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LEADING AND MANAGING TODAY'S POLICE

Challenges and Opportunities

STUDENT LEARNING OBJECTIVES

After reading this chapter, the student should be able to:

- 1.1 Define what an organization is and how police departments meet the criteria to be called an organization.
- 1.2 State the differences among leadership and management.
- 1.3 Describe why leadership and management are important key components in a police organization.
- 1.4 Distinguish among the different phases or periods of American policing.
- 1.5 Define the importance of goals, mission statements, and value statements to police organizations.
- 1.6 List the challenges and opportunities facing police departments today.
- 1.7 Define and describe applications of artificial intelligence (AI).

INTRODUCTION

Leadership and management are extremely important factors in determining whether an organization achieves its mission and goals—whether it is successful. All organizations must have leaders who can manage for results, be it a private company or a police department. Police departments are organizations, and they are charged with accomplishing several tasks and goals in our society. Police departments, for most people, are one of the most visible government agencies in our society. Many people see police officers every day, and many citizens encounter police officers daily, weekly, or at some point during their lives. They may interact with police officers as a suspect, traffic violator, witness, victim, a citizen needing assistance, or a community member. Police officers assume numerous roles as they carry out their responsibilities including law enforcer, social worker, advisor, counselor, public relations manager, and witness. Police departments must effectively problem-solve the challenges and issues 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, whereas others do not possess them at the level to be effective. Moreover, there is a mix of skill levels in most police departments with some officers who are able-bodied leaders and managers, whereas others are deficient. Leadership and management are activities that constantly must be improved, and this responsibility rests primarily with a department's chief or sheriff and other executives.

This chapter introduces leadership and management, which are critical components for an effective police department. It 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.

Note: this chapter—and most other chapters of this book—will conclude with a discussion of artificial intelligence (AI) as well as a case study relating to a chapter topic. Here we will briefly describe how AI is applied in policing. Because police departments have access to large amounts of data, AI improves their ability to analyze and understand the data's implications. Thus, data analytics guide police decision-making and contributes to effective operations. Therefore, in

selected chapters of this book, we will include brief, boxed discussions of AI's contributions to include case studies where it has been shown that AI affords substantive benefit to the main chapter topic. We note, too, that AI is not without its potential for problems, such as biases, data security, privacy, responsibility, and accountability. Those issues are addressed more appropriately and thoroughly in Chapter 9, where we examine police ethics and accountability.

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; it is the structure of a department. 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 36,000 officers who must be supervised and managed.¹ Most organizations are much smaller. Most police departments in the United States have 10 or fewer officers. Regardless of size, all departments are organized, led, and managed. As police departments grow and become larger, their leaders and supervisors must have better leadership and management skills because of organizational complexity. The commissioner 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.”² 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, and training units and so on. All these units must be coordinated, so 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 is 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 Drug Enforcement Administration often works with local departments to investigate drug trafficking. Many problems are best addressed when there is a coordinated response from several agencies.

Social entity refers to the fact that organizations comprise 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 level. 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. It is also noteworthy that social media has affected the number and quality of police social interactions.

Social media allows citizens and others to monitor the police through posts. It's not uncommon for these posts to be inaccurate, which results in public misperceptions of the police. Police departments must use social media to accurately inform the public. Social media allows the police to monitor the environment by analyzing citizens' posts.³ Social media allows the police to gather information about public perceptions and perceived problems. Information gleaned from social media can be valuable when planning police operations and community engagement.

Relatively identifiable boundary alludes to the organization's activities and the public served. All organizations have responsibilities. These responsibilities dictate what the organization does. 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. A department's responsibilities or boundary is often dictated by the jurisdiction's political system, mayor, city council, and community leaders. These boundaries remain static for the most part, but they sometimes are changed.

In 2023, the Los Angeles police union compiled a list of 27 types of calls that officers should not answer because of a shortage of personnel. They included calls such as drinking in public, fireworks, panhandling, some non-injury traffic crashes, parking violations, illegal gambling, and so on.⁴ The union's proposal would have substantially changed the department's responsibilities or boundaries. Although many officers were in favor of the union's proposal, it was opposed by LAPD management and citizens. Officers likely saw these calls as nuisances, but citizens saw them as significant problems when occurring in their neighborhoods. Citizens have a right to have input into the boundaries of police 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 limits. Of course, this can be problematic because individuals committing crimes do not adhere to jurisdictional boundaries. They often commit their crimes in multiple cities or counties. This results in police departments having to coordinate their activities with adjoining or nearby departments.

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. The Tucson Police Department adopted 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 was 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, and domestic violence tactical unit back to patrol. Other detectives were moved out of headquarters and worked out of the patrol districts. The traffic unit was decentralized, and officers were assigned to traffic duties out of the district. The number of officers was reduced in several 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 may oppose the changes and bring public attention to the possible pitfalls.

Source: Adapted from: C. Duarte, "Tucson Chief's Plans Include Reducing Officers, Reorganization," Tuscon.com, February 15, 2017, http://tucson.com/news/local/tucson-chief-s-plans-include-reducing-officers-reorganization/article_158e92bc-264b-583d-a77b-6ccf0d345f96.html.

LEADERSHIP VERSUS MANAGEMENT

Let's compare leadership and management to develop a better understanding of these concepts.⁵ Simply stated, **leadership** is getting things done through other people. Leaders ensure that tasks are accomplished and goals are reached. Whereas leadership is getting things done through other people, **management** consists of using tools to implement decisions of leaders. These tools include decision-making, planning, providing direction, making decisions about staffing, communicating, organizing, and budgeting.

- First, leadership envisions change and introduces it to the department, whereas management is responsible for implementing the change and transforming the department.
- Second, good leadership requires vision and values to determine the direction the department should move. Management, in contrast, is about dedication, dedication to changing the department and ensuring that operational units remain true to the envisioned organizational arrangements.
- Third, good leaders explain and encourage direction, whereas managers teach subordinates how it is operationalized. Subordinates must be instructed on their proper activities.
- Fourth, leadership requires that leaders have a firm understanding of the environment or community so that direction can be visualized. Managers must understand the work at hand and ensure that it gets done.
- Finally, leadership is forward thinking, whereas management is the here and now. Table 1.1 summarizes these differences.

TABLE 1.1 ■ Differences between Leadership and Management

Leadership	Management
Envisions and introduces change	Implements change Transforms through change implementation
Defines the vision and values Determines the direction of the organization	Dedication to continuity of direction Ensures vision, values, and direction are followed
Defines and explains direction	Teaches how to achieve and implement direction
Understands the environment and community Visualizes how to contribute to environment and community	Understands how to work within environment and community to achieve outcomes
Is forward thinking	Thinks in the here and now

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. Police executives, commanders, and even supervisors must have leadership and management skills. They must envision and apply the tenets of good police work. Even the police officer on the street must possess these skills to some extent. This section provides an overview of leadership and management within policing.

Leadership and Management Levels within Policing

The executives, managers, and supervisors are responsible for ensuring harmonious coordination in the police department. Together, they effectively provide police services to the community (Figure 1.1).

FIGURE 1.1 ■ Rank Structure by Agency Size

Management Level	Rank Structure by Agency Size			Duties and Responsibilities
	Small	Medium	Large	
Chief Executive	Chief/Sheriff	Chief/Sheriff	Chief/Sheriff	Policymaking
Senior Command	Assistant Chief Chief Captain	Deputy Chief Captain	Deputy Chief Assistant Chief	Policymaking
Middle Management	Lieutenant	Lieutenant	Captain Lieutenant	Administrative
First-line Supervisor	Sergeant	Sergeant	Sergeant Corporal	Supervision
Nonmanagement	Officer	Officer	Corporal	Operational

Figure 1.1 describes the ranks commonly used in police departments. However, some departments use different or additional titles such as inspector, commander, or major. For the purposes of this text, ranks described in the figure will be used throughout the text. Additionally, administration is used to refer to the chief or sheriff and the senior command collectively.

Command

Command are chiefs and sheriffs and their immediate staff. They administer the department. They serve more in a leadership function as they guide and lead the department by setting an overall direction. Commanders 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, executives lead the department toward those goals and priorities usually by delegating responsibilities to middle managers. Essentially, leaders at all levels in the police department move the department forward.

Police chiefs and sheriffs 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 in the form of complaints from the community. Police chiefs consider this input and ultimately make decisions on how their departments should respond. This often places them in more of a position of leadership. 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.

Midlevel Managers

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 command. When executives develop programs to address specific problems, these programs are assigned to specific units. The unit commanders then ensure that those programs are implemented. They observe officers' 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 to reduce the number of crashes. These middle managers are the interface between administrative policymaking and the actual work in the field.

Middle managers generally are lieutenants and captains who are responsible for units. 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. In this respect they straddle the line between leadership and management. They are concerned with a larger picture. A sergeant may be responsible for a squad of patrol officers, whereas 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. This is accomplished through a combination of leadership and management.

Supervisors (First-line Managers)

Supervisors have more of a management role within the 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. Human resources refer to the fact that supervisors are responsible for people. People, especially in the workplace, often have problems and difficulties. Supervisors attempt to solve these problems and difficulties through training and the provision of direction.

Supervisors, generally sergeants or corporals, manage by monitoring their subordinate officers' 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 work correctly. This entails supervisors reviewing their officers' reports. Reports are important; they document what occurs at a call or crime scene. Supervisors identify problems and take corrective action as a result of reviewing reports. Second, supervisors back up their officers on calls or investigations. This allows supervisors to observe if officers are following department procedures. This also allows for problems to be identified and corrected.

Supervisors must also exhibit leadership skills. They must have positive relations with their subordinates and guide them. Leadership is getting the job done through others. This means that supervisors must be able to communicate and have positive relations with their subordinates and their superiors. In many situations, encouragement rather than giving orders is more effective.

Nonmanagement Personnel

Nonmanagement personnel are the officers and civilian employees in a department. They are assigned specific duties that combined result in the department's effectiveness. These individuals deal with people on a regular basis. They must possess leadership and management skills to effectively deal with people and situations. Patrol officers must have leadership skills when dealing with victims or complainants. They must have management skills when investigating traffic crashes or crimes, activities that require the application of complex procedures and dealing with people.

The Importance of Leadership and Management Skills in Policing

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 executives must ensure that personnel have these important skills.

Leading and managing a police department today are much more challenging as compared to the past; today's environment is much more complex and uncertain.⁶ There are always events that complicate police leadership and management. As an example, the United States experienced its worst recession beginning in 2008 (aptly named the Great Recession), and it resulted in substantially reduced revenues to local and state governments. Consequently, police budgets were slashed nationwide; police departments had to do more with much less.⁷ Today we see globalization, immigration, and technology affecting the fiber of many communities. The 9/11 attacks on New York City and Washington, D.C., resulted in the creation of new federal agencies and changed the direction of many others. State and local police departments, especially in larger cities, developed policies and new operational units to prepare for possible terrorist attacks. Several questionable police shootings and other violence against persons from marginalized communities have occurred. Many have been videotaped and shown by news outlets, resulting in demonstrations and riots in cities across the country. The COVID-19 virus raged throughout America in 2020 and 2021. Many police officers became ill, and a number died, making staffing difficult in many departments.⁸ These examples demonstrate that police leaders must constantly monitor the environment and refocus their management priorities and their department's activities. Police executives must be prepared for any eventuality.

POLICE LEADERSHIP AND MANAGEMENT: A HISTORICAL PERSPECTIVE

Police history is rather revealing. John Skinner advises that history repeats itself.⁹ Perhaps the best example is community policing, which to some extent mirrors policing in the early 1900s.¹⁰ Both forms of policing had a community focus. 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 interworkings 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

This section focuses on the history of American policing, especially examining police administration. However, it is informative to begin with the formative efforts in London, England.

Sir Robert Peel, sometimes referred to as the father of modern policing, was England's home secretary; concerned with the crime problem in London, he recognized that stronger actions had to be taken to counter the increased crime. In 1829, he introduced a bill in Parliament, **An 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:¹¹

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 police officer 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 demands that every police officer be given a number.
10. Police headquarters should be centrally located and easily accessible to the people.
11. Police officers 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.



Modern English police officers walking a beat.

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YOU DECIDE . . .

As we note, Sir Robert Peel was the father of modern policing. He shaped the London Metropolitan Police Department into an 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 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?

Early Policing in America

In 1844, New York created a police force, and Boston followed in 1854. Other large cities followed New York and Boston's lead, creating police departments. Additionally, states began to create state police organizations. Pennsylvania, Massachusetts, and Texas were the first states to do so. These state police agencies were created for different reasons. The Pennsylvania State Police was created to help break coal strikes, and the Texas Rangers attempted to control Mexican marauders who crossed the border into Texas, committed crimes, and then fled back across the border. Many of the state police organizations were initially created as patrols of enslaved persons who would capture enslaved people who ran away.

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 their political order. The police often were told who to arrest or not to arrest; they allowed prostitution and illegal liquor sales and gambling 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. There was no police training, officers frequently had to pay politicians for their jobs and promotions, and they were poorly paid and equipped. Many of these attributes continued into the 1950s in some jurisdictions.

Many people have misgivings about the police, and many of these attitudes are anchored in past problems. The police often are viewed as biased and using abusive force. This is exemplified by racial disparities in police use of force and how they provide citizens services. Improvements have been made, but deep-rooted issues remain.

Professional Policing

There were many efforts to professionalize American policing during the early 20th 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 who examined police corruption in New York City alone.¹² The scandals often resulted in reform political candidates to be elected and brought changes to police departments.

Reform police chiefs used a variety of methods to wrestle control away from politicians. After World War II and the Korean War, police departments hired 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 created training units to inoculate officers from political corruption and instill professionalism. Specialized units such as vice were created to reduce politicians' control on officers. Chiefs created additional

executives such as majors and assistant chiefs to exert more control over their police forces. This reduced the influence of local politicians because there were more executives 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.¹³ 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 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 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 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 gamblers and thieves who would corrupt officers to facilitate their crimes. Police chiefs attempted to minimize the contact officers had with citizens. Their prescribed demeanor was to be standoffish professional and respond to calls and crimes with minimum interaction with the public. Although this reduced opportunities for police officer corruption, it ultimately presented public relations problems for officers. The public saw officers as authoritarian or noncommitted to their problems. This problem lingers today; many police officers see their role in society as “crook catcher” or “law enforcers” and completely disregard public relations. This results in citizens viewing their police as authoritarians who do not care about their problems.

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 American cities and on college campuses. The Civil Rights Movement and poverty spawned riots in cities such as Los Angeles, Detroit, and Washington, D.C., resulting 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.

Police departments were unprepared for the riots and disorders. Departments had cut ties to the community and did not comprehend the underlying problems and strife. Consequently, many departments created specialized police—**community relations units** to help better understand community problems and deal with the disorder. These units implemented programs to foster better relations with neighborhoods and communities. 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 like fishing, sporting events, and amusement parks. The police came to understand that working with the community could contribute to reducing crime and disorder. However, the police public relations units were not



Police officer stop circa 1950s.

Heritage Image Partnership Ltd / Alamy Stock Photo

designed to improve communities; these units were used to sell departments and improve their images. Many citizens saw this problem and frequently refused to work with the police. Today, departments have implemented community policing in an effort to foster better relations with the disenfranchised, but like the public relations units, they often fail to attract citizen support.

The relationship between the police and the community was bifurcated. On 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 because they had to guide their departments in both directions by working with officers who were not concerned with better relations.

As a result of the national disorder problem, in 1968, Congress passed the **Omnibus Crime and Safe Streets Act**. The act was recognition by Congress that the police needed assistance, and it represented 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 establishment of college criminal justice programs across the nation. Police departments hired and trained better-qualified and university officers, which enabled police departments to more effectively deal with community 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.¹⁴ **Community policing** consists of two distinct qualities.¹⁵ 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 crime- and disorder-causing conditions. This partnership helps build communities and neighborhoods and inoculates 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.¹⁶

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 resulting in large numbers of fights and assaults. The fights and assaults required police intervention, but the nightclub was the problem because it generated the incidence of disorder. If the police crack down 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. Generally, this equated to focusing on locations rather than people. Focusing on the causes of crime and disorder prevents more crime than focusing only on the resultant criminal acts.

Note: Three related concepts, intelligence-led policing, evidence-based policing, and predictive policing, are discussed in Chapter 10 and elsewhere.

GOALS, VISION AND MISSION STATEMENTS, AND VALUES

Police executives must set a direction for the department, a direction in terms of what the department attempts to accomplish and the ethical and moral foundation that underpins the department's efforts. These issues are discussed here.

Goals

The previous section briefly examined the history of American 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.¹⁷ 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. There are three general categories of police activities: law enforcement, the 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 persons committing crimes whether for misdemeanors or felonies. The **provision of services** refers to officers engaging in activities such as looking for missing children, providing motorists assistance, engaging in crime prevention activities, and so on. Finally, **order maintenance** includes officers intervening in fights, family disturbances, and protests and other activities to keep the peace. The mix of these activities varies from one community to another because different communities have different needs and problems.

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

1. Improve quality of life issues.
2. Embrace and integrate technology throughout the agency.
3. Strengthen communication.
4. Achieve organizational excellence, and provide superior services.
5. Reduce, solve, and prevent crime.
6. Develop employee competency and capabilities.¹⁸

Goals to a large extent are a department's marching orders. They state fairly specifically what the department is attempting to accomplish. They change over time because the communities being policed change over time.

Vision and Mission Statements

Police executives also develop mission and value statements to provide an ethical foundation for performing police responsibilities. It is important for officers to adhere to moral and legal precepts. Creating a **vision statement** is a process in which police executives analyze the current situation and visualize where the department should be. It is intricate; all aspects of the department should be considered. For example, what is the department's staffing level, are some units understaffed, are officers receiving adequate training, and does the crime analysis unit provide

the information required to address the crime and disorder problems? It is a question of where the department is and where it needs to be! Goals and mission statements emanate from leaderships visions.

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 what the department will accomplish. For example, the Los Angeles Police Department’s (LAPD’s) 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. Our mandate is to do so with honor and integrity, while at all times conducting ourselves with the highest ethical standards to maintain public confidence.¹⁹

The LAPD’s mission statement is a broad statement of purpose and provides direction. Mission statements help police executives better manage their departments. It is a statement communicated to citizens and officers about what the department intends to accomplish in the community. It helps ensure that everyone in the department is on the same page in terms of expectations. Some departments supplement their mission statements with value statements. A problem with mission statements is to what extent they are internalized in the department. Do line officers adhere to them? In some departments, they are little more than window dressing. Looking at the LAPD mission statement, one must ask how are they accomplished or are they accomplished?

Values

Value statements delineate ethical boundaries. Table 1.2 provides a sampling of value statements. Large and small departments were queried. Also, departments from different regions were examined.

TABLE 1.2 ■ Sampling of Value Statements								
	Irvine, CA	Buffalo, NY	Casper, WY	Hawaii	Ravenna, OH	St. Louis, MO	Lebanon, NH	Amarillo, TX
Integrity	X	X	X	X	X	X	X	X
Quality of Service	X					X		
Accountability	X		X				X	
Professionalism		X		X	X		X	
Respect	X	X	X		X		X	
Excellence		X			X			
Rule of Law						X		
Honor								X
Trust			X					X
Fairness			X			X	X	
Transparency			X				X	

	Irvine, CA	Buffalo, NY	Casper, WY	Hawaii	Ravenna, OH	St. Louis, MO	Lebanon, NH	Amarillo, TX
Viability			X					
Compassion				X			X	
Teamwork				X				
Community Satisfaction				X				
Diversity						X		
Leadership						X		X
Service								X
Dedication					X			
Courage								X
Truth								X

The information contained in Table 1.2 shows that departments have incorporated a range of values. All the departments examined here include integrity as an important value. Respect and professionalism were included at a higher rate as compared to other potential values. In some cases, statements focused on how officers were to perform their job, whereas in other cases, statements seemed to reassure departments' communities. An important question is, "to what extent are these values internalized by the department"? Are they for show, or are they meant to codify behavior? A department's values must be part of hiring, training, and supervision.

YOU DECIDE . . .

Today, most police departments have web pages to provide citizens with information about the department. These web pages generally contain the department's mission statement, value statements, and goals. Web pages and other social media can mold citizen perceptions of their police department. 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 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 web page 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?

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, 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. In contrast, 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.

Confronting Police Shootings

Black Lives Matter is a national movement that is a reaction to several police shootings involving Black men. It likely has its origin in the shooting of Trayvon Martin, who was killed in 2012 by George Zimmerman, a member of a neighborhood watch. The movement spread across the country when Minneapolis police officers killed George Floyd in 2020. The number of police shootings of Black men has raised the specter of police racism. The *Washington Post* (September 20, 2021) maintains a database on police-perpetrated homicides since 2015 and reports that police officers kill about 1,000 people each year.²⁰ The *Post* found that Black citizens were overrepresented in the shootings. They are killed at more than twice the rate as White citizens.

The increase in cell phones with video capability and police use of body cameras have contributed to 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' perception that all or many police officers are racists and do not refrain from shooting people. Social media adds to the problem. Information about a 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.²¹

A reaction to Black Lives Matter in police circles has been "Blue Lives Matter" or "white lives matter." This call is an effort to point out that dozens of police officers are killed each year. Police work is increasingly more dangerous. Blue lives or white lives matter should not be seen as a method to lessen the problematic nature of 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.

Calls for Defunding the Police

In the wake of the George Floyd death, citizens in a number of cities have called for the police to be defunded. This **defund the police movement** did not imply that the police should be eliminated. The requests inferred that police budgets should be reduced, and the money saved should

be used to fund other government social agencies that would handle some of the calls for service routinely answered by police officers. Historically, police officers have been inadequately trained and underresourced when answering calls involving individuals with mental illness, people who are unhoused, and countless other disorder problems. It is believed that governments can create other agencies that would be more effective when dealing with a number of problems.

Sam Levin in 2021 reported that approximately 20 major cities had reduced police budgets in some form, whereas 26 of the cities he examined had not. He found that \$870 million was cut from the police. The total police budgets were \$100 billion, so the \$870 million was an insignificant amount. The funds cut from departments were reallocated in most instances. Austin, Texas, cut \$20 million from the police department and moved another \$80 million by shifting services out of the department. The city now spends 26% of its total budget on police, whereas 40% was previously spent. Portland, Oregon, cut \$15 million by disbanding a gun violence unit and a transit team; both had long been accused of over-policing Black communities. Minneapolis cut funds for a mental health team to respond to certain 911 calls.²² When cities cut police funding, the monies have been used to fund new programs, many of which may be more successful than leaving services with the police. These programs need to be evaluated to determine if they were improvements.

Regardless, defunding the police is not going to be a national trend for a variety of reasons. First, crime, regardless of whether it is increasing or decreasing, is a political issue. Politicians will always use crime to garner support and votes. Police unions are strong in many jurisdictions, and they often have the political muscle to thwart efforts to cut police budgets. Indeed, police budgets in most jurisdictions have increased, not decreased.²³

Police Legitimacy and Procedural Justice

Police legitimacy essentially is the right of officers to use power to enforce the law. This premise is accepted by almost everyone at least to some degree. However, some people and 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 because they perceive that they were treated unfairly or 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.²⁴ Police executives must monitor how the community sees their department's legitimacy and improve their perceptions through more effective supervision, policy development, and training.

Procedural justice, in contrast, is how citizens evaluate police performance. Do they see the police treating them in a fair and just manner?²⁵ 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.²⁶ 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 because police officers have so many negative encounters with citizens, but officers can try to treat citizens with dignity and fairness.

Police executives should remember that police violations of appropriate or model behavior in other jurisdictions can affect citizen perceptions in their jurisdictions. For example, when officers commit atrocious acts such as brutality, wrongful shootings, false arrests, and so on, it generally is picked up by the national media. Some citizens will perceive that their own department engages in similar behavior. Police executives must constantly have their public relations officers assure the public that no problems exist in their department.

Jim Bueermann has identified three principles that police departments should adopt to enhance their legitimacy in the community.²⁷ 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 other 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.



Police leaders representing agencies nationwide attended the Police Executive Research Forum meeting in Washington, D.C., to discuss police recruitment and retention issues.

Courtesy Dustin Waters, PERF Communication Team.

Shortage of Qualified Applicants

A shortage of qualified applicants is a persistent problem in law enforcement. When there is a shortage of qualified applicants, it affects the department's ability to hire officers. A national study conducted by the International Association of Chiefs of Police (IACP) found that 78% of agencies were having difficulty recruiting qualified applicants. The situation was so bad that 25% of agencies reported eliminating certain agency services, units, or staff positions. The lack of qualified applicants pressures departments to depart from a standard of selecting the highly qualified. The IACP reported that 50% of agencies reported having to change policies to increase the chances of gaining qualified applicants.²⁸ When departments hire less-qualified applicants, the likelihood of future problems is increased.

There are examples where departments have lowered their standards. Inwald and Thompson surveyed police psychologists who perform psychological evaluations of applicants. They reported differences in the current rejection rate and the desired rate of rejection for some departments insinuating that departments may be hiring borderline or potentially unfit officers.²⁹ Departments are in a difficult situation. They must hire less-desirable applicants, or they must eliminate or reduce some services.

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.³⁰ This has its roots in special weapons and tactics (SWAT) teams. Initially, militarized police units were used to intervene in dangerous situations such as responding to 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. Police officers sometimes wear masks to protect their identity during undercover work or when dealing with dangerous situations, such as arrests of violent gang members. Some police departments have obtained armed personnel carriers from the military and use them on city streets.

An example of where militarization has gone wrong occurred in Louisville, Kentucky. In 2020, Breonna Taylor was fatally shot during a botched police raid. Officers served a no-knock search warrant and were attempting to find Taylor's ex-boyfriend. Taylor's current boyfriend, fearing that someone was breaking into the apartment, fired at the door. Officers returned fire, killing Taylor. Taylor's ex-boyfriend was not present, and it was learned later that officers had not been truthful on the search warrant affidavit. Lawsuits arising from the incident cost the City of Louisville \$14 million.³¹

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 of finesse. It also affects public attitudes because perceived overreactions 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 that document operations. This will ensure accountability and allow for the evaluation of such operations.

Opportunities for American Policing

There are also many opportunities within policing to improve processes and procedures with usage of newer technologies as well as improving relations within the communities they serve.

Police Body-Worn Cameras

One result from the controversy surrounding Black Lives Matter is that many police departments are now deploying **body-worn cameras**. These are devices the police wear on their uniforms to record interactions they experience while in the field. The police were opposed to them for many years because they felt the videos would be used in disciplinary actions or otherwise be used 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 videotaping police encounters with their 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 numerous benefits when using police 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.³² 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.³³ Police leaders should implement this innovation because 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.

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 of 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% decrease in complaints and a 75% decrease in use of force incidents during the one-year study period.³⁴ 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.³⁵

Initially, many police officers 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.

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, advances in DNA analysis, and so on. Police departments are increasingly using Facebook, X, 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 the coming 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 deal more effectively with the many and varied problems facing law enforcement.

Police Research and Evidence-based Policing

Evidence-based policing is decisions about practices and strategies 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 because 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 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.³⁶ Thus, there is a wealth of programs from which police leaders can select to counter problems. Moreover, studies not only describe the strategies, but they 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.

ARTIFICIAL INTELLIGENCE FOR POLICE LEADERSHIP: DEFINITION AND APPLICATION

What is artificial intelligence (AI)? Simply stated, **artificial intelligence (AI)** simulates human intelligence processes via computer systems that employ specialized hardware and software for developing algorithms. AI can process huge amounts of data, recognize patterns, and perform cognitive functions. When expert systems are developed, AI can make approximations and even decisions.

Given that, an important related concept is what might be seen as the companion of AI, machine learning: using data and algorithms that allow AI to imitate the way humans learn, thereby improving its accuracy. With machine learning at the basis of AI, today's software developers are finding all sorts of AI applications across all industries and services, and quantum leaps in that power are expected over the next decades.

Think about today's self-driving cars that use sensors for awareness of all that is going on around the car and make necessary adjustments to ensure the vehicle and passengers arrive at their destination safely. AI also performs speech recognition and language processing, engages in problem-solving (e.g., in the health care system, making diagnoses and developing new drugs), operates smart home devices, allows robots to perform a vast array of functions (from greeting shoppers to assisting with surgeries), interacts with their environment (e.g., personal assistants like Siri and Alexa), helps find lost devices, and makes businesses more profitable.³⁷

Furthermore, AI can have considerable application to the criminal justice system. For example, because police departments are data driven—collecting and having access to crime and accident reports, probation and parole records, court records vehicle and household information, crime locations, reports concerning victims and suspects or perpetrators, and more—with AI they can better anticipate and address the who, what, where, when, and how of crime (see, e.g., the Chapter 10 discussion of predictive policing—police use of algorithms to analyze vast amounts of data and use for these purposes).

Because police departments have access to large amounts of data, AI improves their ability to analyze and understand the data's implications. Thus, data analytics guide police decision-making and contribute to effective operations.

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 a historical framework. History is useful in that it provides us with information about how we arrived at our current organizational arrangements.

This chapter briefly examines the concept of police goals. Goals are important because 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.

CASE STUDY

Challenges to Police: Interactions with Marginalized Communities

Officers James and Drummond are conducting surveillance in a strip mall located in a middle-class section of town following a series of armed robberies in the area. The suspect has been described only as “a tall, dark-skinned male, possibly Black, dressed in dark clothes.” In

each robbery, the suspect entered the mall, walked around, selected a store to rob, and exited after the robbery.

Earlier in the day, the police received an anonymous tip stating that another robbery was planned for 3:00 PM at the mall’s jewelry store. In response to the tip, surveillance was set up from 1:00 PM to 5:00 PM. Between 1:00 PM and 2:30 PM, five Black males enter the mall individually. Officers stop each of them, pat them down, and question them about their activities there. At approximately 2:50 PM, four males who appear to be Hispanic or Latino, in their 20s, enter the mall. Three of them go into a sporting goods store, while the fourth male wanders around, inspecting storefronts, including the jewelry store. The fourth male walks past the jewelry store and then returns for another look inside.

Upon seeing the latter male return, the officers confront him, conduct a body frisk, obtain his identification, and question him about his activities in the mall.

Discussion Questions (NOTE: before considering the questions below, consider the findings in *Terry v. Ohio*, a 1968 decision where the Supreme Court ruled that police may use a “stop-and-frisk” procedure on a person they suspect is armed or involved in a crime; police may interrogate and frisk a person if they have a reasonable basis for the stop and frisk, even if they don’t have probable cause to arrest the person.)

- 1. Were Officers James and Drummond justified in stopping and patting down the five Black males who entered the mall earlier?
- 2. Was the Hispanic male’s behavior and description near the jewelry store enough to justify the officers stopping him?
- 3. How might the officers’ actions raise concerns or complaints about racial profiling?
- 4. How might the description of the suspect and the officer’s responses to the males be perceived as discriminatory or, rather, as “good police work”?
- 5. As a police supervisor reviewing this case, what alternative strategies would you provide to Officers James and Drummond to avoid accusations of racial profiling and ensure they comply with legal and ethical standards in the future?

KEY TERMS AND CONCEPTS

Accountable	Evidence-based policing
Act for Improving the Police in and near the Metropolis	Goals
Artificial intelligence (AI)	Law enforcement
Black Lives Matter	Leadership
Body-worn cameras	Management
Bureaucratic policing	Militarization of the police
Catalyst for change	Mission statement
Community policing	Omnibus Crime and Safe Streets Act
Community relations units	Order maintenance
Community relationships	Organization
Consciously coordinated	Police legitimacy
Defund the police movement	Problem
	Procedural justice

Provision of services
Relatively identifiable boundary
Sir Robert Peel

Social entity
Value driven
Vision statement

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 missions of police departments?

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THE DYNAMICS OF POLICE ORGANIZATIONS: STRUCTURE AND THEORIES

STUDENT LEARNING OBJECTIVES

After reading this chapter, the student should be able to:

- 2.1 Compare and contrast how scientific management and bureaucratic management applies to organizing work.
- 2.2 Apply the concepts identified in each administrative theory.
- 2.3 Describe how the hierarchy of needs forms the foundation of human relations theory.
- 2.4 Navigate systems theory.
- 2.5 Identify the considerations affecting organizing decisions within police departments.
- 2.6 Identify factors that influence organizations and the impact of those factors on policing.
- 2.7 Know what a matrix structure is and how it could be used in police departments.

INTRODUCTION

We touched on organizations in Chapter 1. Here, we explore organizations, especially police organizations, in more detail. Organizations are living entities in that they are constantly changing. Police executives often change their departments' structure to meet the changing needs in the community; they must be adaptive. They can also be considered to be living in that they have a nervous system—a chain of command in which 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.

In this chapter we are referring to police administration. Police chiefs, sheriffs and their executive staff are considered to be administrators. They make decisions about what problems to address and how the departments should respond to them. Administration is often seen as the overall management of a department. Administration basically consists of two primary elements: organization and management.¹

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 is the decision about which operational units will be created in the department, and the captains and lieutenants 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 who would have to be moved from other units to staff the gang unit and the effect on the other units, and 3) if there are more pressing policing problems that must be addressed. Organization is important because it affects a department's ability to effectively meet the community's needs.²

Recall from Chapter 1 that management consists of the processes that occur within the structure. These processes include decision-making, communications, staffing, command and control, planning, and budgeting. Management is 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. Senior command, middle managers, and first-line supervisors 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 management processes.

This chapter includes discussions of how organizational and administrative theory developed, some of its major elements, factors that influence organizations, and some contemporary organizational strategies. Several Focus On and You Decide boxes and a case study will provide added insights into organizations and their behaviors.

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, who 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.³ 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 they have 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, whereas 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 work across units or offices. They are 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. Executives, 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. Second, 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% of all sworn personnel should be assigned to patrol.⁴ One national study found that the percentage of police officers assigned to patrol ranged from 62.5% to 65.6% of the total officers in departments.⁵ 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 executives, 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.⁶ 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.⁷ A **bureaucracy** is cumbersome because information flows from a lower rank level through all higher levels, and the response to the information flows downward using the same path. 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.⁸

Administration consists of the cumulative processes that direct and move the department. 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.

To a large extent, police agencies are similar in their structure and management processes. The major differences among agencies exist between the large and the 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.⁹

In the 1970s, experts on police organization, such as Egon Bittner,¹⁰ were contending 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 included 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.¹¹ 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.¹²

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.¹³ 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.¹⁴

ADMINISTRATIVE THEORY

Administrative theory seeks to identify generic or universal components or activities associated with administration. It is the search for those activities that allows 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 rigid and controlling, giving workers little discretion or latitude in how they do their jobs. Key contributors to this school are Luther Gulick, Lyndall Urwick¹⁵ and Max Weber.¹⁶ Gulick and Urwick's contribution was POSDCORB, which is an acronym that identifies the management processes in an organization. Weber, in contrast, 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 Table 2.1. 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.

TABLE 2.1 ■ POSDCORB

Tasks	Description of Tasks
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 organization
Organizing	Enabling 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 organization
Coordinating	The all-important duty of interrelating the parts of the work
Reporting	Keeping those to whom execution is responsible informed about what is going on, which includes keeping themselves and their subordinates up-to-date through records, research, and inspection
Budgeting	All that goes with budgeting in the form of fiscal planning, accounting, and control

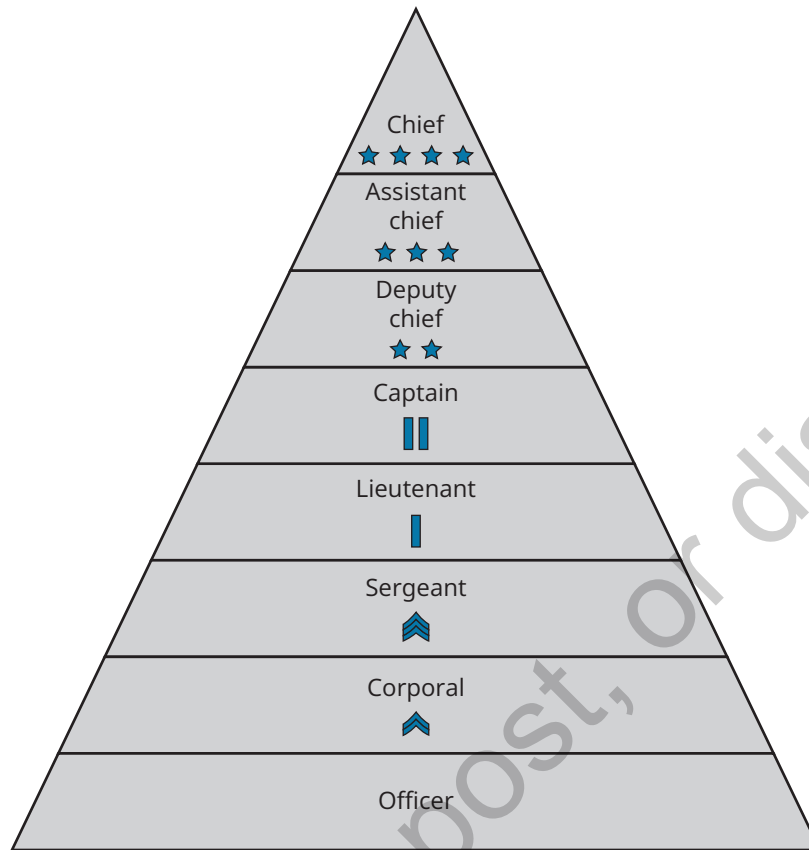
Weber's Principles of Management

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

His 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 compared to those under them in the chain of command. People at one level report to and are supervised by persons at the next higher level. A simple structure indicating the hierarchy of authority or chain of command is shown 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 directions by the captain. The captain issues orders to the lieutenants that allow them to cohesively address a problem.

An important question when organizing a police department is how many levels a department should have in its chain of command. One study found that large American police departments averaged 9–13 levels of rank or hierarchy.¹⁷ 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; orders and information have 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 overburdened with work to the point that they cannot adequately supervise their subordinates and manage their responsibilities.

FIGURE 2.1 ■ Traditional Pyramidal Chain of Command

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 staff normally are complex, involving several units and large numbers of officers in the department. Complexity reduces the span of control.

Large 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 6–10 officers. Sergeants can supervise a limited number of officers because the officers typically are assigned across a large geographical area or 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 problems such 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 by their supervisors.¹⁸

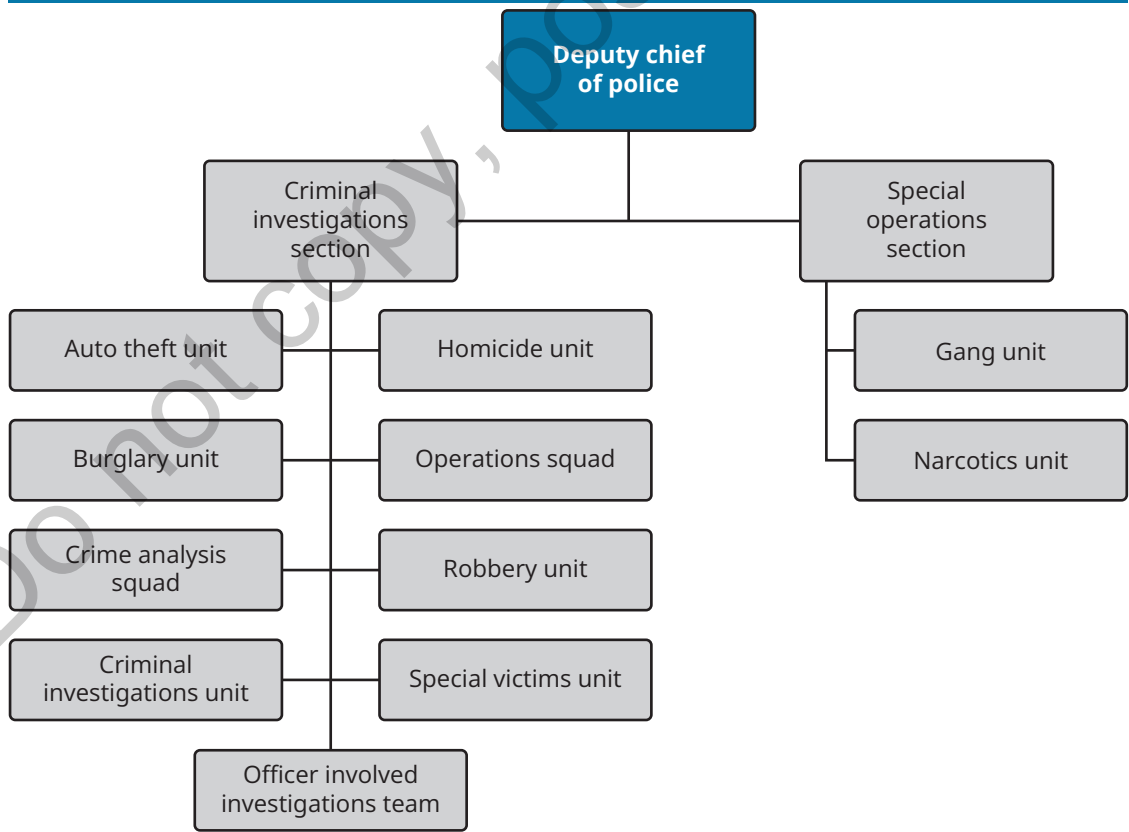
There potentially is a major disadvantage to having a larger span of control. A large span of control means there is less time for any one supervisor to spend with any one subordinate. This limited time is reduced even more if a supervisor has to spend a large amount of time with a few new or problem 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.¹⁹ 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 2.2 shows an example of the criminal investigation organization in a police department.

As shown in Figure 2.2, 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

FIGURE 2.2 ■ Example of the Organization of a Police Department Criminal Investigation Unit



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 criminals' modus operandi. Specialization by function increases officers' ability to do their jobs. Moreover, there is enough work in mid-sized to large agencies to keep the detectives in these units occupied.

Specialization by **geography** refers to organizing tasks by different areas. For example, Figure 2.3 shows the beat structure for the Seattle Police Department. Notice that there are five precincts, and each precinct is divided into sectors; there are 17 total sectors. Each sector, in turn, is divided into smaller sections, called beats.

Seattle, like other large cities and counties, must make such geographical divisions, because operating from one centralized location such as a headquarters would be ineffective given the number of officers in an area of coverage of 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) because early-morning hours may not require the as many personnel. The number of shifts is driven by activity.

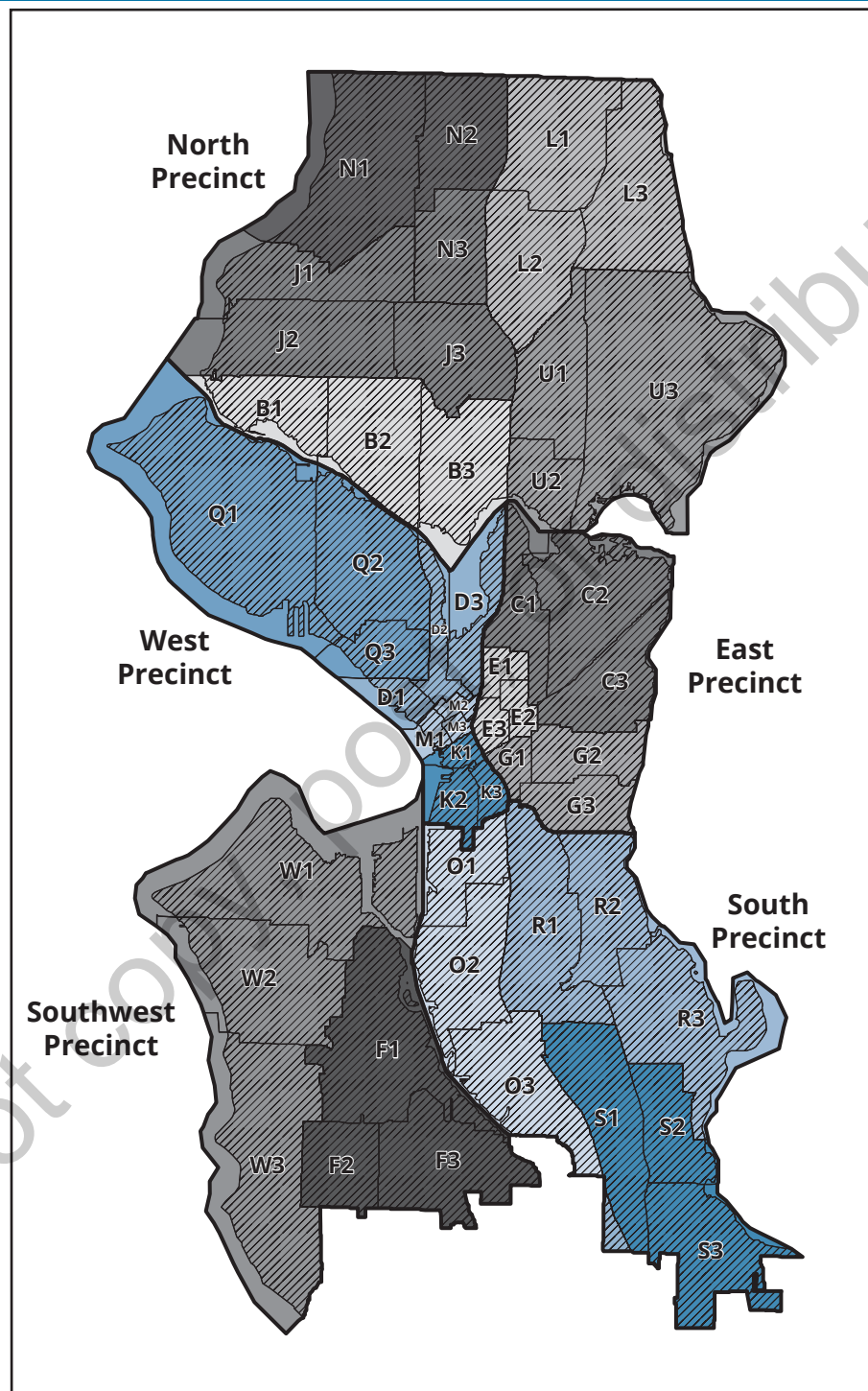
Specialization allows for more control in a police department. The patrol shift commanders can be held accountable for problems that occur during their shifts. This motivates them to monitor activities and make adjustments when necessary. The same is true for detective supervisors and managers. If the 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.



Police use K-9 abilities near the scene of a high school shooting. Like many other specialized police functions, the use of K-9s for search, rescue, and other functions requires targeted and technical training. Copyright 2013 AP. All rights reserved.

AP Photo/Gene J. Puskar.

FIGURE 2.3 ■ Beat Structure for the Seattle Police Department



Source: Seattle Police Department, "Precinct and Patrol Boundaries," n.d., <https://www.seattle.gov/police/about-us/about-policing/precinct-and-patrol-boundaries#:~:text=Each%20precinct%20contains%20smaller%20geographic,officers%20are%20assigned%20responsibility%20for.>

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 responsibilities to their managers. For example, the commander of a traffic unit is responsible for reducing accidents, expediting the traffic flow, and in some jurisdictions, generating revenue. If the traffic commander does not adequately attend to these responsibilities, they 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 commiserate 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.



Police officers receiving guidance from their superior.

Jeffrey Isaac Greenberg 8+/Alamy Stock Photo.

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 executives and managers as well. 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 are taking.

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 amount 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, 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 ones. 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.²⁰ 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 2.4 is an example of a police agency's

FIGURE 2.4 ■ Example of a Police Agency's General Order

POLICE DEPARTMENT GENERAL ORDER		
Legal Advisor:	Approving Deputy Chief:	Chief of Police:
General Order No: 3/254.000 DOMESTIC VIOLENCE		
Date Issued: November 4, 2025		Last Review: 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;

General Order. Notice how the General Order provides fairly specific guidelines. Such orders provide officers with specific guidance about tasks and responsibilities.

Police officers have a great deal of discretion when answering calls for service or performing investigations.²¹ 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 their 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 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 procedure 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 before 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.²²

This section describes the principles of organization that are rooted in the classical model of organizations. They effectively divide work into groups and allow 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.²³ When excessively followed, they can negatively affect morale and productivity. This problem has resulted in the creation of new models, particularly the human relation organizational model.

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 have 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 to reduce possible crashes.

The chief, realizing that they must take action, asks you to develop a pursuit policy for the department. The chief 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?

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 because 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 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.²⁴

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 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 numerous theorists. Maslow's **Hierarchy of needs** showed 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 principle motivators.²⁵ According to Maslow, organizations could motivate employees by involving them in decision-making, planning, and otherwise soliciting subordinates' ideas about how to be more productive, as shown in Figure 2.5.

FIGURE 2.5 ■ Maslow's Hierarchy of Needs



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 hierarchical 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 (Table 2.2). A further explanation of the assumptions about human nature and behavior that emerge from these divergent theories follows.

TABLE 2.2 ■ Summary of Theory X and Theory Y Behaviors	
Theory X	Theory Y
The average employee dislikes work and will avoid it whenever possible.	The average employee does not inherently dislike work.
People are lazy, avoid responsibility, and must be controlled, directed, and coerced to perform their work.	People will exercise self-control and are self-directed when motivated to achieve organizational goals.
People are inherently self-centered and do not care about organizational needs.	People are capable of learning and will not only accept but will seek responsibility.
People will naturally resist change.	People's capacity for imagination, ingenuity, and creativity are 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. 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 to employ 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. In contrast, 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.

Evolution of Classical Management to Human Relations Theory in Police Work

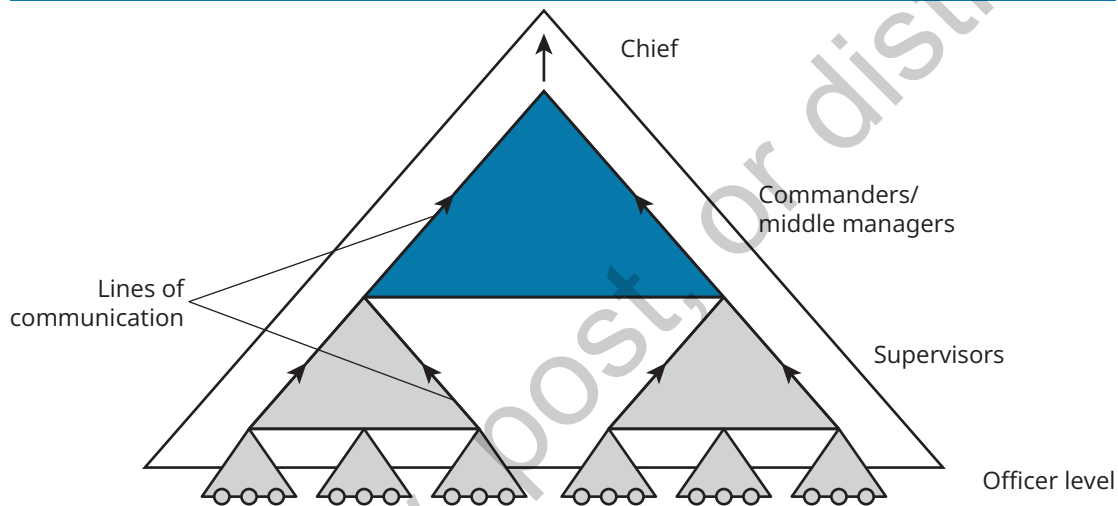
As a general rule, the police field found bureaucratic management to be more acceptable. In the first half of the last century, police managers were strongly influenced by the reform movement that swept the nation. Corruption was rampant, and the key words for resolving the problems were “efficiency” and “control.” The goals of progressive chiefs were to gain control of their departments and reduce political influence. Human relations was viewed as vague, and the military model with its rank and structure was viewed as almost a perfect panacea for resolving the problems of police managers.²⁶ 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** is a Theory Y approach that considers employee needs. It includes approaches such as participative management, which began appearing 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 middle levels of management.²⁷ This has 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, in which small work groups conduct tasks and each group is linked together with a manager or supervisor.²⁸ Figure 2.6 shows how the linking pin system is organized.

FIGURE 2.6 ■ Likert's Linking Pin System



Because the linking pin system consists primarily of small work groups, it results in more interaction among group members, 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 in better decision-making. The supervisor stays in contact with their superior so that the information is discussed at the next higher level in the chain of command. The superiors also keep their superiors 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 because 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.²⁹ 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 interact with one another, they form a unitary whole."³⁰ Each unit affects other units and the whole. For example, if patrol officers are deficient in completing the preliminary crime investigations, it will make investigator's 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.³¹

This view opposes the way law enforcement agencies traditionally have been organized and have functioned. For example, detective units often work separately 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 a limited interrelationship. The systems' approach to management attempts to deal with this problem, trying to unify the parts of the organization into a functioning whole. If these different units communicate and work more closely, they likely will be more productive.

Systems-oriented managers 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 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 considers 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.

In summation, organizational theory has developed into three different schools of organizational thought: classical, human relations, and systems. Although 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.³² One study found that 61% of police executives reported that there was no need to change the organizational structure of their departments.³³ Thus, it appears that many police executives 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 demands 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 executives 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 include the following:

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 grades 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 they cannot be held accountable for any results³⁴

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

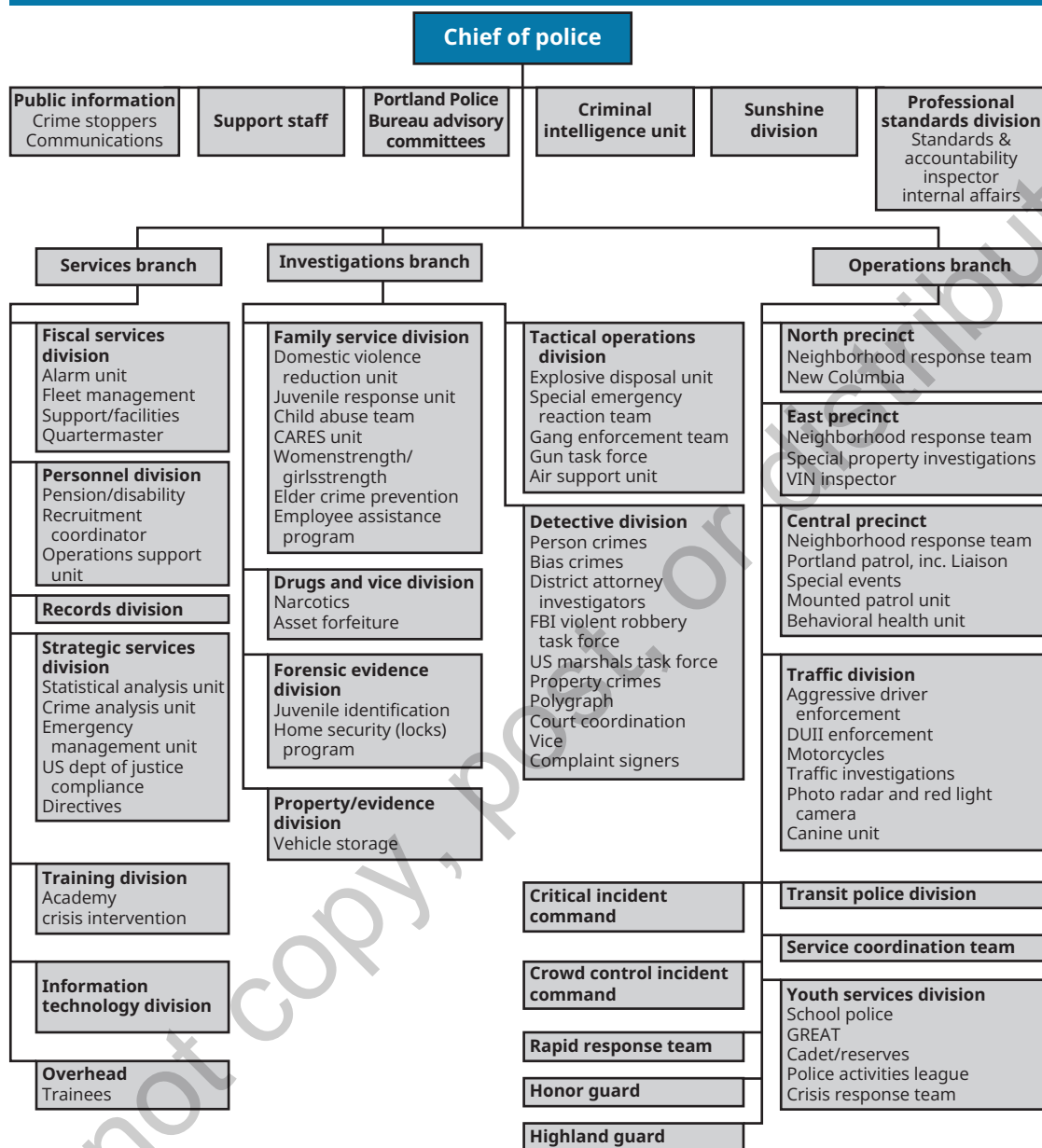
- Family Services Division
- Drugs and Vice Division
- Forensic Evidence Division
- Property and Evidence Division
- Tactical Operations Division
- Detective Division

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 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.

Because 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 Department Organization Chart, <https://www.portlandoregon.gov/police/article/548323>.

FACTORS THAT INFLUENCE ORGANIZATION

There are numerous factors to consider in making decisions about the organization of a police agency. As previously discussed, the mission, values, and goals of the organization must factor into the decisions. Here we discuss many of the factors that should be taken into account.

The Informal Organization

Existing side by side with the formal organizational structure of a police organization is the **informal organization**, which is formed because 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. However, adhering to agency policies and procedures remains of the utmost importance and should not be ignored.

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.³⁵ 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.³⁶

When there are vast differences between a department's culture and management, it affects organizational structure. For example, the department must have more well-defined policies and procedures to better ensure that officers adhere to departmental expectations. It likely will affect the span of control because 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 how policy decisions have been made. They have thwarted the creation of civilian review boards, advocated the election of "law-and-order" political 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 executives. 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 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, assignment 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 occurs when an organization continues down the same path and is resistant to change. Changing 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, changes in technology, problems with police community relations, budgetary constraints, and other community expectations. 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."

Indeed, probably the most common characteristic of change is people's resistance to it. Adapting to a new environment or methods often results in feelings of stress or other forms of psychological discomfort. Resistance to change is likely when employees do not clearly understand the purpose, mechanics, or consequences of a planned change because of inadequate or misperceived communication.

Those who resist change are sometimes coerced into accepting it. Change in police agencies, particularly a major change, is frequently characterized by centralized decision-making and coercive tactics. Through the use of task forces, ad hoc committees, group seminars, and other participatory techniques, employees can become more directly involved in planning for change. By thoroughly discussing and debating the issues, a more accurate understanding and unbiased analysis of the situation is likely to result. To some extent, change must be sold, not enacted.

CONTEMPORARY ORGANIZATIONAL STRATEGIES

The previous sections described the traditional police organizational structure that is rooted in Gulick and Urwick's POSDORB and Weber's principles of management. Larry Gaines and Charles Swanson have pointed out that the principles as discussed remain the primary mode of police administration.³⁷ This is because accountability remains a key consideration when organizing a police department. Nonetheless, police departments have modified their organizational structures at least partially. The following sections describe some of these innovations.

Community Policing

Community policing has been a part of policing for several decades and has expanded across the United States. As will be discussed in Chapter 10, it consists primarily of community relationships and problem-solving. Community policing means that officers should increase the communications, especially positive communications, with citizens. This means decentralizing the organizational structure so that officers have the time and authority to interact with citizens and the ability to deal with their problems.³⁸ Police leaders and officers do not always understand or recognize the problems facing citizens in a particular neighborhood. To adequately adopt community policing, the department's structure must be altered to facilitate community relationships and problem-solving.³⁹

Matrix Structure

A **matrix structure** is a form of decentralization in which personnel from different units are merged together to focus on a specific problem. A police department may create such a unit to combat elevated levels of crime in a specific geographical area or when the jurisdiction is experiencing an increase in a specific crime. For example, a department may assign a group of detectives and patrol officers to respond to an increase in convenience store robberies. The patrol officers would enhance patrols of the stores, whereas the detectives would perform undercover stakeouts. They could identify the most possible targets by examining past robberies of convenient stores to identify probable locations.

In some cases, officers could team up with officials from other agencies. Departments have created gang task forces comprising police officers and probation officers.⁴⁰ Generally the terms of probation allow probation officers to search probationers' homes and stop them while they are driving or riding in a vehicle; police officers must have a warrant or probable cause to conduct such searches. The police-probation teams were able to investigate gang members more effectively. *Operation Ceasefire*, which has been implemented in several cities, took this concept further. In some cases, prosecutors were part of the team. In cities like Chicago and Baltimore, the police worked with community groups, activists, and former gang members and went into areas with high levels of gang activity to work with at-risk youths. In many cases the programs reduced the levels of gang and juvenile homicides.⁴¹ The matrix structure allows departments to react to a variety of problems by selecting officers from different units that match the problem at hand.

Matrix structures provide departments with a great deal of flexibility. They allow departments to analyze problems and then formulate a strategy that best meets the problem. The matrix structure expands a department's ability to deploy more effective measures.

Special Operations Units

The organizational structure for the Portland Police Department as displayed in Figure 2.7 has a **special operations** unit called the neighborhood response team located in each of its two precincts. Numerous departments are creating special operations or tactical units. These units are designed to respond to emerging crime or disorder problems. Essentially, the department can send these officers into a high crime or disorder area to tamp down problems, and the unit can respond to a variety of problems. These units generally are assigned to a problem or area on a short-term basis and move from one problem to another. Such units give a department the ability to quickly move large numbers of officers to a problem area. They can use different tactics including patrol, undercover or stakeout operations, or enhanced traffic enforcement, and so on. Special operations units can substantially enhance a department's ability to respond to problems.

Police leaders and managers must maintain a degree of flexibility in their departments. It allows them to address different problems that may present themselves. Moreover, as we learned from community policing, authority to select tactics when dealing with problems should be decentralized to the units involved in counter-ing the problem.



Police tactical unit breaches a house.

Michael Matthews - Police Images/Alamy Stock Photo.

YOU DECIDE . . .

You are a captain in the Wetherbee Police Department. Wetherbee has a large police department and therefore has numerous specialized units. You recently were assigned to head the special operations or tactical unit. The unit has 20 officers divided into three teams, and each is supervised by a sergeant. You were appointed to manage the unit because the chief thought that the previous commander was not doing a good job. The chief believed the unit had not been responsive enough and could do more to attack the crime and disorder problems in Wetherbee. Crime has increased slightly over the past two years, and there is a gang problem in two areas in the city.

You understand that the chief expects you to manage the unit and produce results. The first thing you should do is develop a plan of action.

Questions for Discussion

1. As the commander, what will be your unit's priorities?
2. How will you identify the neighborhoods or areas where you need to assign your officers?
3. How will you decide on the unit's organization?

SUMMARY

This chapter has set the stage for the study of police leadership and management, defining organizations generally then placing police agencies within the context of organizational theories and structures. Included were several important facets of leadership and management, including the evolution of organizational theory, several major administrative theories, and selected factors that influence organizations, such as culture and employee unions. We also examined some of the more flexible organizational forms that police departments can use to mitigate problems.

It is important to note that organizations, especially police organizations, are organized according to traditional or bureaucratic organizational principles. These principles include chain of command, policies and procedures, specialization, delegation of authority, and unity of command. Police departments, especially large departments, require a considerable amount of organization. These principles guide how departments should be organized. They also infer that police departments can be organized in a variety of ways, and the police executive must find the way that best meets the needs of the department and community.

CASE STUDY

The Policy Conundrum

Policies create the foundation for all operations in public safety agencies, but they must be valid and up-to-date. Obviously, an agency that is relying on inadequate or outdated policies that don't reflect current practice or policies are undesirable and highly problematic. Furthermore, an agency that is trying to survive with such ill-fitting policies—where the officers are in effect lacking policy guidance entirely—makes the agency vulnerable to physical, financial, and political risks.

You are a newly hired police chief, finding your agency policies a decade old and now seeking to update policies in a timely manner in a way that is efficient and effective. Prior chiefs in your agency had their own views concerning how to develop and modify policies, but when it was time to actually review and update policies, there was little effort to bring them to completion. The command staff would provide their input and move draft policies up and down the chain of command, the time lag in effect making existing policies stagnant and causing much frustration. You also seek a policy manual that staff can easily access and stay current with updates.

Discussion Questions

1. How will you approach this situation and bring forth a new policy manual?
 - a. Unilaterally (making all decisions about developing and implementing new policies yourself)
 - b. Work with a team of command officers
 - c. Work with a team of patrol officers or both sworn and nonsworn personnel
 - d. Some combination of these
2. As is often the case, other agencies have confronted the same problems with their policies, and so there may be no need to “reinvent the wheel.” You might, therefore, seek to find a national governmental, nonprofit, or for-profit organization that can help provide fully developed, state-specific policies researched and written by subject matter experts and vetted by its attorneys. After doing some online research regarding such businesses, report your findings. If you do so, what is the result?

KEY TERMS AND CONCEPTS

Administrative theory	Matrix structure
Bureaucracy	Max Weber
Chain of command	Organizational theory
Culture	Policies
Delegation of authority	POSDCORB
Employee-centered management	Procedures
Excessive layering	Rules and regulations
Function	Scientific management
Functional supervision	Span of control
Geography	Special operations
Hawthorne experiments	Specialization
Hierarchy of authority	Systems theory
Hierarchy of needs	Time
Human relations theory	Theory X
Inertia	Theory Y
Informal organization	Unity of command
Linking pin system	

DISCUSSION QUESTIONS

1. The backbone of any police department is patrol. Patrol officers answer calls for service and respond to and prevent crime. Smaller departments may have no specialized units or only a few. How would you determine if a department needs to form a specialized unit?
2. We have discussed several organizational theories in this chapter. How do these theories affect the department and police officers on the street?
3. We examined POSDCORB in this chapter. How does each of the elements in POSDCORB apply to a police organization?
4. Police departments have a system of policies and procedures. What are the areas that you think are most important for these regulations to cover?
5. Use the internet to find two comparable-sized police departments' organizational structures. How are they different? How are they the same?