely, they likely will be more productive.

A systems-oriented manager and other leaders must look at the big picture and continually analyze and evaluate how the entire organization is performing with respect to its mission, goals, and objectives. For



**FIGURE 2-6** Likert's Linking Pin System

example, in the case of a new policy regarding police pursuits, a systems-oriented supervisor would be conscious of how the new policy would affect all the organizational divisions, including patrol, investigations, administration, and training. A systems approach also takes into account the potential impact of decisions on external factors, such as the general public, political environment, and other criminal justice agencies. The goal is that all agencies and their units work together to resolve problems.

This section provided a brief introduction to organizational theory. Over time, three different schools of organizational thought have evolved: classical, human relations, and systems. Although various parts of human relations and systems theory can be applied to police organizations, most departments today still use classical theory as the basis for organizing.<sup>31</sup> One study found that 61 percent of police administrators in the study reported that there was no need to change the organizational structure of their departments.<sup>32</sup> Thus, it appears that many police administrators are content with current arrangements.

## RATIONALES AND PURPOSES OF POLICE ORGANIZATIONAL DESIGN

All organizations have an organizational structure, be it basic or highly complex. Administrators, managers, and supervisors use their organizational chart as a blueprint for action. The size of the organization depends on the demand placed on it and the resources available to it. Growth precipitates the need for more people, greater division of labor, specialization, written rules, and other such administrative elements. Police administrators modify or design the structure of their organization to fulfill its mission.

An organizational chart reflects the formal structure of task and authority relationships determined to be most suited to accomplishing the police mission. The major concerns in organizing are as follows:

1. Identifying what jobs need to be done, such as conducting the initial investigation, performing the follow-up investigation, and providing for the custody of evidence seized at crime scenes.
2. Determining how to group the jobs, such as those responsible for patrol, investigation, and the operation of the property room.
3. Forming levels of authority, such as officer, detective, corporal, sergeant, lieutenant, and captain.
4. Equalizing responsibility—if a sergeant has the responsibility to supervise seven detectives, that sergeant must have sufficient authority to discharge that responsibility properly or he or she cannot be held accountable for any results.<sup>33</sup>

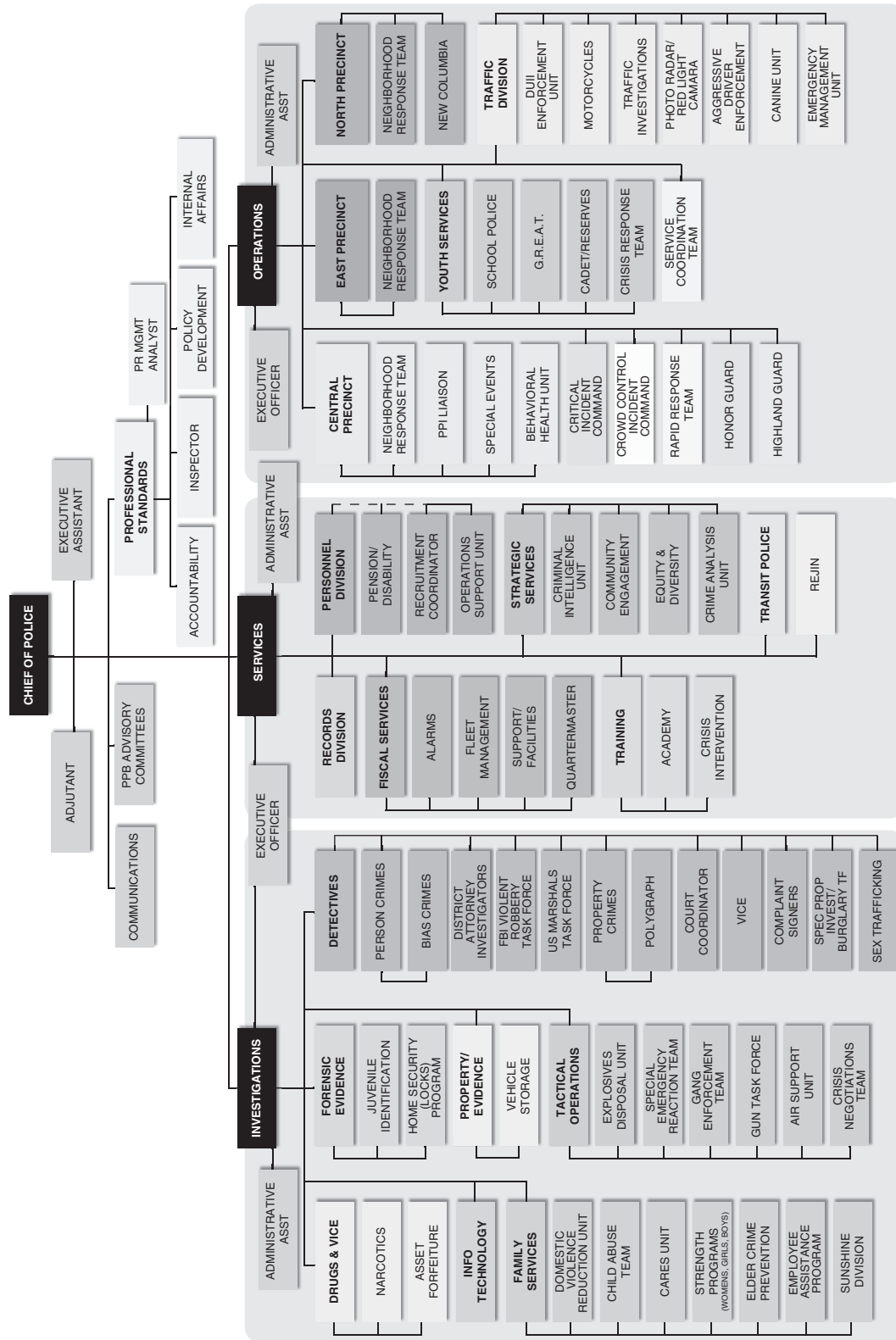
Perhaps the best way to understand police supervision and management is to examine a police organization. Figure 2-7 shows the organizational chart for the Portland Police Department, including the division of labor and responsibilities common to a fairly large department. Notice that each of the three major branches in the department contains a number of units. The Investigations Branch has six major divisions:

- Family Services Division
- Drugs and Vice Division
- Forensic Evidence Division
- Property/Evidence Division
- Tactical Operations Division
- Detective Division

Each of these divisions is further divided into different activities or units. For example, investigators and other leaders and managers are given responsibility for different crimes and other activities. Different crimes and activities are grouped together within the various units. This results in the individual units investigating similar crimes. Each of those divisions has a set of distinctive goals and objectives and is commanded by a manager.

What distinguishes the higher-ranking officers from supervisors is that they also perform planning, organizing, staffing, and other managerial functions for the sections. Higher-ranking managers have executive as well as supervisory responsibilities. They are responsible for both organization-wide functions and the supervision of their immediate subordinates.

Since all managers, regardless of their level in the organization, must supervise their subordinates, they are all responsible for directing and controlling. Higher-level managers, because of their other responsibilities, generally are unable to devote as much attention as sergeants to these two important tasks. Thus, the brunt of direction and control in most organizations, including police departments, usually falls on the shoulders of supervisors. Managers cannot neglect supervision, however, because they ultimately are responsible for the operation of larger units in the organization.



**FIGURE 2-7** Organizational Structure for the Portland, Oregon, Police Department  
 Source: Portland Police Bureau, *Organizational Chart January 2014*. retrieved from: <https://www.portlandoregon.gov/police/article/548323>. Used with permission from Portland Police Bureau.



## FACTORS THAT INFLUENCE ORGANIZATION

### The Informal Organization

Existing side by side with the formal organizational structure of a police organization is the **informal organization**, which is formed as a result of social interaction among the people in the department, particularly at the unit level. The informal organization for the most part overlays the formal organization, but the informal organization often exerts influence over personnel and activities. For example, a new officer may consult with a senior patrol officer about a problem before consulting with the sergeant. The structure and functions of a police organization will be shaped in large measure by these powerful forces. Officers oftentimes will perform their duties adhering to the norms of the informal organization as opposed to departmental expectations or even policies and procedures.

Police agencies have a life and culture of their own. Within any organization, some people emerge as leaders, regardless of whether they are in a leadership position. They are recognized as leaders because of having charismatic personalities, or because they are recognized for some of their past accomplishments. In addition, people will form their own groups, which may operate without official recognition and may influence agency performance.<sup>34</sup> This informal organization may help or harm the goals of the formal organization and can carry gossip, misinformation, and malicious rumors (communication within organizations is discussed in Chapter 4). Therefore, supervisors and managers must recognize the informal organization that exists within their agency.

### Police Culture

A police department's **culture** consists of the officers' collective worldview, values, and norms. It defines how officers perceive their work, the department, and citizens, and ultimately it affects how they do their jobs. A police department's culture should be congruent with the department's overall mission and goals. When there is variation, it causes deviation in how the department responds to the community and its problems. In other words, culture affects behavior.<sup>35</sup>

When there are vast differences between a department's culture and management, it affects organizational structure. For example, the department has to have more well-defined policies and procedures to better ensure that offices adhere to departmental expectations. It likely will affect the span of control since officers may require closer and more direct supervision. At the same time, leaders and managers must take steps to alter the culture so that it is consistent with departmental values. This can be accomplished through training and participative management.

### Employee Organizations and Unions

Another factor that will affect police organization and practices is unionization, and their impact has been considerable. Unions do in fact result in fewer administrative and management prerogatives; at the bargaining table, they have shaped the way policy decisions have been made in many ways. They have thwarted the creation of civilian review boards, advocated the election of "law and order" candidates, resisted the replacement of two-officer patrol cars with one-officer cars, litigated against disciplinary actions, lobbied for increased budgets, and caused the removal of chiefs and other high-ranking administrators. When the objectives of the union and the police leaders are the same, the union can be a powerful ally. Nonetheless, unions often compete with the administration for control of the department; many chiefs have left their posts in order to move to an agency that has a less powerful union. This raises the issue of accountability: To what extent can police executives and managers be held responsible for the operation of the department?

Police executives have two strategies when dealing with unions. First, they must try to work with the union to ensure that the tenants of the union contract do not impede management's prerogatives on how the department is operated. This includes using participative management and negotiation. Second, the police executive must work with city or county administrators to not negotiate away important management prerogatives such as shift design, promotions, assignments to specialized units, and so on. Whenever a contract is negotiated, the union will attempt to gain more in the management areas. Unions will be discussed in more detail in Chapter 7.

### Departmental Inertia

**Inertia** is where an organization will continue down the same path and is resistant to change. Changing the path often requires substantial intervention. The willingness to change is a fundamental requirement for today's police leaders and managers, especially considering the importance of **community policing and problem-solving**, changes in technology, the Black Lives Matter movement, budgetary constraints, and other community expectations. In order for police agencies to change, they must modify their culture from top to bottom, and obtain a commitment from personnel to change. Change is never easy because there is so much uncertainty accompanying it. It is much easier to proceed with the status quo, because "we've always done it this way."