

10th Edition

# POLICE ADMINISTRATION

Structures, Processes, and Behaviors



SWANSON | TAYLOR | TERRITO | LIEDERBACH

# POLICE ADMINISTRATION

## STRUCTURES, PROCESSES, AND BEHAVIORS

Tenth Edition

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***Dedicated to Charles R. “Mike” Swanson (1942–2020)***

*For our good friend, partner, mentor, scholar, and coauthor for over 50 years. Mike was one of the kindest and most intelligent persons we have ever known, and he will be greatly missed by all of us!*

— Bob, Lenny, and John

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# PREFACE

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The field of police administration is dynamic and ever changing. Laws are modified, new problems occur, and administrative practices that were once accepted as gospel are challenged, modified, and, in some cases, discarded. Beginning in the turbulent 1960s with the due process revolution, followed by the civil rights movement, the Vietnam War demonstrations, widespread riots in our largest cities, the President's Commission on Law Enforcement and the Administration of Justice, and large-scale research on policing, the somewhat static precepts of policing came under increased scrutiny. Like a ball gaining speed as it rolls down a steep hill, change has become more fast-paced, urgent, and pervasive.

Even while revising this book, we returned to already “finished” chapters to include new and significant changes to policing brought about by the COVID-19 pandemic, the death of George Floyd in Minneapolis, MN, and Breonna Taylor in Louisville, KY, and the resulting social unrest stemming from the Black Lives Matter movement in cities like Seattle, WA, Portland, OR, Chicago, IL, and New York City. Renewed calls to “defund” and even abolish the police highlighted consistent demands to reform the way our communities are secured and safeguarded. These significant additions represent our efforts to keep the book contemporary and up-to-date. Most importantly, they represent our goal to keep the book, strong, yet balanced in addressing some of the most important issues in the history of policing in our country.

Collectively, the four authors of this text have been police officers, detectives, administrators, and educators for over 120 years. We have studied, practiced, researched, taught, and consulted on police administration, and an inevitable by-product of these experiences is the development of certain perspectives. In addition to meticulous research and recent events, our own insights also undergird this book.

## NEW TO THIS EDITION

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This revision of *Police Administration* includes the following:

- A new and updated format for the book that features a full color design and accompanying digital products;
- Many new, revised, and updated sections, for example, failed police leadership, supplemental budgets, a new discussion on Suicide by Cop (SbC) and new information on evidence-based policing;
- Coverage of timely topics, such as the impact of the COVID-19 pandemic on policing;
- Important developments, such as the closer scrutiny of police officers use of deadly force, new laws

presented to curb police brutality and illegal use of deadly force, highlighted discussions relating to the death of George Floyd, and the impact of social unrest in our cities witnessed through protest and riots by the Black Lives Matter and the Antifa movements;

- New photographs, figures, tables, and box items on current topics and Quick Facts boxes that further illuminate chapter narratives. To illustrate, a highlighted box item features a discussion of the Camden County Police Department in New Jersey, following its dramatic reformation in 2012.

Users of the book will find much that is familiar to them and carefully planned additions to continue moving it forward. The thumbnail sketches of chapters in the following section illustrates, without being exhaustive, what we have done with this revision. In forging this edition, we kept the reader, the profession, and the impact of policing on our larger society foremost in our minds.

## CHAPTER 1: THE EVOLUTION OF POLICE ADMINISTRATION

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- Added new figures on Sir Robert Peel, the “Buffalo Soldiers,” and the “Hole in the Wall” gang
- Fresh and revised content in many areas of the chapter, including new text on August Vollmer, a new box item on John Dillinger, and the attempted assassination of President Ronald Reagan
- New and updated research on terrorism
- A new section addressing the recruitment and staffing of policing in light of current social unrest aimed at controversial police use of deadly use of force
- A new section focusing on the impact of COVID-19 on policing
- Additional new box items, Quick Facts, and photographs

## CHAPTER 2: POLICING TODAY

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- New and revised material on the impact of the decline in crime over the past decade on police departments nationally with a special focus on new, rising violent crime rates in large cities
- Revised material on the primary elements of community policing with a focus on organizational structure

- New and updated material on evaluation research and community policing, evidence-based policing, hot-spots policing, intelligence-led policing, and predictive policing
- New material entitled “Research on Chicago’s CAPS Program”
- A new box item entitled “Advances in Community Policing: Community Advisory and Review Boards”
- Updated material on community policing models in Newport News, Virginia; Chicago, Illinois; and Minneapolis, Minnesota
- New material on the use of social media and policing, with a new box item entitled “The Lip Sync Challenge: Social Media and Police Community Relations”
- New material on police body-worn cameras
- New material on the militarization of the police
- New material on police-community relations crisis and the death of George Floyd
- New box item entitled “Honoring Police Today”

## CHAPTER 3: INTELLIGENCE, TERRORISM, AND HOMELAND SECURITY

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- New box item entitled “Types of Fusion Centers”
- Updated material highlighting the Nation Fusion Center Association (NFCA) and the National Counterterrorism Center (NCTC)
- New box item on the National Counterterrorism Center (NCTC) and predicting the next terrorist strike
- Updated material on the U.S. Department of Homeland Security and Presidential Directives
- New box item entitled “Crisis in Removing Unlawful Immigrants”
- Updated information relating to the shooting at the Pulse night club in Orlando, Florida and the Walmart Supercenter in El Paso, Texas
- Updated material on the Islamic State in Iraq and Syria (ISIS) and the death of Abu Bakr al-Baghdadi
- New material on identified radical Islamic terrorist groups including al-Qaeda, Hezbollah, the Muslim Brotherhood, al-Shabaab, and the Islamic State (ISIS)
- New and updated material on international terrorist groups and threats including Boko Haram, “El Chapo” Guzman, and the Mexican Cartels
- New and updated research on “Homegrown Terrorist” including material on threats from the left including Antifa and the Black Lives Matter movement
- Updated and new material on right-wing terrorism

## CHAPTER 4: POLITICS AND POLICE ADMINISTRATION

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- A completely new chapter outline and reordering of material to place upfront and emphasize the role of local political forces on the job of the police administrator
- Updates to materials on controversial police encounters and emerging political issues including the notorious encounters involving Freddie Gray, Michael Brown, Tamir Rice, and Eric Garner
- Revised material concerning the various types of external mechanisms of control and citizen complaints against the police
- Revised material on the office of the county sheriff as a distinct political entity

## CHAPTER 5: ORGANIZATIONAL THEORY

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- New material on quality-of-life crimes and mutual benefit associations
- New workflow, and organizational chart models for police departments
- New section entitled “Neoclassical, Hawthorne, or Reformatted Bureaucratic Model” of Organizational Theory
- New section on the “bones” and actions of policing
- New material on automated red light and photo radar speeding enforcement
- Additional new box items, Quick Facts, and photographs

## CHAPTER 6: ORGANIZATIONAL DESIGN

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- New box items on shared leadership, organizational structure and community policing
- Updated material on the factors that influence organizational design
- Updated material on organizational design and the investigative function with pointed discussion on crime and police factors that impact investigation
- Updated material on the organizational structure of state police agencies using the California Highway Patrol as an example
- Revised and updated material on the unique structure of sheriffs’ offices in the United States



## CHAPTER 7: LEADERSHIP

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- New material on the dark side of self-monitoring and leadership
- New material on problems relating to police chief turnover
- New box items, Quick Facts, and photographs

## CHAPTER 8: PLANNING AND DECISION MAKING

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- New box item on the pitfalls of reactive planning and the walk-back from body-worn cameras within some medium and small police agencies due to cost
- New box item concerning preparation for organizational planning and the need for citizen involvement in the process
- New box item on the Law Enforcement Advancing Data & Science (LEADS) program designed to encourage and aid police officers in conducting their own research
- New box items, Quick Facts, and photographs

## CHAPTER 9: HUMAN RESOURCE MANAGEMENT

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- Updated all major federal laws and court decisions pertaining to Human Resource Management
- Updated material on gender and other pay disparities
- Updated material on police selection during the COVID-19 pandemic
- New box item on the impact of Seattle's efforts to defund the police department on officers of color leading to the protest resignation of Chief Carmen Best
- Updated material on internal affairs investigations, police use of force, and discipline matrix
- New box item on suits filed that allege "opposing discrimination" by police officer and police unions

## CHAPTER 10: ORGANIZATIONAL AND INTERPERSONAL COMMUNICATION

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- New chapter introduction
- Reordering and condensing of existing material throughout the chapter

- Revised materials on police encounters with special audiences
- New primary section on electronic mediums of communication including revised and new material on the importance of mobile devices, e-mail, and the use of social media platforms by police such as Facebook, YouTube, Nixle, and Twitter

## CHAPTER 11: LABOR RELATIONS

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- Labor-management relations in the face of funding cutbacks. These include setting new priorities and making specific recommendations on how best to deal with budget reductions
- New box items, Quick Facts, and photographs

## CHAPTER 12: FINANCIAL MANAGEMENT

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- Updated and new material on "Economy and Police Budgets" section with a focus on "Impact of COVID-19 and Fiscal Health" section
- New content on Camden, New Jersey: A Case Study in "Defunding" the Police
- New material on 2020 budget cycles and calendars
- New information on police budget modification and adjustments
- New information on line item, program, and performance budgets
- New content on the Black Asphalt Electronic Networking & Notification System
- New box items, Quick Facts, and photographs throughout the chapter

## CHAPTER 13: STRESS AND POLICE PERSONNEL

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- Updated research on police officer homicide and suicide.
- New box items on shift work and potential health problems, the effect of shift work on officer safety and wellness, and the dangers of "microsleep" or falling asleep without knowing it.
- New and updated material on peer support programs
- Updated material on the Chicago EAP
- New box items, Quick Facts, and photographs throughout the chapter



## CHAPTER 14: LEGAL ASPECTS OF POLICE ADMINISTRATION

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- Updated all cases relating to legal cases and police administration
- Expansive new box item on defining key terms in U.S. Code 42, Section 1983 litigation cases, police training and liability from an officer's perspective
- Revised and updated material on *Graham v. Connor* (1989) and the new "Stephon Clark Law" passed in California
- New material on "swatting" and police liability
- New and updated material on police sexual violence (PSV)
- New box items on (1) the impact of police body cameras on police liability; (2) the deadly statistics associated with police pursuits and chases; (3) police sexual violence as an emerging law enforcement issue; and (4) police membership in hate groups
- New material on suicide by cop (SbC)
- Updated material relating to case law and use of force by the police
- Updated material on police officers' rights, particularly those focusing on officers who are minority, women and/or gay

## CHAPTER 15: ORGANIZATIONAL CHANGE

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- Updated introductory material on organizational change and the factors that impact successful change in policing
- Updated material on why change occurs as a reaction to crisis, fluctuating crime rates, technological advances, funding and economic decline, politics, a changing workforce, and a changing and new paradigm shift in policing focusing on new strategies to cope with rising crime rates with less resources
- New box items that focus on (1) organizational change in policing in wake of police-community unrest; (2) the effect of economic downturn on police agencies; (3) the race gap in America's police departments; and (4) confronting the real problem in America's inner cities
- New box item entitled, "Police Recruiting: A Case for Organizational and Cultural Change"
- Revised material on the role of the police culture in organizational change
- Updated material on the impact of COVID-19, information technology, and change on policing in the future

## Organization

The overall flow of the book starts with Chapter 1 (The Evolution of Police Administration), which explains how the field of police administration developed and is continuing to develop, and ends with Chapter 15 (Organizational Change), which describes important strategies for going forward. Essentially, these two "bookend" chapters chronicle how we got here and suggest the means to move beyond the here and now.

The chapters in this book are grouped into four parts, generally moving from broader topics to more specific ones:

### PART ONE: FOUNDATIONS

The four chapters in Part One are grouped together because they provide a "wide lens" view of the field of police administration. Part One is usefully characterized as providing a "base layer" of information about the field of police administration so the subject specific chapters that follow have a context in which to occur.

Chapter 1, "The Evolution of Police Administration," is a historical overview of how that field developed in the United States, along with general description of where it is now. This description serves to prepare the reader for some of the important topics to be covered in more detail in the chapters that follow. Chapter 2, "Policing Today," covers current policing philosophies, their characteristics, and impact, as well as discussion on some of the most pressing issues confronting policing today. Chapter 3, "Intelligence, Terrorism, and Homeland Security," addresses the terrorism threat and its impact on national laws and policy, as well as its effect on the role of state and local law enforcement agencies. Chapter 4, "Politics and Police Administration," examines the political effect of various institutions, officials, and the public on law enforcement agencies, as well as some major forces impacting on law enforcement agencies, such as the increased scrutiny of police use of force cases that started with Ferguson, Missouri, in 2014 and gained prominence with the series of deadly encounters between the police and unarmed African-American males that followed, highlighted by the death of George Floyd in Minneapolis, Minnesota in 2020.

### PART TWO: THE ORGANIZATION AND THE LEADER

Organizations exist to do the things people can't do for themselves in modern society. They must be thoughtfully designed to achieve the purposes for which they have been created. Leaders are responsible for ensuring organizational performance. To do so, they must plan, envision the organization's future, make decisions, select a course of action from alternatives, and direct the human resources (HR) program. HR is of substantial importance to police administration because it is the largest single class of expenditures for police services: at least 80 percent of the police operational budget is encumbered by costs for